Cultural heritage
A resource for Europe. The benefits of interaction

Cultural heritage

Foreword

The Belgian presidency of the Council of the European Union, during the second half of 2010, offered the Flemish Government Policy area of Town and Country Planning, Housing Policy and Immovable Heritage an excellent opportunity to raise some of the cultural heritage sector's issues at EU level.

On 9 December 2010, the conference '*Cultural Heritage: a resource for Europe. The benefits of interaction*' was held in Bruges, World Heritage City. We organised this conference in cooperation with colleagues from the different Belgian communities and regions. The conference set out to increase the European policy makers' and the cultural heritage sector's awareness of cultural heritage as a resource for Europe and of the way in which cultural heritage closely interacts with other policy domains. Together with all stakeholders, we wanted to look for ways and means to better serve cultural heritage interests in the European policy-making process.

Over 190 participants from almost every country in the European Union and abroad attended the conference and praised the initiative. Their enthusiasm clearly demonstrated that the subject is embraced by the entire cultural heritage sector.

To familiarise other sectors and the general public with this subject, we have bundled the main conclusions in this conference reader. It is a reference to the lectures, the round-table discussion, the closing 'Declaration of Bruges' and our own conclusions. This way, we would like to stimulate a permanent dialogue between the broad cultural heritage field and European policy makers. With this reader, we hope to contribute to a more persistent cultural heritage reflex at the European level.

ir. Guy Braeckman, Secretary General, Department of Town and Country Planning, Housing Policy and Immovable Heritage
Gilbert Kolacny, Administrator General, Agency for Town and Country Planning and Immovable Heritage
Sonja Vanblaere, Administrator General, Flemish Institute for Immovable Heritage

p. 4
Concert hall,
Bruges, Flanders
Belfry, Bruges,
Flanders

p. 5
Beguinage,
Bruges, Flanders

Introduction

This conference reader contains the proceedings of the conference *'Cultural Heritage: a resource for Europe. The benefits of interaction'*, which was held in Bruges on 9 December 2010 and organised by the Belgian presidency of the Council of the European Union. This introduction explains the underlying concept and the structure of this publication.

Motive

In Europe, the management and preservation of cultural heritage is organised on a national and/or regional level. In many cases, however, legislation is inspired by international conventions and by recommendations from international organisations such as UNESCO and the Council of Europe. The link with the European Union is far less obvious.

In the European Union, cultural heritage is usually classified under the general notion of 'culture'. Yet, cultural heritage is a very diverse concept, encompassing monuments, historic cities, museums and collections, archaeological sites, archives, traditions, costumes, cultural, historical and natural land-scapes. Cultural heritage is omnipresent. Therefore, it is also closely related to other fields, such as agriculture, spatial planning, media, research, education and lifelong learning, environment and tourism. The European Union supports and complements the national and regional governments when it comes to culture. Moreover, the EU has wider decision-making powers in other policy areas. European policies in these areas can have a direct or indirect impact on cultural heritage. As such, European directives may result in restrictions or obligations, for example prohibiting the operation of certain machines, even in a museum context, or mandating the replacement of original windows in an old building.

By holding the conference *'Cultural Heritage: a resource for Europe. The benefits of interaction',* we wanted to elaborate on this complex, but interesting matter. This reader contains the various speakers' contributions, an overview of the most important issues raised during the round-table discussion and the 'Declaration of Bruges'. We complete this report with the conclusions. The proceedings are divided into three parts.

Part one: Cultural heritage and EU

The first part of this publication covers the versatile subject: 'Cultural heritage and EU'. The first three contributions focus on the importance of cultural heritage for society, the interactions with other policy domains and the main challenges for the sector. They aim to determine which issues European policymakers should take into account. Through his contribution '*The benefits of cultural heritage for society and its main challenges in a European context*', Philippe Bélaval highlights the advantages of cultural heritage in a changing society. He investigates why some are not convinced about these advantages. He also formulates a number of suggestions and recommendations for the future. In her contribution '*The place of European cultural heritage in society*', Claire Giraud-Labalte elaborates on the changed perception of cultural heritage. She favours a cross-sectoral approach to address a number of contemporary challenges, such as the economic crisis, climate change and globalisation. The contribution '*The changing perception of cultural heritage: new approach and new challenges*' by Simon Thurley also tackles the changed attitude towards cultural heritage, which encumbers political consensus about cultural heritage issues. He demonstrates that, in times of economic crisis, an instrumental approach to cultural heritage is no longer tenable and suggests one that involves the general public. The first part is concluded by a fourth contribution on '*The initiatives of the EU in the area of cultural heritage*'. Alison Crabb discusses the European Union's competences in the field of culture (and, more particularly, cultural heritage) and the way the Directorate General for Education and Culture of the European Commission takes charge. She elaborates on other policy domains' perceptions of the principle of "mainstreaming": the horizontal integration of culture or, in this case, cultural heritage.

Part two: Inspiration

The second part is appropriately called 'Inspiration'. This part combines three contributions from other sectors which may inspire strategies to better convey cultural heritage interests and to exert more influence on European policy-making. A striking conclusion is that the broad field of cultural heritage is hardly organised at the European level. Other sectors, such as the environment or social sector seem to have a greater influence and to be well-organised. Jan Beyers' contribution '*Interest group politics in the EU*' sums up a number of recommendations for the creation of a cultural heritage umbrella organisation or platform. In his contribution '*Inspiration from the environmental sector*', Hubert David talks about how, during the seventies, eighties and nineties, the environmental sector succeeded in putting its interests on the European agenda and indicates which lessons can be drawn from that for the cultural heritage sector. Liesl Vanautgaerden concludes the second part with a contribution on '*Territorial cohesion and cultural landscapes*'. She explores the advantages of the territorial cohesion concept as a way to include cultural heritage interests in European Union policy. The presentation proves that the concept can be the bridge between landscapes and regional development.

Part three: Vision for the future

Part three looks ahead. During a round-table discussion, five key actors from the broad cultural heritage field exchange their views on the necessity, the interpretation and the tasks of a European cultural heritage umbrella organisation or platform. The potential pitfalls of a start-up are also considered. This part contains the main points of discussion. The conference was concluded with the official presentation of the 'Declaration of Bruges'. This declaration formulates the engagement of the Belgian presidency to start a reflection group with a wide range of stakeholders on this matter in 2011. The presentation of the 'Declaration of Bruges' and the conclusions complete this conference reader.

Welcoming address by the Belgian Presidency[1]

Geert Bourgeois, Vice-Minister-President of the Flemish Government; Flemish Minister for Administrative Affairs, Local and Provincial Government, Civic Integration, Tourism and the Vlaamse Rand

Welcoming address by Geert Bourgeois

In my capacity as the Flemish Minister for Immovable Heritage and representative of the Belgian Presidency of the Council of the European Union, it is a great pleasure to open this conference and to warmly welcome you all. We are delighted that our initiative was met with such great response. We have participants from 21 Members States as well as guests from Azerbaijan, Canada and Georgia, who have taken up our invitation.

The intention of this conference is to look for ways and means to better and more powerfully serve the interest of cultural heritage in the European policy-making process. I hope that this conference can be a springboard for establishing a recognised cultural heritage platform, which would bring together all stakeholders at an EU level, and influence developments, challenges and opportunities in European policy.

This conference centre in the prestigious setting of the old Sint Jan's hospital is an excellent example of how cultural heritage can be preserved and put to new use. This building complex dates from the Middle Ages and was once the largest city institution for the sick and poor in Bruges. In the nineteenth century it was transformed and expanded into a museum and a congress centre.

The historic centre of Bruges has been a UNESCO World Heritage Site since 2000, with over 550 protected monuments, city views and landscapes, the beguinage and the belltower. In Bruges, the old and the modern go hand in hand. The city exhibits a striking medieval character but also some stunning contemporary architecture such as the Toyo Ito pavilion which was built in the context of Bruges as the Cultural Capital of Europe in 2002. The city of Bruges and the Flemish government have since long worked together on matters concerning cultural heritage. In fact, Bruges has one of the oldest and largest services for the protection of monuments in Flanders

and is used as an example in Flanders and no doubt beyond. European cultural heritage is one of the richest and most diverse in the world. It plays an important role in the quality of life of European citizens. It contributes to the development of a common European identity. Under the impulse of an inter-governmental effort initiated by several European countries in 2007, the European Commission has recently introduced the concept of a European heritage label to promote this European identity. During the Belgian Presidency and under the strong impulse of the French Community of Belgium, the Council has made considerable efforts to make progress in the decision-making process on this matter. We call on the Hungarian Presidency to actively continue work on this so that the European Heritage Label will soon become a reality.

To conclude, I would like to briefly expand on the relationship between cultural heritage and Europe, which is central to the theme of this conference. In the EU, cultural heritage falls under what is described as 'culture', but the term is broader in scope. Cultural heritage does not only deal with monuments, historical cities and archaeological sites, but also archives, museums and collections, as well as traditions and customs, natural and cultural landscapes. Additionally, cultural heritage is closely interlinked with other sectors, such as agriculture, regional planning, the media, research, the environment and tourism. This is an interesting concept. Indeed, cultural heritage is a responsibility of the Member States and/or regional or local authorities; the EU has decision-making powers in other policy areas. However, as cultural heritage is closely connected to other sectors, European policy can have a direct or indirect impact on the cultural heritage sector. At this conference, we would like to investigate this exciting but complex issue of interaction and what it can mean for future cooperation.

I wish you all a very exciting and enlightening conference.

1 *We would like to share with you the welcome speeches delivered by Mr. Bourgeois and Mr. Van Rillaer. Therefore, unlike most other contributions in these proceedings, this text is a more literal rendition.*

Jos Van Rillaer, General Administrator of the Agency for Arts and Heritage of the Ministry of the Flemish Community

Welcoming address by Jos Van Rillaer

As the General Administrator of the Agency for Arts and Heritage of the Flemish Government, I would like to welcome you on behalf of Ms Joke Schauvliege, Flemish Minister for Environment, Nature and Culture.

The main challenge of this conference is to identify strategies to foster dialogue between the broader field of cultural heritage and European policy makers. Currently, we notice an interest for cultural heritage from different levels in the EU. For example, the European cultural agenda includes actions that have a clear impact on other policy areas, such as the mobility of collections in the new Work Plan for Culture 2011-2014 (including trade and customs matters), and the recently launched Joint Programme Initiative (JPI) 'Cultural Heritage and Global Change', a European Commission initiative.

The influence of European regulation on the Member States' cultural policies has been long since acknowledged. In Flanders for example, three civil society cultural heritage organisations – the Federation of Associations of Local History in Flanders, the Flemish Interface Centre for Cultural Heritage (Faro), and the Forum for Heritage Associations – produced a report "Flemish heritage policy in the European context" which was at the basis of two European conferences on voluntary organisations in the field of cultural heritage in Europe.

Today's conference is divided into three thematic parts. In the first part we will look at the synergy between cultural heritage and other sectors, in particular at the influence of diverse European directives on cultural heritage in various areas such as environment, energy, education and lifelong e-learning, economy and employment, customs, tourism and volunteer work. To give one example: the VOC Solvents Emissions Directive, which sets limits on the use of dangerous chemical paints and varnishes, has had a direct impact on the restoration of monuments and other artworks.

As many directives have an influence on cultural heritage matters, the cultural heritage sector should initiate discussions with European institutions before decisions are made so that its interests can be taken on board at an early stage. At the

same time, it is equally important that Member States closely monitor and evaluate European decision-making processes to identify the possible impact on national cultural heritage policies. An efficient strategy requires intensive cooperation between various governmental authorities and the cultural sector, also at European level. Gaining more insight in this matter and the EU's competences in this field, is the main challenge of this first part of the conference.

In Part two, we will analyse how the cultural heritage sector can draw inspiration from other fields to make its interests better known at European level. To this end, we will look at the concept of European platform organisations and interest groups from other sectors, specifically at how environmental organisations have managed to put their concerns high on the European political agenda, but also at the chances offered by territorial cohesion for an integrated cultural heritage policy.

In the third part of this conference, some key actors from diverse fields of cultural heritage will focus on the future during a round-table discussion, sharing their views on strategies for establishing a European cultural heritage platform, the specific role of the various actors, and possible challenges and pitfalls.

The conference will close with the official presentation of the 'Declaration of Bruges'. By introducing the declaration, the Belgian Presidency commits itself to continue the work on this subject in 2011 together with all stakeholders who adopt the principles of the 'Declaration of Bruges'.

I wish you a very inspiring and productive conference.

Part 1
Cultural heritage and EU

The benefits of cultural heritage for society and its main challenges in a European context[1]
Philippe Bélaval

*Philippe Bélaval,
General Director of
Heritage at the French
Ministry of Culture
and Communication*

[1] Mr. Bélaval was meant to be present at the conference "Cultural heritage: a resource for Europe. The benefits of interaction", but unfortunately had to cancel last-minute due to unforeseen and unpreventable circumstances. This paper is based on the presentation which Mr. Bélaval had prepared and is included in the proceedings as it is an interesting contribution to the conference's themes and goals. Claire Giraud-Labalte replaced Mr. Bélaval at the conference. Her paper is elsewhere included in this publication.

In this paper we will analyse different perceptions on the benefits of European cultural heritage for modern society, identify recent changes and challenges, and aim to formulate some suggestions and recommendations to join forces to defend and promote cultural heritage issues at a European level.

The level of attention given to the value of cultural heritage for society is a recurring theme in French debates on major cultural heritage issues. This may seem rather paradoxical for France, as it has a long history of protecting cultural heritage. In fact, the cultural role of museums in France has been well established since the beginning of the nineteenth century, and legislation relating to the protection of historic monuments was passed as early as 1913, a cause which had been lobbied for since 1850. In this context, one would assume that the benefits of cultural heritage for French society are clear and no longer a question for debate, especially given that cultural, political and social stakeholders in France all agree that strong public action for cultural heritage is required, not least through sustained state intervention.

One of the early examples of a state effort on cultural heritage is the establishment of the 'Grand Ministère de la Culture' (Great Ministry of Culture) in 1959. The very first French Minister of Culture, André Malraux, was renowned for democratising access to culture and making a large number of works of different genres available to the wider public. Such state intervention can be seen as a particularly effective tool for education, social cohesion and international influence. Equally, the vast number of visitors who attend the national cultural heritage days are also testament to the existence of a deep-seated link between the Nation as a whole and its cultural heritage.

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The benefits of cultural heritage in a changing society

In spite of the above which undoubtedly portrays France as
a culturally privileged country, there are increasing signs of
a 'confidence crisis' and a decrease in enthusiasm for cultural
heritage in France. At the very least there seems to be a need to
redefine the role of cultural heritage in a rapidly changing and
critically thinking society which no longer willingly accepts
preconceived notions on the merits of any one policy. This is
especially true when the policy in question requires substantial
funding at a time when both the State and local authorities
need to make difficult choices when allocating scarce
resources. To illustrate this: the French Ministry of Culture
alone requires funding of over 1 billion euro; excluding
amongst others, tax breaks for patronage or maintenance
costs for historic monuments.

Some fundamental reforms have been implemented over the
last decade which have considerably changed the focus of
major cultural heritage policies. The preparation and imple-
mentation of such reforms have led to vivid debates in the
areas concerned, but also in a wider context. On the one
hand, there are those who support the development of
a 'French system' which brings together, conserves and values
cultural heritage in line with the needs of economic and social
development, energy efficiency, protection of the environment
and the management of public expenditure. On the other hand,
we have those who prefer an approach which upholds and
enforces existing measures to provide a better response to
the challenges of modern life for cultural heritage. Delicate
comprise on policies relating to archaeology preservation and
historical area protection are often the result of this dynamic
between these opposing views. Such compromise demonstrates
it is not straightforward to reconcile conflicting values, and
perhaps even exhibits a certain hesitation to define a common
position for all when it comes to cultural heritage.

Another phenomenon of this changing society is the digital
revolution, the influence of which is becoming more wide-
spread every day. It has completely changed the way in which
cultural heritage is distributed and understood, to the point
that the traditional frameworks are slowly becoming obsolete.
In fact, the impact of digitisation will inevitably force us to

reconsider the benefits cultural heritage can offer society and
in what form.

Despite these recent changes and developments, it seems that
the actual 'basis' of cultural heritage benefits for modern
society is not being questioned. We may have redefined the
benefits as a result of societal developments, yet the principle
remains the same.

To illustrate this, we will define cultural heritage in its broadest
sense, as advocated by the French Ministry of Culture.
Cultural heritage brings together various areas such as archi-
tecture, archaeology, historic monuments, intangible heritage,
museums and archives. In other words, cultural heritage can be
defined as all the elements which bind people or a group of
people to their physical and social environment and bind them
to the past by leaving a legacy which they ought to build on
and pass down to other individuals or groups.

Cultural heritage assets such as old remains, documents,
monuments, museum artefacts, lifestyles, traditions, books and
knowledge, to a great extent define the individual or the group.
Cultural heritage helps them better understand the environ-
ment they live in, gives a sense of time periods and cultures,
raises their curiosity, and presents opportunities to interact
and contribute to recreational activities. Suffice to say that
cultural heritage is crucial to social cohesion. In fact, cultural
heritage is in many ways the starting point of the processes that
shape social relations. It is the basis for what we refer to in
French as 'faire société ensemble' (*creating society together*),
a pertinent but largely untranslatable expression frequently
used by Frédéric Mittérand, French Minister of Culture and
Communications. The contribution of ethnology in this area
should also be emphasised: by examining aspects of cultural
appropriation it has clearly demonstrated the role of both
tangible and intangible cultural heritage for social cohesion.

The need for a prominent European cultural heritage policy

The above analysis clearly illustrates the importance of
a cultural heritage policy for a changing society, especially
against the backdrop of the recent economic and financial

crisis. It shows the need to place such a policy at the forefront of measures taken across Europe which are aimed at strengthening social cohesion, raising education levels, providing better environmental protection and enhancing standards of living, facilitating urban and rural development, and generally preparing for the future. In today's society, this can be done more easily than in the past as the tools for capturing and sharing cultural heritage knowledge are constantly optimised by the continued and diligent work of high-level professionals. Equally, communication tools have also advanced considerably. In this regard, it is essential to re-examine the potential of digital technologies.

Not everyone agrees that all cultural heritage should be valued highly or identified as one of the main political and social priorities. To better understand this, we need to take a closer look at two factors.

Firstly, there is an inevitable link between cultural heritage and the past. This link is paradoxical: on the one hand, it is precisely this link which gives cultural heritage its intrinsic value (for example through witness accounts and physical remains from a bygone age); on the other hand, cultural heritage at times can be an unpleasant reminder of a grim past. Take the example of war memorial debates, colonisation, witness accounts of dictatorships and similarly controversial matters. These are often at the heart of discussions during the start-up phase of history or societal museums, which is currently the case in France. To some, the memory of certain past events can be unsettling, while others may warn against the danger of resorting to the past and cultural heritage as mere 'escapism of nostalgia'. All these considerations need to be taken into account when deliberating the societal benefits and impact of cultural heritage.

Secondly, and maybe even more importantly, we need to consider the financial aspects of cultural heritage protection. In a society dominated by utilitarian views, cultural heritage can be seen as a financial burden rather than an investment in the future, especially at times of economic crisis. Some would argue the profitability of cultural heritage is too low and the investment required too great. Methods have been suggested

and developed to improve profitability, such as incidental revenue or derived rights; and to reduce investment efforts, through patronage for example, although this also comes at a certain price. However, these methods have proven not to be sufficient against the economic and financial challenges society and by derivation cultural heritage are facing today. Cultural heritage protection is a delicate balancing exercise between economic and financial constraints. Moreover, cultural heritage interests often have to compete with other interests which may be seen as more economically and financially relevant. In France, for instance, developers are keen to reduce the scope of 'rescue' or 'salvage' archaeology as they want to minimise project time, work and expense, especially as the results of digs often appear to be random or of little value. Another relevant and very topical matter, but one with a considerable impact on cultural heritage protection, is the growing demand for sustainability. For example, the influence of installing wind turbines or solar panels can have severe consequences for the cultural heritage sector.

Additionally, when considering cultural heritage issues, we should ensure our actions and decisions do not defeat their purpose. For example, when 'designating' a certain value to historic monuments and museums, we should be careful not to risk turning cultural assets into commodities of which a certain return is expected. The economic benefits of cultural heritage – particularly from a tourism perspective – are often illustrated by the success of individual initiatives or events. A pertinent case in point is the town of Albi which cathedral and Episcopal City were registered on UNESCO's World Heritage List in July 2010. The town saw an impressive 30% increase in tourism in the weeks following its registration. Although the UNESCO recognition is obviously beneficial in many ways, we need to be careful not to neglect the true purpose of such an acknowledgement, i.e. the appreciation of unique cultural heritage. This ambiguity also becomes apparent in the increase in applications for a place on the UNESCO list. It is likely that these applications are not merely driven by the desire to promote or protect a remarkable element of universal heritage but also by the prospect of an increase in tourism. Although that is acceptable to a certain extent, we should avoid reducing UNESCO registration to a simple tourism label.

Suggestions for the future

In the light of the above, we should aim to formulate some suggestions to improve the situation of cultural heritage, especially in a European context.

Firstly, Member States could increase their efforts when it comes to promoting specific cultural heritage interests at a European policy level so as to influence the development and drawing up of regulations. This is by no means a plea for 'special treatment' of cultural heritage interests on a regular basis. For example, it could be argued that an exception should be awarded for historic monuments in regards to the new regulations on insulation standards which are currently valid for all buildings. However, while the occasional exception could be useful, we need to be careful not to distance cultural heritage from social developments altogether, as that would be disadvantageous for cultural preservation in the long run.

An interesting example of the potential of EU regulations for the cultural heritage sector, is the debate on the reuse of digital data. In France today, there is a lively debate amongst the archiving community about opening up digital data so that they are freely available to a wide public. It is an excellent opportunity to look at the EU rules on this matter and identify how they can be applied to the specific context of cultural heritage.

Additionally, we should more often join forces to launch common, cross-border initiatives to promote European cultural heritage. Today, most initiatives to preserve and promote cultural heritage are taken by the national authorities of Member States. This is not entirely surprising in the light of the subsidiarity principle and considering cultural heritage is seen as one of the building blocks of national identity. However, this approach does not take account of the fact that the greatest intellectual and artistic movements were not confined to the borders of nation states, but in fact encompassed all of modern Europe. Such movements include Roman art, gothic art, renaissance humanism, baroque, Enlightenment philosophy and Romanticism. Moreover, the success of initiatives such as the European Heritage Days shows that joint initiatives are possible and, in fact, desirable. It would be wonderful to see more of those in future.

Similarly, it would be beneficial to pool more tools. The European Heritage Label has a particular purpose and is of course a very specific example. However, there are many other possibilities for interaction and cooperation, particularly in the areas of training and promotion. This is largely due to the huge potential of digital technologies which should not be restricted to limited spaces or recipients. One of their added values is exactly that they are capable of reaching large and broad target groups.

In France, we also intend to revive the tradition of the Heritage Interviews in 2011. The participation of experts and intellectuals in these interviews will help us to create a new body on cultural heritage theory. The aim is to include participants from across Europe, but we would like to take this a step further and hope to be able to use this process of communication and discussion at a European level in order to create a body of theory that would be at least shared, if not communal. To give one example: it would be interesting to address in a wide European context the issue of the perception of natural heritage which in France has given rise to vastly different approaches.

The above suggestions are merely some avenues to explore. Yet, if we are committed to improving the perception of cultural heritage benefits that exists today, they may well provide useful tools for redefining cultural heritage and its benefits in a changing society.

The place of European cultural heritage in society
Claire Giraud-Labalte[1]

*Claire Giraud-Labalte,
Professor Université
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(UCO); Heritage delegate
for the European network
ENCATC, a Europa Nostra
partner*

1 Ms. Giraud-Labalte
kindly agreed to replace
Mr. Bélaval who unfortu-
nately had to cancel his
attendance at the last
minute . With very short
notice and only hours to
prepare, she delivered an
excellent and engaging
presentation. Given the
short preparation time,
we decided to not entirely
base this paper on the
lecture she presented ,
as is the case for the other
speakers. This text is
a more elaborate inter-
pretation of the key
thoughts and concerns
Ms. Giraud-Labalte intro-
duced at the conference.

2 http://www.coe.int/t/
dg4/cultureheritage/
heritage/identities/
colloque-beyond_en.asp

In this presentation, we will explore the advantages of inter-action between cultural heritage and other fields of European society. We will look at the possibilities for a closer link between cultural heritage and other areas of European public policy such as economy, tourism, agriculture, arts and crafts, regional development, sustainable development and training. Today's society brings many challenges which would benefit from a cross-sectoral approach: economic downfall, climate changes, the globalisation of people and information, and changing living environments are a few.

Extending the notion of heritage
European cultural heritage is characterised by regional richness and diversity through time. Each region has its own prestigious buildings, architectural style, residential developments, artefacts, and artistic and literary works as well as distinctive cultural traditions and customs, industrial expertise, natural and urban landscapes and memorial sites which showcase local life from antiquity to the present day, both in a rural and urban sense.

Whereas the interest in cultural heritage for a long time seemed to be limited to historical monuments from before 1800 such as ancient ruins, castles and churches, a change is noted throughout the 19th century with a new focus on more recent cultural heritage. The scope of what constitutes cultural heritage today is much broader than before, to the extent even that we should be careful not to define 'everything' as cultural heritage. In the Faro Convention[2], the term cultural heritage is described in its broadest sense: "Cultural heritage is a group of resources inherited from the past which people identify, inde-pendently of ownership, as a reflection and expression of their constantly evolving values, beliefs, knowledge and traditions. It includes all aspects of the environment resulting from the interaction between people and places through time."

Internationally, this change in perception of what cultural heritage entails, became most apparent in the 1970s in the aftermath of the oil shock in 1973, and was gradually reflected in policy texts and national initiatives in the field. Some pertinent examples of the changing views on what is to be considered as cultural heritage are included in the UNESCO Convention for the Protection of the World Cultural and Natural Heritage (1972), the European Architectural Heritage Year (1975), the Convention for the Safeguarding of the Intangible Cultural Heritage (2003), the Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005) and the Faro Convention, a framework convention by the Council of Europe on the Value of Cultural Heritage for Society (2005).

Initiatives such as the European Heritage Days[3], first organised in 1991 by the Council of Europe with the support of the European Union, and based on the French model of the Historical Monuments Open Day[4], aim to make cultural heritage more accessible to the general public in a broad sense and to foster a greater understanding of both national and European cultural heritage diversity. This annual event is a true celebration of cultural heritage and the highlight of the year for many European cultural heritage enthusiasts.

French art historian André Chastel (1912-1990), claimed that cultural heritage is meaningless unless it is seen in its relation to society[5]. Indeed, the concept of what cultural heritage encompasses has changed considerably under the influence of civil society actions and initiatives, supported – to greater or lesser extent – by governments and local communities.

The changing perception of heritage

Often, the prospect of the potential disappearance of specific cultural heritage triggers a counteract and renewed interest and effort to save it. It is exactly the threat of disappearance prompting us to look at something with a new sense of appreciation and insight and making us realise what is actually at stake. It is not uncommon to see buildings, architectural structures or other assets once doomed to disappear, regain status or attributed a new dimension of cultural heritage. As a result of this newfound appreciation, many old European

3 http://www.coe.int/t/ dg4/cultureheritage/ heritage/ EHD/default_en.asp

4 The first edition of the 'Historical Monuments Open Day' of 'Journées portes ouvertes dans les monuments historiques' was held in France in 1984.

5 Literal quote in French: «Aucun élément patrimonial n'a de sens en dehors de l'attachement des sociétés intéressées» (André Chastel)

wash houses, windmills, brickyards and chapels have been 'saved' from vanishing and are now closely protected by local organisations or cultural heritage professionals.

This changing perception of the concept of cultural heritage can also be illustrated by the much debated demolition of Les Halles de Paris in 1971. Despite fierce protest, these old commercial markets with their magnificent cast iron and glass architectural structures, built by Baltard around 1850 and located right in the centre of the capital, were destroyed except for two pavilions which were moved to the suburbs. Consequently, there was considerable reflection on what constitutes cultural heritage and in particular, a new interest in the 19th century cultural heritage, including utilitarian architecture.

Luckily, several years later, the equally impressive construction of the former Gare d'Orsay, which now houses the Musée d'Orsay, was saved in time from demolition. Today, it is inconceivable that such impressive architectural building would be destroyed, however, at the time views on this often differed. Controversy also surrounded the inauguration of the very modern Pei's Pyramid in front of the historical buildings of the Louvre museum in 1989, which raised questions on the relationship between architectural design and multi-secular heritage. After being the subject of many lively debates, the pyramid is now completely accepted in its environment.

These are just a few examples of cases in which both the general public, organisations and policy makers have reflected on and reacted to changes in the cultural heritage field. Of course, many more recent examples of similar cases from all over Europe can be added to this list. In the context of this changing perception, it is also interesting to analyse the impact of this change for different age groups. For those under forty years of age, this change which came about in the 1970s generally means relatively little. They do not necessarily hold our values and vision on cultural heritage. We must acknowledge and take into account that we do not all share the same 'mental library'. The insights and perspectives of an expert in the field of cultural heritage with extensive knowledge on the subject, are likely to differ from the ones held by citizens in

general, and in particular by different age groups. For the younger generation, for example, historical eras may overlap or intertwine, which naturally influences their perception and understanding. This observation has an impact on how we approach cultural heritage.

When determining what to conserve and protect in terms of cultural heritage, the threat of disappearing cultural heritage is not yet completely eliminated today. For example, many rural villages located in traditional woodland areas, find it difficult to resist urban advancement, financial pressures and citizens' legitimate demands for higher levels of comfort. As a result, what otherwise would likely be identified as valuable rural cultural heritage and worthwhile preserving, can be at risk of vanishing. Additionally, some more subtle, 'secondary' elements tend to disappear in rural areas: we might not notice it straightaway when a stone wall, a shed or mural disappears, but these are in many ways characteristic for an area and determining for the atmosphere of a place. A similar trend can be observed in dechristianised regions. As churches and other religious buildings attract less praticising believers, it is difficult to defend the considerable public spending needed for their maintenance without reconsidering their use and giving them another or an additional purpose, for example, a cultural one.

Apart from reconsidering the usage of cultural heritage and giving it a new function, our perception of what surrounds us is also continuously altering our views on cultural heritage preservation. Because of this dynamic, it is not only important to reflect on our own vision of cultural heritage in discussing and making decisions on cultural heritage, but also to take into account what the consequences will be for future generations. We need to understand the perception of cultural heritage of today's younger generation (18-30 year olds) before acting on their behalf. It would be a mistake to attribute cultural heritage views and values to this generation which they do not necessarily hold.

While acknowledging the value of cultural heritage, we need to be careful not to define everything as cultural heritage. To start with, resources are limited which requires sensible choices to be made on what to preserve. However, even if, hypothetically

speaking, financial resources would not be an issue, it simply would not be desirable to identify everything as cultural heritage. Each society has its own unique relationship with the past, present and future and this synergy defines how cultural heritage is approached. In this context, it is interesting to consider the words of historian François Hartog[6] who stated that "the ubiquitous present is indebted to both the past and the future".

Cultural heritage embedded in modern-day society

The undeniable interest that cultural heritage presents for modern-day society should be reconsidered and reaffirmed in view of the increasing demand for sustainable development, both at a national and European level. To this end, it is important to consider the differing views on the relation between culture and sustainability: some argue that culture is an integrated part of each of the three pillars of sustainability (economic development, social equity and environmental protection); others see it as a fourth, independent pillar (a view which is also reflected in the Agenda 21 programmes[7]).

Although cultural heritage requires a specific approach in terms of legislation, protection, conservation and management, it is at the same time closely linked with other public policy areas. Both culture and heritage are major assets for regional development as they generate economic activity, employment through increased tourism, cultural heritage restoration, etc. As cultural heritage is often well-maintained through purposeful renovation and redevelopment operations and well-promoted through the relevant networks (such as Villes et pays d'art et d'histoire, Petites cités de caractère and Villages de charme), it is an important factor in a region's appeal for citizens, businesses and tourists.

This obvious potential of cultural heritage for local development, and in particular the potential for the tourism sector, often results in interdepartmental partnerships between culture and tourism. Close interaction and consultation between the sectors can only have benefits for both the local population and tourists. Equally, a broad approach to cultural heritage tourism should be adopted: rather than sticking to a traditional programme limited to tours of monuments and museums,

6 Hartog, François. Régimes d'historicité. Présentisme et expériences du temps, Le Seuil, 2002.

7 http://www.un.org/esa/dsd/agenda21/

The Pont du Gard (France). An early example of efficient water management.

a wide variety of activities should be made available, which could include experiencing culture and heritage in the form of gastronomic treats, market visits or even river rafting, to name just a few.

Additionally, the educational value of cultural heritage cannot be underestimated. Cultural heritage is a source of knowledge to all who approach it with an interested mind. Taking the example of the Pont du Gard, a UNESCO world heritage site, it becomes quickly clear that it is much more than a beautiful swimming location in France or an architectural design on the 5 euro note. The interested visitor will soon find out that 2000 years ago, this exquisite Roman bridge-aqueduct channelled fresh water collected from the mountains across the river Gardon down to the South and the city of Nîmes.

For many European citizens, cultural heritage is an integral part of modern society, of their social environment, and something they value highly. It is important to encourage interaction between the cultural heritage sector and civil society, with experts and citizens collaborating to give cultural heritage its rightful place in society. This implies taking an integrated approach to cultural heritage, without overinvesting at the risk of isolating it from everyday life. This integrated focus also links in with the growing sensitivity for sustainability and benefits from a positive synergy between the cultural heritage field and the principles of sustainable development. Indeed, cultural heritage is not a question of life as it was. We should closely study the context and story behind cultural heritage to better understand the processes and subtleties so we can implement inspired solutions suited to modern life and the environment such as deploying the ecological properties of plants or materials and sustainably managing our rivers.

Passing down cultural heritage with an eye for change and innovation

Nature has always been a tremendous resource for cultural heritage. In the indigenous habitat for example, there are many examples of mankind opting for 'short supply chains' by using local materials such as stone, slate, clay and reeds. In fact, we owe much of Europe's architectural diversity to the application of this economic principle, which is further enriched by the

Groningen (the Netherlands). Bicycles in the urban landscape.

The *marais salants* (salt marshes) near the island of Guérande in southern Brittany (France). The remarkable combined work of nature and man.

8 http://www.patrimoine-vivant.com/

employment of different implementation techniques. This is certainly a concept that architects today could explore as a counterbalance to the often uniform construction in modern architecture.

From the perspective of synergy between cultural heritage and other areas, it is interesting to consider the human and technical skills in trades and crafts – and the knowledge and expertise they require – as an inherent part of cultural heritage. However, this added value is often underestimated in cultural heritage as the main focus tends to be on the finished product, reducing the artefact to its material manifestation. As specific skills are no longer actively practised nor passed on, valuable cultural knowledge and expertise is at the risk of being lost. By merely passing down an artefact without contextualising it, we reduce cultural heritage to tangible assets without giving it sense.

Although initiatives such as the French label Entreprise du Patrimoine Vivant[8], awards, demonstrations, documentaries and other promotional measures show there is a genuine appreciation for trades and craftsmanship as such, much work is still to be done in terms of creating better conditions to pass on skills and expertise (for example through apprenticeships) and, more importantly, in terms of changing how we value manual labour and vocational education. Indeed, whereas crafts and trades as such are highly valued, trade and vocational education today are often seen as a less desirable alternative for 'general' education. If we intend to preserve craftsmanship and trades for future generations, now is the time to close the gap between intellectual and manual activities. When it comes to re-establishing the respect and status of trade and manual labour Europe has an important role to play. This presents a great opportunity for close collaboration at a pan European level.

An exemplary illustration of a regional trade which came under threat is salt harvesting at the *marais salants* (salt marshes) of Guérande in southern Brittany (France), near the seaside resort of La Baule. In the late 1960s, as the salt industry entered a crisis, a development project was initiated to transform the salt marshes into a huge marina with the view

to attract tourists and double the area population in the summer months by 1985. After vigorous protest against turning the coast into a concrete jungle, which would threaten an ecologically fragile and precious area (now declared a Ramsar and a Natura 2000 site), the *marais salants* were preserved, yet without legal protection. The *paludiers* (salt rakers) who worked these mostly abandoned marshes joined forces in the 1970s to lobby for a better, more structural protection of their trade and its environment and to develop a training programme for young, ecologically minded apprentices. Thanks to this renewed interest and a revival of the salt industry, the unique landscape of the *marais salants* was preserved. This amazing landscape which was shaped over the centuries by man and the sea, land and wind and equipped with a highly ingenious hydraulic system, regained its original status. Cultivating the salt marshes became once again part of the traditional salt-producing industry, supporting regional tourism and profiting from it. In fact, Guérande salt went on to gain acclaim in gourmet restaurants and is to this day renowned for its specific quality.

Rivers are another interesting example of interaction between natural and cultural heritage. Indeed, the presence of a river in a region has often been a source of inspiration for cooperation on different levels in terms of conserving and managing the river, its surrounding landscape and harmonizing this with local life. Projects involving rivers require high levels of creativity guided by the demand for sustainable development. The "Loire Valley" is a case in point: included in UNESCO's World Heritage List, it is celebrated as a rich cultural landscape, with the river Loire as its backbone and historic towns and architectural monuments stretching out over 280km. Public and private organisations have worked closely together to preserve and continually develop this region populated by over a million inhabitants, through strong interaction between the population and the physical environment.

The Loire Valley was also once renowned for its cultivation of hemp, a versatile plant mainly used to make canvas and rope. The decline in inland navigation and the arrival of synthetic fibres signalled the end of this important economic activity.
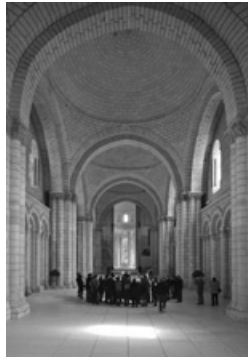
Luckily, tools used in the hemp industry, expertise, as well as traditions such as the hemp festivals have been preserved by local associations. Not only have they saved this activity from completely disappearing, they have also helped to pass on knowledge and contributed to a revival of hemp for new uses, such as textile fibre, insulation and biofuel. In this context, the status of hemp and the hemp trade as cultural heritage can be a valuable tool for innovations, especially in terms of sustainable development.

As a result of policy views and choices, the relationship between society, water and rivers has considerable changed over the years. In many European cities, rivers were redirected around the city or even through underground canals in the 20th century. Over the last twenty years, however, we have witnessed a reversal of this trend which is reflected in many initiatives such as urban investment in port wastelands, the revival of historic monuments and cultural events along rivers, cooperation on rivers, as well as initiatives involving citizens. Across Europe, mobility and transportation plans around rivers are sporadically reintroducing 'old school' transport systems offering sustainable solutions: an abandoned ferry coming back into service to cross a river and avoid the construction of a new bridge, the restitution of a tramway, the reclamation of disused railway lines, the introduction of river buses, and a renewed focus on bicycles as a means for recreation and transportation along rivers.

In terms of this relationship between cultural heritage and transportation solutions, the train station in Groningen (The Netherlands) illustrates another interesting level of interaction. The square in front of the imposing architectural building is a large parking space for a huge number of bicycles. From a cultural heritage point of view, it could be questioned whether it is feasible to preserve the train station and its immediate surroundings while at the same accommodating the use of this popular and environmentally friendly mode of transport. A favourite form of national transportation, a true 'cultural institution' even, these bicycles are more than useful and illustrate that the integration of cultural heritage in the community can be very beneficial. In many regions, the bicycle is used for both work and leisure and is

Rivers and cultural heritage. An exciting opportunity for interaction between policy areas.

A traditional grocery store. The destiny of small local shops: about to disappear or to be reinvented?

The Abbaye de
Fontevraud (France).
Gaining knowlegde
through impressions
and experiences
in an inspiring
environment.

an excellent alternative way to travel and discover European cultural heritage.When it comes to the interaction between regions and its cultural heritage, it is interesting to point out a significant contradiction. On the one hand, we tend to promote characteristic villages with ancient buildings, hidden corners and an ambient atmosphere. On the other hand however, there is an increased trend in relocating local shops and businesses to the outskirts. This implies people have to use their car to get there which deprives the frailest people of local services and strips districts of their original heritage character.

Lifelong learning and the culture of dialogue
When aiming to enhance the understanding of cultural heritage amongst the wider public, the role of training and education cannot be underestimated. It is crucial to educate children from an early age about cultural heritage, both in and outside school. While considering the different educational methods, special attention should be paid to promoting tradesmanship and manual labour, and uncovering the talents of children and students other than their cognitive abilities. The way in which children are introduced to cultural heritage at a young age is determining for their future views and approach to it and the world they live in.

One of the challenges of a 'broader' education approach, outside the traditional schooling system, is to take into account the citizens' interests and concerns in debates about society. An excellent example of where cultural heritage is extremely accessible to the public is the Abbaye de Fontevraud in the Loire Valley. This ancient monastic city is a European cultural meeting centre which offers citizens the opportunity to 'live' there for a few days as part of the «La Cité idéale[9]" programme.

In modern society, digitisation has an increasing impact on education. The digitisation of cultural heritage is an excellent means to provide the general public with easy access culture. The European Commission has done valuable work in this area by creating the digital library, Europeana[10], a multilingual portal which enables people to explore digitalised cultural heritage content as well as contemporary creations, including Europe's archives, libraries, museums, heritage services

9 http://www.abbayede-
fontevraud.com/v3/
la-cite-ideale-en-
marchant-ete-2011

10 http://www.
europeana.eu

and audio-visual collections. Complex initiatives such as Europeana require a careful analysis of the technical, legal and economic framework. The digital era is creating incredible opportunities for research, training, regional development and cultural tourism and events. However, due care should be given to the fact that the purpose does not come secondary to the means and that cultural content should be handled with great consideration. Hence, digitisation should be used to its best potential, without defeating its purpose. It is a great tool to reach a vast number of citizens and helping them to better understand European cultural heritage by sharing it with them. It is an easy and convenient way for the wider public not only to acquire knowledge but also to get a real feel for it.

In its interaction with the European decision makers, it is not sufficient for the heritage community to limit itself to exposing short-term problems. Insight into the challenges the cultural heritage sector faces should be provided where needed and the significance of cultural heritage assets today should be clarified and emphasised. These are the skills that both decision makers and citizens tend to miss at times. The multi-disciplinary, cross-sectoral approach which the Council of Europe strongly supports has an important part to play in this.

Proper training is a fundamental requirement for a strong synergy between European policies and cultural heritage actors. It is crucial to develop a clear understanding of a situation's context, now and in the past, in order to pinpoint the most appropriate solutions and approach for cultural heritage issues. Yet, although desirable, multi-disciplinary cooperation is not always sufficient. Strong links need to be established between various institutions, often very different in nature, and civil society associations should be increasingly involved in the debate as they often have different ways of tackling things. This implies that university students, for example, should not only be initiated in how Europe works but also in how to work on sectoral and cross-departmental projects. This requires lifelong training.

Experiments conducted with heterogeneous groups (in age, education, region, job, etc.) confirm the usefulness of such an approach. To this end, there are some effective solutions which

are relatively easy to implement such as placing a greater focus on sharing knowledge, re-examining prejudices critically, setting up initiatives around representations and habits, and exploring the potential of participatory workshops. This approach requires an open-minded attitude, even a degree of 'unlearning' perhaps, in order to broaden horizons, linking action to the relevant context and embracing proposals of others. This 'culture of dialogue' forms the basis of the interaction approach to European cultural heritage.

The French-Carribean writer Edouard Glissant summarised this belief well by stating that "I can change by exchanging with others without losing or altering myself".

The changing perception of cultural heritage: new approach and new challenges
Simon Thurley

Simon Thurley,
Chief Executive,
English Heritage

Heritage is often difficult to grasp for politicians and policy makers, as the common perception of what heritage constitutes has greatly expanded. In recent years, the economic value of heritage has been used to defend and justify investments. However, this instrumentalist approach appears to have failed. Against the backdrop of the financial crisis, it no longer offers an adequate justification of why policy makers should take note of heritage. A shift is required in the political and legal infrastructure of heritage, towards greater appreciation of what heritage means to the public. Heritage appeals to and is related to the soul, rather than the balance sheet of Europe.

An integrated approach
Thanks to the work of academics, particularly archaeologists and historical geographers, what comprises heritage has expanded over the past thirty years. Its boundaries of significance have extended from individual monuments to whole landscapes.

When Helmsley castle in Yorkshire, England was taken into the care of the state in the 1950s, archaeologists saw it as a classic moated castle. Its significance was in the surviving masonry from the thirteenth century. Today, the parks surrounding this castle are fully understood as being the hunting grounds of the lords who owned it. They are now seen as completely integral to the design of the castle. The town of Helmsley is currently considered to be economically and socially integrated with the castle, as part of the heritage artefact.

After the castle was largely demolished in the seventeenth century English Civil War, it became a feature of the landscape of an eighteenth-century country house, Duncombe Park. As such, the castle is now part of an eighteenth century pleasure

ground, with a country house in the vicinity. The eighteenth century aristocrats also incorporated the medieval Cistercian abbey that was attached to the castle. Today, the town, the parks, the castle, the country house and the entire landscape have become one integrated and designed cultural artefact.

This integrated approach now pursued by academic historians and geographers reflects what ordinary people have known for centuries: the landscape embodies a society's collective memory and is integral to that society's identity. As such, the public understands, cherishes and wants to protect the landscape.

Landscape conservation
The Dutch Ministry of Culture is currently putting greater emphasis on area conservation than on the conservation of individual objects. In the Netherlands, landscape is widely seen and understood as a cultural artefact. It has been considered part of the defining history and beauty of the country. It has been recognised by painters and writers since the Middle Ages. There are now more than 350 protected townscapes and 20 national protected landscapes. Managing these takes a very broad political commitment, public awareness and cross-agency co-operation.

The sophisticated model of protecting landscapes is reflected in the European Landscape Convention, also known as the Florence Convention. This convention was opened for signature in 2000 and is now ratified and in force in more than 35 countries. Rather than having an exclusively protectionist and preservationist agenda, the convention is about recognising the essence of the landscape as a living, evolving place, with a developing character, and a changing dynamic both physically and in terms of perceptions and opinions.

The reform of the Common Agricultural Policy (CAP) is vital in that respect. Farmers manage 80% of the land in the EU. Although EU CAP expenditure will be reduced, it will still represent 30% of the EU budget by 2013. While the first pillar of the Common Agricultural Policy comprises market support measures and direct subsidies to EU producers, the second pillar focuses on rural development programmes. Some

countries have been using pillar II funds towards schemes aimed at tourism, village renewal or farmstead conservation. England, Flanders and the Netherlands in particular have led the way. If Rural Development remains a focus for the 2014-2021 CAP policies, their example may be followed by other countries.

Recent heritage
As well as a widening geographical appreciation of heritage, the concept of time depth has changed too. Over the last few years, recent heritage and culture have gained a greater appreciation, with Northern European countries at the forefront of this development. The Danish cultural agency, for example, has been protecting modernist buildings for many years. The Bellevue theatre that Arne Jacobsen built in 1936-7 is an example. In the Netherlands, as in the UK, ministers were presented with a list of the most significant post-war buildings. In the Netherlands these buildings have now been protected. Examples are the Rotterdamse bank, designed by H.F. Mertens in 1949, or the Eindhoven Railway Station designed by Koen van der Gaast in 1956.

For much of Europe, recent heritage can be particularly problematic. One of Estonia's most remarkable heritage sites, the Tallinn Battery in Estonia, is exemplary. This majestic stone gun emplacement was built in 1827 as part of the Baltic-wide defence system. During the Cold War, the Soviets used the site as a prison for political opponents, who were allegedly tortured here. When Estonia regained its independence in 1991, signs of the Soviet occupation were removed as much as possible. The Battery, however, presented a problem. A vast majority of the Estonian population considered this building to be a symbol of forty years of pain and oppression. At the same time, it was one of the city's most important historic monuments. This icon, which at once represented notoriety and notability, posed a true heritage dilemma.

Cold War heritage is not the easy armchair heritage of village churches and great cathedrals, nor the bold heritage of industrialisation – canals, railways and mills. It is recent, concrete, unattractive and intellectually complex. In some places, local governments have robustly come to terms with their legacy.

At Fulda in Germany, a stretch of Cold War Iron Curtain has been turned into a memorial and a museum. A length of border fence still lies in front of a white painted concrete East German watch tower, complete with its radio masts and aerials. On the other side, a huge concrete gantry built by the Americans still answers it. This is the heritage of the late twentieth century.

New challenges, new form of engagement

As our understanding of heritage has radically changed, both in spatial terms and in terms of time, heritage has become much harder to deal with, define, understand and protect. It has also become more of a challenge to reach political consensus on heritage. At the same time, another issue arises: too many still think that heritage is about the past. The importance of that past, however, is in how it shapes the future.

In 1790, Edmund Burke, the Irish political theorist, wrote his Reflections on the Revolution in France. In this hugely influential work, he described the state as a partnership between the living, the dead and those yet to be born. The places we live in are the most important manifestation of that partnership. These places were made by our forefathers and enjoyed by current generations, who hold them in trust for their children. The sense of time and trust is captured in many European languages, but oddly enough not in English. The English word patrimony does not mean the same as the French *patrimoine* or the Spanish *patrimonio*. These words in French and Spanish, and similar words in other European languages, embody that sense of the past, present and future that is lacking in the English word heritage. It is exactly this sense that we need politicians to engage with and appreciate.

Politicians and policy makers are driven by the present. European democracy runs on a four or five-year cycle, making it difficult for policy makers to plan for long term benefits. Democracy also disenfranchises those who are not yet born. They have no say in decisions about heritage. As a result, major cultural decisions are often influenced by short-termism. Heritage requires management of the type that can focus on generations, and not just months ahead.

The Swedish initiative Operation Heritage (Agenda Kulturarv) was launched in 2001 and ran until 2004. The programme explicitly set out to acknowledge that the future is a product of people's perception of the past. It stressed the important role of cultural agencies in helping society look at the remnants of their past as a dynamic force, as assets for a worthwhile future, rather than obstacles to development.

In Operation Heritage, four challenges were identified:
— Putting people first: making involvement and participation central to decision-making, and acknowledging explicitly that contemporary decisions will affect people in the future.
— Working in the midst of society: collaborating more effectively with groups of people who are less likely to be involved in culture.
— Preserving in order to tell a story: recognising that the heritage preserved is not just in physical structures, but in the stories and meanings behind them.
— Taking responsibility for diversity: making sure that heritage management includes rather than excludes people in a multicultural society.

These challenges stimulate people to work together in fundamentally different ways. Crucially, they force governments to think differently. Governments generally find it hard to deal with cross-cutting issues. Heritage is a classic cross-cutting topic, affecting cultural policy but also planning, agriculture, sustainability and many other areas.

Instrumentalist heritage policies

Heritage is a hugely pluralistic issue. It is a product of the free market, of individual patronage, of local, civic and national pride and identity, a shared sense of national history. From a political perspective, heritage is on the one hand hard to legislate for. On the other, heritage can very easily be inadvertently damaged by legislation intended for other purposes.

Heritage agencies, NGOs and others have provided several answers to these challenges. The first is the birth of instrumentalism: the justification of an activity by the measurable economic and social benefits that such activity brings.

The following example illustrates how instrumentalism took shape in the United Kingdom. Within Europe, the British government may well have developed the most outspoken instrumentalist attitude to culture. In 1995, former Prime Minister Tony Blair, as leader of the opposition, visited Australia. He was impressed by Creative Nation, the Labour Prime Minister Paul Keating's cultural policy. The essence of this policy was the commodification of culture, so that its economic and social impact could be measured and the State could selectively support and boost the national economy. By 1997, after the Labour party had won the general election, the British government began to implement the Australian Creative Nation ideas. Culture was declared a new growth sector in the economy both nationally and globally. Against a decline in traditional manufacturing industries, it was a future source of employment and wealth creation. Its importance for the nation was purely economic.

Instrumentalist cultural policies are now common across Europe. They have led to strenuous efforts by European heritage agencies to demonstrate the economic benefits of heritage. In 2001, for instance, the Directorate of Cultural heritage in Norway studied the famous twelfth century stave church in a remote location at Borgund, in the south west of the country. The Norwegian government subsidises the opening of the church to the public by 500,000 NOK every year. The ticket sales of 1.75 million NOK do not cover the staffing, maintenance and operation of the site as a tourist attraction. However, the study revealed that the church generates an indirect turnover to the local economy amounting to 37.8 million NOK, or twenty times the income generated by ticket sales. The income tax paid on the salaries of those relying on the church for their businesses generated a further 11.5 million to the state treasury.

The National Heritage Board in Sweden carried out research to establish whether there was a link between places of outstanding cultural beauty and domestic house prices. Their research found that property prices in parishes with strong heritage were between 16% and 45% higher than in those without such local heritage. One example is the island of Visingsö in southern Sweden, where prices were 45% higher

than those in otherwise comparable locations. These exercises are considered important because the heritage goods of such places are usually maintained and preserved by the state. There is a general conviction that public investment in the shared spaces that make an island like Visingsö so special must be justified.

In 2005, the Heritage Agency of Denmark conducted a survey, asking a sample of the Danish population and a sample of Danish companies for their opinion on heritage. Two thirds found that heritage was an asset for local development and, not surprisingly, for tourism. Importantly, both categories were willing to pay more for housing in an area with strong heritage values. The willingness to spend more was strongest among companies with knowledge-intensive activities. In a globalised economy, multinational companies can choose where to go. Selecting a preferred location in Europe is based on financial arguments, like the rate of corporation tax. Yet even more important is the fact that companies rely on employing the best people. Discerning, talented people will choose where they want to live. As they are likely to prefer culturally-rich places, it is an effective use of assets for global corporations to site their headquarters in attractive, culturally-rich locations, which attract a talented workforce.

The City of London was ranked first in the latest survey of financial centres. This explains why the Corporation of London is the second largest patron of cultural facilities in the UK, after central government. The Barbican Centre with its theatres, concert halls, cinemas, art galleries and libraries, is central to the offer that the city makes to its employees. So is the built heritage: the twisting medieval lanes, the cathedral and the Tower of London. The City is a place of ancient character, which attracts big business. Politicians invest in culture, because they see the direct economic link.

Beyond the instrumentalist approach
In general, however, instrumentalism has not worked, particularly now that almost every European country is making heavy public expenditure cuts and cultural services are being reduced. In June 2010, SICA, the Dutch centre for International Cultural Activities reported that "the sword of Damocles is hanging

over the whole of European culture and, in some countries, it is hanging from a particularly thin thread". Instrumentalism will not save cultural heritage when governments put a price on a hospital bed for a cancer patient or on the incarceration of a dangerous criminal in a high-security prison. Instrumentalism encouraged quantifying the impact of heritage on education, health, crime, its contribution to the big government agendas. Heritage, however, is only cross-cutting because it is impacted by a range of other policies. Investing in heritage will never be the most effective way to reduce crime. A safer world might be an extra benefit, but it is not the main target when protecting and sharing heritage.

In the new age of austerity, a new set of arguments for culture must be identified. These arguments must be built on shared cultural inheritance: the inheritance of a continent whose cultural values have dominated the globe for thousands of years. Having to justify why this is important in financial terms has as little validity as having to assign monetary value on a human life.

Most people have a simple, instinctive interest in history, in where they have come from, an emotional response to beauty and a wonder at the impressive achievements of previous generations. The question is why it seems so difficult to translate this into the political discourse. The way heritage is generally perceived today may not be the way most policy makers see it. They generally find it easier to appreciate and protect the limited "chocolate box" view of heritage, focussing on cathedrals, castles, national parks. Landscape and post-war heritage are very difficult to argue for. Nevertheless, it is crucial not to reduce the importance of the global European cultural achievement to an economic balance sheet. There is clear evidence that this approach has not, so far, been effective. Moreover, it permanently reduces the value of heritage itself.

There is a need to prevent unintended consequences of EU legislation on cultural heritage. Several networks already pursue this goal. Examples are the European Heritage Heads Forum and its sub-committee, the European Heritage Legal Forum. Rather than to create new bodies, there is a need to empower and encourage these existing bodies, to help them become more active, dynamic, and more effective.

This alone will not make policy makers consider heritage more seriously as a force for cohesion and good across European nations. For this to happen, politicians and policy makers need to be made more fully aware of the passion that millions of people feel for the places they live in. This requires politicians to engage in a different way with the public. Sweden, among other countries, has been experimenting in this respect. A much wider experiment across Europe is needed. The challenge is to increase people's involvement in decisions that affect their cultural identity, to give them a voice, so they can articulate more clearly why heritage matters.

The initiatives of the EU in the area of cultural heritage
Alison Crabb

Alison Crabb, Deputy Head of Unit, Culture Policy, Diversity and Intercultural Dialogue, European Commission, Directorate General for Education and Culture

To gain a better understanding of the EU initiatives in the area of cultural heritage, we will firstly recall briefly the basis for EU action and cooperation in this field, i.e. the formal background on who does what at the European level. Secondly, we will examine some of the activities, both in policy and projects.

Cultural diversity and cultural heritage are at the heart of the European project. Our culture and heritage are not static concepts but the fruit of cross-border movements and encounters between artists, academics, thinkers and traders over centuries.

In today's increasingly diverse EU, where communities are often built around different languages, nationalities, ethnicities, religions and beliefs, it is important to remember that exchange and cross-fertilisation are at the core of European history. In fact, what we will consider to be our cultural heritage in 50 or 100 years' time, will be the result of the very diverse communities that are living today in Europe.

The role for EU action

Against the background of cultural heritage as the product of exchanges and encounters, it is interesting to look at the EU competencies in this field. When addressing the topic of cultural heritage, Article 167 of the EU Treaty of Lisbon calls on the European Union to bring our common cultural heritage to the fore, and to support the Member States' efforts to safeguard that heritage. Indeed, action and cooperation at European level is about complementing and reinforcing the Member States' contributions in this field. This is the principle of subsidiarity which implies that action needs to be taken at the right level or governance structure. In the case of European heritage and culture, the right level is very typically a local, a regional or a national one. In other words, the Commission cannot interfere with or define the ways in which Member States set out cultural heritage promotion, preservation,

concepts and strategies. As will become clear later, that does not mean that no action is taken at a European level in the field of cultural heritage.

Following the adoption of the Lisbon Treaty, the Commission published the policy document "Europe, the world's n°1 tourist destination – a new political framework for tourism in Europe". This communication follows the EU treaty guideline that aims to promote the best conditions for cooperation between Member States in tourism. The Commission document clearly recognises the potential of cultural heritage as a resource for cultural tourism development and foresees the further exploration of cross-border initiatives and experience sharing at a European level.

Basically, when referring to the basis for EU action and cooperation in the field of culture and heritage, the EU focus is on how to best assist national and local authorities and complement the Members States' action. The EU has a supporting role in this area, but it is an important one: it aims to facilitate the exchange of best practices and stimulate cooperation and mobility on a European scale.

The European Agenda for Culture

The Commission has a long history in supporting policies and cooperation in the field of culture. A recent milestone was the adoption in 2007 of the European Agenda for Culture. This is a document proposed by the Commission which was drafted after consultation with the civil society, adopted by all Member States and endorsed by the European Parliament in the discussion that followed. It is a milestone in the sense that, for the first time at European level, a number of overarching objectives for cooperation in culture were defined. Indeed, in answer to the Member States' request for a more structured and closer cooperation and experience sharing, the European Agenda for Culture sets a framework for European cooperation on culture, including of course cultural heritage. The Agenda sees a role for heritage in all three of its strategic objectives: promoting cultural diversity and intercultural dialogue; making the most of culture as a catalyst for creativity, growth and jobs; and developing culture's role in international relations.

The Agenda for Culture may sound a rather distant concept but in fact it is a concrete and practical framework in which both national experts, nominated by Member States, and cultural civil society are looking at some core heritage issues. Among other things, the Agenda calls on us to promote wider access to culture and broader participation, and to do so particularly by promoting cultural heritage. A Platform[1] of civil society organisations with around 40 European level associations, has been working since 2008 on how to open up access to culture and heritage to a broader public. Last year, their first recommendations were published.

Several member state expert working groups, with national experts nominated by the individual Member States on a voluntary basis, are looking at cultural heritage issues. For example, a group of experts has been working on synergies between education and culture[2]. Cultural heritage, and specifically heritage education, is part of their focus. In their recommendations, they have underlined that successful heritage education calls for effective partnerships between culture, education and environment authorities. Heritage education should cut across disciplines: archaeology, history, geography, literature, philosophy, music and the visual arts,… For this to work, proper training is essential, for both teachers and cultural heritage professionals. It is exactly this understanding of the need for training and education which is one of the preoccupations of ENCATC, the European Network of Cultural Administration Training Centres. It strives for excellence in its training and education of cultural operators and professionals to generate knowledge and develop new approaches to cultural heritage for today's society.

Another group of national experts focuses on museum activities and collections mobility[3]. This team with experts from 26 Member States, has been comparing practices and has made recommendations at a European level on how to encourage more lending between museums. They are looking into possibilities such as long-term loans and support schemes which encourage mobility of staff and trust-building between museum professionals.

1 http://ec.europa.eu/culture/our-policy-development/doc1581_en.htm

2 http://ec.europa.eu/culture/our-policy-development/doc1573_en.htm

3 http://ec.europa.eu/culture/our-policy-development/doc1575_en.htm

Very recently, on 18 November 2010, the Council of the European Union and the Member States' Ministers of Culture have adopted the new Council Work Plan for Culture 2011-2014[4]. The Work Plan reflects the priorities of the European Agenda for Culture, the overarching framework, and breaks them down into a number of priority topics for European cooperation. One of these is a specific priority on "cultural heritage including mobility of collections", building on the work done by the above-mentioned national expert working group. In the field of collections, an expert group will examine ways to simplify the process of lending and borrowing and bring down the cost of the procedure, and they will work together on the prevention of illicit trafficking of cultural goods.

The Work Plan for 2011-2014 also intends to continue to promote the digitisation of European culture heritage. Digitisation of content has tremendous potential to offer access to Europe's culture to everyone with an Internet connection. Europeana[5], a project initiated by the European Commission, is a flagship in this respect, with the ambition to be a single access point for consulting digital copies of materials held by European museums, libraries and archives.

Currently, over 15 million digitised books, newspapers, film clips, maps, photographs and documents are online available through Europeana. Europeana has the potential to change the way people see European culture, making it easier for people to connect with their own past and to become more aware of our shared identity. In that context, Europeana is not merely a valuable tool for academics and students; it offers a "digital vision" to all of Europe's contributions to literature, art, politics, science, history, architecture, music or cinema and is easily accessible from anywhere in the world.

The Commission has set up a reflection group, the so-called «Comité des Sages», a joint effort by Commissioner Vassiliou, European Commissioner for Education, Culture, Multilingualism and Youth, and Commissioner Kroes, Vice-president and European Commissioner for Digital Agenda. Three «sages» or «wise advisors» have been asked to present recommendations on taking forward the work delivered by

Europeana on digitisation, online accessibility and presentation of Europe's cultural heritage in this digital age. The three advisors – Maurice Lévy, Chief-Executive of Publicis, Elisabeth Niggemann, Director General of Deutsche Nationalbibliothek, and Jacques de Decker, a Belgian writer, essayist and journalist – have been asked to present their suggestions in January 2011. Additionally, an Expert Group will work on issues related to the governance and funding of Europeana. By 2012, the Commission will propose a sustainable model for the financing of Europeana.

This gives a concise overview of some of the initiatives in the field of policy. The above shows that tremendous changes have occurred in this field since the adoption of the European Agenda for Culture. Ten years ago, the idea of structural cooperation through member state expert working groups was practically non-existent. Yet, today it is clear these groups have since done much useful and valuable work.

Furthermore, the Commission works closely with culture civil society around themes such as access to culture. The idea is to further implement the priorities of the European Agenda for Culture through "structured dialogue" with the sector. As a result, and building on the positive experience of the platform on "Intercultural Europe", the Commission initiated two platforms, one on "Access to Culture" and another on "Culture and Creative Industries" to enhance more structured reflection and experience sharing between civil society (the culture sector) and the political field (Member States and the European Commission).

The European programmes in support of cultural heritage

Having highlighted some of the policy cooperation underway in the field of culture and heritage, it is also interesting to look at some European programmes that illustrate the ways in which the EU continues to actively support cultural heritage through various funds. The most obvious place for cultural heritage among the policies of the European Commission is the Culture Programme[6]. The EU Culture Programme funds around 250 cooperation projects a year, with around 1 in 5 concerning cultural heritage. An interesting example is the

project led by a Belgian partner, "Art Nouveau and Society", bringing together 18 institutions from various European cities (Barcelona, Glasgow, Nancy, Brussels…) with a rich Art Nouveau heritage and all members of the Art Nouveau Network. These institutions have worked together to study and promote their art nouveau heritage to the community, making the exceptional cultural richness of these buildings accessible and relevant to the general public, children and professionals. Activities included exhibitions, publications, conferences, educational tools, research databases, the production of multilingual books and online activities for children, activity sheets for teachers, and a 7-language website, with a special children's section and newsletter sent to more than 2500 readers every two months. This initiative is an excellent example of what can be achieved through experience sharing across European cities. Indeed, in this and other projects, sharing knowledge, adapting and adopting practices, and developing research are helping to protect and promote European heritage.

The Culture Programme also supports the EU Prize for Cultural Heritage[7] or the "Europa Nostra" awards. Over the years, the awards have seen remarkable examples of the conservation, management and interpretation of Europe's heritage, the aim being to promote excellence in conservation skills and practices and encourage cross-border exchanges in the heritage sector. By sharing good practices, new projects arise. In June 2010, 29 winners from 16 countries received their awards in Istanbul.

Many of the projects that have been selected illustrate the links between heritage and other fields, such as education, urban regeneration and research. The prize aims to highlight the importance of safeguarding our cultural heritage by means of putting the spotlight on excellent examples of heritage care and awareness-raising. Most of the projects that have received awards show the role cultural heritage plays when it comes to social inclusion and spurring on economic development.

The Culture Programme is not just about conserving the best of Europe's past. We also focus on heritage in the making and award the European Prize for Contemporary Architecture[8]

7 http://ec.europa.eu/
culture/our-programmes-
and-actions/doc623_en.
htm

8 http://ec.europa.eu/
culture/our-programmes-
and-actions/doc1103_en.
htm

every two years, honouring a specific architect for their contribution to the built environment, with a special mention for an emerging architect. With regards to the constant evolution of cultural heritage, we would hope that some of the winners of this prize will play a prominent role in what we will refer to as our cultural heritage in a few years time.

The annual European Heritage Days[9] are another opportunity to raise awareness of both known and less-known aspects of our cultural heritage. Through this joint project of the European Commission and the Council of Europe, today 50 countries participate in the European Heritage Days. It is an extremely successful venture attracting in excess of 25 million visitors to more than 30,000 cultural sites and events each September. This is a clear sign that people are passionate about our European cultural heritage.

Beyond EU borders

When talking about European level activity in cultural heritage, it is important to also look outside EU borders. Cooperation on cultural heritage protection and promotion has been a fundamental aspect of European activities on culture for some years. Europe has world-leading expertise to share.

One example is the EuroMed Heritage Programme[10] which helps people connect with their own national and regional cultural legacy through easier access to education and knowledge about cultural heritage. Since its creation in 1998, EuroMed Heritage has provided almost 60 million euro to partnerships between conservation experts and heritage institutions from countries of the Med region.

Specifically in South East Europe[11], the European Commission and the Council of Europe have, since 2003, been supporting a joint action on the rehabilitation of cultural heritage sites in 9 countries of the region, including Bosnia and Herzegovina, Kosovo, Serbia and the FYRoM. The main goal of this so-called "Ljubljana process" is to ensure that experts from the respective Ministries of Culture of those countries are equipped to manage the rehabilitation of cultural sites, making the most of both their economic and social potential.

9 http://www.coe.int/t/
dg4/cultureheritage/
heritage/EHD/default_
en.asp

10 http://www.euromed-
heritage.net

11 http://ec.europa.eu/
culture/our-policy-devel-
opment/doc1745_en.htm

The success of the Ljubljana process is feeding into a related project, the so-called "Kyiv Initiative". This is a project on urban rehabilitation and management in cooperation between the Council of Europe and the Black Sea and South Caucasus region. Five countries at the south-eastern edge of Europe – Armenia, Azerbaijan, Georgia, Moldova and Ukraine – are working together to create democratic and engaged societies and rebuild trust and confidence across the region. Heritage management is one of five priority themes for their cooperation.

These actions are all part of our efforts to restore and protect cultural heritage sites which have the emblematic value to build bridges between ethnic and religious communities within and between the countries of the region, fostering reconciliation and intercultural dialogue in this part of Europe.

EU mainstreaming: cultural heritage as a part of integrated local and regional development strategies

When looking at the need to "mainstream" culture and heritage, the major concern is to ensure that cultural aspects are properly taken into account in other policies. One of the best examples of the way in which culture and heritage are mainstreamed into relevant policy areas is that of national, regional and local development. Using EU cohesion funding, regional and local development strategies have integrated actions in support of culture.

Firstly, at a European level there are considerable structural funds. Compared with the relatively modest Culture Programme mentioned above, the EU structural funds (the regional development fund, the social fund,…) generally have very significant amounts of money at their disposal. In an attempt to estimate how much of those funds are available for or have been identified by local or regional managing authorities to be used for culture and heritage, we come to a figure of about 6 billion euro which is earmarked by national, regional or local authorities for use between 2007-2013. That figure is probably an underestimate, as work on culture and heritage is also carried out in other areas which are less identifiable. The main strands of this 6 billion euro of regional funding can be broken down approximately as follows: around 2.6 billion euro for the protection and preservation of cultural heritage;

another 1.8 billion euro for development of cultural infrastructure; and approximately 600 million euro for the improvement of cultural services.

These major investments by the Member States' authorities are based on the evidence that heritage contributes to growth and employment at local level. By making the most of its heritage, a region can become a magnet for creative people and businesses that drive growth in today's knowledge economy. Hence, by implementing a sensible integrated strategy for cultural heritage, Member States can drive growth in specific regions.

The Commission recently published a study on the "contribution of culture to local and regional economic development"[12] as part of European regional policy. The study illustrates the many ways in which culture-based projects supported by the EU's Structural Funds have boosted economic and social development. It includes a pedagogical tool for local and regional authorities, managing authorities and cultural stakeholders on using the structural funds for culture-based projects and actions. The study elaborates on specific success factors and contains 50 case studies of projects which succeeded in driving local economic development through efforts in the field of culture and heritage. The case studies include the interesting example of territorial cooperation between Belgium and France, notably the Lille-Kortrijk-Tournai Eurometropolis, with illustrations of interregional cooperation in the framework of festivals and the circulation of works and artists. Another useful example is the Transdigital Platform, a joint action of Flanders, Wallonia and the North of France. This partnership platform aims to bring together culture-creative operators, research and innovation companies to initiate and encourage new successful partnerships.

In the context of culture and heritage in local policy, the Commission's Directorate General for Education and Culture closely cooperates with the Directorate General for Regional Policy and has been working closely with them over the last few months in preparation of the Commission's recent policy document "Communication on the contribution of Regional Policy to smart growth in Europe 2020"[13]. Europe 2020 is the EU's growth strategy for the coming decade and was

12 http://ec.europa.eu/
culture/key-documents/
doc2942_en.htm

13 http://ec.europa.eu/
regional_policy/sources/
docoffic/official/
communic/smart_growth/
comm2010_553_en.pdf

announced a few months ago as an exit path from the crisis. The three priorities for Europe 2020 are "smart growth, sustainable growth and inclusive growth".

This communication recognises the extraordinary ability of creative industries including the cultural heritage sector to "link creativity and innovation". Particular emphasis will be given to links between culture, creativity and innovation in the context of "smart specialisation strategies". In fact, various studies have been carried out at national level, and there is growing evidence of the way in which linking up with the sector – culture, innovation and creativity – at regional level can effectively help a region or city to draw its uniqueness and specificity, and to build on that to generate a strategy, both on economic level and social inclusion, based on its own characteristic profile.

Another flagship action of the EU is the European Capitals of Culture[14], perhaps one of the Commission's best known initiatives. This year, Istanbul (Turkey), Pecs (Hungary), and Essen (Ruhr Area, Germany) hold the title and various heritage projects have been developed for the occasion in the three cities. Selection as a European Capital of Culture has marked the turning point for many cities, an opportunity both to build new infrastructure and to restore neglected urban heritage.

Some interesting facts and figures illustrate the impact of recent European Capitals of Culture:
—   Lille 2004 estimates that every euro of public money spent generated between 8 and 10 euro of additional expenditure.
—   Liverpool 2008 estimates that there were 10 million visits to cultural events during 2008 and that it generated £800 million.
—   Essen for the Ruhr 2010 led to the creation of a framework for discussion between the 53 mayors of the Ruhr.
—   The 200 cultural projects which took place in Linz 2009 generated 7,700 events, involved 5,000 artists and led to additional regional GDP of 8.4 million euro.
—   Nearly 60% of the residents of the city of Luxembourg 2007 visited a European Capitals of Culture event in 2007 and 139 cross-border projects were implemented with partners from the Grande Région.
—   During Stavanger 2008, collaborations, co-productions and exchanges took place with 54 countries.

14 http://ec.europa.eu/
culture/our-programmes-
and-actions/doc413_en.
htm

This measurement of impact is of course is a hot topic today. From a policy-making perspective there is indeed a need to measure impact of investments in culture and heritage, whether it is economic or social impact.

European Heritage Label

A last interesting initiative to mention in the context of this conference is the work which is underway on the European Heritage Label[15]. Upon request of the Member States which have been participating for some years in the original inter-governmental initiative, the Commission has proposed an EU approach which is now under discussion by Member States and members of the European Parliament. This initiative is very much in line with the priority of widening access to culture for the general public.

The aim behind the Label it straightforward: to give people, especially young people, more opportunities to learn about European cultural heritage. A greater sense of what makes Europe special and about belonging to the EU is one goal. Economic benefits through increased cultural tourism to the awarded sites is another.

The European Heritage Label deliberately aims to avoid overlap with existing initiatives in the field, notably the Unesco World Heritage Site label. The European Heritage Label:
—   will only be awarded to sites which have played a key role in European history and
—   building the EU, symbolising the values, respect for diversity and human rights that
—   underpin the European project
—   is not about a site's beauty or architectural quality but rather about its symbolic value for
—   European integration
—   is not about the conservation of sites but rather about the activities they offer and their
—   educational dimension, especially for young people

15 http://ec.europa.eu/
culture/our-programmes-
and-actions/
doc1983_en.htm

The European Heritage Label was first launched as a voluntary intergovernmental initiative between 17 Member States and Switzerland. If the Commission's proposal is adopted by the Council and the European Parliament as expected, we could see the first labelling taking place in 2012 or 2013.

In conclusion, this concise overview of policy initiatives and cooperation between the Member States in the last decade, and a reminder of some of the projects and activities supported by the EU, gives a flavour of the importance and the role of cultural heritage in the European project and how we can contribute to it.

In times where budgets – national, regional and local – are under tremendous pressure, it is important to underline that cultural heritage is not to be seen as a luxury or a drain on funding. On the contrary, we should consider what can be achieved, not just economically, but also in terms of social welfare, social inclusion, providing young people with competences that they need to succeed in life, both professional and private. Culture and heritage make a significant difference in this regard.

Part 2
Inspiration

Interest group politics in the EU
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In the context of this conference, it has been suggested that the broad European cultural heritage sector lacks an umbrella organisation to convey its interests and concerns at an EU level. Other sectors, such as the environmental or social sector, seem to have had more influence on the European policy-making process and are often well-organised with a view to lobbying effectively and successfully.

Based on existing political science knowledge of how European interest groups operate, we will attempt to identify some key recommendations for setting up a similar organisation for cultural heritage.

In order to identify the potential of interest groups and organisations for the cultural heritage sector, we will address this issue from three perspectives. Firstly, we will look at the environment in which Brussels interest groups operate. Secondly, we will analyse how other organisations are structured in terms of membership, funding and staffing. Finally, we will consider the 'influence production process' in which interest groups are involved and pinpoint some factors that are relevant for a future European cultural heritage umbrella organisation.

Interest group environment

In Brussels alone, there are an estimated 3,000 to 4,000 interest groups employing around 15,000 to 20,000 staff members. Therefore, it is important to realise from the start, that a new European cultural heritage umbrella organisation would enter a very crowded and dense field in terms of the number of actors that seek political influence.

In this regard, it is interesting to look at how the European interest group community has changed over time. Research on interest groups in the period 1843 to 1998[1] has revealed a steady growth from 1950 onwards in the number of interest groups, not only in terms of quantity, but also in terms of the

1 Beyers, J., R. Eising, et al. (2008). "Researching Interest Group Politics in Europe and Elsewhere: Much We Study, Little We Know?" West European Politics 31(6): 1103-1128.

domains they relate to. The dominating domain for interest groups is industry, although there is a growing diversity in the sense that more and more other areas – such as services (banking, finance, insurances,…), agriculture and various types of non-governmental organisations (NGOs) – are mobilised at the EU level. This highlights the fact that despite an increasing diversity, business interests are the driving force behind lobbying efforts in Brussels. They determine to a large extent which issues other organisations will lobby on. Moreover, the lobbying agenda of interest groups are largely influenced by what other groups are undertaking. Commonly, they lobby on the same or similar topics and tend to copy each other's strategies. The competitive forces in the dense environment should not be underestimated. The entry or exit of organisations – the existence of the organisation – is largely driven by competition: competition for access, attention, resources,…

The study also referred to the interest domain dealing with regions, which includes associations that group subnational jurisdictions, such as regions, cities and provinces. Within this small group there is great diversity in terms of membership: private associations, civil societies and governmental agencies. This undoubtedly will be of relevance to the cultural heritage sector as it typically focuses on different levels (local, regional and cross-border), especially in a European context. It is important to keep in mind that the number of interest organisations with governments (local or regional) among their key constituencies is rather small. This will be further elaborated when we are looking at organisation types later on.

However, additional research on the short-term volatility of the European interest group community[2] suggests a more complex reality. The data presented in their study concern organisations that voluntary registered in the European Parliament Register of Accredited Lobbyists (EP Register). The figures from the 'entry' database show that in 2003 a total of 38 organisations were registered in the EP Register, compared to 147 in 2009. That is a rather steep increase that implies it is relatively easy for new organisations to enter. However, figures from the 'exit' database show an opposite trend when it comes to interest groups exits. Of the 168 organisations that were active in 2003, only 38 are still operational today.

2 Berkhout, J. and D. Lowery (2011). "Short-Term Volatility in the EU Interest Community." Journal of European Public Policy. [Forthcoming]

From the perspective of establishing a cultural heritage umbrella organisation, this has several implications. The time of entry is important. As stated above, competition for access, attention and resources is fierce amongst interest groups and undoubtedly the result of a growing density of organisations. Entering the EU interest group community today differs tremendously from twenty five years ago. Still, it is relatively easy to enter the interest group community, but at the same time only a relatively small number of organisations survives in the long term. When reflecting on setting up an umbrella organisation it is important to bear this in mind and to focus on the long-term objectives. Organisations often only start to be successful after 3 or 4 years.

Interest group membership types, funding and staffing
In order to determine the best possible set-up for a cultural heritage umbrella organisation or platform, it is important to understand the different organisation types. Graph 1 shows data about the organisation types of Brussels based interest groups and the different types of membership.

Graph 1: Organisation types[3]
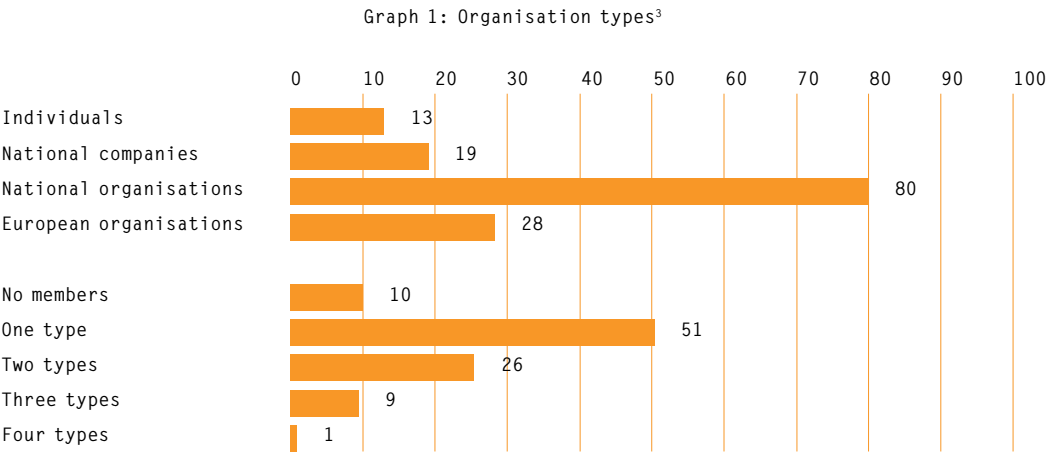
3 Source: Beyers, J. and B. Kerremans (2004). "Bureaucrats, Politicians, and Societal Interests. How is European policy-making politicized?" *Comparative Political Studies* 37(10): 1-31.

It is interesting to see that EU interest groups with a membership that includes national organisations (80%) are by far the most popular organisation type. European organisations and national companies are a rather distant second with 28% and 19% respectively. Even more important than understanding the prominence of a specific organisation type, is to have an idea of mixed membership types within an interest group.

Some groups, for example, are 'European' organisations but have national organisations as members; others may be national institutions that have European organisations as members. From graph 1 it is clear that the majority of interest groups (51%) has one type of members only. In that case, a national organisation, for instance, is truly 'national'. Graph 1 also shows that there is a relatively large subset of interest groups with two types of membership (26%), but that three or four types of members (firms, organisations and individuals) are extremely rare.
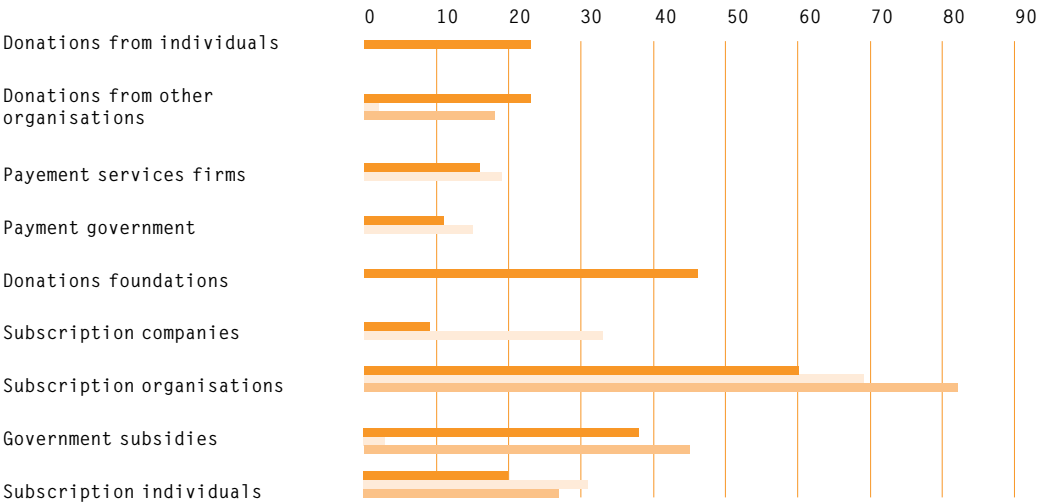
Furthermore, there is only a very small group with government agencies as members. Those that have government agencies as members, mostly comprise of subnational authorities such as regions, cities or provinces. Interest groups with a central state government agency as member are very rare. If public agencies are among the members of EU interest groups, it mostly concerns sub-state jurisdictions.
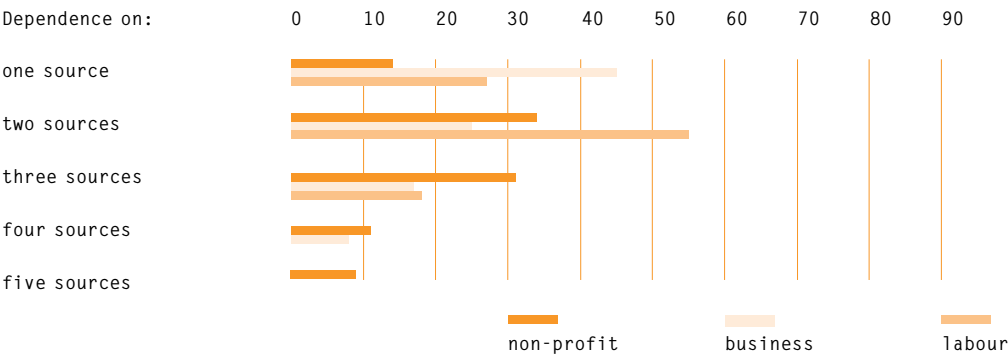
This homogeneity is striking, but in many ways not entirely surprising. The more diverse an organisation is in terms of membership types, the more difficult it is to make decisions on which issues to lobby on, what strategy to pursue and how to allocate resources. Likewise, a straightforward organisation structure also facilitates identifying clear, unambiguous lobby interests. For groups with a mixed-membership type it is often rather challenging, as many different and sometimes conflicting views, opinions and interests need to be reconciled and aggregated.

When establishing a European cultural heritage umbrella organisation or platform, it would seem sensible to keep the organisational structure straightforward, so as to ensure a streamlined and transparent decision-making process. However, at the same time the group also needs members with specific expertise in the cultural heritage sector. A possibility would be to work towards a structure with on the one hand 'full members' such as civil society organisations, and on the other hand 'affiliated members'. The latter could be an interesting mix of bureaucrats, politicians and experts, for instance, who could have an advisory role and provide a broad platform to lobby on cultural heritage issues.

It was pointed out earlier that most interest groups only start to be successful after a few years and that hence the outset should always be long-term. This also has implications for securing necessary funding. Graph 2 illustrates where European interest groups obtain their financial resources from. It is clear that most funding is generated from subscriptions from other organisations. That is hardly surprising considering that most of these organisations have other organisations as members and receive financial support through government subsidies and individual subscriptions, for instance. The graph shows that this is the biggest source of income for most interest groups, adding up to 60%, 70% and sometimes even over 80% of the budget. This research also demonstrates that different types of organisations depend on different types of funding. Non-profit organisations, for example, heavily depend on government subsidies, also at the EU level, more than business or labour organisations. For a European cultural heritage umbrella organisation, government subsidies could be an important resource for funding. However, it is wise to keep a broad approach and seek other sources to augment and secure funding. Graph 2 highlights the number of sources most interest organisations mobilise to ensure sufficient resources. It is noticeable that non-profit organisations mostly combine two, three or more sources to raise funding. Hence, while it is important to maintain good contacts with governments with a view to potential funding, it is also crucial to look at other options and diversify sources of income as much as possible.

Graph 2: Where does the money come from (percentages)?[4]

Dependence on:

	0	10	20	30	40	50	60	70	80	90

one source

two sources

three sources

four sources

five sources

non-profit   business   labour

In summary, when it comes to organising a cultural heritage umbrella organisation or platform, there are a number of considerations to keep in mind:

— Few EU-level interest groups have governmental agencies among their members
— Interest groups show great diversity in terms of membership
— Although the number of mixed-membership organisations is growing, mixed-membership organisations remain a rather small subset of the overall population
— Most non-profit organisations rely on government subsidies, including subsidies from the EU
— Successful interest organisations do not limit their financial funding to one source only, but rely on a variety of resources

A final point to consider relates to the role of governmental agencies. Although few organisations have those agencies amongst their members, they often are an added value for non-profit interest organisations, especially during the start-up stage. Both governmental agencies and public entrepreneurship can facilitate the process of entering the interest group environment in Brussels. Many well-known EU interest groups – for instance in the area of consumer policies and environmental policy-making – have received strong financial and logistical support from the European Commission during the early days of the organisation. Therefore, it might be helpful to seek active support from key EU-level agencies when trying to establish an umbrella organisation.

4 Source: Beyers, J. and B. Kerremans (2004). "Bureaucrats, Politicians, and Societal Interests. How is European policy-making politicized?" *Comparative Political Studies* 37(10): 1-31.

Influence production process

Our knowledge of the nature of the European influence production process gives us useful insight in the type of staff an interest organisation should hire.

In a recent study on lobby strategies and successes in the EU and the US[5], interviews were conducted with interest group officials. They were asked what kind of strategy they pursued, whether they promoted something and whether they aimed to modify existing legislating proposals, or block them. In Europe, more than in the US, interest organisations focus on modifying legislative proposals. European organisations mostly scrutinise proposals, identify their value and shortcomings, seek expert advice and gather information and knowledge. Based on the expertise and knowledge they gain, they attempt to modify policy proposals where necessary. US interest group politics is much more politicised and adversarial.

The same interviewees were also asked to rate the success of their organisation in terms of lobbying. Interestingly, a surprising 46% of US organisations and 43% of EU organisations claimed they had no success whatsoever on the issues they lobbied on. Remarkably, interest organisations seem to acknowledge that in many cases they do not achieve or realise political influence, something economists would call dead-weight costs. This is obviously something to bear in mind when setting up a cultural heritage umbrella organisation: in many cases you will not accomplish what you set out to do. In this respect again, it is important to keep a long-term focus and evaluate your successes in the long run.

Remarkably, European organisations that have successfully lobbied on issues, claim that the success often is 'partial'. Moreover, they often consider their success to be a compromise. That is much less the case for US interest groups. Hence, when a European interest group is looking for the right staff to help defend its interests, it is important to hire representatives with excellent bargaining, negotiating, diplomatic and networking skills. By developing a strong network with other players, lobbyists become experts in mobilising other experts.

5 Mahoney, C. (2008). Brussels versus the Beltway. Advocacy in the United States and the European Union. Washington, Georgetown University Press.

When looking at the successes of interest groups, it is also insightful to look at the resources that contribute to the success of interest organisations. Graph 3 gives an indication of the main resources that increase the chances of success, both for European and Belgian interest groups. It is noteworthy that the top four or five resources are key to the accomplishments of interest groups. In particular, technical expertise and knowhow are important factors to the success of both European and Belgian organisations. Likewise, having access to an extensive network, relying on a strong reputation for professionalism as well as having experienced staff members are critical to the success of interest groups.

Although the graph shows several similarities between European and Belgian groups, it also indicates some differences. For European lobbying, for instance, technical expertise and an extensive network are more important than for lobbying at the domestic level. When setting up a European cultural heritage umbrella organisation it is important to build strong, cross-border networks and finding capable allies to help support your case. Interest groups usually do not lobby on their own; mostly, it is a joint effort of many partners. The people to engage for a European cultural heritage umbrella organisation should be experts with excellent knowledge of the sector, strong negotiation skills and the ability to mobilise other professionals or organisations to help make an impact in terms of EU policy-making.

Although the above factors are important to increase the influence of an umbrella organisation on policies, they are not a guarantee to success in themselves. Again, the long-term approach is important. Increasing your influence is a gradual process which is very demanding in terms of resources. The set-up of a cultural heritage umbrella organisation should accommodate that, otherwise chances are that it may disappear after a very short time. Two years of investing in building up your influence power is an absolute minimum.

Apart from the ability to influence, many organisations are active in Brussels for other reasons. Indeed, many lobbying activities consist of monitoring the policy environment which means analysing carefully what is going on in the EU.

Graph 3: Which resources are important in order to be successful[6]

| | Belgium | Europe |
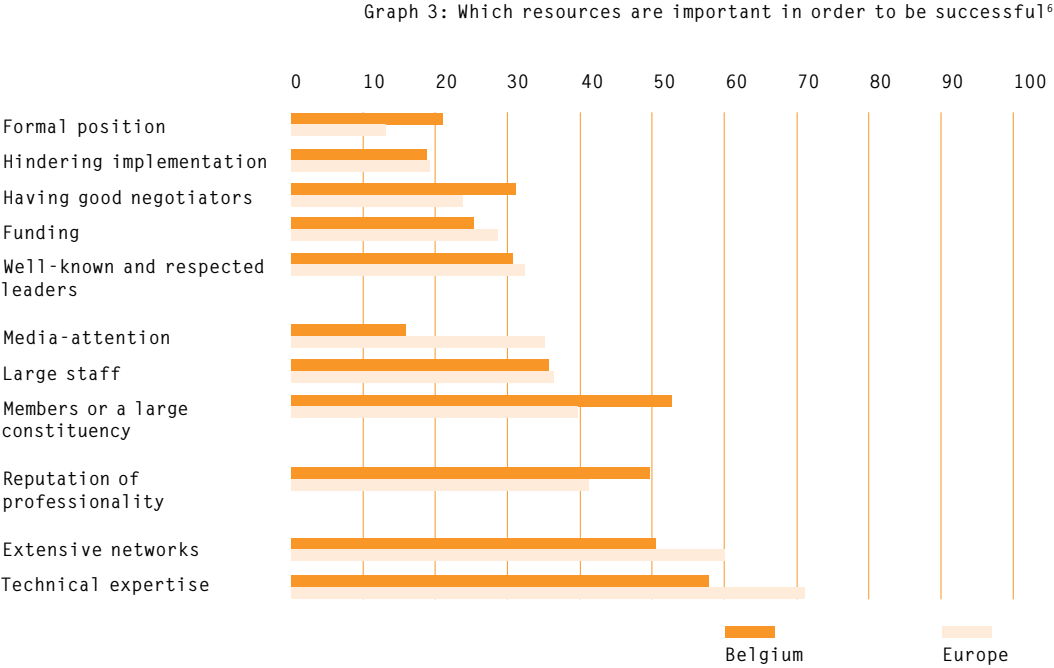
Being active in Brussels is an added value for many organisations as it implies being close to information on forthcoming legislation and changes. Being up-to-date with the latest policy process changes is crucial for interest organisations and its members in order to be well-informed of what will be on the legislative agenda next. Such information is equally important in the long-term to prepare carefully and obtain success.

In a nutshell, the following key recommendations related to our knowledge of the influence production process are important:
—   Information, expertise and knowledge are key resources
—   Strong networks and reliable allies are crucial
—   Interest group successes, especially in the EU, are often based on seeking compromise

These are some of the main ideas and concerns to consider when exploring the possibilities of establishing a European cultural heritage umbrella organisation.

6 Source: Beyers, J. and B. Kerremans (2004). "Bureaucrats, Politicians, and Societal Interests. How is European policy-making politicized?" *Comparative Political Studies* 37(10): 1-31.

Inspiration from the environmental sector
Hubert David

Hubert David, Chair European Environment and Sustainable Development Advisory Councils (EEAC)

Throughout the seventies, eighties and nineties, the environmental sector successfully put its interests on the European political agenda and 'green' issues remain high on the agenda today. In the context of this conference, in particular of the need for the cultural heritage sector to have its concerns addressed at an EU level, it is interesting to analyse which aspects of the environmental policy process can be of use for the cultural heritage sector.

Despite the obvious differences between the environmental and cultural heritage sectors, there are also some notable similarities. To start with, both the cultural heritage domain and the environmental sector share the social environment we live in, the same infrastructure and landscapes. Both sectors aim to maintain the quality of that social environment and improve it where possible. That may seem a trivial observation at first sight, but it will become clear that focussing on common grounds and shared concerns between domains is in fact important.

An interesting example of this synergy is the recent reorganisation in the Netherlands of the advisory councils on environment, landscape conservation, town and country planning, natural research, transport, etc. The individual councils are now consolidated into one umbrella organisation called "De Raad voor Leefomgeving en Infrastructuur (RLI)[1]", The Dutch Council for the Environment and Infrastructure. By restructuring their organisations, the Dutch clearly acknowledge the importance of the correlation between the different domains. Likewise, from a heritage perspective, the many links between cultural heritage and the environment are certainly something to remember in view of defending cultural heritage interests at an EU level.

1 http://www.raden-voordeleefomgeving.nl/

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The development of the environmental movement

Looking at the history of the environmental protection movement, the cross-sectoral element has always been crucial in getting the environmental issues on the EU agenda. Taking this a step further, we could even claim that the environmental movement has always acted rather opportunistically. The success of the "European Environmental Bureau (EEB)[2]", the first environmental lobby group in Brussels which was founded in 1974, illustrates this. In the seventies, the EEB managed to take advantage of what was on the EU agenda at the time to draw the attention to the environmental aspect.

The EEB succeeded in putting the concerns of the so-called 'grey' environmental sector on the political agenda. Grey environmental issues relate to the impact of developments in the industry, market, technology and technological progress on the environment (such as noise, air, light and other pollution and natural resource consumption). These are exactly the aspects that were on the early EU agenda. Ever since the very first Treaty of Rome, economy, technology and stimulating economic and technological progress have been amongst the top EU priorities. In that context, it was relatively easy to bring the grey environmental concerns to the forefront. Indeed, these concerns are fundamentally linked with the market, production and consumption patterns, competition between businesses but also between regions and countries, and hence with the EU policy. As such, the concerns of the grey environmental sector and the EEB in particular were broadly in line with the very reason why the EU was set up in the first place.

Likewise, some items of the so-called 'green' environmental sector (agriculture, biodiversity, sustainable development, rural development) were almost automatically put on the agenda. The first major political EU achievement in the sixties was the establishment of the "Common Agricultural Policy[3]". Although today many are, often rightly, critical of the policy, it made a significant difference to the environmental sector at the time as discussing agricultural policies also meant that 'green' environmental concerns were addressed. At an EU level, valuable work was carried out on a 'greener' common agricultural policy, but also on improving food quality and decreasing water pollution across the EU, for instance.

An interesting example of the environmental sector using an industrial concern to put its own interests on the EU agenda, was the discussion in the seventies and eighties on unleaded petrol. The discussion of whether or not to introduce lead free petrol in the market was mainly led by the French and German automotive industries and evidently driven by economic and industrial interests rather than environmental ones. However, the environmental movement used this situation to strengthen its position and managed to put the environmental issues on the agenda. Even though it is unlikely that the cultural heritage sector today will come across a similar opportunity, it does highlight the potential of monitoring cross-sectoral policy changes and evaluating how to cleverly use these to one's own benefit.

Another important change which greatly helped forward the environmental movement in the seventies was the emancipation of the civil society. In the aftermath of the 1968 social unrest, the concern for the environment became a high priority for many citizens. People across Europe became increasingly aware of and involved with what was happening in their communities and countries and put their stamp on the policy-making. This is a clear example of a bottom-up political change. Although political parties were relatively slow to react to this political emancipation, they did react eventually: either as a result of conflicting views between the progressive and conservative members in their party (as was the case in Germany where an independent, progressive green movement was first established after an internal discussion between the conservative and progressive movement of the socialist party, the SPD); or as the result of people's parties adopting the 'green' agenda; or as a reaction against green movements that had the potential to undermine the existing political power.

At the same time, there was also a top-down movement. During the very first European Council Summit of the Heads of State and Government (better known as an EU Summit), environmental protection was named as the central theme to boost the crumbling popularity of the European Union. In particular the French president at the time, Giscard'Estaing, lobbied for this. Apart from inviting his colleagues, the Heads of State and Government, he also invited the environmental

2 http://www.eeb.org/

3 http://ec.europa.eu/agriculture/publi/capexplained/cap_en.pdf. "The Common Agriculture Policy Explained", European Commission Agriculture and rural development

movement to the summit in Versailles, and made it clear that the environmental concern was something that connected all EU Member States. He convinced the other EU leaders that collaborating on a 'greener' European Union would be an excellent tool to mobilise the public opinion, to emphasise the importance of the unity and remind the general public of the benefits of a united Europe.

This synergy between bottom-up and top-down initiatives undoubtedly also provides opportunities for the cultural heritage sector. Being creative in your approach can open new, exciting possibilities for putting your interests on the EU agenda.

It is pointed out above that industrial interests often relate to environmental concerns. As it became clear over the last decades that natural resources are limited, that waste pollution may cause irreversible damage to wildlife and the environment and that air and noise pollution have a negative effect on the overall life quality, environmental awareness has become a strong push for many industries. Although in some areas there is a discrepancy between the industry's understanding of environmental risks and the remedial actions it takes, it is clear that on many issues the industrial sector has increasingly become an ally of the environmental protection movement. To protect our environment and maintain good life quality, a focus on a 'greener' industry with emphasis on sustainability is needed, more than ever.

The interaction between the agricultural and environmental sector is a rather ambiguous one. On the one hand, considerable efforts have been made to improve the overall food quality at a European level. Although it is sometimes suggested that farmers and environmental protectionists tend to have other views of what 'good quality' implies, efforts on this front have paid off. On the other hand, there is an undeniable element of competition between the sectors, mainly due to the lack of access to arable land. Hence, the relationship between agriculture and the 'green' movement remains ambivalent on some issues. Overall though, the agricultural sector has been at least as much an ally as an opponent for the environmental movement. Especially the 'green', prosperous Scandinavian

countries have served as an inspiring example of successful cross-sectoral collaboration.

Lastly, the environmental movement is very much an international one. In the context of the subsidiarity principle, this is probably quite different for the cultural heritage sector. For the environmental sector, however, the United States for a long time played a pioneering role in putting environmental concerns on the political agenda, both nationally and internationally. In the seventies, eighties and nineties, the United States were the major driving force for environmental policy-making. Environmental renewal was an important factor in moving forward US industry and technology. European subsidiaries followed the business policy of the US parent organisation on environmental improvement and in doing so, influenced other European businesses and European industrial federations to follow suit.

In summary, the success of the environmental movement is largely due to its integrated policy approach. The continuous focus on finding common ground for cooperation with other sectors meant that the environmental interests more easily influenced the political agenda.

The environmental movement as an inspiration for the cultural sector

For the cultural heritage sector to influence the policy-making process at EU level, this concept of an integrated approach will be crucial. Although it may not be in the nature of the sector, acting opportunistically to have cultural heritage issues noticed will be required at times. Drawing a link between the cultural heritage sector and the economy, the financial or industrial sector, will help to put issues on the EU agenda. An obvious added economic value of the cultural sector is the potential of boosting tourism and the building and construction sector. The touristic value of cultural heritage is generally well known, yet the sector could do more to promote the economic interest and have it translated into specific policy actions. Likewise, the sector should emphasise the economic advantage of the niche expertise that is required for preserving and restoring cultural heritage sites and the high skilled labour it requires. By highlighting the positive economic impact, it is easier to make

a case for cultural heritage protection at a European level and campaign for a constructive EU heritage policy.

Secondly, the above-mentioned idea of subsidiarity which is inherently associated with the cultural heritage sector in Europe, needs to be looked at creatively. The fact that cultural heritage essentially is a national competence in the context of the EU, does not mean collaboration on a broader scale is impossible. In fact, the EU Birds and Habitats Directives are an excellent illustration of how the environmental sector transcends the principle of subsidiarity. The Birds Directive is based on the trade of birds between the Member States. Although on a European scale, there is only a minimal trade in birds, the EU policy makers used it as an argument to judge that the subsidiarity principle does not hold for the trade in birds and that birds need to be protected. Additionally, the environmental sector argued that if birds were to be protected in view of the trade in birds, their 'production place' or habitat also needed protecting. This was translated in specific guide-lines and special protection areas for birds and led to the publi-cation of the EU Habitat Directive.

 The EU treaty explicitly states that town and country planning is not a formal EU competence. However, in the context of the EU Habitat Directive, it can be argued that the 'birds habitat' is a clear 'spatial' aspect and hence transcends the subsidiarity principle. This shows that it is vital to remember that European treaties and agreements can and should be inter-preted creatively. Generally, once a broad political support for a particular cause is established, the civil servant adminis-tration can provide the required research and reports to match it to a European competence. There is undoubtedly leeway to address cultural heritage interests in a wide European context with the necessary respect for regional and local diversity. It is largely a matter of finding a political platform to be able to place your concerns on the agenda.

Thirdly, it is important to reiterate that cultural heritage can contribute to a greater sense of European unity. Although there is a great internal diversity between Member States and in local customs and traditions, it is also clear that Europe as a 'macro region' has a very unique cultural heritage seen against the rest

of the world. This external diversity is undoubtedly a political added value that the cultural heritage sector brings to the European community. In that sense, it is also important to influence and shape the public opinion as it will facilitate political engagement from the policy makers.

Finally, determining the most suitable strategy to safeguard your interests is an ongoing process. You will need to be flexible in your approach and change your tactics if need be. An integrated focus on policy and some healthy opportunism are conducive to success.

Territorial cohesion and cultural landscapes
Liesl Vanautgaerden

Liesl Vanautgaerden, Expert Territorial Cohesion, Flemish Government

Territorial cohesion, in 2009 introduced in the Lisbon Treaty as a shared competence between the EU and the Member States, is offering the cultural heritage sector a new set of mechanisms for integrating cultural heritage interests in the overall EU policy. More particularly, it can create a bridge between cultural landscapes and regional development. Cultural landscapes, which have been somewhat neglected within the EU, have been addressed on an international level through the Council of Europe's Landscape Convention and UNESCO's World Heritage Convention. Regional development, on the other hand, is a rather active policy field at the EU level, having been awarded structural funds and a considerable budget. This paper shows how territorial cohesion can function as an objective for policy-making, as well as provide a framework for policy implementation.

From European solidarity to regional diversity and competitiveness

The concept of territorial cohesion, introduced in 1995 during a meeting of the Assembly of European Regions, is both elusive and evolving. Its genesis dates back to the 1990s, when territorial trends and territorial cooperation were at the heart of the EU spatial planning discourse. The European Spatial Development Perspective[1] (ESPD), for instance, investigated objectives and general principles of spatial development to promote and support the harmonious development of the European territory. The underlying rationale was European solidarity, based on trends and methods of cooperation at the EU level. Cohesion policy was one of the mechanisms for redistributing EU resources.

In line with the ESPD that would guarantee the competitive position of all regions, the EU more recently set out the Territorial Agenda[2], which recognises territorial cohesion as a main policy objective. Taking new territorial challenges into account, it aims to mobilise the potential of all European regions and

utilise territorial diversity for sustainable economic growth through an integrated territorial development approach. This second phase culminated in the ratification of the Lisbon Treaty in 2009. The treaty introduces the concept of territorial cohesion as a shared competence alongside social and economic cohesion (Art. 2c). It implies for instance that all EU policy domains should take the territorial dimension into account.
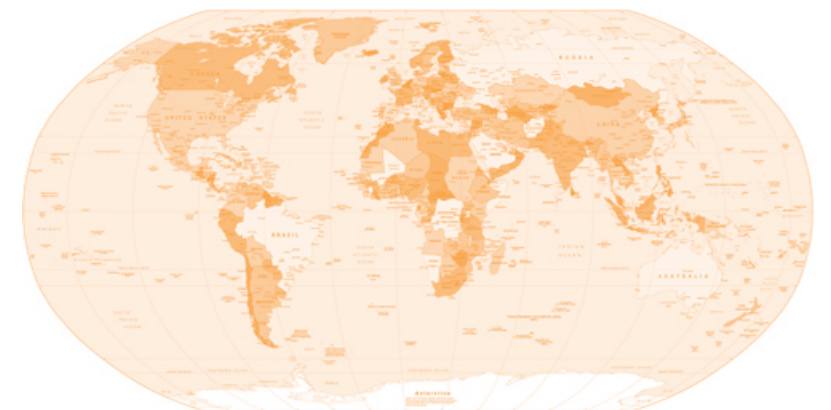
Emerging notion of territorial capital

Documents such as the Territorial Agenda and the Green Paper on Territorial Cohesion[3], did not specifically define territorial cohesion. Yet, they pointed out some important aspects of the concept. They stressed that EU policy should recognise territorial diversity as a resource that has not yet been fully exploited. Europe is an exceptional mosaic of cultures. It is dense in population as well as in political structures, and it has been so for a long period of time. The challenge is turning this cultural mosaic into an asset. Moreover, the potential of regional competitiveness and diversity is not the privilege of a selection of territories. Whether urban, rural, mountainous, coastal or marked by any other particular geographic characteristics, all territories have 'territorial capital', a concept drawn from the influential 2001 OECD 'Territorial Outlook'[4]. In practical terms, territorial cohesion thus argues for territorial development policies to help areas, citizens and enterprises to develop their territorial capital, as part of the effort to increase Europe's competitiveness.

1 EC (1999) European Spatial Development Perspective: Towards Balanced and Sustainable Development of the Territory of the EU. Luxembourg.

2 EC (2007) Territorial Agenda of the European Union: Towards a More Competitive Europe of Diverse Regions. Informal Ministerial meeting on urban development and territorial cohesion, Leipzig. Currently, a revision is underway, the TA2020, which will be adopted in Gödöllo in May 2011.

3 EC (2008) Turning territorial diversity into strength. Green Paper on Territorial Cohesion, Brussels.

4 OECD (2001) Territorial Outlook. OECD Publishing, Paris.

Figure 1: Europe: an exceptional mosaic of cultures on the world map

Capitalising on cultural heritage

When investigating the role of the cultural heritage sector in the development of territorial cohesion, the concept of territorial capital takes centre stage. Territorial capital can be understood as a region's full development potential. It comprises institutional settings, socio-economic development structures, knowledge, natural and cultural heritage, infrastructure, and more. However, the economic aspects of a region's development potential may currently be the most manifest, as efforts towards other aspects are likely to be less developed or promoted.

For territorial cohesion to take shape, European policy must incorporate the territorial dimension, appreciating and integrating territorial capital as a resource for regional development. Yet, for the integration of, for example, landscape heritage interests in EU policy, action is also required from the cultural heritage sector. To fulfil these conditions, the idea of territorial capital and the landscape's potential should be fully understood by both the general public and by policy makers. Strategies should be identified for the valorisation of cultural capital for regional development. Those strategies, however, have to strike a balance between valorisation and conservation. In addition, the added value of cultural identity should be elaborated from a global perspective. Finally, all this knowledge should also be communicated to EU policies.

Much research has already been carried out on cultural diversity within the European Union. The aim has always been to understand this diversity, to inventory the supply of cultural heritage, monuments, events and of protected landscapes. Initial efforts have also been made to communicate how cultural heritage can be seen as a force for regional development. In July 2010 for instance, eight European organisations issued 'Europe's living landscapes: cultural heritage as a force for rural development'[5]. In this joint statement on the Common Agricultural Policy (CAP), they present rural or farmed cultural landscapes as an asset for job creation and for attracting investments. While cultural landscapes promote economic recovery and are of vital importance for tourism, they also stimulate social cohesion and underscore the importance of regional identity. As such, the authors conclude,

5 A joint statement by Europae Archaeologiae Consilium, Europa Nostra, the European Association of Archaeologists, the European Council for the Village and Small Town, the European Federation of Farm and Village Tourism, the European Landowners' Organisation, the International Association Rurality-Environment-Development (R.E.D.) and the Rural Investment Support for Europe (RISE) Foundation.

the CAP should include cultural landscapes as a resource for rural development. The same reasoning applies to the cultural heritage sector as a whole. Broadening its scope, the sector should address other EU policies, most importantly the cohesion policy, with its orientation towards regional competitiveness and economic growth.

Figure 2: Cultural landscapes as a layered system (cfr p. 66-67)

Cultural landscapes: an evolving resource

Cultural Landscapes have been defined by the World Heritage Committee as distinct geographical areas or properties uniquely "[...] represent[ing] the combined work of nature and of man"[6]. This concept has been adapted and developed as part of an international effort to reconcile "[...] one of the most pervasive dualisms in Western thought – that of nature and culture"[7]. Environments, or landscapes, are essentially evolving, changing, with new layers continually being superimposed on older ones. It is true for natural change, even more so for change caused by human impact. Human beings have shaped and changed the landscape they live in. As a result of cultivation processes, natural landscapes have become farming landscapes. When the agrarian society slowly transformed into an urban one, the landscape transformed at the same time. Discussing the cultural heritage value of landscapes involves an understanding of how new layers have been added to an existing situation.

6 UNESCO (2005) Operational Guidelines for the Implementation of the World Heritage Convention. UNESCO World Heritage Centre, Page 83. Paris.

7 Pannell, S (2006) Reconciling Nature and Culture in a Global Context: Lessons from the World Heritage List. James Cook University, Cairns.

8 Corboz, André, Marot, Sébastien (2001) Le Territoire comme palimpseste et autres essays. Besançon.

It is possible to look at regional development as a build-up of various systems or types of cultivation, one laid out over the other, with layers interacting over time through processes of accumulation and superimposition[8]. How this addition and interaction take place, has an impact on the territorial capital. Regional development can be a driving force for the creation of cultural heritage and as such, it can increase cultural heritage value. At the same time, however, cultural capital as a resource for regional development is vulnerable to change; to environmental change, but also to change caused by regional development itself. Territorial cohesion offers opportunities for coordinating the addition of new layers to the landscape. An analysis of regional development in the Veneto in north-eastern Italy illustrates how territorial cohesion can be an inspirational force.

Figure 3: Territorial cohesion: twofold link between cultural landscapes and regional development

CULTURAL LANDSCAPES · TERRITORIAL COHESION · TERRITORIAL COHESION · REGIONAL DEVELOPMENT

Figure 4: The Palladian landscape: Po valley grid & Villa Emo
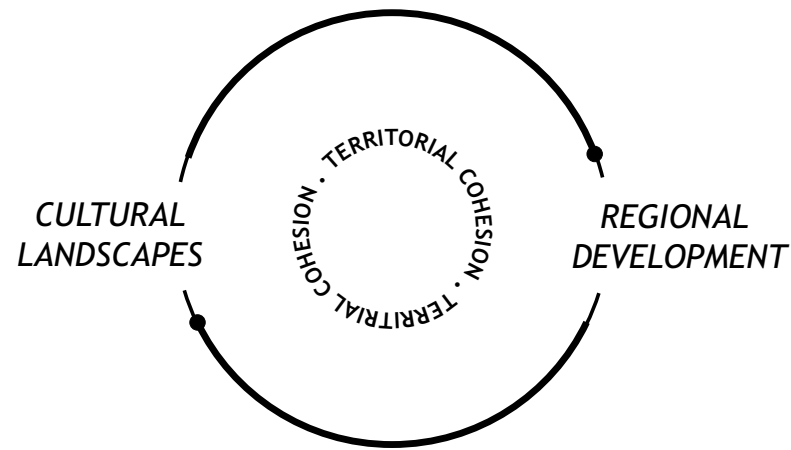
The Palladian landscape

The Veneto region is famous for its renaissance architecture, boasting around 4000 typical Italian villas, of which those built by Andrea Palladio in the 16th century are probably the most valued. While villas commonly (re)presented a refuge for town people, seeking relaxation in a natural setting, Palladio drew perfectly organised agricultural villas, which where to function simultaneously as ideal dwellings. They were used as working farms in the fertile Po Plains and were strategically sited at the junctions of roads and waterways. The villa was conceived as an ideal, proportional system based upon square grids in order to achieve correct proportions for plans and elevations. This rational scheme of dimensions and proportions also organised the relationship between villa and landscape, whereby the functional (Roman) division of the farmlands established the villa and the landscape in one architectural order[9].

The 'villa-farmhouses' and their surroundings narrate a story that goes beyond the ideas or the architectural style of Palladio. In fact, they convey an era during which the relationship between the city of Venice and the Veneto region significantly changed due to a military defeat and the collapse of international trade. Suddenly, the city of Venice had to rely on its own hinterland for its economic development. As a result, the entire region underwent a vast reclamation project. Noble families that were at the centre of this project did tend to place importance on characteristics that defined their aristocratic status at an

9 Clemens, Steenbergen, REH, Wouter (1996) Architecture and Landscape. The Design Experiment of the Great European Gardens and Landscapes. Munich.
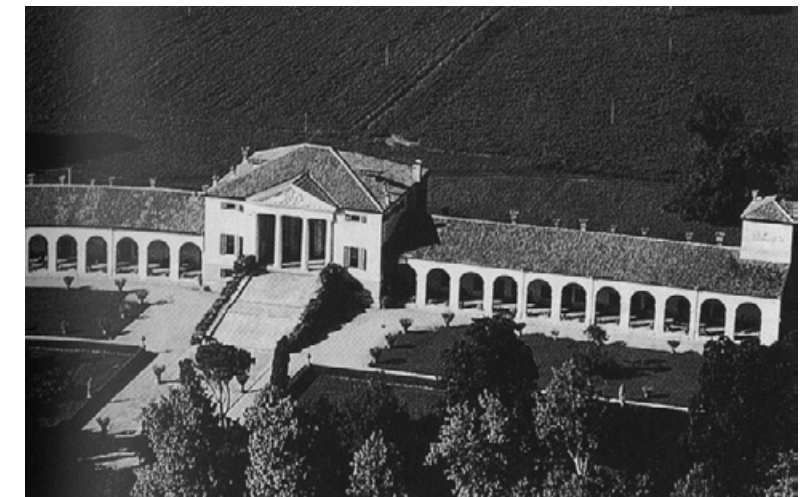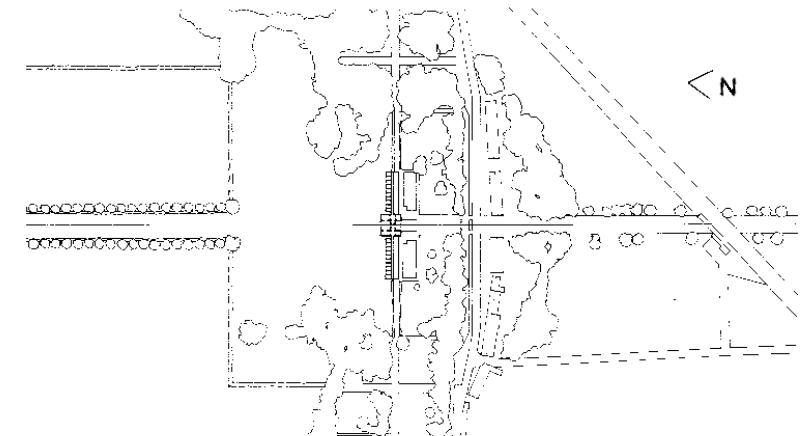
ideological and cultural level, and, above all, wished to draw attention to their ownership and control of the land[10].
As a consequence, the structure of villas and landscape – the classical architectonic elements, the square grid, long avenues and panoramic views are both reflecting the old social hierarchy and the reality of agricultural activities.

A matter of managing change

Because of Palladio's decisive influence on the development of architecture, the City of Vicenza and the Palladian Villas of the Veneto were inscribed on the UNESCO World Heritage list in 1994. UNESCO protection of the Palladian Villas involves the scattered buildings as well as their near surroundings. This conservation approach, however, is being challenged by recent changes, characteristic of a region looking for economic recovery. Land speculation, the construction boom, empty factories and warehouses, the new A31 motorway that is under construction, they all have their fragmentary impact on the Palladian landscape and the architectural unity it is famous for. The process of change never stopped. By now, the Veneto is evolving towards a landscape in which the preservation of an architectural element is like leaving a word in a landscape of many words but little sentences. Transformations due to urbanisation and globalisation have been adding to the Palladian landscape and as a result, it is losing readability, reaching its capacity to absorb ad hoc additions.

While the Veneto region's more recent planning memos do recognise the importance of the land itself, stating that a villa cannot be separated from the context of its surroundings, a more holistic approach is required to retain the regional identity and cultural heritage value of this cultural landscape. In fact, the problem is not that new developments are taking place. The question is not whether these transformations should occur, but how. How can a highway intervention add meaning to the Palladian landscape? Increasing, or at least conserving the cultural heritage value of landscapes like the Veneto means managing change. At this stage, the emphasis is on policy implementation and creativity in the design process.
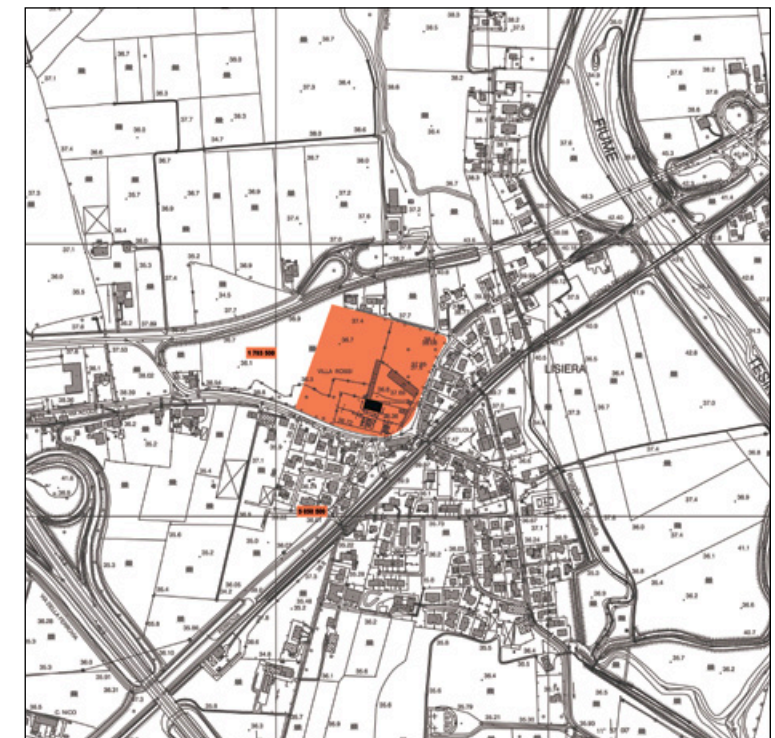
10 Beltramini Guido (2007) The Fortunes and Misfortunes of Scamozzi's Idea della Architettura Universale in Palladian Territory. In: Annali di architettura, n° 18-19.

Figure 5: UNESCO's World Heritage protection of the Palladian villas

Villa Emo

Villa Valmarana Zen

From regional diversity and competitiveness towards a place-based policy framework

There are few European nations and regions with a strong planning tradition aimed at handling cultural landscapes. Mediterranean planning tradition is oriented towards urban contexts. The French approach starts from local decisions and cooperation between (small) municipalities. Belgian planning mainly focuses on infrastructure and economic development. The way cultural heritage sites are governed illustrates a lack of knowledge on how to live and work in a cultural landscape without destroying its major assets.

The territorial cohesion discourse can bring inspiration to fulfil the complex task of managing change at the landscape level. It is not merely about emphasising the importance of regional uniqueness; it also offers a dynamic approach towards territorial capital. The focus is on every region's tangible and intangible assets and on reinforcing them. Territorial cohesion is in fact viewed as a continuous process in which territories, such as cities and regions, can reach an optimal solution for long-term development, utilising their specific 'territorial capital'. Landscapes and the territorial capital they stand for are considered resources to be used and developed in a sustainable way, not only to be preserved[11].

We may consider these different dimensions of the concept, as well as the different strategies aimed at developing territorial cohesion. Frequently, the concept of territorial cohesion is only used as an objective for policy-making, and not as the framework for policy implementation it could be. However, the 2009 Barca Report[12] underlined the importance of a strategic framework, which would shape EU Cohesion Policy and allow for an effective and integrated approach. Moreover, four main policy principles, underpinning an effective policy framework for territorial cohesion were agreed on during a Director General Meeting in November 2010[13], under the Belgian EU presidency: horizontal policy coordination, multi-level governance, evidence-informed policy-making and cooperation, based on functional areas. These four policy principles reinforce one another and form the potential core of an effective place-based development policy. Most promising is the opportunity to develop tailor-made territorial development strategies to better respond to the different opportunities and demands of regions; regional development taking account of territorial capital and its impact thereon.

11 Faludi Andreas (2010) Beyond Lisbon: Soft European Spatial Planning. In disP 182 – 3/2010

12 Barca, F. (2009) An Agenda for a Reformed Cohesion Policy, A Place-Based Approach to Meeting European Union Challenges and Expectations. Independent report prepared at the request of Danuta Hübner, Commissioner for Regional Policy.

13 The Belgian EU presidency prepared two notes on key issues to support the process of the new Territorial Agenda 2020. One note which was agreed upon, addressed the issue of 'place-based policy framework'.

Figure 6: Territorial cohesion: regional development taking account of territorial capital and its impact thereon

TERRITORIAL CAPITAL

REGIONAL DEVELOPMENT
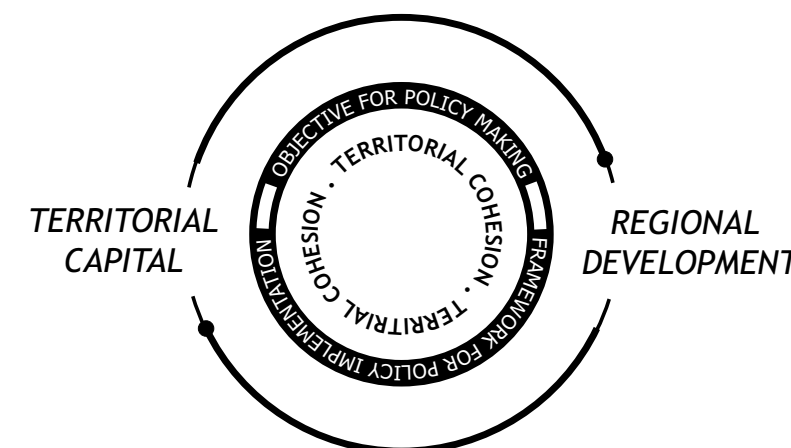
The role of the cultural heritage sector

It is the role of the EU to support and direct the establishment of the place-based approach, as it is considered an effective framework for mediating different interests and for aligning European policy objectives with regional visions. The role of the cultural heritage sector, most importantly, is in collecting and analysing data, in integrated research on landscape development. The sector should develop an integrated insight into so-called landscape biographies. It should also identify the vulnerability of cultural landscapes, and indicate potential areas for managing change and recreating, or creating cultural heritage value. Cultural landscapes can be presented as an extremely valuable and not easily renewable resource. Often, by transforming the landscape, opportunities for adding value are lost, due to a lack of awareness and inappropriate interventions. To promote cultural landscapes as a resource for sustainable development, the cultural heritage sector can demonstrate that sustainability is not limited to the preservation of resources for future generations to come, but also implies creating new opportunities and resources for these new generations. Finally, the cultural heritage sector should be part of horizontal policy coordination at all political levels.

In conclusion, the cultural heritage sector can play an important role in promoting and elaborating cultural heritage considerations in EU territorial cohesion policy. This role spans a wide spectrum, from generating knowledge to creating valorisation strategies, from conservation to managing change.

Tamás Fejérdy

une ressource pour l'Europe
Les avantages de l'interaction
9 décembre 2010

Tamás Fejérdy   Terje Nypan   Sneška Quaedvlieg-
Mihailović

une ressource pour l'Europe
Les avantages de l'interaction

Part 3
Vision for
the future

Round-table discussion: reflections on establishing a European umbrella organisation on cultural heritage

Moderator and conclusions

Tamás Fejérdy, *Vice-President of the Hungarian National Office for the Protection of Cultural Heritage*

Participants

Cristina Gutiérrez-Cortines, *Member of the European Parliament*

Mikko Härö, *President of the Committee on Cultural Heritage and Landscape (CDPATEP) of the Council of Europe*

Terje Nypan, *Chairman of the European Heritage Legal Forum Secretariat*

Sneška Quaedvlieg-Mihailovic, *Secretary General, Europa Nostra*

Cristina Sabbioni, *Professor of Chemistry Applied to Cultural Heritage and of Environmental Physics at the University of Bologna, involved in the JPI for Cultural Heritage and Global Change*

The round-table discussion which concluded the conference provides important insight into a long-term vision to better incorporate cultural heritage interests into the EU policy. The discussion makes clear that to this end different strategies need to be developed. One of the main concerns is the lack of formal organisation of the broad cultural heritage sector at an EU level.

During the discussion key protagonists reflect on the possibility of establishing an acknowledged European 'platform' or 'umbrella organisation' on cultural heritage, which would be able to anticipate developments, challenges and opportunities for the cultural heritage sector within European policy-making. The long-term objectives, strategies and potential role of various European actors for such an organisa-tion are considered. Both participants and the audience are encouraged to engage in the discussion. The following synopsis is a reflection of the most important comments and views of the round-table session; a glimpse into the future.

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Identifying the specific roles of various actors

The first and central question of the round-table discussion focuses on identifying the specific roles of potential actors for a European umbrella organisation on cultural heritage, such as European parliamentarians, civil society heritage bodies and academics, to name but a few. Tamás Fejérdy invites participants to reflect on the perceptions of such a European platform that brings together different actors with specific expertise in cultural heritage. How could this umbrella organisation contribute to the challenges, developments and opportunities presented by the European institutions and influence European policy-making?

Professor Cristina Sabbioni emphasises the role and potential of the research community for the European cultural heritage sector and a future umbrella organisation. She highlights that through common research activities over the past decades, the academic world has not only successfully transcended the subsidiarity principle,

but has also played a key part in including cultural heritage matters on the European agenda.

She illustrates the importance of past and current research activities on cultural heritage promoted at European level. As part of the EU Framework Programmes[1], researchers have been collaborating since 1984 to find common solutions to common problems in different fields, in particular with regard to protecting, managing and exploiting European cultural heritage.

From the beginning, the European Commission has promoted its Framework Programmes on Research and has effectively coordinated research on cultural heritage, creating a community of scientists from multidisciplinary fields and applying research findings and insights to cultural heritage protection. Additionally, extensive networking between national and international governments, organisations and initiatives have helped bring cultural heritage interests to the forefront. The initiatives of EUREKA[2] and COST[3] are cases

in point. Another important instrument promoted by the European Commission is the ERA-NET[4] scheme which is specifically set up to harmonise research activities at a regional, national and European level, to encourage parties to take on tasks collectively and to coordinate these programmes across Europe. Currently, a number of ERA-NET projects are dedicated to cultural heritage, notably NET-HERITAGE[5], which supports European research programmes aiming to protect tangible cultural heritage. HERA[6] focuses on cultural heritage and memory, the DC-NET[7] initiative empowers projects in the sector of digital cultural heritage, and ERNEST[8] is the European research network that promotes development of sustainable practices for tourism.

Ms. Sabbioni points out that, at the same time, it is important to have a positive cross-sectoral synergy between the cultural heritage sector and other sectors such as the industry, technology and infrastructure. An interesting example of a cross-sectoral initiative is CHARISMA[9], which encourages a multi-disciplinary

approach to conservation and restoration of cultural heritage. Under the CHARISMA project, research teams can choose between three transnational access programs: ARCHILAB, FIXLAB and MOLAB[10]. The European Technology Platforms (ETPs)[11] are industry-led initiatives that define research priorities in a wide range of technological areas. In the field of cultural heritage, interesting work is being done on interaction between the construction and cultural heritage sector within the European Construction Technology Platform (ECTP)[12].

In summary, the role of the research community is of utmost importance to putting cultural heritage on the European policy agenda and many active joint and cross-sectoral programmes initiatives are underway.

Mikko Härö of the Council of Europe accentuates that the Council, which currently gathers 47 Member States, has already done extensive work in the area of cultural heritage in the past and that it is keen to continue making a contribution to the sector and to be

involved in the creation of a European umbrella organisation for cultural heritage. He draws attention to some Council of Europe conventions in the field of cultural heritage and landscape that are currently in force. The conventions underpin fundamental ideas of democracy, human rights and the rule of law; and probably most importantly, they are a reflection of European identity and diversity. The organisation's first portal conventions in the field of culture and heritage are the Granada Convention (1985)[13] and the Valletta Convention (1992)[14] respectively on the protection of the architectural and archaeological heritage of Europe. The Granada Convention is important to the cultural heritage sector as for the first time the principle of integrated conservation is included in an international treaty. The Valetta Convention is influential as it defines a set of legal standards for Europe – to be met by the Members States – to protect archaeological assets as a source of Europe's collective memory and as an instrument for historical and scientific study. Thanks to their progressive approach to heritage questions, these early conventions remain relevant today.

The European Landscape Convention[15], also known as the Florence Convention (2000), advocates the protection, managing and planning of landscapes across Europe and supports cooperation on landscape issues and interaction with the civil society in this. The Faro Framework Convention[16] (2005) is the latest convention in this area and deals with the value of cultural heritage for society. This convention, currently under ratification, is innovative in the sense that it reflects on heritage policy based on the idea of every citizen's right to take part in cultural life. Mr. Härö points out that much to the interest of creating a European cultural heritage umbrella organisation, these conventions already form a useful policy framework and platform for European cooperation. He sees these treaties as essential reference points when brainstorming about the establishment of such an umbrella platform. For instance, the conventions embrace the integrated approach which will be relevant to the European umbrella organisation, stressing the added value of synergy between various actors and the interaction between cultural heritage and civil society.

Mr. Härö also refers to the importance of active implementation of conventions at a transnational, regional and local level. The idea behind this is that experiences, knowledge and policy guidelines should be shared across the board. He also emphasises the influence conventions have on the education of professionals from all relevant fields of activity.

In this sense, the treaties are reference texts in many ways: they cover both the professional and the policy fields and take into account both the cultural heritage community and civil society. Mr. Härö believes the implementation of the Landscape Convention is an excellent example of the integrated approach with its UNISCAPE[17] framework, CIVILSCAPE[18] network, and RECEP-ENELC[19] network.

The Committee on Cultural Heritage and Landscape (CDPATEP) of the Council of Europe oversees the implementation of conventions and intends to more actively monitor implementation to ensure optimal execution of the treaty guidelines. To this end, the Council of Europe and the European

Union have worked closely together to set up the European Heritage Network (HEREIN)[20]. A future European umbrella organisation for cultural heritage could most certainly benefit from work done in this area. The Council of Europe currently already has valuable technical cooperation and consultancy operations in Europe, especially in southeastern Europe, which resulted from the practical implementation of the Council of Europe conventions. For the field of cultural heritage, these are a practical platform to test and deploy heritage policies and the Council's Heritage Convention guidelines. Additionally, the Council of Europe is keen to share its experience on initiatives such as the European Heritage Forum, the European Heritage Days and Cultural Roads with a future umbrella organisation.

In conclusion, Mr. Härö repeats that the Council of Europe would happily participate in a broad European organisation representing cultural heritage interests at a European policy level. The work that is being done on protecting and preserving European

cultural heritage would definitely benefit from a closer cooperation between the Council of Europe and the European Commission and the integration of important NGOs in the network. However, in view of setting up an umbrella organisation, he believes it is important to take into account and exploit the existing networks, achievements, frameworks and conventions of the Council of Europe.

European parliamentarian Cristina Gutiérrez-Cortines believes a European umbrella organisation on cultural heritage will need to adopt a creative, innovative approach. Too often, politics seem to be focussed on industrial production, on quantity. However, it is essential not to lose sight of quality, in particular when it comes to cultural heritage.

She insists that one of the issues the umbrella network will need to address is the subsidiarity principle. This principle leaves Member States to develop their own cultural heritage policies which results in decentralisation. Abiding by the subsidiarity principle and not being able to explore

issues on a broader, collaborative European scale, often means that the core of the issue is not dealt with. The European Commission undertakes many cultural initiatives, such as the European Capitals of Europe, but as it is bound by the subsidiarity principle, it is often limited in its ability to manoeuvre. The European Commission's Directorate General (DG) for Research and Innovation[21] has successfully adopted a cross-border approach. In fact, this DG was the first one to introduce initiatives directly related to cultural heritage and environment and has since completed over 200 projects fruitfully, while transcending the subsidiarity principle. The Framework Programmes established by the European Commission in the early 1980s support and fund research projects across Europe. In the Sixth Framework Programme (for the period 2002-2006) and especially the Seventh Framework Programme (for the period 2007-2013), special attention is given to the cultural heritage sector.

The Council of Europe has also played an exemplary role in advocating a broad, transnational approach for

many years. Although the Council of Europe does not have enforcement power, it successfully demonstrates its leadership role by putting forward proposals and conventions that serve the needs of society. As Mr. Härö pointed out earlier, the Council has already completed valuable work in many areas of cultural heritage. Ms. Gutiérrez-Cortines believes that a closer interaction between the Council of Europe and the European Commission, and close collaboration with a future European umbrella organisation on cultural heritage, would be beneficial for all parties. All the efforts and achievements made to date, form an excellent starting point for future work on getting cultural heritage interests on the European agenda.

Ms. Gutiérrez-Cortines also points out that, apart from the need to transcend the subsidiarity principle, an umbrella organisation should also pursue a cross-sectoral approach. Environment, for example, is a policy area which is currently high on the European agenda and where cultural heritage can have a substantial impact.

She refers to the new environment impact assessment directive to clarify: she favours the idea of an environment impact evaluation which analyses the visual impact on the existing landscape in applications for planning permission. This new directive can have a positive effect on the protection of urban cultural heritage and, for example, can help avoid skyscrapers in historical city centres.

From a practical point of view, Ms. Gutiérrez-Cortines emphasises that a European umbrella organisation on cultural heritage should not only staff civil servants, but a wide range of professionals and experts with a multitude of skills, such as politicians, academics, business leaders and civil society organisations.

Sneška Quaedvlieg-Mihailovic, Secretary General of Europa Nostra[22], acknowledges the need to join forces and to raise the 'common voice' of cultural heritage in Europe. It is important to present cultural heritage as a precious resource and added value for Europe. In view of the proposal for establishing a European platform for

cultural heritage, she points out that a European cultural heritage community in fact already exists. Today, numerous organisations and interest groups work hard to protect, preserve and promote European cultural heritage. The challenge is not so much to create a new structure but to connect and efficiently organise the existing myriad of interest groups. This will help to competently articulate core messages and concerns to the decision-makers at all levels in Europe, and to communicate with one voice.

It was mentioned earlier that a switch from quantity to quality is needed. Indeed, judging by the number of networks, organisations, declarations and reports that deal with cultural heritage, consolidating the work that has been done and making a difference in influencing the European policy agenda and the European policy-making, should be the focus today. Bearing the subtitle of this conference in mind, 'The benefits of interaction', it will be crucial to acknowledge the individual contributions of different stakeholders, to learn from each other and, maybe

most importantly, to understand the specific roles of each player. European parliamentarians, researchers, civil society organisations regrouping professionals as well as volunteers, national governments and parliaments and other players: they all have their unique yet complementary role to play. Understanding and coordinating this process, is a priority for any further steps in organising and strengthening the European heritage lobby. In this context, the experience and commitment of Europa Nostra and its well-established and representative network of about 250 non-governmental European civil society organisations may come in handy.

Ms. Quaedvlieg-Mihailovic makes special mention of a new paragraph which was added to Article 3 of the Treaty of Lisbon. This states that: "The Union shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced." She emphasises that the addition of this paragraph is of crucial importance for the future EU strategy and plan of action for the benefit of Europe's cultural heritage as,

for the first time, cultural heritage protection is identified as one of the fundamental aims of the European Union.

Terje Nypan, Chairman of the European Heritage Legal Forum Secretariat (EHLF), sees the Legal Forum as a valuable member of a future European umbrella organisation for cultural heritage. The EHLF consists of European cultural heritage experts nominated by national authorities and aims to provide information on potential issues that can arise from EU directives and pose a threat for the cultural heritage sector. He points out that a staggering 80% of the directives which the forum recently scrutinised are problematic for the protection and preservation of cultural heritage, in particular for immovable heritage. For example, when the newly enforced 'energy efficiency directive' was analysed, it became clear that one of the clauses implied no public money would be invested in buildings, unless they met the demands of the new energy directive. However, this would often involve deploying new

materials and technologies to improve energy performance and hence could have an immense impact on the historical authenticity of some of the older buildings. The EHLF successfully managed to have the clause removed from the directive. Likewise, another directive recently introduced implied that all historic wooden buildings in Scandinavia and Central Europe, including the Viking-age stave churches, would be destroyed. The potential impact of this seemed to go unnoticed until the Legal Forum pointed it out. Mr. Nypan insists that this close monitoring of the directives by the EHLF is not only necessary, but that it would be beneficial to involve more nations as well as other organisations in the heritage sector.

Mr. Nypan acknowledges that the earlier-mentioned Article 3 of the Lisbon Treaty means more exposure for cultural heritage interests, yet he believes a broad collaboration between key players and organisations will be necessary to make this shared EU vision a reality. He is pleased with the initiative under the Belgian presidency of aiming to establish a European

umbrella organisation in the near future and emphasises the need for sufficient staffing for the organisation. He recognises the added value of such a platform for EHLF and other organisations: to have all players from the cultural heritage sector united, giving them a common voice in a well-organised structure. The idea should not be to create a 'new' organisation as such, but to ensure that existing networks and organisations can work more effectively and make a true difference at European level.

Setting the organisation up for success

Mr. Fejérdy summarises the first part of the discussion by reiterating that all parties expressed interest in being part of the projected umbrella organisation for cultural heritage and that this organisation should build on existing networks and organisations, and in general on already existing achievements.

He further states that it will be crucial to gain a broad formal recognition for this cultural heritage umbrella platform and to ensure the organisa-

tion can address issues and challenges related to European cultural heritage proactively, not merely reactively. He invites participants to deliberate how this can be achieved and how existing knowledge and experience can be used to this purpose.

Ms. Gutiérrez-Cortines stresses that in order to gain widespread recognition it is important for the umbrella organisation to define common viewpoints and objectives. While recognising the richness of European diversity, she warns against overemphasising it. This does not imply that an umbrella platform should ignore diversity altogether; the focus should be on a common policy, joint actions and achievements. A well-organised, united and ideologically homogeneous body organisation with clear values and mechanisms is more likely to receive greater recognition.

She believes that the first step in setting up this network for European cultural heritage is to draw up a list all the NGOs, associations, research initiatives and other players that are currently working on cultural heritage projects in

Europe. This will facilitate rebuilding the 'net' from within the umbrella platform. Once this is established it will be easier to create an action plan and determine specific responsibilities for the cultural heritage network.

Ms. Sabbioni refers to the European Joint Programming Initiatives (JPIS), a concept first introduced by the European Commission in 2008, as an excellent means to join forces in the field of European cultural heritage. In 2010, the 'Joint Programming Initiative on Cultural Heritage and Global Change: a new challenge for Europe' came about with the aim to apply valuable work carried out by individual Member States and Associated Countries to a European context and to encourage networking and collaboration so as to tackle common challenges more effectively. By launching transnational research programmes, resources such as funding, knowledge and expertise are bundled. As efforts are joined at a European level, the outcome and impact are considerably more substantial.

She believes that the JPI on Cultural Heritage and Global Change can be an excellent springboard for the formation of the projected European umbrella organisation on cultural heritage. Additionally, the JPI will help raise public funding as it enables ministries, national councils and other authorities to network and promote a common programme and to make a better case for adequate public funding. This is particularly important for cultural heritage as it generally cannot count on private funding support, unlike other areas such as the health and food sector which often receive financial support for research from industries and enterprises.

Ms. Sabbioni concludes by reiterating that the Joint Programming Initiative on Culture Heritage and Global Change is an exceptional instrument to help bring about the umbrella network for European cultural heritage and that the European Commission is keen to initiate close collaboration in this regard.

Ms. Quaedvlieg-Mihailovic endorses what several participants advocate and stresses the need to identify existing

networks and players to obtain a comprehensive overview of what is already being undertaken today in the field of cultural heritage. In addition to sharing information as widely as possible, it is also increasingly important to define priorities to optimise our impact on European policy. In this context, the concept of 'mainstreaming' is crucial. The focus has to be on interaction between cultural heritage and other policies in the widest possible sense, such as the economy, environment, research, energy, agriculture, tourism, regional development and external relations. To take one example, there is a clear synergy between cultural heritage concerns and environmental concerns. Plenty of valuable work has been done in the past, yet plenty more can be done in the future. We have to explore the opportunities for today and tomorrow in order to get the common interests of cultural heritage across at a European level and be able to significantly influence European policy which has a direct or indirect impact on heritage.

Mr. Nypan adds to this thought by stating 'divided we march, united we

fight'. This implies that powerful, capable allies need to be found to help defend the interests of cultural heritage. He feels strongly that this should be the main issue today and that the rest will gradually become clear as progress is made on the umbrella platform.

From the audience, Brian Smith, Secretary General of the European Association of Historic Towns and Regions, introduces the consideration that there is the need for a strong urban dimension in future EU policy on cultural heritage. He states that about 80% of Europe's economic activity is carried out within its cities, many of which are historic or heritage places. He therefore believes it is crucial to include historic cities and their representatives in the platform. In other words, local governments (a bottom-up contribution) and skilled companies and labourers with expertise in renovation and preservation. Mr. Smith iterates that this association, which is active in 33 European countries representing just over 1000 historic cities, can add a further dimension to a European umbrella organisation and offers his support.

Navigating the challenges and pitfalls

The final question the panel addresses concerns potential challenges and pitfalls which the establishment of an umbrella organisation could bring.

Ms. Gutiérrez-Cortines applauds the initiative of the Council of the European Union, under Belgian Presidency, to campaign for the establishment of a European network on cultural heritage. In this context, the Bologna Process is an excellent precedent of a similar transnational cooperation and a great example of how the Council of the European Union, the European Commission, representatives of the academic world and other key players worked closely together to create a European Higher Education Area (EHEA) and promote the European system of higher education worldwide. She emphasises that this too was an initiative of the Council and that the European Commission supported the Council and other parties to make this a success.

Ms. Gutiérrez-Cortines also underlines it is important to capture the positive

energy from the inspiring presentations and interaction between participants of this conference, and to start planning for the future today. She believes it would be beneficial to draw up a time schedule with dates for the next meetings and milestones.

According to Ms. Quaedvlieg-Mihailovic, one of the pitfalls of establishing of a new European cultural heritage platform is that potentially too much time and effort could be spent deliberating hierarchical issues. She believes that it is important to start working as soon as possible and suggests doing so by connecting, sharing information, identifying past achievements and projects currently underway, and by using existing European structures for promoting cultural heritage and improving cooperation in this field.

As for the challenges, she outlines that the main challenge for the Belgian EU Presidency is to share its enthusiasm and efforts on this initiative with the other Member States, in particular with Hungary which will take over the EU Presidency from Belgium, and other

future Presidencies of the Council of the EU to continue the work that has started.

Likewise, at a European Parliament level, the interest for this project needs to be raised. As a long-standing Member of the European Parliament (MEP), Ms. Gutiérrez-Cortines is in an excellent position to win support amongst the other MEPs for mainstreaming cultural heritage into the relevant EU policies and to share the belief that organised collaboration on cultural heritage protection is needed at a European level.

Ms. Quaedvlieg-Mihailovic also points out that national administrations should be open to ongoing and constructive dialogue with civil society actors from the cultural heritage sector, regardless of whether they are professionals or volunteers. She goes on to point out that the main challenge for civil society umbrella organisations such as Europa Nostra is to be organised as best as possible and develop a true 'alliance' with all other actors in order to successfully lobby on common cultural heritage concerns and interests. To make the united voice

of cultural heritage count at a European level and actively take part in the decision-making process should be the principal aim.

She refers to the earlier proposed idea of the need to find strong allies to support the case of Europe's cultural heritage protection and preservation. Historic cities and local authorities, as well as the environmental movement, could and should play an important role as allies. She believes the latter can be a particularly important partner and sees it as a priority challenge to connect and collaborate with the environmental sector.

Mr. Nypan shares his views on the dangers and challenges in establishing an umbrella platform by pointing out that the dangers or weaknesses of the future network can at the same time be its strengths. Indeed, the European cultural heritage sector today has a rather fragmented, cross-sectoral scope which in itself can be a disadvantage. However, Mr. Nypan believes this should be turned into something positive. In fact, he points out that the military strategy of guerrilla warfare

tactics can be useful for the cultural heritage sector: it is key to join forces within the network and fight together for a common cause, i.e. the protection of cultural heritage.

At the same time, Mr. Nypan warns against the possible downside of fragmentation. He states that currently, the cultural heritage sector is still an 'amateur' in cooperating across sectors and borders, in cooperating with the EU, in making compromises and in fighting unitedly for a common cause. He underlines that it is important to defend the cultural heritage interests as a well-organised, joint force.

Mr. Fejérdy closes the round-table discussion by thanking all participants for their contributions and emphasises he is pleased that all parties have expressed their willingness and interest in contributing to a future European umbrella organisation on cultural heritage. He concludes by expressing his intention to continue the work started in this area with the Hungarian Presidency.

1   The Framework Programmes (FP) or Framework Programmes for Research and Technological Development are funding programmes created by the European Union to support and encourage collaborative research projects in the EU. The First Frame Programme came about in 1984. Currently, the Seventh Framework Programme is underway: http://cordis.europa.eu/fp7/home_en.html.
2   http://www.eurekanetwork.org/
3   http://www.cost.esf.org/
4   http://cordis.europa.eu/coordination/era-net.htm
5   http://www.netheritage.eu/index.asp
6   http://www.heranet.info/
7   http://www.dc-net.org/
8   http://cordis.europa.eu/fp7/coordination/pdf/ernest_en.pdf
9   http://www.charismaproject.eu/
10 http://www.charismaproject.eu/
11 http://cordis.europa.eu/technology-platforms/
12 http://www.ectp.org/
13 http://conventions.coe.int/treaty/en/treaties/html/121.htm
14 http://conventions.coe.int/treaty/en/treaties/html/143.htm
15 http://www.coe.int/t/dg4/cultureheritage/heritage/landscape/default_en.asp
16 http://www.coe.int/t/dg4/cultureheritage/heritage/identities/default_en.asp
17 http://www.uniscape.eu/
18 http://www.civilscape.org/
19 http://www.recep-enelc.net/
20 http://european-heritage.coe.int/
21 http://ec.europa.eu/research/index.cfm?pg=dg
22 http://www.europanostra.org/

Closing words and the Declaration of Bruges[1]
Geert Bourgeois

Geert Bourgeois, Vice-Minister-President of the Flemish Government; Flemish Minister for Administrative Affairs, Local and Provincial Government, Civic Integration, Tourism and the Vlaamse Rand

The conference has been a very inspiring experience. I would like to thank everyone explicitly for their attendance, contribution and a lively and interactive round-table discussion. I believe this conference provided us with an excellent opportunity to outline and bring together various cultural heritage perspectives from diverse fields. We have done some promising initial work today which will undoubtedly be valuable for further meetings and activities on this topic in a European context.

Some may argue it is an exhibit of overconfidence or even wishful thinking on my behalf, but I would like to believe that there is room and potential for a common European public culture, a shared European identity. In that context, looking at European cultural heritage as a joint project will certainly bring us closer together and reinforce that sense of European identity. We believe in a Europe that represents both unity and diversity. There are indeed many differences to point out, but we are certainly united by the cultural legacy that we inherited from previous generations and which we have to adequately conserve for the present and the future. From that perspective, cultural heritage is a true European matter which needs to be addressed at an EU level.

Before officially closing this conference, I would like to briefly reflect on some ideas and suggestions I picked up on today. To start with, some interesting arguments for and against an instrumentalist approach to cultural heritage were made. I am not going to elaborate on the advantages or disadvantages of instrumentalism, however, as a politician I believe it is important to find strong support for our cultural heritage concerns. I endorse the view that cultural heritage is an immaterial asset that we share and a huge added value for society. However, if material aspects can contribute to the added value, then from a political point of view, I would say that we by all means should also consider and evaluate the material assets.

1 We would like to share with you the closing speech delivered by Mr. Bourgeois who attended all conference sessions and in his closing remarks commented on some key ideas and issues addressed at the conference. Unlike most other contributions in these proceedings, this text is a more literal rendition.

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The importance of innovation for cultural heritage has also been pointed out during the day. The cultural heritage sector is traditionally a sector where many innovative practices, ideas and new materials are introduced. Additionally, cultural heritage overall yields a high economic return. Analysis shows that every euro invested in cultural heritage generates a bigger positive return – both for the labour market and economy – than the same amount invested in new construction. The sector also has a positive effect on the value of real estate: a changed perception of cultural heritage amongst people and the recognition of its added value for society has also increased its material value and hence the value of real estate. Although this is not and should not be the ultimate goal of cultural heritage, it certainly is an aspect that needs to be addressed in future discussions on cultural heritage.

Another benefit of cultural heritage mentioned today is the preservation of trades and techniques that otherwise would be at risk of disappearing. By safeguarding this legacy and taking its concerns on board for future efforts on this issue, we can hopefully spark a renewed interest in this area.

It is extremely important to more closely involve people in cultural heritage. Developing a 'common civil society' for greater citizen involvement would be helpful to this end. It would be interesting to explore the possibility of establishing an organisation such the National Trust on a European level or considering the creation of a 'European public participation' with shared benefits for members across the European Union such as granting EU citizens access to monuments.

The notion of cultural diversity among EU citizens has also been addressed today, in particular the challenge of involving newcomers in Europe cultural heritage. In some European cities, newcomers represent 40%-50% of the population. I believe this is a complex challenge. In this context, I often quote Mr. Bos, a former Dutch politician, who stated that the average EU citizen and newcomers 'have a divided past but a common future'. I believe that the challenge for cultural heritage in this, is to also look for and unravel a shared past. In Flanders, the mining sector is a good example of how cultural heritage can enhance involvement of newcomers.

We have developed some interesting cultural heritage projects and have actively engaged former immigrant workers in mining. I do realise, though, that in other areas this cooperation or involvement may not be as straightforward. This is a challenge that we should explore.

I was interested to hear today about an upcoming report on 'sustainable finance'. I believe keeping an open mind and looking for new ways of financing cultural heritage initiatives is a must to obtain and safeguard the necessary resources. Lastly, the need for a European platform on cultural heritage has been vividly debated during the conference. I believe it is clear from what we have heard today that approaching the subsidiarity principle in its strictest sense, is not beneficial for the European cultural heritage sector. While we are not calling for the end of the subsidiarity principle for cultural heritage, we have to join forces to make our shared cultural heritage concerns addressed at the EU policy-making level. These days, we notice too often that European legislation is devised without consultation with or input from the cultural heritage sector. Yet, it often has a direct impact on the cultural heritage sector. Our aim for the future is to play a more interactive and proactive role. We should consider developing a procedure or mechanism that ensures that cultural heritage concerns are no longer missed or forgotten in European policy debates.

Introducing the Declaration of Bruges

Having come to the end of this conference, I am very pleased to present the Declaration of Bruges. This text has been prepared and devised in close collaboration with the three geographical regions (Flemish, Walloon and Brussel-Captial Region) and the three language communities (Flemish, French and German Community) of the federal state of Belgium[2]. This close cooperation between the Regions and Communities was crucial in drawing up the declaration text as they are respectively responsible for immovable and movable cultural heritage.

2 The institutions of the Flemish Community and the Flemish Region are merged in the federal state of Belgium, which means that one Parliament and one Government exercise both the regional and the community powers.

The idea of producing a concluding text emerged from the concern that this conference should not be left without any follow-up. The Belgian Presidency believes that the important concept of cultural heritage as a great added value for our

European society, is something to further discuss and develop, and to bring to the forefront of European policy. The Declaration of Intent is the result of this vision and our hopes. We have deliberately opted for a clear and concise text with the appropriate name 'The Declaration of Bruges'.

First and foremost, we want to emphasise that cultural heritage is a diverse concept and requires careful attention, particularly in terms of the European context, its impact on cultural heritage and the role of the broader cultural heritage field in implementing European policy. We believe a more effectively and organised cooperation between the actors of this broad cultural heritage domain would help to place our concerns on the European agenda. From the conference title it is clear that we value this cooperation and interaction highly. The Belgian Presidency feels the cultural heritage sector should proactively and positively approach European policy developments, challenges and opportunities. We have learned today that there are currently already many EU initiatives and projects we can be part of and that territorial cohesion offers interesting opportunities for an integrated policy that includes cultural heritage interests.

We also believe that increasing overall awareness for cultural heritage and developing a clear, sustained long-term plan, to better emphasise the potential of cultural heritage at a European policy level, is a must. Ideally, to be most effective, this plan or strategy should be devised in interaction with the appropriate EU policy makers.

One of the central aspects of this long-term plan is to determine how a European cultural heritage platform could be established and function. This umbrella organisation would bring together academics, professionals, civil society and government organisations. We have heard today what such platform can mean for the cultural heritage sector in terms of being more influential at a EU level.

As the outgoing presidency, Belgium is keen to offer its continued support on this issue in 2011. In close cooperation with other interested partners, we would like to contribute to devising such a plan, in particular to the establishing of

a European cultural heritage platform. To this end, we would like to set up an international reflection group with members from a broad spectrum, including the subsequent presidencies (Hungary and Poland), and the administrations from France, the Netherlands, Norway, Spain and the UK who have already made their interest known. We would like to warmly extend this invitation to all interested parties and hope that apart from national and regional governments, we can welcome many other stakeholders, including the Council of Europe, civil society, experts and professionals, as well as the European Parliament, the European Commission and many others. A close cooperation between those actors would undoubtedly be of great value to bring cultural heritage concerns to the forefront in a European context.

References have been made to the opportunities offered by investing in cultural heritage. As the current presidency, it would be a great pleasure for us to be able to say in a few years time that this conference was the first essential step to a successful strategy on generating widespread support for European cultural heritage and giving it more prominence at an EU level. Indeed, cultural heritage plays an important role in the development of a common yet diverse European identity. I would like to invite all of you to continue to work on this project together, from within your own position or role.

Ladies and gentlemen, we have reached the end of this conference. I would like to once more sincerely thank you all for your attendance and participation.

Declaration of Bruges

With reference to the conference *'Cultural Heritage: a resource for Europe. The benefits of interaction'*, the Belgian Presidency of the Council of the European Union states the following:

— Cultural heritage is important on a variety of levels and deserves due attention:
 – European cultural heritage is one of the richest and most diverse in the world. Every year millions of people enjoy monuments, cities of art, archaeological sites, museums and collections, archives, traditions and cultural and natural landscapes.
 – Cultural heritage is a major source of both direct and indirect employment. Regard for heritage and finding a new use for it are important, stimulating factors when it comes to developing a region.
 – Cultural heritage plays a significant role in the quality of life of European citizens. Many closely identify with the heritage that surrounds them because it is unique and irreplaceable.

– Cultural heritage contributes to the development of a common but diverse European identity. It is an important factor in stimulating cultural diversity and intercultural dialogue.
— In the European Union cultural heritage is classified under what is described as 'culture', but the term is broader in scope. Cultural heritage does not stand alone but is closely related to a variety of other sectors such as agriculture, spatial planning, media, research, environment and tourism, etc.
— The European Union only plays a facilitating role in culture. While it can further cooperation and support the exchange of competencies and knowledge, its regulating powers are limited. The day-to-day management and preservation of cultural heritage is organized on a national and/or regional level.
— The European Union does have wider decision-making powers in other policy areas. Because of the above-mentioned overlap between cultural heritage and other sectors, European policy can have direct or indirect consequences for heritage.

— The broad cultural heritage field does contribute to the implementation of the policy of the European institutions, but could organize itself so as to better serve its interests and concerns at EU level.

The Belgian Presidency of the Council of the European Union declares the following:

— If we are to arrive at an optimal management and preservation of the European cultural heritage it is important that we play a proactive role vis-à-vis the developments, challenges and opportunities which present themselves within European policy.
— It would be advisable to prepare a specific, long-term plan which searches for possibilities to ensure that the potential of cultural heritage is better incorporated in the general policy of the European Union.
— Interaction with the European Union policy-making level is central.
— Various elements can form part of a long-term plan. One of the central elements is the examination and elab-

oration of a proposal to set up a European platform: an umbrella organization representing governments, academics, professionals, subsidized institutions in charge of the collection of heritage elements and the civil society, which can respond to the developments, challenges and opportunities that present themselves within European policy. Experiences and good practices from other sectors can provide inspiration for the plan. Other instruments and methods, such as European impact assessments, can also make a contribution here.
— We are committed to taking a number steps to develop such a plan in 2011, paying specific attention to the possibilities for setting up a European platform. An international study group will be formed for the purpose.
— All parties concerned (European Parliament, European Union member states, European Commission, Council of Europe, cultural heritage sector, etc.) are invited to contribute. The following presidencies of the European Union can also play an important role in the follow-up of the theme.

Conclusions

Today the European Union (EU) determines to a great extent its Member States' actions and policies. Although the 27 Member States still enjoy many exclusive competences, they have transferred substantial sovereignty to the EU. Hence, a considerable part of their internal national legislation on social, economic and ecological matters, is regulated or influenced by European rules and policies. This inevitably also has an impact on the cultural heritage sector.

We strongly believe more focus should be given to the relationship between cultural heritage and the EU. Therefore we seized the opportunity of the Belgian Presidency of the Council of the European Union during the second half of 2010, to bring cultural heritage concerns to the European forefront by organising a conference. This reader is the report of this conference.

The central question of the conference concerned the optimisation of the interaction between the cultural heritage sector's interests and concerns on the one hand and EU policies on the other hand. We deliberately aimed for a broad multidisciplinary approach of the correlation between cultural heritage and the EU, and for not merely discussing legal aspects.

What constitutes cultural heritage?

Several speakers emphasise that the perception of what constitutes cultural heritage and cultural heritage conservation is constantly evolving.

In this context, Philippe Bélaval[1] argues that not only the notion of 'cultural heritage' needs to be redefined, but also its value to modern society. Cultural heritage indeed needs to be interpreted more broadly than in the past. Simon Thurley notably points out that although the value of cultural heritage for a long time was primarily defined by the picturesque or mighty remains from the past, today other elements such as relics of an industrial past or war period are equally considered to be cultural heritage.

[1] This is based on Mr. Bélaval's written notes. As he had to cancel his attendance last-minute, he could not deliver his presentation at the conference.

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Claire Giraud-Labalte sees an explanation for this change in the prospect of the potential disappearance of specific cultural heritage. This prospect often sparks a change in what people consider valuable cultural heritage. Today for instance, religious heritage comes increasingly under pressure in dechristianised regions. This has led to a renewed interest in this rich heritage and a creative approach to conserving it, such as giving it new religious and cultural uses, for example.

Ms. Giraud-Labalte also indicates that 'perception' is an important factor in the changing scope of what is considered to be cultural heritage. Different age groups, the younger generation in particular, tend to hold different views on cultural heritage. This influences the value given to cultural heritage and related activities over time. Liesl Vanautgaerden adds to this idea by indicating that cultural heritage is embedded in a broader environment and that this environment is a decisive factor in determining the meaning of cultural heritage.

Cultural heritage is difficult to categorise. The environment or context of cultural heritage is influenced by many other factors and sectors. As it is omnipresent in all aspects of the human existence, it is sometimes 'overlooked' and not given the appropriate attention. Cultural heritage is closely embedded with many other sectors such as agriculture, environment, and regional development which exert consider-able influence on the cultural heritage field. Additionally, these sectors are often extensively regulated by EU policies which also hold implications for cultural heritage.

The perception that cultural heritage today constitutes more than just churches and castles, that it should be approached in a broader sense and that there is a strong synergy with other sectors, will have a significant impact on future policy-making. This especially holds true in view of Mr. Thurley's message that policy and decision makers should better be made aware of the importance of cultural heritage.

Indeed, today cultural heritage concerns are still too often dismissed at policy level in favour of other societal interests and it seems that the cultural heritage sector is struggling to

articulate arguments to prevent this. In this regard, it is interesting to also consider today's broader political context and how it approaches cultural heritage. This broad political context is strongly influenced by a global economy. While Member States have joined forces in the European Union to become a stronger economic entity, the EU is often criticised for being not more than that: a mere economic union. 'Softer' values are sometimes disregarded or approached with a lack of urgency, 'less compelling'. This creates an imbalance, especially under the influence of sectors strongly unified at European level.

How can cultural heritage be put on the map more effectively?

In the 'rush to sell' the cultural heritage cause to the world and to policy makers in particular, the temptation to translate cultural heritage into economic terms or, as Mr. Thurley puts it, to turn to 'instrumentalism', is strong. Mr. Thurley defines instrumentalism as the justification of investments in cultural heritage on the basis of the measurable economic and social added value. Based on this argument of measurable value, cultural heritage is unlikely to win the battle, especially in times of financial crisis when the argument is no longer tenable.

To make cultural heritage concerns count at a policy level, Mr. Thurley finds it particularly important to identify new arguments, based on our shared past and on the passion of millions for the historic roots of their social environment. To accomplish this we need to re-emphasise the unique value of cultural heritage and not only focus on the measurable economic return and touristic value.

Although not everyone may acknowledge it as such, we are all intrinsically interested in cultural heritage. People are generally keen to find out where and how their ancestors lived, how they worked and functioned in a time when cars, airplanes, and internet did not exist and what their world looked like. While visiting a monument or church, or admiring a heritage landscape, we may not always be aware of its cultural heritage value. The main challenge in this is to translate the value people do contribute to this experience into a real focus on the tangible, physical remains of these times.

It is crucial to involve the general public in the cultural heritage policy-making. With this, Mr. Thurley endorses what is emphasised in the Faro Convention of the Council of Europe: by introducing the concept of cultural heritage communities, a clear recognition is given to the importance of communities that are concerned with cultural heritage and its conservation.

Hubert David further builds on this idea by stressing that such civil society emancipation can be an important trigger to putting certain topics on the political agenda. He recalls the citizen empowerment and participation in the aftermath of the May 68 revolution as an important stimulus for a bottom-up political change, with progressive voices gradually reaching a political level. As a result of this evolution and the increased awareness of civil society, environmental concerns were put on the European political agenda and remain a political priority today.

Ms. Giraud-Labalte argues that cultural heritage is not limited to material preservation. It is also a valuable source of knowledge, an instrument serving both the individual and the community – especially in view of the increasing demand for sustainability. To illustrate this, she draws attention to the renewed interest in and rediscovery of qualities of certain plants and raw materials. She equally notices a revived appreciation and demand for knowledge and expertise of old techniques and craftsmanship, although paradoxically society does not seem to assign the same high status to manual labour and vocational education.

Ms. Vanautgaerden illustrates how the integration of a new EU regional development concept can bring a significant added value for our historic environment. She states that 'territorial cohesion' can build bridges between historic landscapes, regional development and economic growth. Ms. Vanautgaerden recommends approaching historic land-scapes as 'dynamic data' with an eye for future opportunities and as a source of sustainable development. The role of the cultural heritage sector lies in gathering and analysing the multilayered data and in integrated research into the development of landscapes. In terms of regional development, cultural heritage can provide an added value which tends to be forgotten or overlooked by other societal factors. People only

function optimally in an environment that takes account of their identity and how it is rooted in a physical context. In this perspective, we should pay special attention to cultural heritage values when creating new social and economic functions and spaces. This will result in spatial environments that are considerably more functional.

How does the EU approach cultural heritage today?
The way in which the EU approaches cultural heritage is strongly determined by the provisions outlined in the founding EU Treaty, which was last modified by the Lisbon Treaty of 13 December 2007. This Treaty stipulates that in the field of culture, the EU only has supporting and complementary competences. By including the subsidiarity principle in article 167 of the Treaty, EU decision makers judged that cultural matters are best addressed at the local, regional and national level. Hence, the EU only addresses those cultural matters that are explicitly assigned to the EU by the mutual consent of its Member States. Alison Crabb explains how the European Commission's Directorate General (DG) for Education and Culture implements the European Agenda for Culture, as approved by the Member States and endorsed by the European Parliament. The accompanying workplan serves as a guideline for projects and initiatives in this area. Considerable attention is given to education, accessibility and mobility of mainly movable heritage such as collections, archives and books. The more 'physical' and management-related aspects of cultural heritage are not well-represented in the policy and the projects of the DG Education and Culture.

Cristina Sabbioni indicates that various other EU policy domains also take initiatives to help move forward the cultural heritage sector. An interesting example is the EU Framework Program for Research and Innovation that has been financing cross-sectoral research in the field of cultural heritage and sustainability for over 20 years. Additionally, structural funds and rural development funding equally dedicate considerable financial resources to cultural heritage and cultural heritage preservation in order to stimulate regional development.

Although it became clear during the conference that there is still widespread support for the subsidiarity principle for

cultural heritage, it seems equally clear-cut that there is a need for a more meaningful interaction between the cultural heritage sector and the European policy level. This is necessary to more powerfully influence the indirect impact of other sectors on cultural heritage and to create better conditions for cultural heritage in today's society. This implies that while the subsidiarity principle should be maintained and, as Mr. David suggests in his contribution, approached creatively, it should be complemented with intensive and purposeful collaboration at an EU level.

Moreover, according to Mr. David, the cultural heritage sector could benefit from acting opportunistically in linking its interests to other areas such as the economic, financial, industrial and tourism sector. Mr. Bélaval seconds this idea by stating that it would not be advisable to plea systematically for special rights or exceptions for cultural heritage in European regulations or directives. This would distance cultural heritage from other societal developments with a potentially significant negative impact on cultural heritage preservation in the long run. New EU legislation from other sectors does not necessarily pose a threat to the cultural heritage field but in many cases could also benefit the cultural heritage cause. Acquiring the necessary knowledge and engaging in constructive dialogue with other sectors and within the decision-making processes at EU level proactively and in an early stage is crucial to secure cultural heritage interests in the long term.

The importance of 'mainstreaming' in this regard should not be underestimated. Yet, this idea of mainstreaming which is included in Article 167, point 4 of the Lisbon Treaty stating that "The Union shall take cultural aspects into account in its action under other provisions of the Treaties, in particular in order to respect and to promote the diversity of its cultures", largely remains 'dead letter' today. It is not obvious to obtain horizontal integration in European politics. The vertical structure of the European decision-making process with its numerous separate circuits within different institutions makes it hard to integrate concerns from one policy domain into another. To create better conditions for cultural heritage in today's society and to address the challenges it is confronted with now and in the future, we will have to find an opening in this area.

It will be a challenge to influence policy and decision makers in a correct yet powerful manner, while ensuring not to achieve the opposite effect of what was intended. Ms. Giraud-Labalte points out a remarkable contradiction in the interaction between regional (and tourism) development and cultural heritage. On the one hand, we tend to promote authentic villages and their cultural heritage, while on the other hand, there is a tendency to relocate local shops and businesses to the outskirts. This implies that local people have to use their car to shop for provisions while at the same time villages are stripped of their original character. Mr. Thurley rightly concludes in this regard that the interests and concerns of cultural heritage and cultural heritage conservation are sometimes difficult to grasp for politicians and policy makers and that the message must be clear.

Sneška Quaedvlieg-Mihailovic draws attention to a new paragraph on cultural heritage which was added to Article 3 of the Lisbon Treaty and which states that: "The Union shall respect its rich cultural and linguistic diversity, and shall ensure that Europe's cultural heritage is safeguarded and enhanced". She believes this addition is significant as it identifies cultural heritage as one of the fundamental objectives of the European Union.

Mr. Bélaval stresses the importance of Member States joining forces to undertake joint, cross-border initiatives in promoting European cultural heritage. The European Heritage Days and the European Heritage Label are two cases in point. He also believes that Member States should increase their effort to address specific heritage interests at EU level at an early stage, notably when new regulations are being devised. In this perspective, several speakers refer to the valuable work carried out by the Council of Europe in many cultural heritage fields. The different treaties form a useful platform, or at least a starting point for further cooperation.

Is it opportune to join forces?

Unlike other sectors, there is no large umbrella organisation representing the broad cultural heritage sector and defending its interests at EU level. Although there are many networks, forums and organisations doing valuable work, they each approach cultural heritage or the EU from their own perspective.

To truly engage in a dialogue at European level, the presence of a strong coordinating voice would be extremely helpful. Jan Beyers mentions in his contribution that the European Commission is in fact a small organisation that is open to input from outside. A European civil servant usually follows up a dossier from start to finish and can be approached relatively easily on the matter. He often welcomes the views of experts, also from outside European institutions. However, a potential problem is the diffuse field in which the European Commission cannot see clearly enough. Therefore it is important for the cultural heritage sector to speak with one united voice: the more a sector speaks through one voice, the better the sector will be heard.

Other sectors, such as the environmental or social sector are generally better organised, in umbrella organisations for example, than the cultural heritage sector. During the round-table discussion all participants affirmed their support for the idea of a platform or an umbrella organisation on cultural heritage, but many also agree that there are some concerns. First and foremost, there is a need for an overview of who does what, for a structural dialogue between structures and networks and for respect for all parties' individuality. In this context, Ms. Quaedvlieg-Mihailovic points out that Members of the European Parliament, researchers, civil societies, national, regional and local governments, restorers and other actors all have their own role and that this needs to be taken into account when establishing a platform. To Mr. Thurley and Terje Nypan the focus should be on supporting and strengthening existing structures, encouraging them to become more active and dynamic, rather than on creating new ones. Mr. Beyers illustrates that establishing a new umbrella organisation can take up to 3 or 4 years. He also shows that a heterogeneous membership can in fact harm a platform's

representativeness: the more diverse the membership, the harder it is to decide on subjects and strategies, for example. As already mentioned, European institutions prefer in general working with organisations that have clear and identifiable interests. Ms. Gutiérrez-Cortines agrees on this importance of a joint focus and joint actions. Furthermore, the research findings of Mr. Beyers show that only a few umbrella organisations count government agencies among their members, most of which are local and regional governments. Ms. Gutiérrez-Cortines pleads to include in a possible platform not only officials, but also a wide range of professionals, researchers, politicians, corporate leaders and civil societies. Mr. Beyers offers a possible solution by suggesting a structure with 'permanent' and 'affiliate' members. In any case, one could question whether this idea of establishing an umbrella organisation should not be pursued by the cultural heritage civil society alone, rather than by governments, who have access to the EU through other paths and connections.

Preparing for the future

The starting point of the conference was to build a bridge between the heritage sector and the European Union. The general tone of the conference can be summarised as follows:
— Policy makers should be made aware of cultural heritage and of the fact that cultural heritage is a part of a much larger social dynamic;
— The notion of cultural heritage evolves and in this evolution the perception of the general public ("the cultural heritage community") is a determining factor;
— The EU puts considerable effort into culture, but leaves the interpretation of the policy to the local, regional and national governments.

Based on these ideas a number of questions can be formulated. How will the cultural heritage sector cope with these findings? What is the expected added value of the EU? Would the cultural heritage sector like to see more action from the EU? Which aspects of cultural heritage conservation require policy at this level and is this indeed necessary? Why? These and other questions are relevant to the entire cultural heritage community.

Following this conference, an international reflection group 'EU and cultural heritage' has been established. This reflection group consists of EU experts of several national heritage administrations from countries such as Hungary and Poland (countries that will hold the EU presidency in 2011), as well as France, Germany, Ireland, Norway, Spain, The Netherlands, the United Kingdom and Belgium. The Flemish Government (Belgium) is leading this intergovernmental initiative in 2011. Needless to say, other actors concerned such as other EU countries, civil societies, professionals, the academic world and the Council of Europe, will be informed or involved in the activities of this reflection group.

In 2011, the main task of this reflection group is to set up a concrete plan or vision on how to put cultural heritage and cultural heritage protection on the agenda at different policy levels and at a European level in particular.

The reflection group is a first step towards putting cultural heritage concerns on the European agenda by proactively pursuing opportunities and possibilities in this area within the European policy. The debate is open! We have great hope it will lead soon to meaningful results.

Biography

Philippe Bélaval (FR)
General Director of Heritage, Ministry of Culture and Communication

Philippe Bélaval is the General Director of Heritage with the French Ministry of Culture and Communication. He studied at the prestigious Ecole national d'administration in Paris and Public Law at the Institut d'Etudes Politiques de Toulouse. Afterwards, he went on to pursue a career within the Council of State, which seconded Mr. Bélaval in 1990 as General Director to the Théâtre national de l'Opéra de Paris. He was Managing Director of the National Library of France (1994-1998), and was appointed Director of the Archives de France in 1998. He returned to office within the Council of State in 2001. In 2008, he was made Chair of the Board of Directors of the Institut national du patrimoine.

Jan Beyers (BE)
Professor Political sciences, University of Antwerp

Dr. Jan Beyers has been Professor of Political Sciences and Director of the European and International Politics research group at the University of Antwerp since September 2007. He is also a guest professor at the Agder University in Norway and a senior member of the Netherlands Institute of Government (NIG). His research and teaching work deal with institutional theories, comparative and international policy, European Union policy, interest groups and research methods. His current research activity relates to interest representation and agenda-setting in multi-level political systems.

Alison Crabb (UK)

Deputy Head of Unit, Culture Policy, Diversity and Intercultural Dialogue Directorate General for Education & Culture, European Commission

Alison Crabb has worked at the European Commission since 1999 and in the Directorate General for Education and Culture since 2001. Her current priorities include policy development in the framework of the European Agenda for Culture, with special focus on the Open Method of Coordination and structured dialogue with the cultural sector at European level. Previous responsibilities include the coordination of decentralised actions for the EU Comenius-Grundtvig Programme, including School Partnerships, Language Assistants, In-service Training and Learning Partnerships.

Hubert David (BE)

Chair European Environment and Sustainable Development Advisory Councils (EEAC)

A Master in Business Administration, Hubert David works as a board member in the European insulation industry. He is the former Secretary General of the European Environment Bureau and former Chair and Vice-Chair of the Minaraad in Flanders. Currently, he is the President of the European Environmental Advisory Councils and of Argus, the environmental centre for KBC and CERA.

Tamás Fejérdy (HU)

Vice-President of the Hungarian National Office for the Protection of Cultural Heritage

Dr. Tamás Fejérdy has been Vice-President of the Hungarian National Office for the Protection of Cultural Heritage since 2003. Before, he was Chair of the UNESCO World Heritage Committee (2002-2003). An architect and conservator of historic monuments, Mr. Fejérdy has worked for the central government service for the protection of monuments since 1976. He is a lecturer at several Hungarian universities and a member of ICOMOS since 1983 where he holds a number of posts. For the Council of Europe he served on numerous working groups.

Claire Giraud-Labalte (FR)

*Professor, Université Catholique de l'Ouest (UCO)
Heritage delegate for the European network ENCATC*

Dr. Claire Giraud-Labalte has worked as an art historian and professor at the Université Catholique de l'Ouest (UCO) since 2004 where she oversees the programmes in Cultural Promotion and Heritage as well as the Masters programmes Heritage, Live Performance and Cultural Management, and International Relations within the Arts, Literature and History Institute. Her work as a lecturer and researcher focuses on aspects of cultural heritage from the 19th century and later, from the perspective of travellers, artists, professionals and civil society. She is a member of the European Network of Cultural Administration Training Centres (ENCATC) where she has coordinated the working group "Interpretation/Mediation applied to heritage sites" since 2006, with special focus on the concept of "Understanding Heritage".

Cristina Gutiérrez-Cortines (ES)
Member of the European Parliament

Dr. Cristina Gutiérrez-Cortines has been the President of Ars Civilis Foundation involved in research and innovation since 2008. Previously, she was Minister of Education and Culture in the Murcia Regional Government (1995-1999) and became a Member of European Parliament in 1999. Between 1999-2004, she was a Member of the Culture and Education Committee and subsequently became a full Member of the Committee on Environment, Public Health and Food Safety as well as Substitute of the Industry, Research and Energy Committee. Her main research focuses on the history of architecture and town planning, on power, economy and architecture; and on preserving cultural heritage and natural landscapes. She was Director of the Postgraduate Course in Historical and Natural Heritage from 1995 until 2003. Ms. Gutiérrez-Cortines graduated in Humanities and holds a doctorate in Art History.

Mikko Härö (FI)
President of the CDPATEP of the Council of Europe

Mikko Härö has been involved in the public and private sectors of conservation, heritage and landscape at local, regional and national level since the 1980s. His international experience relates mainly to Council of Europe activities and Nordic cooperation. He is currently Director of the Department of Heritage Protection in the National Board of Antiquities (Finnish National Heritage Board). He is also Chair of the Council of Europe Steering Committee for Heritage and Landscape. His areas of research include the history of heritage administration and heritage policies as well as various aspects of architectural history.

Terje M. Nypan (NO)
Chairman of the European Heritage Legal Forum Secretariat

Dr. Terje Nypan trained as a sociologist. Before joining the Norwegian Royal Ministry of the Environment, he worked for a number of large international companies. He is currently a senior advisor to the Directorate for Cultural Heritage. From 2003 to 2008 he was Chair of the European Working Group on EU Directives and Cultural Heritage and since 2008 he has been Chair of the secretariat of the European Heritage Legal Forum. He is the author of numerous publications, among others on the impact of EU legislation on heritage.

Sneska Quaedvlieg-Mihailovic (NL/RS)
Secretary General, Europa Nostra

Sneška Quaedvlieg-Mihailovic first joined Europa Nostra in 1992 where she was in charge of the relations with the Council of Europe, the European Union and UNESCO. She was appointed Secretary General of Europa Nostra in 2000. Previously, she worked for the European Commission and for the Economic and Social Committee of the European Communities in Brussels as well as for the European Commission Delegation in Belgrade. She gained a first degree in International Law in her native town Belgrade (former Yugoslavia) and completed a postgraduate in European Law and Politics at Nancy (France).

Cristina Sabbioni (IT)

Professor of Chemistry applied to Cultural Heritage and of Environmental Physics, University of Bologna

Dr. Cristina Sabbioni has been Acting Director of the Institute of Atmospheric Sciences and Climate (ISAC) since 2010. She first joined ISAC as a researcher in 1982 and became Research Director of the Unit on 'Diagnosis of the impact of climate and microclimate on cultural heritage' in 2001. Ms. Sabbioni is also Professor of Environmental Physics at the University of Bologna. She has headed up numerous EU research projects on cultural heritage, conservation and climate change. Previously, she was Chairperson of the Expert Advisory Group (EAG) of the Key Action 'The City of Tomorrow and Cultural Heritage' within the Fifth European Framework on Research. She is currently Member of the Executive Board in the Joint Programming Initiative (JPI) 'Cultural heritage and Global Change: a new challenge for Europe'. Her main research activity is in the area of the application of science and technology to the protection of cultural heritage, including the impact of microclimate, multi-pollutants and climate on cultural assets.

Simon Thurley (UK)

Chief Executive, English Heritage

Dr. Simon Thurley is Chief Executive of English Heritage and a leading architectural historian with a number of bestsellers to his name. Until he joined English Heritage in 2002 he was Director of the Museum of London, the world's largest city museum. From 1990 to 1997 he was Curator of Historic Royal Palaces and responsible for a number of major restoration projects, including the building of the new Jewel House for the Crown Jewels at the Tower of London. He is also a regular broadcaster on television and has worked on several BBC documentaries. He is a member of a large number of historical and archaeological organisations and is currently Visiting Professor of the Built Environment at Gresham College, London.

Liesl Vanautgaerden (BE)

Expert Territorial Cohesion, Flemish Government

Liesl Vanautgaerden is a landscape architect and planner. She is currently working as policy advisor on territorial cohesion for the Flemish Government, Department of Spatial Planning, Housing and Immovable Heritage. Earlier, she conducted landscape research at the Department of Architecture, Urban Design and Planning at the Katholieke Universiteit Leuven. Her expertise particularly concerns sustainable large-scale landscape development for which she received the student Award of Excellence in the analysis and planning category from the American Society of Landscape Architects (ASLA) in 2009.