

# Strategy for the development of Euro-Mediterranean cultural heritage:

priorities from Mediterranean countries  
(2007–2013)



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# Introduction

The present strategy paper<sup>(1)</sup> is the outcome of a consultation process which was carried out on the basis of the experience gained during the previous phases of the Euromed heritage programme and with the participation of all 10 Mediterranean partner countries (Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, the Palestinian Authority, Syria, Tunisia and Turkey).

For the first time, partner countries had the opportunity to articulate their priorities concerning cultural heritage in the specific sectors of education and public awareness-raising, economic and social impact, legislation and institutional framework. Participants representing the Ministries of Culture, Education and Budget, universities, as well as non-governmental organisations, foundations and organisations of civil society, were brought together, in four different countries, to initiate this innovative consultation process.

The directors-general of the Ministries of Culture then met in Rome to finalise the strategy paper, which was endorsed in Istanbul on 28 October 2006 during the 'Cultural heritage: a shared responsibility for the Mediterranean' forum.

The 'Strategy for the development of Euro-Mediterranean cultural heritage: priorities from Mediterranean countries (2007–2013)' is destined to be a reference for future regional, bilateral or cross-border cultural cooperation in the Mediterranean area.

<sup>(1)</sup> It is also available online (<http://www.euromedheritage.net>) and in French.





# 1. Background

## 1.1. The role of culture at the international level

There has been a growing recognition from partner countries and donors of the importance of the cultural dimension for external relations and policy development. As a result, there is today a broad consensus at international level on the necessity to integrate culture as a key issue in development strategies and aid programmes. The adoption, in October 2005, of the Unesco Convention on the Protection and Promotion of the Diversity of Cultural Expressions is an illustration of this recognition. The European Commission (EC) and European Union (EU) Member States are in the process of ratifying the convention. The convention affirms that 'cultural diversity is as necessary for humankind as biodiversity is for nature' and that it is 'the common heritage of humanity and should be recognised and affirmed for the benefit of present and future generations'.

At European level, the 'European consensus on development' adopted by the Council in November 2005 identifies culture as being part of the European Community's (EC) human development policy and contributing to local development and economic growth.

It is now recognised that any process of development of a population cannot be pursued without building it on self-esteem and appropriation of cultural identity as conditions for opening minds to dialogue, citizenship and social responsibility.

Cultural development is already mentioned in various political instruments for several other world regions. For example, Article 27 of the Cotonou Agreement concerning the ACP (Africa, Caribbean and Pacific) countries refers to 'cultural development'. Culture is also integrated into the policy dialogue in the framework of Asia-Europe meetings (ASEM) and EU-Latin America, Caribbean (LAC) summits.

Concerning the Mediterranean region, cultural actions form part of Chapter III 'Partnership in social, cultural and human affairs' of the 1995 Declaration on the Euro-Mediterranean Partnership (the Barcelona process) in which the dialogue between cultures is the core of the third pillar. The Barcelona process started on November 1995 with the Euro-Mediterranean Conference of Ministers of Foreign Affairs. The conference marked the starting point of the Euro-Mediterranean Partnership for a broad framework of political, economic and social relations between the Member States of the European Union (EU) and partners of the southern Mediterranean. Ten years later, to underline the desire to reinvigorate Euro-Mediterranean relations, the Ministers of Foreign Affairs of Europe and of the Mediterranean partner countries called a conference which was held in Barcelona in November 2005 (Barcelona + 10).

Since the Barcelona process, two main regional initiatives dealing with culture have been launched.

- Euromed heritage, funded by the MEDA programme, has been one of the main financial instruments for the implementation of the Euro-Mediterranean partnership.
- The Anna Lindh Euro-Mediterranean Foundation for the Dialogue between Cultures, based in Alexandria (Egypt), is an institution jointly established and financed by all 35 members of the Euro-Mediterranean partnership. It is a network of networks and promotes dialogue between cultures. This is a direct result of the work of the high level advisory group established by President Prodi on this subject.

Taking into account the richness of the cultural heritage in the Mediterranean area, cultural heritage, both tangible and intangible, is considered as a crucial element of human development strategies and an essential tool of cultural diversity as the main condition of intercultural dialogue.

It is worth calling to mind the words of the High Level Advisory Group on Dialogue between Peoples and Cultures as a key concern in Euro-Mediterranean relations: 'For the peoples of the north and south of the Mediterranean, the immediate concern is to tackle uncertainties and international change no longer separately but together, while respecting their differences. The long-term concern is to develop not just the perception but also the feeling of a shared destiny. The dialogue between people and cultures must therefore play a decisive role in creating a Euro-Mediterranean area which "holds together and makes sense". To this end the dialogue must go much further than the traditional mechanisms of international and regional cooperation and assistance. It must also be cemented by mutual awareness and understanding, not only among States and institutions but also, and most importantly, among the societies and people living within this common area.'

## 1.2. Euromed heritage in the MEDA programme (1995–2005)

The Euromed heritage programme, managed by the EuropeAid Co-operation Office at the EC was the first regional MEDA programme focusing on cultural heritage. It was launched in 1998 and is continuing in three phases (I, II and III) until 2008 for a total amount of EUR 57 million, involving 36 projects and with approximately 400 partners from EU Member States and south Mediterranean countries, now identified as Mediterranean partner countries (MPCs): Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, the Palestinian Authority, Syria, Tunisia and Turkey.

The evaluation<sup>(2)</sup> of the first phase of the programme provided findings and recommendations, mainly in terms of implementation, but emphasised also the added value of the common cultural heritage in the Mediterranean for dialogue and mutual understanding. Future programmes will be based on lessons learned<sup>(3)</sup>.

Syria has developed bilateral cooperation in the cultural sector, which complements the activities implemented at regional level. Increasing the number of bilateral projects would strengthen the impact of the regional programme.

In terms of financial commitments, MEDA allocations (1995–2005) for cultural heritage totalled EUR 67 million, including bilateral projects in Syria.

## 1.3. From the MEDA financial instrument to the new European Neighbourhood and Partnership Instrument (ENPI)

In the framework of the new European Neighbourhood Policy (ENP) for Community external assistance, the Council and the Parliament have set up a new instrument for 2007–2013, the European Neighbourhood and Partnership Instrument (ENPI). This new instrument replaces the geographical and thematic programmes, such as MEDA and Tacis. The ENP countries are Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, the Palestinian Authority, the Russian Federation, Syria, Tunisia and Ukraine. Turkey will be covered by the Instrument for Pre-Accession Assistance.

<sup>(2)</sup> Available online ([http://www.euromedheritage.net/resources/evaluation\\_eh1.pdf](http://www.euromedheritage.net/resources/evaluation_eh1.pdf)).

<sup>(3)</sup> An evaluation of H-II programme was carried on in October 2006 ([http://www.euromedheritage.net/resources/evaluation\\_pai.pdf](http://www.euromedheritage.net/resources/evaluation_pai.pdf)).

The EU offers its neighbours a privileged relationship building upon commitments to common values. In this sense the European Neighbourhood Policy reinforces the Euro-Mediterranean partnership that started with the Barcelona process. An effective means to achieve the ENP's main objectives is to connect people of the EU and its neighbours, to enhance mutual understanding between each others' cultures, history, attitudes and values. Community assistance shall be used to support measures promoting multicultural dialogue, people-to-people contacts, cooperation between civil societies, cultural institutions and exchanges of young people, as well as supporting cooperation aimed at protecting historical and cultural heritage and promoting its development potential, including through tourism.

In October 2007, in the framework of the ENPI, the Commission approved the regional Euromed heritage IV programme, which is fully in line with the present strategy.

## 1.4. Objectives for the promotion of cultural heritage in the Mediterranean for the future (2007–2013)

Considering the acknowledged role of cultural heritage on human development and cultural diversity and the more recent evolution of the political orientations concerning this aspect of development policy, it is clear that the main objective of any programme for the promotion of cultural heritage has to be centred on the appropriation of cultural heritage by people themselves and therefore on education and access to knowledge of cultural heritage. This is particularly true of the Mediterranean region, where cultural heritage has been identified as a priority field of action, since it is both an essential factor in the identity of each country and a privileged means of facilitating mutual comprehension between countries in the region and between Europe and Mediterranean countries.

This objective involves in particular a real meeting of the people concerned with their own successive memories: a true reconciliation, in certain cases, between tangible and non-tangible heritage. To this end, architectural heritage, museums and all cultural areas must become places of life for the local populations. Synergies between past cultural heritage and contemporary creations, live arts and crafts should be promoted in order to encourage the dialogue between generations and the integration of cultural heritage in local daily life.

It also involves encouraging the **economic and social local repercussions of cultural heritage**. With regard to the safeguarding of the sites and the encouragement for vocational training in the fields of the conservation and the management of cultural heritage, these objectives remain relevant, as elements of a development policy, since they support the central aim of public awareness-raising and cultural heritage promotion. However, it goes without saying that the aims of conservation can become imperative per se in emergency situations, like natural disasters or armed conflicts, which threaten the existence of cultural heritage.

## 2. Orientations

Three categories of orientation — general, strategic and methodological — have been identified to design the strategic priorities.

### 2.1. General orientation

**Cultural heritage as public wealth:** The case for public financial support of patrimony assets as public wealth is currently being strengthened by expanding the debate on this subject. Since heritage assets are public and universal wealth, they require public support. The theory of ‘public wealth’ identifies similarities between ‘cultural wealth and environmental wealth’. This orientation provides the basis for public support of the cultural heritage domain.

### 2.2. Strategic orientations

— **Cultural heritage awareness raising and education**

The value of cultural heritage has to remain closely related to the interests of the local population and dependent on the active implication of the civil society and local communities. They must perceive their interest as deriving from the enhancement of ‘their’ cultural heritage. This means that support should be provided to schools, universities and vocational education. Support to raise the awareness of local and central administrators is also needed in order to integrate cultural heritage in the education system. This effort also has to be directed at young people and the public in general.

— **Cultural heritage as means of local development**

As a factor of human development, cultural heritage provides a motor to generate new opportunities for creative activities, sites management, tourism, etc. and for synergies between those activities.

— **Good governance in the field of cultural heritage**

As cultural heritage is a ‘public wealth’, its management and its appropriation by the people require a legal, administrative, rigorous and professional framework harmonised at the regional level so that intercultural dialogue is also supported.

## 2.3. Methodological orientations

- **Complementarity and coherence with other EC programmes and national initiatives**

Cultural heritage promotion is also a cross-cutting issue common to several EC programmes in different domains, namely: the fourth research and development framework programme (INCO development), Interreg, the Eumedis initiative and Culture 2000.

- **Appropriation**

This principle is inherent in EC development policy. In the cultural heritage sector, the objective of any EC initiative should be to support actions defined as priorities by the MPCs themselves, bearing in mind that it is the people of a country who need to make their cultural heritage their own and to identify with it.

- **Exchange of good practices and methodologies at regional level and between EU and the MPCs**

The setting up of networks of professionals, of local authorities and of local actors in civil society makes it possible to open up a genuine intercultural dialogue based on actual experience.

- **Building on lessons learned**

The lessons learned from the previous phases of Euromed heritage to be taken into account are the need to strengthen the involvement of public institutions from the people's point of view of appropriation of cultural heritage and their identification with it, to increase north-south and south-south reciprocally advantageous exchanges and to better distribute the expenditure for the benefit of the south. In addition, at national level, a better coordination of ongoing initiatives should be ensured in the field of cultural heritage.

## 3. Strategic priority areas in the cultural heritage domain

Taking into account the abovementioned objectives and guiding orientations, priority areas for intervention in the cultural heritage domain are structured on four levels: public awareness and education, social and economic impact, legislative reinforcement, and institutional reforms.

### 3.1. Public awareness and education

#### **Public awareness**

Generally speaking, awareness measures at different levels are essential for the strategy to be followed. Promotion measures to increase civil society involvement should target three levels: civil servants, the general public and local actors.

With reference to civil servants, the importance of cultural heritage as a cross-cutting issue in national policy should be underlined.

The general public should be informed, via the various media addressing a wider community, thus promoting and stimulating the educational value and inculcating both local and common identity, rather than it being an object of passive consumption. To accompany this effort, it is crucial to incorporate the knowledge of cultural heritage into the syllabuses of primary and secondary schools.

Local actors should be made aware of, and be consulted in, the planning and development of cultural heritage projects. Awareness measures will be implemented with the participation of local, civil and, in some countries, religious actors involved in the management of cultural heritage in alliance with the media. Specific attention in this context is directed at rural populations.

At local level, the cultural heritage sites, museums and cultural areas have to become places where all generations can meet and be informed and educated about cultural heritage. Courses and training events must be organised inside the sites, museums and cultural areas. Teachers and trainers must be both cultural heritage experts and contemporary creators, including craftsmen. They must give the public the opportunity to

learn more about past and present cultural heritage and favour a dialogue across the generations. These courses should be an opportunity to promote an integrated vision of tangible and non-tangible heritage, meeting with successive memories — even painful ones — that have contributed to the emergence of the people's identities.

### **Vocational training courses**

The following subjects have been identified as priority areas for training:

#### — **Restoration and conservation**

Multidisciplinary cultural management in monuments and sites, museums and cultural spaces — project design and implementation; management and response to the effects of natural and man-made disasters on cultural heritage in urban and rural areas; fine arts and traditional heritage handicrafts, including fresco/mural painting, paintings, ceramics, mosaic, glass works, stone and other works on lapideous materials, mud bricks, paper and scrolls, metalwork, woodwork; current and low-tech heritage surveying; sciences applied to cultural heritage; laboratory testing and data interpretation of materials; musical audio and video recording; photography; microfilms; literary archives and library management and preservation, etc.

#### — **Promotion**

Site management; communication and presentation of museums; setting and management of exhibitions; lighting and acoustic management of monuments and sites, as well as of museums and cultural spaces; professional further training for tourist guides; new and upgraded traditional handicraft production; GIS, GPS and use of advanced technologies; safety and security procedures and management at cultural heritage sites; events management; organisation of courses and training for the public; training of teachers and trainers; technical support for application to be put on the Unesco World Heritage List.

#### — **Classification, documentation and cataloguing**

Current and high technology applied to the harmonised treatment and upgrading of catalogues, archives and databases; risk assessment and local and regional mapping and integrated data management; interdisciplinary cultural heritage data analysis and interpretation; information and communication technologies (ICT).

The target group comprises professionals in the field of cultural heritage, such as guides, museum and other cultural heritage site personnel, security and safety personnel, surveyors and technicians from the public or private sectors, and craftsmen.



**University courses**

Developing university courses (MA/MSc and PhD) in cultural heritage, preservation and integrated management and exploitation, IT in cultural heritage, site management and regional planning, cultural tourism, targeted at professionals in the field of cultural heritage from the public and private sectors.

Moreover, integrating cultural heritage disciplines into educational curricula at university level is a crucial element. Integration will be focused on classical studies and scientific and economic disciplines. Setting up specialised laboratories in the universities concerned with cultural heritage subjects is another area of interest. Laboratories should be considered only when they are an integral part of a training programme.

Attention to textbooks and literature on cultural heritage translated into the national languages of the Mediterranean basin is relevant.

## 3.2. Social and economic impact

**Social development**

- Encouraging active participation by local people in all initiatives concerning cultural heritage.
- Encouraging effective communication strategies, the involvement of qualified professional human resources and increased visibility.
- Paying more attention to national languages both in textbooks and in communication strategies.
- Facilitating collection and access to consultation of studies, documents, reports on cultural heritage and works for professionals in the field of cultural heritage.

**Economic and regional development**

- Activities for the promotion and enhancement of cultural heritage require a partnership approach capable of integrating the different stakeholders involved in cultural heritage regional development.
- Without prejudice to the general principle of cultural heritage considered as 'public wealth', public-private partnerships (PPPs) for the preservation and enhancement of cultural heritage sites and museums should be stimulated, encouraging restoration of private cultural heritage property and provision of outsourced services, and acceptance of private sponsorships.
- PPP is to be reinforced by an institutional and legal framework introducing incentives for the private sector in the area of cultural heritage protection or promotion. It will offer new funding and competitive opportunities, provided that the limits and

conditions imposed by the general principle of cultural heritage considered as 'public wealth' are observed.

- With regard to the tourism sector, local development benefits from cultural heritage tourism initiatives, which must combine the interests of tourists with those of the local population, respecting and preserving cultural heritage as a main priority in combining development and tourism issues. Promoting regional museums increases people's awareness of their heritage.
- Supporting the implementation of pilot projects on preservation and promotion is based on joint efforts with other MPCs, and the solutions proposed can be applied or respond to needs that are common to several MPCs.

### 3.3. Legislative reinforcement

The reinforcement of the institutional framework has to be accompanied by the upgrading of the legislative framework. The implementation of international conventions and recommendations should be secured with the necessary flexibility within revised, upgraded or totally new national legislation. The areas for intervention are:

- framing legislation in the areas of creating inventories of movable and immovable heritage, developing rules governing the urban land register, copyrights for a better dissemination and use of cultural pictures, films and musical instruments, encouraging preservation/restoration of private buildings of artistic value, tax deduction incentives, empowering vocational training through professional registers for contractors, tourist guides, craftsmen, other heritage professionals, etc.;
- comparing EU Member States' and Mediterranean legislation in the sector concerned, with the aim of providing new inputs;
- integration and coherence with international rules concerning the illicit trafficking of cultural heritage objects.

## 3.4. Institutional capacity building

The main areas of intervention identified may lead to:

- redefining the roles of existing institutions dealing with heritage at various levels;
- reinforcing the planning and coordination capacity of cultural heritage ministries with respect to the other institutions involved (tourism, handicraft, local communities, education, etc.) in the areas dealing with cultural heritage issues through technical assistance support and expertise and training;
- promoting measures towards feasible administrative decentralisation of institutions and museums dealing with cultural heritage; autonomy will be addressed at different levels such as planning, management in situations involving risk preparedness and risk management, and man-made and natural disasters; these measures will contribute to reforming the institutions responsible in accordance with international standards on culture;
- improving the operational capacities of middle management according to capacities at the level of national and local administrations;
- implementing national master plans for cultural heritage preservation, promotion and management according to actual capacity; these actions should reinforce and develop the capacities of the ministries and agencies dealing with cultural heritage;
- developing stronger links between regional and bilateral programmes;
- setting up an effective mechanism to reinforce interinstitutional cooperation (Ministries of Culture, Tourism, Education, Budget/Finance, universities, local communities and civil society) and reinforcement at regional level;
- promoting actions to protect cultural heritage in times of conflict and in times of natural disasters in accordance with international conventions, including encouraging the introduction of country/regional cooperation on protocols for prompt reaction;
- developing management capacities, by urgent multi-institutional intervention, to rapidly save threatened sites;
- creating networks of professionals and senior civil servants at regional and national levels to encourage the sharing of best practices and south–south human resources mobility at the decision-making level.

## 4. Added value of EC assistance

The EU programmes and initiatives on cultural heritage give added value at a regional and international level. That added value is mainly provided by:

- the multi-regional and cross-cutting nature of these actions;
- the European consensus on development and the ENP, and the people-to-people focus in the ENP regional strategies;
- the complementarities, effectiveness and efficiency of actions funded by EU programmes;
- the key generating element of cultural diversity, the recognition of cultural identity through the promotion of heritage and intercultural dialogue, making it possible, in addition, to promote south-south cooperation intra- and inter-regionally so as to create better links for political, social and cultural dialogue between stakeholders and governments and civil society.

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