



Paris, 1<sup>st</sup> March 2022

## POLITICAL OPINION

### **Towards a stronger European heritage policy to promote the attractiveness of territories**

- ① The European Affairs Committee of the French Senat,
- ② Having regard to the Preamble and Article 3 of the Treaty on European Union; having regard to Articles 36, 114, 167, and 174 to 178 of the Treaty on the Functioning of the European Union;
- ③ Having regard to the Preamble and Articles 14 and 22 of the Charter of Fundamental Rights of the European Union; having regard to the Convention for the Protection of the World Cultural and Natural Heritage, adopted by the Member States of the United Nations Educational, Scientific and Cultural Organization (UNESCO) at its 17<sup>th</sup> General Conference in Paris on 16 November 1972;
- ④ Having regard to the Convention on the Protection and Promotion of the Diversity of Cultural Expressions, adopted by the Member States of UNESCO at its 33<sup>rd</sup> General Conference in Paris on 20 October 2005;
- ⑤ Having regard to the Council of Europe Framework Convention on the Value of Cultural Heritage for Society (CETS No 199) of 13 October 2005, known as the Faro Convention;

- ⑥ Having regard to the Enlarged Partial Agreement on Cultural Routes of the Council of Europe CM(2013)148-addfinal of 20 December 2013;
- ⑦ Having regard to Decision No 1194/2011/EU of the European Parliament and of the Council of 16 November 2011 establishing a European Union action for the European Heritage Label;
- ⑧ Having regard to Decision (EU)2017/864 of the European Parliament and of the Council of 17 May 2017 on a European Year of Cultural Heritage (2018);
- ⑨ Having regard to the Council conclusions of 21 May 2014 (2014/C 183/08) on cultural heritage as a strategic resource for a sustainable Europe;
- ⑩ Having regard to the Council conclusions (2018/C460/10) of 21 December 2018 on the Work Plan for Culture 2019-2022;
- ⑪ Having regard to the Council Conclusions of 21 June 2021 (9837/21) on the EU Approach to Cultural Heritage in Conflict and Crisis;
- ⑫ Having regard to the position adopted by the European Parliament at first reading on 14 December 2021 on the proposal for a decision of the European Parliament and of the Council on the European Year of Youth (2022);
- ⑬ Having regard to the declaration of the Ministers of Culture meeting in Granada in April 2006 to launch, on the proposal of several Member States including France, an intergovernmental initiative concerning a European heritage label;
- ⑭ Having regard to the declaration of the Ministers of the States Parties to the European Cultural Convention, meeting in Namur on 23 and 24 April 2015;
- ⑮ Having regard to President of the European Commission Ms Ursula von der Leyen's State of the Union Address delivered before the European Parliament on 15 September 2021;
- ⑯ Having regard to the Communication of the European Commission COM(2007)242 final of 10 May 2007, on a European Agenda for Culture in a Globalising World and the Resolution of

the Council of 16 November 2007 on a European Agenda for Culture;

- ⑰ Having regard to the Communication of the European Commission of 22 July 2014 COM(2014)477 final entitled "Towards an Integrated Approach to Cultural Heritage for Europe",
- ⑱ Having regard to the Communication of the European Commission of 15 September 2021 COM(2021)573 final on the "New European Bauhaus – Beautiful, Sustainable, Together";
- ⑲ Having regard to the Communication of the European Commission of 19 October 2021 COM(2021)645 final, presenting its work programme for 2022, entitled "Making Europe Stronger Together";
- ⑳ Having regard to the political opinion on the European Commission's work programme for 2022, adopted by the Senate European Affairs Committee on 17 January 2022;
- ㉑ Having regard to the special audit report of the European Court of Auditors of August 2020 on the European Union's investments in cultural sites;
- ㉒ Having regard to the Strategic Plan 2020-2024 of the European Commission's Directorate-General for Education, Sport and Culture (DG EAC), in particular its first part relating to the priorities of the European Commission;
- ㉓ Having regard to the proceedings of the "Meetings for Europe and Culture", held in Paris on 2 and 3 May 2005;
- ㉔ Having regard to the report entitled "Cultural Heritage Counts for Europe", published in June 2015, by a consortium of civil-society organisations and networks, with the support of the European Commission;
- ㉕ Having regard to the report entitled "Année européenne du patrimoine culturel 2018, un patrimoine en partage" (European Year of Cultural Heritage 2018, a Shared Heritage), published by the Directorate-General for Heritage of the French Ministry of Culture and Communication in October 2019;
- ㉖ Having regard to the guide entitled "Placer les personnes et le patrimoine au cœur du projet de territoire" (Putting People and

Heritage at the Heart of the Territorial Project), published in June 2021 by the "Petites cités de caractère de France" association;

- ⑳ Having regard to the declaration by the Architects' Council of Europe of 2 December 2021 on the conclusions of the Council of Ministers of the European Union in charge of culture of 30 November 2021 on "Culture, High-Quality Architecture and Built Environment as Key Elements of the New European Bauhaus Initiative";
- ㉑ Having regard to the Green Paper on European Cultural Heritage, published in February 2022 by Europa Nostra in partnership with the International Council on Monuments and Sites (ICOMOS), with the support of the European Commission and the European Investment Bank;
- ㉒ Considering the priorities of the French Presidency of the Council of the European Union presented by the French President on 9 December 2021;
- ㉓ Considering that the signatories of the Treaty on European Union state, in its preamble, that they draw "inspiration from the cultural, religious and humanist inheritance of Europe";
- ㉔ Considering that the European Charter of Fundamental Rights, in its preamble, recognises the "spiritual and moral heritage" of the European Union and calls on the Union to preserve and develop the resulting common values, while respecting the cultural diversity of the peoples of Europe;
- ㉕ Considering that the Treaties establish the competence of the European Union, in accordance with the principle of subsidiarity, to "ensure that Europe's cultural heritage", constituting "a shared resource and a common good" of Europeans, is "safeguarded and enhanced", and to "contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing the common cultural heritage to the fore";
- ㉖ Considering that they also recognise the protection of national treasures of artistic, historical or archaeological value as legitimate grounds for restricting the free movement of goods in the internal market;

- ③④ Considering that, with a view to the harmonious development of the entire Union, the latter should "develop and pursue its actions leading to the strengthening of its economic, social and territorial cohesion";
- ③⑤ Considering that it is therefore the European Commission's responsibility to support and supplement the Member States' efforts to preserve and promote European cultural heritage, to develop relevant policies and programmes, and to support collaboration between Member States and stakeholders in the field of cultural heritage,
- ③⑥ Considering that European heritage policy is based on numerous instruments and programmes, under the responsibility of various Directorates-General of the European Commission, including DG EAC, which is responsible for the Horizon Europe and Creative Europe programmes and the European Heritage Label, the Directorate-General for Regional and Urban Policy (DG REGIO), which is responsible for the European Regional Development Fund (ERDF) and the European "Interreg" territorial cooperation programme, and the Directorate-General for Agriculture and Rural Development (DG AGRI), which is responsible for the European Agricultural Fund for Rural Development (EAFRD) and its priority initiative "Links between actions for the development of the rural economy" (LEADER),
- ③⑦ Considering that this diversity of means and instruments has the advantage of offering numerous levers for action, but the disadvantage of being somewhat dispersed, which impairs the clarity of the overall policy, including for the main stakeholders in the Member States and their local and regional authorities, both public and private, in the heritage field,
- ③⑧ Considering that the European Court of Auditors, in its special audit report of August 2020, believes that EU investment in cultural sites would benefit from better targeting and coordination,
- ③⑨ Considering that €2.442 billion in commitment appropriations has been allocated to the Creative Europe programme in the Multiannual Financial Framework 2021-2027, an increase of 63% in relation to the 2014-2020 framework,
- ④⑩ Considering that heritage – not only monumental or architectural, but also landscape and vernacular, including "minor"

or local heritage – constitutes a "whole" which helps to forge the identity of Europe's towns, villages, territories and landscapes, whose characteristics differ from those prevailing in other regions of the world, and is fundamental to European identity and pride;

- ④① Considering that the "integrated approach" to European cultural heritage advocated by the European Commission back in 2014 remains as relevant as ever and justifies a cross-sectoral policy in this field;
- ④② Considering that heritage is key to the economic attractiveness and cultural influence of territories;
- ④③ Considering that the European Year of Cultural Heritage 2018 brought together 12.8 million participants at 23,000 events, demonstrating a high level of popular support, and led in particular to a European framework for action to promote cultural heritage and to the establishment of working parties of experts at the Commission;
- ④④ Considering that the COVID-19 pandemic accelerated a sustained trend, in several Member States, of urban exodus from large cities to small and medium-sized towns, and even to rural areas, due to a desire for a better quality of life, and that, after severely impacting the heritage sector, it has been followed by a gradual lifting of health restrictions, which has shown that popular attachment to heritage remains alive and well, in spite of the decline in visitor numbers due to the successive lockdowns;
- ④⑤ Considering that the digitalisation of heritage, in its multiple dimensions, must be encouraged but that this process has not reduced the demand for physical attendance at heritage sites, and that both practices can develop in tandem;
- ④⑥ Considering that the resilience of the heritage sector should be encouraged and contributes to the resilience of Europe as a whole;
- ④⑦ Considering that cultural but also landscape and natural heritage, form a whole with regard to the Green Deal objectives, and are a driving force for sustainable territorial development;
- ④⑧ Considering that the actions of the "Petites cités de caractère de France" association embody an inclusive approach to the sustainable development of the territories concerned, based on heritage preservation and enhancement;

- ④⑨ Considering that 2022 has been declared European Year of Youth,
- ⑤⑩ Considering the disturbing threats to heritage posed by Russia's ongoing acts of war in Ukraine;
- ⑤⑪ Considering that a Council of Ministers for Culture has been scheduled for 3 and 4 April 2022 under the French Presidency;
- ⑤⑫ Welcomes the actions to preserve and promote European heritage undertaken by the European Commission in its 2022 work programme and in the 2019-2022 work programme for culture;
- ⑤⑬ Calls for the strong and rapid development of communication tools for existing programmes and instruments in this field – both online and offline – in all languages of the European Union, with the aim of gathering sparse information, clarifying it and making it accessible to stakeholders, local and regional authorities, and to private and public heritage actors;
- ⑤⑭ Hopes that this increased and multilingual visibility of European heritage policy will be followed by a clear increase in its scope, starting with the present multiannual financial framework,
- ⑤⑮ Considers in this respect that the promising impetus provided by the European Year of Heritage 2018 needs to be revived and ramped up in order to regain the momentum that was lost due to the pandemic,
- ⑤⑯ Calls for a revival of European heritage policy during the French Presidency, which should be resolutely transversal and coordinated at the level of the different Directorates-General concerned at the European Commission, by means of an appropriate institutional and organisational mechanism;
- ⑤⑰ Affirms the central role of local and regional authorities in the implementation of this European heritage policy, in order to develop the attractiveness of European territories;
- ⑤⑱ Recommends that this policy, as part of a single integrated, cross-cutting approach, should include cultural heritage and natural and landscape heritage, which together serve as a powerful factor for sustainable development in the context of the ecological transition;

- ⑤⑨ Recommends that the European Commission draw inspiration from the model of the "Petites cités de caractère de France" association in order to create a network of proactive local authorities, supported by the European Union, and to this end, recommends that European specifications be drawn up in consultation with all stakeholders;
- ⑥⑩ Advocates, based on this approach, the generalisation, systematic implementation and sharing of best territorial practices at the European level;
- ⑥⑪ Calls for the further development and extension of the European Heritage Label, by revising the relevant 2011 decision in order to strengthen the role of national coordinators, create a cross-cutting European Heritage Mission designed to federate initiatives and encourage applications, accompany the awarding of the label with support from European funds, and even to draw up a genuine European Heritage List that would be broader than the label itself and linked to the UNESCO World Heritage List and the Council of Europe's Cultural Routes;
- ⑥⑫ Recommends that intangible heritage be an integral part of the label and this List, along with maritime heritage and industrial heritage;
- ⑥⑬ Calls for an increase in sources of funding for European heritage and their diversification;
- ⑥⑭ Proposes, to this end, that the creation of a European Heritage Lottery should be considered, whose profits would be allocated by a European Heritage Foundation, which could exert leverage on the private sector and sponsors;
- ⑥⑮ Calls for consideration of the possibility of proposing differentiated access fees for European and non-European visitors, in order to ensure increased and sustainable funding for the major sites and monuments whose restoration needs are increasing due to excessive visitor numbers;
- ⑥⑯ Insists, in the same perspective, on the need to increase and enhance the protection of the major European heritage brands – even place names, as long as they are immediately identifiable as such;



- ⑥7 Supports the cross-cutting "New European Bauhaus" programme, promoted by the President of the European Commission herself;
- ⑥8 Hopes that the heritage and territorial dimension of this programme will be affirmed and concretely implemented, including in local projects, by combining heritage restoration and architectural design;
- ⑥9 Calls for the creation of a European Heritage Academy in order to structure and federate professional networks and to develop incentives for heritage education and research programmes, making full use of existing programmes, especially Erasmus+;
- ⑦0 Affirms that heritage should be an integral part of the European Year of Youth 2022;
- ⑦1 Calls for the development of incentives for digitalisation and the creation of mobile applications in order to facilitate access to heritage for young Europeans;
- ⑦2 Calls for the inclusion of European heritage promotion in the specifications of the public service missions defined by the European Broadcasting Union (EBU);
- ⑦3 Considers it necessary for the Union to support the creation of content featuring European heritage, on all media, in particular for narratives aimed at young people;
- ⑦4 Calls for the creation of an emergency intervention fund for the sustainable safeguarding and restoration of European heritage endangered by natural and climatic disasters or phenomena and their current or foreseeable consequences and, in countries linked to the European Union by association agreements under the Eastern Partnership, of emblematic heritage damaged by acts of war;