



Brussels, 30.8.2016
COM(2016) 543 final

2016/0259 (COD)

Proposal for a

DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

on a European Year of Cultural Heritage

EXPLANATORY MEMORANDUM

1. CONTEXT OF THE PROPOSAL

• Reasons for and objectives of the proposal

The ideals, principles and values embedded in the European cultural heritage constitute a shared source of remembrance, understanding, identity, dialogue, cohesion and creativity for Europe. Since the adoption of the European Agenda for Culture¹ in 2007, cultural heritage has been a priority under successive Council Work Plans for Culture, including the current plan for the period 2015-2018². Cooperation at European level has taken place mainly through the open method of coordination. In 2014, the role of heritage policies for delivering social and economic benefits was highlighted in the Council conclusions on cultural heritage as a strategic resource for a sustainable Europe³ (21 May 2014), and in the Commission Communication *Towards an integrated approach to cultural heritage for Europe*.⁴ The Communication was welcomed by the Committee of the Regions in its Opinion of 16 April 2015⁵, and by the European Parliament, which adopted a Resolution on 8 September 2015⁶.

In particular, an invitation to the Commission to propose a ‘European Year of Cultural Heritage’ was included in the Council conclusions on participatory governance of cultural heritage, adopted on 25 November 2014⁷. The European Parliament made a similar invitation in its resolution and invited the Commission ‘to designate, preferably for 2018, a European Year of Cultural Heritage’. The Committee of the Regions also echoed that call in its opinion and stressed that a European Year of Cultural Heritage would contribute to the attainment of shared goals in the pan-European context.

As highlighted in the Commission Communication, the contribution of cultural heritage to economic growth and social cohesion in Europe is insufficiently known and often undervalued. At the same time, the heritage sector in Europe is facing many challenges. These include: decreasing public budgets; declining participation in traditional cultural activities; increasing environmental and physical pressures on heritage sites; transforming value chains and expectations as a result of the digital shift; and the illegal trafficking of cultural artefacts.

As with all European Years, the main objective is to raise awareness of the challenges and opportunities and highlight the role of the EU in promoting shared solutions. In line with the objectives of the European Agenda for Culture, the European Year of Cultural Heritage should have the following overall objectives:

- It shall contribute to promoting the role of European cultural heritage as a pivotal component of cultural diversity and intercultural dialogue. It should highlight the best

¹ Resolution of the Council of 16 November 2007 on a European Agenda for Culture (2007/C 287/01) OJ C 287, 29.11.2007, p. 1.

² Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on a Work Plan for Culture 2015-2018 (2014/C/463/02)

³ Council conclusions of 21 May 2014 on cultural heritage as a strategic resource for a sustainable Europe (2014/C 183/08) OJ C 183, 14.6.2014, p. 36.

⁴ Communication from the Commission to the European Parliament, the Council, the European Social and Economic Committee and the Committee of the Regions of 22 July 2014 Towards an integrated approach to cultural heritage for Europe COM(2014) 477 final.

⁵ Opinion of the European Committee of the Regions — Towards an integrated approach to cultural heritage for Europe (2015/C 195/04) OJ C 195, 12.6.2015, p. 22.

⁶ European Parliament resolution of 8 September 2015 Towards an integrated approach to cultural heritage for Europe (2014/2149(INI)) P8_TA(2015)0293

⁷ Council conclusions on participatory governance of cultural heritage (2014/C 463/01) OJ C 463, 23.12.2014, p. 1

means to ensure its conservation and safeguarding and its enjoyment by a wider and more diversified public. This includes through audience development measures and heritage education, in full respect of the competences of the Member States, thereby promoting social inclusion and integration.

- It should enhance the contribution of European cultural heritage to the economy and society, through its direct and indirect economic potential. This includes the capacity to underpin the cultural and creative industries and inspire creation and innovation, promote sustainable tourism, and generate long-term local employment.
- It should contribute to promoting cultural heritage as an important element of the EU's international dimension, building on the interest in partner countries for Europe's heritage and expertise. Heritage plays a major role in several programmes in the area of external relations, mainly — but not exclusively — in the Middle East. The promotion of the value of cultural heritage is also a response to the deliberate destruction of cultural treasures in conflict zones⁸.

The European Year of Cultural Heritage will offer opportunities for European citizens to better understand the present through a richer and shared interpretation of the past. It will stimulate a better evaluation of the social and economic benefits of cultural heritage and of its contribution to economic growth and social cohesion. This can be assessed, for instance, in terms of the promotion of sustainable tourism and urban regeneration. It will highlight the challenges and opportunities linked to digitisation. It will also contribute to addressing the identified challenges, through the dissemination of best practices concerning: safeguarding; management; enhancement; governance; and research and innovation activities. Recent breakthroughs in terms of technological and social innovation in the field of cultural heritage, as well as the EU's initiatives in these domains, will be highlighted.

- **Consistency with existing policy provisions in the policy area**

The European Year of Cultural Heritage will be implemented using existing EU programmes. Cultural heritage is currently eligible for significant EU funding under several EU programmes for conservation, digitisation, infrastructure, research and innovation, enhancement and skills. These programmes include: Creative Europe; the European structural and investment funds; Horizon 2020; Erasmus+; and Europe for Citizens. Three EU actions specifically dedicated to cultural heritage are funded under Creative Europe: European Heritage Days; the EU Prize for Cultural Heritage; and the European Heritage Label.

The European Year will be an opportunity to encourage Member States and stakeholders to work together to develop a stronger and more integrated approach to cultural heritage. This approach would aim to promote and protect Europe's cultural heritage, and maximise its intrinsic and societal value, and its contribution to jobs and growth. This will be pursued in full respect of the subsidiarity principle.

Similar to other European Years, measures will include information and promotion campaigns, events and initiatives at European, national, regional and local levels. They will serve to convey key messages and disseminate information about examples of good practice.

Every effort will be made to ensure that the activities organised in the course of the European Year are tailored to meet the needs and circumstances of each Member State. Member States

⁸ As highlighted in the Joint Communication of the High Representative of the Union for Foreign Affairs and Security Policy and the Commission, "Towards an EU strategy for international cultural relations", JOIN(2016) 29 final

are therefore invited to appoint a national coordinator responsible for organising their participation in the European Year of Cultural Heritage. A European steering group, including representatives of the national coordinators, will be set up. The Commission shall convene meetings of the national coordinators in order to coordinate the running of the European Year and to exchange information regarding its implementation at national and European level.

2. LEGAL BASIS, SUBSIDIARITY AND PROPORTIONALITY

• Legal basis

The legal basis of the proposal is Article 167 of the Treaty on the Functioning of the European Union (TFEU). This states that the EU 'shall 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'. The Union shall also encourage 'cooperation between Member States' in the field of culture and if necessary, support and supplement their action.

• Subsidiarity

The objectives of the proposal cannot be achieved to a sufficient extent solely by action undertaken by the Member States. This is because action at national level alone would not benefit from the European dimension of exchange of experience and good practice between Member States. Article 3 of the Treaty on European Union states that the European Union shall respect the Member States' rich cultural and linguistic diversity, and ensure that Europe's cultural heritage is safeguarded and enhanced. The Union shall pursue its objectives by appropriate means commensurate with the competences which are conferred upon it by the Treaties. In addition, Member States' action would benefit from the awareness and visibility created within and beyond the EU.

• Proportionality

The proposed course of action is simple. It relies on existing programmes and on refocusing communication activities on the themes of the European Year. It imposes no disproportionate management constraints on administrations implementing the proposal.

EU action will support and complement the efforts of Member States. This action will firstly improve the effectiveness of the EU's own instruments. Secondly, it will act as an enabler by encouraging synergies and cooperation among Member States, cultural organisations and foundations, and private and public enterprises.

EU action would not go beyond what is necessary to address the identified problems.

• Choice of the instrument

A decision of the European Parliament and of the Council is the most appropriate instrument to ensure the full involvement of the legislative authority in designating 2018 as the European Year of Cultural Heritage.

3. RESULTS OF EX-POST EVALUATIONS, STAKEHOLDER CONSULTATIONS AND IMPACT ASSESSMENTS

• Stakeholder consultations

In preparing its proposal, the Commission conducted a series of targeted consultations involving a wide range of stakeholders, reflecting the nature of the cultural heritage sector and its high level of organisation and specialisation, the competences of the Member States and the role of professional bodies and international organisations. In addition, the Commission took special account of the above-mentioned Council conclusions, the resolution of the European Parliament and the opinion of the Committee of the Regions.

At EU level, policy developments on cultural heritage have recently benefited from a rich debate. This has been facilitated by bodies bringing together authorities in charge of heritage policies in Member States. These include the Reflection Group ‘EU and cultural heritage’, and the European Heritage Heads Forum. Other intergovernmental and non-governmental organisations include the International Council of Museums (ICOM), the International Council on Monuments and Sites (ICOMOS), the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), the Council of Europe. Other major networks active in the field include Europa Nostra, the European Heritage Alliance 3.3⁹, and the Network of European Museum Organisations (NEMO).

There have been various other developments. In April 2015, the Ministers of Culture of the Council of Europe adopted the Namur Declaration. In this, they welcomed the idea of the Council of the European Union to organise a European Heritage Year. They asked that the Council of Europe, and all States Parties to the European Cultural Convention, be invited to participate.

On 29 June 2015, on the eve of the 40th anniversary of the European Year of Architectural Heritage that was organised in 1975 under the auspices of the Council of Europe, the German Cultural Heritage Committee (*Deutsches Nationalkomitee für Denkmalschutz*) hosted a public discussion in Bonn on the proposal for a European Year, in conjunction with the session of the World Heritage Committee.

Another relevant discussion was organised in April 2015 by Europa Nostra’s Brussels Office with a selected group of chief executive officers of member organisations. At its June 2015 General Assembly, the entire membership of Europa Nostra discussed the purpose of a European Year for Cultural Heritage and the main actions that could be developed. This was organised in Oslo, in the presence of the European Commission.

Stakeholders were also consulted in the framework of the open working group ‘EYCH 2018’, organised by the German Cultural Heritage Committee and the Federal Government Commissioner for Culture and the Media. This resulted in a concept paper (*Sharing Heritage*¹⁰) that was taken into account in preparing this proposal. The discussion was conducted with members of the Reflection Group ‘EU and Cultural Heritage’, including experts from the national administrations of Belgium, Bulgaria, Germany, France, Greece, Italy, Luxembourg, Latvia, Lithuania, the Netherlands, Norway, Poland, Spain, Sweden, Switzerland, and the United Kingdom. Additional experts came from Estonia, Austria, Portugal, and Slovakia; and from various organisations with observer status, including the European network on cultural management and policy (ENCATC), Europa Nostra, and the Network of European Museum Organisations and others.

⁹ An alliance bringing together networks and organisations in the field, coordinated by Europa Nostra. Alliance 3.3 refers to Article 3(3) of the Treaty on European Union (TEU)

¹⁰ <http://www.sharingheritage.de/en/main/>

A seminar on ‘A European Year for Cultural Heritage: sharing heritage, a common challenge’ was organised in Brussels on 28 October 2015 by the Permanent Representations of Italy and Spain to the EU. Stakeholder organisations such as Europa Nostra, national authorities and experts also participated.

The proposal was further discussed at meetings of the above-mentioned Reflection Group in Luxembourg on 23-24 September 2015, in Rome on 30 November – 1 December 2015, in The Hague on 9 May 2016, and at the meeting of the European Heritage Heads Forum in Bern on 19-20 May 2016. Finally, another discussion took place in the framework of the European Culture Forum 2016 on 19 April 2016.

- **Collection and use of expertise**

The initiative will draw on independent analyses and studies, in particular the report *Cultural Heritage Counts for Europe*.¹¹ This was the result of a two-year comprehensive project, funded by the EU Culture Programme, to gather evidence of the value of cultural heritage and of its impact on Europe’s economy, culture and society, and the environment.

It will also draw on the report of the Horizon 2020 expert group on cultural heritage *Getting cultural heritage to work for Europe*¹² and the *Strategic Research Agenda* developed by the Joint Programming Initiative Cultural Heritage and Global Change.¹³ The initiative will eventually draw on the Horizon 2020 Social Platform on Cultural Heritage and European Identities, CULTURALBASE, a multiannual stakeholder consultation initiative¹⁴, as well as drawing on the establishment of new European Research Infrastructures, such as DARIAH-ERIC (Digital Research Infrastructure for Art and Humanities) and E-RIHS (European Research Infrastructure for Heritage Science)¹⁵.

Work Package 9: Culture and Tourism of the *Ex post evaluation of Cohesion Policy programmes 2007-2013, focusing on the European Regional Development Fund (ERDF) and Cohesion Fund (CF)* found that investing in culture and tourism can boost a region’s economy and improve social inclusion.

The *Ex post evaluation of the 7th EU Framework Programme 2007-2013 (FP7)*, the EU’s research funding programme between 2007 and 2013, concluded that the programme was effective in boosting excellent science and strengthening Europe’s industrial competitiveness. In so doing, it contributed to growth and jobs in Europe in areas that are typically a national endeavour. FP7 supported research, more than 180 M€, in various aspects of European cultural heritage (tangible, intangible and digital) under the themes Environment, Social Sciences and Humanities, Digital Cultural Heritage, Industrial Technologies, International cooperation and (E)-infrastructure. This existing body of knowledge should be further exploited.

- **Impact assessment**

No impact assessment is needed, since the objectives of the proposed initiative fall within the objectives of existing Union programmes. The European Year of Cultural Heritage can be

¹¹ http://ec.europa.eu/culture/news/2015/0612-cultural-heritage-counts_en.htm.

¹² http://bookshop.europa.eu/en/getting-cultural-heritage-to-work-for-europe-pbKI0_115128/.

¹³ <http://www.jpi-culturalheritage.eu/wp-content/uploads/SRA-2014-06.pdf>.

¹⁴ <http://www.culturalbase.eu>

¹⁵ ESFRI, Strategy Report on Research Infrastructures, Roadmap 2016.

implemented within existing budget limits by using those programmes that provide for setting funding priorities on an annual or multiannual basis. The proposed initiative would not commit the Commission to any specific actions of a legislative nature. Nor would it have any significant social, economic or environmental impact beyond that of the existing instruments.

4. BUDGETARY IMPLICATIONS

No additional funding is sought for the European Year. This initiative does not require additional EU budget. The flexibility for setting priorities on an annual or multiannual basis in the relevant programmes is sufficient to envisage an awareness-raising campaign on a scale similar to previous European Years

Proposal for a

DECISION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

on a European Year of Cultural Heritage

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union (TFEU), and in particular Article 167 thereof,

Having regard to the proposal from the European Commission,

After transmission of the draft legislative act to the national parliaments,

Having regard to the opinion of the Committee of the Regions¹⁶,

Acting in accordance with the ordinary legislative procedure,

Whereas:

- (1) The ideals, principles and values embedded in the European cultural heritage constitute a shared source of remembrance, understanding, identity, dialogue, cohesion and creativity for Europe. Cultural heritage plays a role in the European Union, as stated in the preamble to the Treaty on European Union (TEU), which states that the signatories draw ‘inspiration from the cultural, religious and humanist inheritance of Europe’.
- (2) Article 3.3 TEU states that the European Union shall respect its rich cultural and linguistic diversity, and ensure that Europe’s cultural heritage is safeguarded and enhanced.
- (3) Article 167(1) TFEU gives the European Union the task of contributing ‘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’. Union action is to be aimed at encouraging cooperation between Member States and, if necessary, supporting and supplementing their action, inter alia, in the area of improving the knowledge and dissemination of the culture and history of the European peoples, and in the area of conservation and safeguarding of cultural heritage of European significance (Article 167(2) TFEU).
- (4) As highlighted by the European Commission in its Communication ‘Towards an integrated approach to cultural heritage for Europe’¹⁷, cultural heritage is to be considered a shared resource and a common good held in trust for future generations, whose care is a common responsibility of all stakeholders.
- (5) Cultural heritage is of great value to European society from a cultural, environmental, social and economic point of view. Thus, its sustainable management constitutes a

¹⁶ OJ C , , p. .

¹⁷ Communication from the Commission to the European Parliament, the Council, the European Social and Economic Committee and the Committee of the Regions of 22 July 2014 Towards an integrated approach to cultural heritage for Europe COM(2014) 477 final.

strategic choice for the 21st century, as stressed by the Council in its Conclusions of 21 May 2014 on 'cultural heritage as a strategic resource for a sustainable Europe'.¹⁸ Its contribution in terms of value creation, skills and jobs, and quality of life is undervalued.

- (6) Cultural heritage is central to the European Agenda for Culture¹⁹. It is one of the four priorities for European cooperation on culture for the period 2015-2018, as set out in the current Work Plan for Culture, adopted by the Council on 25 November 2014.²⁰
- (7) Cultural heritage encompasses a broad spectrum of 'resources inherited from the past in all forms and aspects — tangible, intangible and digital (born digital and digitised), including monuments, sites, landscapes, skills, practices, knowledge and expressions of human creativity, as well as collections conserved and managed by public and private bodies such as museums, libraries and archives', as stated in the aforementioned Conclusions of 21 May 2014.
- (8) Cultural heritage has been forged over time by the synthesis and combination of cultural expressions of the various civilisations that have populated Europe. A European Year will help to encourage and promote understanding of the importance of the protection and promotion of the diversity of cultural expressions. One way to achieve this would be through educational and greater public awareness programmes, in line with the obligations of the Convention on the Protection and Promotion of the Diversity of Cultural Expressions²¹ adopted by UNESCO on 20 October 2005, to which the EU is a party.
- (9) The UN Convention on the Rights of Persons with Disabilities, to which the EU and most of Member States are party, states in Article 30 on participation in cultural life, recreation, leisure and sport that States Parties recognise the right of persons with disabilities to take part on an equal basis with others in cultural life, and that they shall take all appropriate measures to ensure that persons with disabilities inter alia enjoy access to places for cultural performances or services, such as theatres, museums, cinemas, libraries and tourism services, and, as far as possible, enjoy access to monuments and sites of national cultural importance.
- (10) The European Access City Award has shown the feasibility and good practices of making cities cultural heritage accessible for people with disabilities, elderly people, and those with reduced mobility or other types of temporary impairments, in ways which respect their nature and values.
- (11) Cultural heritage can have an important role for community cohesion at a time when cultural diversity is increasing in European societies. New participatory and intercultural approaches to heritage policies and educational initiatives that attribute equal dignity to all cultural heritages have the potential to increase trust, mutual recognition and social cohesion.

¹⁸ Council conclusions of 21 May 2014 on cultural heritage as a strategic resource for a sustainable Europe (2014/C 183/08) OJ C 183, 14.6.2014, p. 36.

¹⁹ Resolution of the Council of 16 November 2007 on a European Agenda for Culture (2007/C 287/01) OJ C 287, 29.11.2007, p. 1.

²⁰ Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on a Work Plan for Culture (2015-2018) (2014/C 463/02) OJ C 463, 23.12.2014, p. 4.

²¹ Convention on the Protection and Promotion of the Diversity of Cultural Expressions 2005, Paris, 20 October 2005

- (12) This is also recognised in the Agenda 2030 for Sustainable Development²² which acknowledges global citizenship, cultural diversity and intercultural dialogue as overarching principles of sustainable development. It recognises that all cultures and civilizations can contribute to, and are crucial enablers of, sustainable development. Culture is explicitly mentioned in several Sustainable Development Goals of the 2030 Agenda: for example Goal 4 (Education), Goal 5 (Gender), Goal 8 and Goal 12 in relation to tourism (Sustainable growth/Consumption patterns) and in particular Goal 11 (Cities-Heritage).
- (13) The increased recognition at international level of the need to put people and human values at the centre of an enlarged and cross-disciplinary concept of cultural heritage reinforces the need to foster wider access to cultural heritage. This can be achieved by reaching out to different audiences and by increasing accessibility to places, buildings, products, and services, taking into account special needs and the implications of demographic change.
- (14) Policies for the maintenance, restoration, conservation, re-use, accessibility, and promotion of cultural heritage, and cultural heritage related services, are primarily national, regional or local responsibilities. Nonetheless, cultural heritage has a clear European dimension and is addressed in several EU policies beyond the cultural ones. These include the following policies: education, agriculture and rural development, regional development, social cohesion, maritime affairs, environment, tourism, the digital agenda, research and innovation, and communication.
- (15) In order to fully realise their potential for European economies and societies, the safeguarding, enhancement and management of heritage resources, which cut across several public policies, need effective multilevel governance and better cross-sectoral cooperation. This involves all stakeholders, including public authorities, private individuals, civil society organisations, NGOs and the voluntary sector.
- (16) The Council, in its Conclusions of 25 November 2014²³, invited the Commission to consider presenting a proposal for a ‘European Year of Cultural Heritage’.
- (17) The European Parliament, in its resolution of 8 September 2015, recommended designating, preferably for 2018, a European Year of Cultural Heritage.²⁴
- (18) The European Committee of the Regions, in its opinion of 16 April 2014²⁵, welcomed the proposal of the Council for a ‘European Year of Cultural Heritage’, stressing its contribution to the attainment of shared goals in the pan-European context.
- (19) Declaring a European Year of Cultural Heritage is an effective way of raising public awareness, disseminating information about good practices and promoting research and innovation as well as policy debate. By creating an environment for simultaneously promoting these objectives at Union, national, regional and local levels, it can achieve greater synergy and a better use of resources.

²² United Nations Resolution adopted by the General Assembly on 25 September 2015 Transforming our world: the 2030 Agenda for Sustainable Development

²³ Council conclusions on participatory governance of cultural heritage (2014/C 463/01) OJ C 463, 23.12.2014, p. 1

²⁴ European Parliament resolution of 8 September 2015 towards an integrated approach to cultural heritage for Europe (2014/2149(INI)) P8_TA(2015)0293.

²⁵ Opinion of the European Committee of the Regions — Towards an integrated approach to cultural heritage for Europe (2015/C 195/04) OJ C 195, 12.6.2015, p. 22.

- (20) Heritage is also a field of intervention in several programmes in the area of external relations — mainly but not exclusively in the Middle East. The promotion of the value of cultural heritage is also a response to the deliberate destruction of cultural treasures in conflict zones²⁶. It will be important to ensure complementarity between the European Year of Cultural Heritage and all external relations initiatives developed within appropriate frameworks. Actions to protect and promote cultural heritage under relevant external relations instruments should, amongst other things, reflect the mutual interest associated with the exchange of experiences and values with third countries. It will promote mutual knowledge, respect and understanding of the respective cultures.
- (21) While this Decision is addressed to Member States, Enlargement countries should nevertheless be closely associated with actions under the European Year of Cultural Heritage. The involvement of European Neighbourhood Policy countries and other partner countries should also be sought, as appropriate. This can be pursued under the relevant frameworks for cooperation and dialogue, particularly in the context of the civil society dialogue between the EU and these countries.
- (22) The safeguarding, conservation and enhancement of the European cultural heritage comes under the objectives of existing Union programmes. Therefore, a European Year can be implemented by using these programmes under their existing provisions and setting funding priorities on an annual or multiannual basis. Programmes and policies in fields such as culture, education, agriculture and rural development, regional development, social cohesion, maritime affairs, environment, tourism, the Digital Single Market Strategy, research and innovation, and communication contribute directly and indirectly to the protection, enhancement, innovative re-use and promotion of the European cultural heritage, and may support the initiative in accordance with their respective legal frameworks.
- (23) The objective of this Decision is to support the efforts of Member States to protect, safeguard, enhance, re-use and promote the European cultural heritage. Since this cannot be sufficiently achieved by Member States alone, given the need for transnational exchange of information and the Union-wide dissemination of good practice, but can be better achieved at Union level, the European Union may adopt measures, in accordance with the principle of subsidiarity, as set out in Article 5 of the Treaty on European Union. In accordance with the principle of proportionality, as set out in that Article, this Decision does not go beyond what is necessary in order to achieve that objective.

HAVE ADOPTED THIS DECISION:

Article 1

Subject matter

The year 2018 shall be designated as the ‘European Year of Cultural Heritage’ (hereinafter referred to as the ‘European Year’).

Article 2

Objectives

²⁶ As highlighted in the Joint Communication of the High Representative of the Union for Foreign Affairs and Security Policy and the Commission, "Towards an EU strategy for international cultural relations", JOIN(2016) 29 final

1. In line with the objectives of the European Agenda for Culture, the overall objectives of the European Year shall be to encourage and support — notably through the exchange of experience and good practices — the efforts of the Union, the Member States, regional and local authorities to protect, safeguard, re-use, enhance, valorise and promote the European cultural heritage in the European Union (EU). In particular:

- (a) It shall contribute to promoting the role of European cultural heritage as a pivotal component of cultural diversity and intercultural dialogue. It should highlight the best means to ensure its conservation and safeguarding and its enjoyment by a wider and more diversified public. This includes through audience development measures and heritage education, in full respect of the competences of the Member States, thereby promoting social inclusion and integration.
- (b) It shall enhance the contribution of European cultural heritage to the economy and the society, through its direct and indirect economic potential. This includes the capacity to underpin the cultural and creative industries and inspire creation and innovation, promote sustainable tourism, enhance social cohesion and generate long-term employment.
- (c) It shall contribute to promoting cultural heritage as an important element of the Union's international dimension, building on the interest in partner countries for Europe's heritage and expertise.

2. The specific objectives of the European Year of Cultural Heritage shall be to:

- (a) encourage approaches that are people-centred, inclusive, forward-looking, more integrated, and cross-sectoral, to make heritage accessible to all and to ensure the safeguarding, conservation, innovative re-use and enhancement of cultural heritage;
- (b) promote innovative models of multilevel governance and management of cultural heritage, involving all stakeholders, including public authorities, private individuals, civil society organisations, NGOs and the voluntary sector;
- (c) promote debate, research and innovation activities and exchange of good practices on the quality of conservation and safeguarding of cultural heritage and on contemporary interventions in the historical environment as well as promoting solutions which are accessible for all, including for persons with disabilities;
- (d) highlight and stimulate the positive contribution of cultural heritage to society and the economy through research and innovation, including an EU level evidence base and through the development of indicators and benchmarks;
- (e) encourage local development strategies that tap into the potential of heritage, including through the promotion of sustainable cultural tourism;
- (f) support the development of specialised skills and improve knowledge management and knowledge transfer in the heritage sector, taking into account the implications of the digital shift;
- (g) promote heritage as a source of inspiration for contemporary creation and innovation, and highlight the potential for cross-fertilisation and stronger interaction between the cultural and creative sectors and communities and the heritage sector;
- (h) raise awareness of the importance of the European cultural heritage through education and lifelong learning, in particular by targeting young people and local communities;

- (i) highlight the potential of international cooperation in matters of cultural heritage for developing stronger ties with countries outside the EU, and encourage intercultural dialogue, post-conflict reconciliation and conflict prevention;
- (j) promote research and innovation on cultural heritage; facilitate the uptake and exploitation of research results by all stakeholders, in particular public authorities and the private sector, and facilitate the dissemination of research results to a broader audience; and
- (k) encourage synergies between the Union and Member States, including strengthening initiatives to prevent the illegal trafficking of cultural goods.

Article 3

Content of measures

1. The measures to be taken to achieve the objectives set out in Article 2 shall include the following activities at European, national, regional or local level linked to the objectives of the European Year:

- (a) conferences, events and initiatives to promote debate and raise awareness of the importance and value of cultural heritage and to facilitate engagement with citizens and stakeholders;
- (b) information, education and awareness-raising campaigns to convey values such as diversity and intercultural dialogue using evidence from Europe's rich heritage and to stimulate the general public's contribution in heritage protection and management and more generally in achieving the objectives of the European Year;
- (c) sharing of experience and good practices of national, regional and local administrations, and other organisations, to disseminate information about cultural heritage; and
- (d) undertaking studies and research and innovation activities and the dissemination of their results on European or national scale.

2. The Commission and the Member States may identify other activities which could contribute to the objectives of the European Year set out in Article 2 and allow references to the European Year to be used in promoting those activities in so far as they contribute to achieving those objectives.

Article 4

Coordination at national level

Each Member State shall appoint a national coordinator responsible for organising its participation in the European Year. The coordinator shall ensure the coordination of relevant activities at national level.

Article 5

Coordination at Union level

The Commission shall convene meetings of the national coordinators in order to coordinate the running of the European Year and to exchange information regarding its implementation at national and European level.

Article 6

International Cooperation

For the purpose of the European Year, the Commission shall cooperate with competent international organisations, in particular with UNESCO and the Council of Europe, while ensuring the visibility of the EU's participation.

Article 7

Funding

Co-financing at European level of activities in support of the European Year shall be in accordance with the applicable rules, and within the existing possibilities for priority setting on an annual or multiannual basis, to existing programmes, in particular the Creative Europe programme. Where appropriate, other programmes and policies, within their existing legal and financial provisions, may also support the European Year.

Article 8

Monitoring and evaluation

By 31 December 2019, the Commission shall submit a report to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the implementation, results and overall assessment of the initiatives provided for in this Decision.

Article 9

This Decision shall enter into force on the twentieth day following that of its publication in the *Official Journal of the European Union*.

Article 10

This Decision is addressed to the Member States.

Done at Brussels,

For the European Parliament
The President

For the Council
The President

LEGISLATIVE FINANCIAL STATEMENT

1. FRAMEWORK OF THE PROPOSAL/INITIATIVE

- 1.1. Title of the proposal/initiative
- 1.2. Policy area(s) concerned in the ABM/ABB structure
- 1.3. Nature of the proposal/initiative
- 1.4. Objective(s)
- 1.5. Grounds for the proposal/initiative
- 1.6. Duration and financial impact
- 1.7. Management mode(s) planned

2. MANAGEMENT MEASURES

- 2.1. Monitoring and reporting rules
- 2.2. Management and control system
- 2.3. Measures to prevent fraud and irregularities

3. ESTIMATED FINANCIAL IMPACT OF THE PROPOSAL/INITIATIVE

- 3.1. Heading(s) of the multiannual financial framework and expenditure budget line(s) affected
- 3.2. Estimated impact on expenditure
 - 3.2.1. *Summary of estimated impact on expenditure*
 - 3.2.2. *Estimated impact on operational appropriations*
 - 3.2.3. *Estimated impact on appropriations of an administrative nature*
 - 3.2.4. *Compatibility with the current multiannual financial framework*
 - 3.2.5. *Third-party contributions*
- 3.3. Estimated impact on revenue

LEGISLATIVE FINANCIAL STATEMENT

1. FRAMEWORK OF THE PROPOSAL/INITIATIVE

1.1. Title of the proposal/initiative

European Year of Cultural Heritage

1.2. Policy area(s) concerned in the ABM/ABB structure²⁷

POLICY AREA(S): EDUCATION AND CULTURE ACTIVITY (-IES):
CREATIVE EUROPE

1.3. Nature of the proposal/initiative

The proposal/initiative relates to a **new action**

The proposal/initiative relates to a **new action following a pilot project/preparatory action**²⁸

The proposal/initiative relates to **the extension of an existing action**

The proposal/initiative relates to **an action redirected towards a new action**

1.4. Objective(s)

1.4.1. *The Commission's multiannual strategic objective(s) targeted by the proposal/initiative*

No multiannual strategic objective considering the specificity of the initiative which is a European Year

1.4.2. *Specific objective(s) and ABM/ABB activity(ies) concerned*

Specific objective No

(a) It shall contribute to promoting the role of European cultural heritage as a pivotal component of cultural diversity and intercultural dialogue. It should highlight the best means to ensure its conservation and safeguarding and its enjoyment by a wider and more diversified public. This includes through audience development measures and heritage education, in full respect of the competences of the Member States, thereby promoting social inclusion and integration.

(b) It shall enhance the contribution of European cultural heritage to the economy and the society, through its direct and indirect economic potential. This includes the capacity to underpin the cultural and creative industries and inspire creation and innovation, promote sustainable tourism, enhance social cohesion and generate long-term employment.

(c) It shall contribute to promoting cultural heritage as an important element of the Union's international dimension, building on the interest in partner countries for Europe's heritage and expertise.

ABM/ABB activity(ies) concerned

15.04 – Creative Europe

²⁷

ABM: activity-based management; ABB: activity-based budgeting.

²⁸

As referred to in Article 54(2) (a) or (b) of the Financial Regulation.

1.4.3. *Expected result(s) and impact*

Specify the effects which the proposal/initiative should have on the beneficiaries/groups targeted.

- Information and promotion campaigns, events and initiatives at European, national, regional and local levels to convey key messages and disseminate information about examples of good practice, including of the role of the EU in promoting shared solutions.
- Raising awareness of the importance of cultural heritage for EU citizens and strengthening its contribution to growth and jobs and social cohesion at national and European level -
- Highlight the challenges and enhance the opportunities concerning safeguarding, conservation and management of cultural heritage, including those linked to digitisation

1.4.4. *Indicators of results and impact*

Specify the indicators for monitoring implementation of the proposal/initiative.

Number of outputs in the framework of the information campaign

1.5. Grounds for the proposal/initiative

1.5.1. *Requirement(s) to be met in the short or long term*

Short-term: Better information on the importance of cultural heritage as an asset for the EU as well as of the role of the EU in safeguarding it

Long-term: Greater awareness among the citizens of the importance of cultural heritage and greater recognition of the positive role of the EU

1.5.2. *Added value of EU involvement*

- Strengthening the awareness of the importance of the European cultural heritage in terms of economic growth and social cohesion

- Raise awareness of the challenges and opportunities and highlight the role of the EU in promoting shared solutions

1.5.3. *Lessons learned from similar experiences in the past*

The European Years organised over the last 10 years have proven their value as effective awareness raising instruments which had an impact on both the general public and multipliers and have created synergies between different areas of intervention at EU and Member States level.

1.5.4. *Compatibility and possible synergy with other appropriate instruments*

The European Year of cultural heritage will act as a reference point for several Union programmes such as the Creative Europe programme, the European Structural & Investment Funds, Horizon 2020 (including the digital elements of heritage preservation and valorisation), Erasmus+ and Europe for Citizens. Creative Europe also funds three EU actions specifically dedicated to cultural heritage: European Heritage Days; the EU Prize for Cultural Heritage; and the European Heritage Label.

1.6. Duration and financial impact

Proposal/initiative of **limited duration**

- Proposal/initiative in effect from 01/01/2018 to 31/12/2018
- Financial impact from 2017 to 2018

Proposal/initiative of **unlimited duration**

- Implementation with a start-up period from YYYY to YYYY,
- followed by full-scale operation.

1.7. Management mode(s) planned²⁹

Direct management by the Commission

- by its departments, including by its staff in the Union delegations;
- by the executive agencies

Shared management with the Member States

Indirect management by entrusting budget implementation tasks to:

- third countries or the bodies they have designated;
- international organisations and their agencies (to be specified);
- the EIB and the European Investment Fund;
- bodies referred to in Articles 208 and 209 of the Financial Regulation;
- public law bodies;
- bodies governed by private law with a public service mission to the extent that they provide adequate financial guarantees;
- bodies governed by the private law of a Member State that are entrusted with the implementation of a public-private partnership and that provide adequate financial guarantees;
- persons entrusted with the implementation of specific actions in the CFSP pursuant to Title V of the TEU, and identified in the relevant basic act.
- *If more than one management mode is indicated, please provide details in the 'Comments' section.*

Comments

[...]

[...]

²⁹

Details of management modes and references to the Financial Regulation may be found on the BudgWeb site: <https://myintracomm.ec.testa.eu/budgweb/EN/man/budgmanag/Pages/budgmanag.aspx>

2. MANAGEMENT MEASURES

2.1. Monitoring and reporting rules

Specify frequency and conditions.

Work Programme of the European Year
Establishment of a Steering Committee

2.2. Management and control system

2.2.1. Risk(s) identified

- Lack of visibility of the initiatives
- Too high expectations with regard to the limited budget

2.2.2. Information concerning the internal control system set up

Regular risk assessment in the framework of Steering Committee

2.2.3. Estimate of the costs and benefits of the controls and assessment of the expected level of risk of error

[Pour mémoire]

[Pour mémoire]

2.3. Measures to prevent fraud and irregularities

Specify existing or envisaged prevention and protection measures.

The Commission shall ensure that, when actions financed under this Decision are implemented, the financial interests of the Union are protected by the application of preventive measures against fraud, corruption and any other illegal activities, by effective checks and by the recovery of the amounts unduly paid and, if irregularities are detected, by effective, proportional and dissuasive penalties. The Commission is authorised to carry out checks and verifications in situ under this Decision, in compliance Council Regulation (Euratom, EC) No 2185/96 of 11 November 1996 concerning on-the-spot checks and inspections carried out by the Commission in order to protect the European Communities' financial interests against fraud and other irregularities. If need be, investigations shall be carried out by the European Anti-Fraud Office and shall be governed by Regulation (EC) No 1073/1999 of the European Parliament and of the Council of 25 May 1999 concerning investigations conducted by the European Anti-Fraud Office (OLAF)

3. ESTIMATED FINANCIAL IMPACT OF THE PROPOSAL/INITIATIVE

3.1. Heading(s) of the multiannual financial framework and expenditure budget line(s) affected

- Existing budget lines

In order of multiannual financial framework headings and budget lines.

Heading of multiannual financial framework	Budget line	Type of expenditure	Contribution			
			from EFTA countries ³¹	from candidate countries ³²	from third countries	within the meaning of Article 21(2)(b) of the Financial Regulation
	Heading 3: Security and citizenship	Diff./Non-diff. ³⁰				
3	15 04 02- Culture sub-programme — Supporting cross-border actions and promoting transnational circulation and mobility	Diff.	NO	NO	NO	NO

- New budget lines requested

In order of multiannual financial framework headings and budget lines.

Heading of multiannual financial framework	Budget line	Type of expenditure	Contribution			
			from EFTA countries	from candidate countries	from third countries	within the meaning of Article 21(2)(b) of the Financial Regulation
		Diff./Non-diff.				

³⁰ Diff. = Differentiated appropriations / Non-diff. = Non-differentiated appropriations.

³¹ EFTA: European Free Trade Association.

³² Candidate countries and, where applicable, potential candidate countries from the Western Balkans.

3.2. Estimated impact on expenditure

[This section should be filled in using the spreadsheet on budget data of an administrative nature (second document in annex to this financial statement) and uploaded to CISNET for interservice consultation purposes.]

3.2.1. Summary of estimated impact on expenditure

EUR million (to three decimal places)

Heading of multiannual financial framework	Number	[3] Heading Security and citizenship
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DG: EAC			Year N ³³	Year N+1	Year N+2	Year N+3	Enter as many years as necessary to show the duration of the impact (see point 1.6)			TOTAL
• Operational appropriations										
		(1)								
		(2)								
15 04 02 – creative Europe – Culture Sub-programme	Commitments	(1a)	1.000	3.000						4.000
	Payments	(2a)	0.500	1.900	1.100	0.500				4.000
Appropriations of an administrative nature financed from the envelope of specific programmes ³⁴										
Number of budget line		(3)								
TOTAL appropriations for DG EAC*	Commitments	=1+1a +3								
	Payments	=2+2a +3								

³³ Year N is the year in which implementation of the proposal/initiative starts.

³⁴ Technical and/or administrative assistance and expenditure in support of the implementation of EU programmes and/or actions (former ‘BA’ lines), indirect research, direct research.

• TOTAL operational appropriations	Commitments	(4)	1.000	3.000						4.000
	Payments	(5)	0.500	1.900	1.100	0.500				4.000
• TOTAL appropriations of an administrative nature financed from the envelope for specific programmes		(6)								
TOTAL appropriations under HEADING <...> of the multiannual financial framework	Commitments	=4+ 6								
	Payments	=5+ 6								

If more than one heading is affected by the proposal / initiative:

• TOTAL operational appropriations	Commitments	(4)								
	Payments	(5)								
• TOTAL appropriations of an administrative nature financed from the envelope for specific programmes		(6)								
TOTAL appropriations under HEADINGS 1 to 4 of the multiannual financial framework (Reference amount)	Commitments	=4+ 6	1.000	3.000						4.000
	Payments	=5+ 6	0.500	1.900	1.100	0.500				4.000

Heading of multiannual financial framework	5	‘Administrative expenditure’
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EUR million (to three decimal places)

		Year N	Year N+1	Year N+2	Year N+3	Enter as many years as necessary to show the duration of the impact (see point 1.6)			TOTAL
DG: EAC									
• Human resources		p.m.	p.m.	p.m.	p.m.				p.m.
• Other administrative expenditure		p.m.	p.m.	p.m.	p.m.				p.m.
TOTAL DG EAC	Appropriations	p.m.	p.m.	p.m.	p.m.				p.m.

TOTAL appropriations under HEADING 5 of the multiannual financial framework	(Total commitments = Total payments)	p.m.	p.m.						p.m.
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EUR million (to three decimal places)

		Year N ³⁵	Year N+1	Year N+2	Year N+3	Enter as many years as necessary to show the duration of the impact (see point 1.6)			TOTAL
TOTAL appropriations under HEADINGS 1 to 5* of the multiannual financial framework	Commitments								
	Payments								

*Heading 5: Costs for administration, including human resources, will be assured by internal redeployment inside DG EAC.

³⁵ Year N is the year in which implementation of the proposal/initiative starts.

3.2.2. *Estimated impact on operational appropriations*

- The proposal/initiative does not require the use of operational appropriations
- The proposal/initiative requires the use of operational appropriations, as explained below:

Commitment appropriations in EUR million (to three decimal places)

Indicate objectives and outputs ↓			Year N	Year N+1	Year N+2	Year N+3	Enter as many years as necessary to show the duration of the impact (see point 1.6)										TOTAL			
	OUTPUTS																			
	Type ³⁶	Average cost	N ^o	Cost	N ^o	Cost	N ^o	Cost	N ^o	Cost	N ^o	Cost	N ^o	Cost	N ^o	Cost	N ^o	Cost	Total No	Total cost
SPECIFIC OBJECTIVE No 1 ³⁷ ...																				
- Output	Comm	0.3	2	0.600	0	0														
- Output	Seminars	0.25	4	1.000	0	0														
- Output																				
Subtotal for specific objective No 1			6	1.600	0	0													1.600	
SPECIFIC OBJECTIVE No 2 ...																				
- Output	Communication	0.3	2	0.600	0	0														
- Output	Seminars and conferences	0.25	3	0.750	0	0														
Subtotal for specific objective No 2			5	1.350	0	0													1.350	

³⁶ Outputs are products and services to be supplied (e.g.: number of student exchanges financed, number of km of roads built, etc.).

³⁷ As described in point 1.4.2. ‘Specific objective(s)...’

SPECIFIC OBJECTIVE No 3 ...																		
- Output	Communication	0.3	1	0.300	0	0												0.300
- Output	Seminars and conferences	0.25	3	0.750	0	0												0.750
Subtotal for specific objective No 3			4	1.050	0	0												1.050
TOTAL COST																		4.000

Outputs

Communication campaign: this may include VNRs, video clips, visual identity, website, PR activities, social media, promotion material, publications and printing, studies and other awareness-raising activities

Seminars and conferences: this may include opening and closing conferences, lectures, workshops, high level events, journalists' seminars, side events and other gatherings both in Brussels or in Member States

Cost structure

Based on previous experience in other culture-related actions, notably in the framework of the Creative Europe programme, it has been estimated that the average cost of a communication campaign on a EU level is around EUR 300,000, and that of a seminar may vary between EUR 100,000 and EUR 400,000 depending on the scope and number of attendees, so it has been assumed that the average cost of the seminars which will be organised in the framework of the European Year of Heritage may reasonably amount to EUR 250,000

3.2.3. Estimated impact on appropriations of an administrative nature

3.2.3.1. Summary

- The proposal/initiative does not require the use of appropriations of an administrative nature
- The proposal/initiative requires the use of appropriations of an administrative nature, as explained below:

EUR million (to three decimal places)

	Year N ³⁸	Year N+1	Year N+2	Year N+3	Enter as many years as necessary to show the duration of the impact (see point 1.6)			TOTAL
--	-------------------------	-------------	-------------	-------------	---	--	--	-------

HEADING 5 of the multiannual financial framework								
Human resources	p.m.	p.m.	p.m.	p.m.				
Other administrative expenditure	p.m.	p.m.	p.m.	p.m.				
Subtotal HEADING 5 of the multiannual financial framework	p.m.	p.m.	p.m.	p.m.				

Outside HEADING 5³⁹ of the multiannual financial framework								
Human resources								
Other expenditure of an administrative nature								
Subtotal outside HEADING 5 of the multiannual financial framework								

TOTAL	p.m.	p.m.	p.m.	p.m.				
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The appropriations required for human resources and other expenditure of an administrative nature will be met by appropriations from the DG that are already assigned to management of the action and/or have been redeployed within the DG, together if necessary with any additional allocation which may be granted to the managing DG under the annual allocation procedure and in the light of budgetary constraints.

³⁸ Year N is the year in which implementation of the proposal/initiative starts.

³⁹ Technical and/or administrative assistance and expenditure in support of the implementation of EU programmes and/or actions (former 'BA' lines), indirect research, direct research.

3.2.3.2. Estimated requirements of human resources

- The proposal/initiative does not require the use of human resources.
- The proposal/initiative requires the use of human resources, as explained below:

Estimate to be expressed in full time equivalent units

	Year N	Year N+1	Year N+2	Year N+3	Enter as many years as necessary to show the duration of the impact (see point 1.6)		
• Establishment plan posts (officials and temporary staff)							
XX 01 01 01 (Headquarters and Commission's Representation Offices)	1	1	1				
XX 01 01 02 (Delegations)							
XX 01 05 01 (Indirect research)							
10 01 05 01 (Direct research)							
• External staff (in Full Time Equivalent unit: FTE)⁴⁰							
XX 01 02 01 (AC, END, INT from the 'global envelope')							
XX 01 02 02 (AC, AL, END, INT and JED in the delegations)							
XX 01 04 yy ⁴¹	- at Headquarters						
	- in Delegations						
XX 01 05 02 (AC, END, INT - Indirect research)							
10 01 05 02 (AC, END, INT - Direct research)							
Other budget lines (specify)							
TOTAL	1	1	1				

XX is the policy area or budget title concerned.

The human resources required will be met by staff from the DG who are already assigned to management of the action and/or have been redeployed within the DG, together if necessary with any additional allocation which may be granted to the managing DG under the annual allocation procedure and in the light of budgetary constraints.

Description of tasks to be carried out:

Officials and temporary staff	Formulating and coordinating with other services the work plan of the Year; drawing up the terms of reference for service and purchase contracts and accompanying the selection process; ensuring the interinstitutional coordination; preparing briefings and speeches for Commissioner and DG; ensuring input for press work; accompanying ex-
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⁴⁰ AC= Contract Staff; AL = Local Staff; END= Seconded National Expert; INT = agency staff; JED= Junior Experts in Delegations.

⁴¹ Sub-ceiling for external staff covered by operational appropriations (former 'BA' lines).

	post evaluation
External staff	

3.2.4. *Compatibility with the current multiannual financial framework*

- The proposal/initiative is compatible the current multiannual financial framework.
- The proposal/initiative will entail reprogramming of the relevant heading in the multiannual financial framework.

Explain what reprogramming is required, specifying the budget lines concerned and the corresponding amounts.

- The proposal/initiative requires application of the flexibility instrument or revision of the multiannual financial framework.

Explain what is required, specifying the headings and budget lines concerned and the corresponding amounts.

3.2.5. *Third-party contributions*

- The proposal/initiative does not provide for co-financing by third parties.
- The proposal/initiative provides for the co-financing estimated below:

Appropriations in EUR million (to three decimal places)

	Year N	Year N+1	Year N+2	Year N+3	Enter as many years as necessary to show the duration of the impact (see point 1.6)			Total
Specify the co-financing body								
TOTAL appropriations co-financed								

3.3. Estimated impact on revenue

- The proposal/initiative has no financial impact on revenue.
- The proposal/initiative has the following financial impact:
 - on own resources
 - on miscellaneous revenue

EUR million (to three decimal places)

Budget revenue line:	Appropriations available for the current financial year	Impact of the proposal/initiative ⁴²					
		Year N	Year N+1	Year N+2	Year N+3	Enter as many years as necessary to show the duration of the impact (see point 1.6)	
Article							

For miscellaneous 'assigned' revenue, specify the budget expenditure line(s) affected.

Specify the method for calculating the impact on revenue.

⁴² As regards traditional own resources (customs duties, sugar levies), the amounts indicated must be net amounts, i.e. gross amounts after deduction of 25 % for collection costs.