





Organisers:

D: Gabriele Kautz, Jan Schultheiß | Federal Ministry of the Interior, Building and Community, Germany (BMI)

IT: Giorgio Martini, Sandra Gizdulich, Giovanni Pineschi | National Governmental Agency for Territorial Cohesion, Italy (ACT)

Co-Authors of this booklet: Sandra Gizdulich, Jan Schultheiß.

Graphics made by Giovanni Pineschi.

The pictures were made available by Action Leaders and members of the Partnerships.

Further Information:

<https://futurium.ec.europa.eu/en/urban-agenda/culturecultural-heritage?language=en>

<http://www.ponmetro.it/home/organizzazione/the-partnership-on-culture-cultural-heritage-of-the-urban-agenda-for-the-eu/>

Imprint in June 2022



*Agenzia per la  
Coesione Territoriale*



Federal Ministry  
for Housing, Urban Development  
and Building



MINISTERO  
DELLA  
CULTURA





## INDEX:

1- Partnership .....	5
1.1- The Partnership: coordination and working structures .....	5
1.2- Background.....	7
The objectives of the Urban Agenda for the EU.....	7
The objectives of the CCH Partnership.....	8
1.3- Common approach and main recommendation by the Partnership .....	10
1.4- Focus areas and activities.....	12
Culture and Cultural Heritage as a key resource of the European city .....	12
Cultural heritage as an ecological resource .....	12
Cultural Heritage as an economic resource .....	13
Cultural Heritage as a social resource .....	13
Cultural Heritage as a governance and planning resource .....	13
1.4- An integrated Action model: Seven pillars for urban policies based on Culture and Cultural Heritage	14
Cultural Tourism .....	14
Creative and Cultural Sectors.....	14
Transformation, Adaptive Reuse and Urban Reconversion .....	15
Resilience of Cultural and Natural Heritage .....	15
Cultural Services and Culture for Inclusive Cities.....	15
Financial Sustainability and Funding (cross-cutting topic) .....	15
Interdisciplinary and Integrated Approaches for Governance (cross-cutting topic) .....	16
2- THE ACTIONS .....	17
2.1- The Actions.....	17
2.2- An integrated strategy: the interlinkage among the Actions.....	22
3- CONCLUSION & RECOMMENDATIONS.....	25
3.1- main conclusions and recommendations .....	25
3.2- Final remarks at CCH Partnership level.....	27
1 - FOSTERING A BROADER UNDERSTANDING of culture and cultural heritage in European cities.....	27



2- PROTECTING VALUE and democracy .....	27
3- INCREASING RESILIENCE of culture, cultural heritage in cities .....	28
4- PROMOTING INTEGRATED APPROACHES in practice.....	28
5- FROM SOCIAL INCLUSION TO TERRITORIAL COEHSION: the role of Culture & Cultural Heritage .....	29
3.3- the Berlin conference during the German Presidency of the EU (2 <sup>nd</sup> half of 2020).....	30
3.4 Synthetic Messages at CCH Partnership level: .....	33
4- ACHIEVEMENTS .....	35
5- AN OUTLOOK TO THE FUTURE .....	35





# 1- Partnership

## 1.1- The Partnership: coordination and working structures

The Partnership on Culture and Cultural Heritage represents the Urban Agenda's new multi-level working method promoting cooperation between cities, Member States, the European Commission and other stakeholders. With about 30 very diverse members, it is the largest Partnership in the Urban Agenda. Members of the Partnership are:

### Coordinators

- **Germany** – Federal Ministry for Housing, Urban Development and Building (BMWSB, previously Federal Ministry of the Interior, Building and Community, BMI);
- **Italy** – National Governmental Agency for Territorial Cohesion (ACT) with Ministry for Cultural Heritage (MiC).



Picture.1 Kick-off meeting in Berlin (21/22.02.2019)



## Members

### Member States

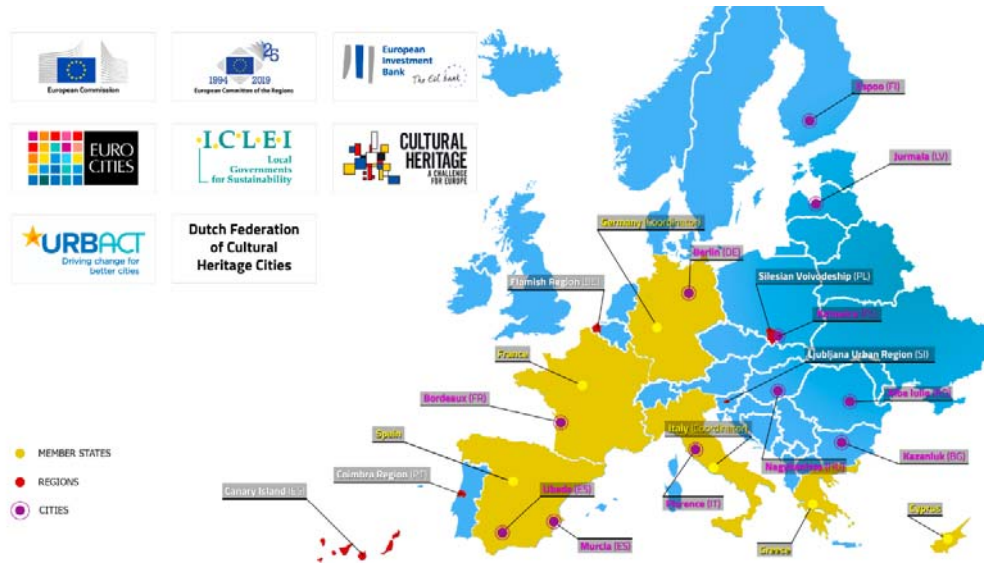
- Cyprus - Department of Town Planning and Housing, Ministry of Interior
- France - Ministry of Culture
- Greece - Hellenic Ministry of Culture & Sports
- Spain - Ministry of Development and Public Work

### Regions

- Canary Islands (ES)
- Coimbra Region (PT)
- Flemish Region (BE)
- Ljubljana Urban Region (SI)
- Silesian Voivodeship (PL)

### Cities

- Alba Iulia (RO)
- Berlin (DE)
- Bordeaux (FR)
- Espoo (FI)
- Florence (IT)
- Jurmala (LV)
- Katowice (PL)
- Kazanlak (BG)
- Murcia (ES)
- Nagykanizsa (HU)
- Úbeda (ES)



### Other participants

- European Commission (DG REGIO, DG EAC, DG DEVCO, DG AGRI, DG RTD, DG EASME, DG CLIMA, SecGen, JRC)
- European Committee of the Regions
- European Investment Bank (EIB)
- Dutch Federation of Cultural Heritage Cities (NL)



- Eurocities
- ICLEI
- JPI
- URBACT

## 1.2- Background

The Partnership, after an intense activity of exchange and debate among Partners, developed a common comprehensive and articulated approach for urban policies based on Culture and Cultural Heritage<sup>1</sup>: the **Scoping Paper** (2018), the **Orientation Paper** (fall 2019), a **synthetic brochure** (2018, revised 2020) and the **Action Plan** (2020). The different components of this model are to be considered as issues (topics) that make up the different aspects of an integrated approach to the enhancement and management of culture and cultural heritage.

This text is the *resumè* of all the documents and works done along these three years of activities.

### *The objectives of the Urban Agenda for the EU*

The Urban Agenda for the EU Partnerships have the task of identifying the criticalities that do not allow, or that make it difficult, the implementation by the urban authorities in a given thematic area. The examination takes place both on the basis of direct experience by individual members of the network, and on the basis of the requests raised by an enlarged parterre. These last are relevant stakeholders and experts involved by the coordinators through specific work events (working conferences, European Week of Cities and Regions exchanges) or direct assignments.

Starting from the examination of problems and challenges of urban areas, the members of the Partnership are called to develop concrete actions to solve or alleviate the problem, expressing recommendations at the various levels deemed relevant (i.e. the European level, the member states, the local level).

---

<sup>1</sup> Documents are downloadable: <http://www.ponmetro.it/home/organizzazione/the-partnership-on-culture-cultural-heritage-of-the-urban-agenda-for-the-eu/>



Obviously, given the nature of the Agenda, Actions to be developed by a Partnership must have:

- Being an issue which is shared and evaluated as a common need (covering a large number of Member States and cities) and a potential direct visible impact on legislative, financial, cognitive issues;
- Having a clear urban character and relevance, i.e. being a topic within the competence of cities (for example, the redevelopment of suburbs) or having a recognized impact at the urban level, such as the presence of migrants that urban authorities must manage anyway (despite the migration are the responsibility of the central state).
- Having an European character, i.e. being an action (and a problem) recognized as relevant by all members of the Partnership and whose resolution has:
  - Legislative actions (better legislation): These Actions should bring solutions to improve and / or modify current legislation. For examples, proposals for the establishment of Exemption Regulations (i.e. block grants for projects to combat urban poverty) or to broaden the eligibility of certain expenses of specific sectors.
  - Financial actions (better funding). Actions that call for a better coordination of different financial sources, or for the creation of new dedicated funds. In this context, there are also proposals for new instruments and / or financial facilities (for example the micro-credit project for migrants in Europe).
  - Cognitive actions (better knowledge). This area includes all the proposals necessary to study certain phenomena in depth and then plan on the basis of cognitive data (for example the proposal to create a coordination between all the national observatories dedicated to urban poverty)

### *The objectives of the CCH Partnership*

The [conclusions of the European Council](#) of 24 May 2018 underlines that cultural heritage needs to be given more prominence in all EU policies (previous doc: 8544/18 CULT 52). The [Davos declaration](#) "A high level of building culture for Europe" (2018) emphasizes the central role of culture in the quality of living spaces. It reminds us that building is culture and creates space for culture. In a holistic approach, the joint responsibility of politics and society for the built environment is emphasized, and a European policy of high *Baukultur* is demanded. With the Partnership on Culture and Cultural





Heritage in the Urban Agenda for the EU, these goals have been brought into public focus. Furthermore, concrete solutions have been found among the partners on an equal footing, and information was formulated on the further development of existing and the creation of new EU legal provisions, instruments and initiatives.

In this renewed contest, after since 2016 Italy was asking to have a specific focus on culture & cultural heritage in the Urban Agenda for the EU (UAUE), finally an Informal Ministerial Meeting (IMM) of the European Union decided to open the floor to this topic and the one of security in public spaces (Cfr. the Bucharest Declaration, signed in the IMM of the 13/14 June 2019) recognising the new Partnerships which were selected by the Director General Meeting on the Urban Affairs under the Austrian Presidency (Cfr. DGUM 14 nov. 2018).

The Partnership on Culture and Cultural Heritage (CCH) in the Urban Agenda of the EU officially started with the kick-off meeting in Berlin (see fig. 1).

The CCH Partnership consistently focuses on culture and cultural heritage as drivers of deep sound urban sustainable development.

European cities and municipalities move in a balance between preservation and further development. Urbanization on the one hand and depopulation on the other, migration, demographic change, climate change, pandemics - these are just some of the aspects that have far-reaching effects on the city as a living space. Increasing mobility and growing tourism, as before the pandemic, present many European cities with very special tasks and problems.

To these usual challenges, cities now faces new threats given by the global pandemic that force to re-think social spaces, urban mobility systems and citizen involvement & participation and given by the recent war in Ukraine which destabilise what we gave granted for too long: peace.

All these transformations have an impact on the culture & cultural heritage of cities.

City structures, building ensembles and urban fabric are often put up for discussion in order to meet new usage and functional requirements. Awareness on the relevance of culture & cultural heritage should be strengthen in order to develop new ways of protecting and promoting identities of urban areas and in order to manage urban transformations in a sustainable, green, inclusive manner, this is to say, respecting the culture & cultural heritage of people and places.

Expanding the understanding of the "European city" in terms of content is essential for dealing with cultural heritage. The European city is characterized by a mixture of functions (multifunctionality) that has grown over the centuries. In general, the understanding of a medieval structure is considered a characteristic feature of the European city. This understanding needs to be extended to the city's



other historical layers. The superimposition and recognisability of the juxtaposition of all architectural developments of the last centuries and decades should be included.

This includes the buildings and ensembles that are under monument protection, as well as the building fabric that is particularly worthy of preservation or that characterizes the townscape, as well as urban spaces, urban structures and also intangible cultural heritage.

The momentum for our topic in Europe is clear: our approach, recommendations and results are in line (if not anticipating) the recent recommendation of the Council of Europe Committee of Ministers adopted in May 2022 on the “role of culture, cultural heritage and landscape in helping to address global challenges”. The document<sup>2</sup> calls on Public Authorities to take actions promoting cultural resources as “strategic elements to help address global challenges and as drivers of social transformation”.

### *1.3- Common approach and main recommendation by the Partnership*

The aim of the Partnership on Culture/Cultural Heritage is to enable municipalities, Member States, EU institutions and interest groups, NGOs and Partners from the industry to work together on an equal footing to preserve the quality of landscape and built environment heritage not as an objective in itself, but as a powerful tool aimed at achieving social, ecological and economic goals.

This awareness brings to the knowledge that high quality of natural and built heritage contributes to the formation of more sustainable and inclusive societies, respectful of cultural diversity, social equity and cohesion, individual and community well-being and -last but not least- stronger economic performance and higher quality of life. Awareness of cultural heritage in human settlements is to be considered as a priority at local and European level in order to develop new ways to protect and promote our common cultural values and identities.

---

<sup>2</sup> [https://keanet.eu/wp-content/uploads/Recommendation-CM\\_Rec\\_2022\\_15\\_EN.pdf](https://keanet.eu/wp-content/uploads/Recommendation-CM_Rec_2022_15_EN.pdf)



A common approach and understanding in line -and somehow anticipating- the recommendation recently adopted by the Council of Europe<sup>3</sup>:

- The recognition of the culture contribution to a democratic society through critical thinking, freedom of expression, participation and social cohesion, social interactions, mutual recognition, social debate, intercultural dialogues... all aspects that support collective ambition at addressing challenges and co-operation, engaging people, changing behaviour and thus fostering the taking care of one's own environment as well as the global one (Cfr. the common result during the Berlin meeting in 25 Nov. 2020);
- The acknowledge of the three dimension of culture, cultural heritage and landscape as well as the essential role in the creative economy and the attractiveness of territories as a mean to the sustainable development (Cfr. the Greek temple façade of figure n.2);
- The reminding of Culture as an element of civilisation acting "as a guardian of memories, values, traditions, in close interaction with heritage and landscape", whose creative dimension (through the transformative power of art, stories and aesthetics) brings also political, social and technological transformations. Cultural institutions, museums, libraries, cultural venues and services are drivers for participation and inclusive activities fostering social development (Cfr. result from action 5).
- The knowledge that culture plays a role in generating a collective will and approach and it plays a role in changing everyday behaviour, which is needed to stop pressures causing climate change, loss of biodiversity and to enhance the circularity of circular cities, among others (Cfr. results from action 8 and 9).

The CCH Partnership call for:

- 1) Preserving and enhancing culture, cultural heritage (natural & built environment) and the landscape as a mean to achieve social, ecological and economic goals to contribute to the formation of more sustainable and inclusive societies, respectful of cultural diversity, social equity and cohesion, individual and community well-being and -last but not least- stronger economic performance and higher quality of life.
- 2) Emphasising the value and potential of culture, cultural heritage and landscape in helping to address global challenges (democratic, economic, health, climate and technological challenges and those due to the loss of biodiversity and to social inequality).

---

<sup>3</sup> "Recommendation CM/Rec(2022)15 of the Committee of Ministers to member States on the role of culture, cultural heritage and landscape in helping to address global challenges" adopted by the Committee of Ministers on 20 May 2022 at the 132nd Session of the Committee of Ministers.



Culture, cultural heritage and landscape resources are strategic elements and drivers of social transformation and inclusion (creating open, diverse, accessible and safe urban spaces). They are means enabling the adoption of new perspectives on human beings' relationship with its own environment and tools to trigger participatory mechanisms.

There is a clear link on the positive impact of culture, cultural heritage and landscape resources, to the United Nation's 2030 Agenda for Sustainable Development and the goals of the Paris Agreement. An evaluation of how related urban practices contribute to the SDGs is something that still has to be developed.

## *1.4- Focus areas and activities*

### *Culture and Cultural Heritage as a key resource of the European city*

The Urban Agenda's Partnership on Culture/Cultural Heritage stems from the conviction that culture and cultural heritage can be important drivers for strengthening the social, ecological and economic assets of European cities. The key concept behind the Partnership's activities is that a conscious, effective, integrated understanding and management of urban cultural heritage and urban cultural identities can help to improve urban sustainable growth policies in larger metropolitan cities, but also in medium and small-sized towns in Europe.

The Partnership considers culture and cultural heritage in the broad sense and explores its ecological, economic and social dimensions: cities and towns of Europe should be viewed as cultural resources requiring preservation and further development.

### *Cultural heritage as an ecological resource*

The cultural heritage in the urban and peri-urban environment is essentially an ecological resource and also includes the natural and landscape heritage that exist in our cities, suburbs and peripheral urban spaces. The cultural and natural heritage of cities must be preserved and strengthened against natural risks, such as climate change, but also and above all, against the direct pressures exerted by anthropic activities in the urban space, by increasing the security of heritage and the resilience of cities and by decreasing pressure factors.



### *Cultural Heritage as an economic resource*

Creativity and smart specialisation based on the enhancement of the local know how (the local way of producing, building, living) increase collaborative approaches to develop products, to accelerate markets and to identify synergies, by fostering a convergence between public policies and private investments and supporting open, inclusive and pluralistic societies. The role of the urban cultural heritage as an economic resource for local development is to be utilised as an essential element for civil cohabitation and for the processes of economic growth of a community.

### *Cultural Heritage as a social resource*

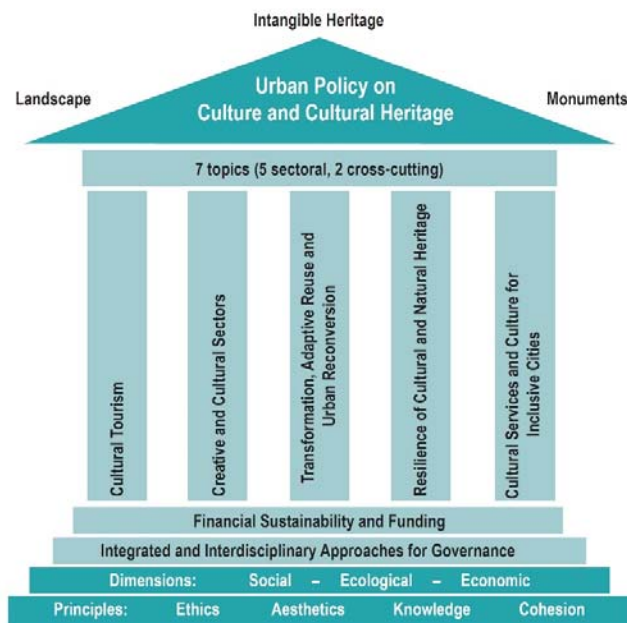
Over the course of history, urban cultural heritage has been relevant for social processes. Public cultural heritage management and its quality affect citizens' sense of belonging to a place and their respect of public spaces as well as their attitude towards public authorities and the state. It is more and more important to enable integrated, inclusive and innovative processes to define and manage cultural heritage sites.

### *Cultural Heritage as a governance and planning resource*

Planning is not just a technical tool, but rather a political issue. It has been recognized that integrated, inclusive and holistic approaches that bring together actors from all levels and relevant fields are required for embedding culture and cultural heritage dimensions in urban development processes whilst ensuring the promotion and preservation of heritage.



## 1.4- An integrated Action model: Seven pillars for urban policies based on Culture and Cultural Heritage



Picture 2: The Pillars for urban policies based on Culture and Cultural Heritage. The five columns represent the five thematic sectors while the two common steps below represent the two thematic horizontal issues (financial sustainability and the governance) – this structure supports the tympanum, whose area represents the correct integrated approach to Culture & Cultural Heritage in urban policy and whose angles represent the built heritage (monuments, museums, listed buildings, etc.), the natural heritage (landscape, habitat, etc.) and the intangible heritage (culture, identity, skills, etc.).

The Partnership proposes an integrated and coherent approach to use culture and cultural heritage to develop urban development policies aimed at preserving and promoting the cultural identities of the physical city and its inhabitants, and to achieve the EU's cohesion objectives. Seven main topics have been identified as major focus areas (see fig. 2)

### Cultural Tourism

The key objective is to promote sustainable tourism that brings benefits to communities and cities while respecting the needs of the local population and ensuring the sustainability of the heritage. As a result, one of the main challenges is working on methods and tools to balance touristic flows between major touristic hubs and less visited sites and cities. Due to the COVID-19 pandemic, the balanced distribution of touristic flows has now also acquired a public health dimension.

### Creative and Cultural Sectors

Creative and cultural sectors offer valuable opportunities for the preservation of cultural heritage and the existing building stock to create jobs and support culture as well as innovation. Among the main challenges to be tackled: i) how to attract talents, create jobs and start-ups; ii) how to create spaces



for non-economically driven artists and cultural activities; iii) how to preserve and promote local know how and (traditional) craftsmanship.

### *Transformation, Adaptive Reuse and Urban Reconversion*

This topic includes the various aspects of transformation, vitalisation and reconversion of urban spaces, especially of the urban fringes, marginalised peripheral areas as well as post-industrial districts. Challenges are linked to several factors, notably: i) how to reuse, adapt and transform existing cultural heritage sites and buildings for cultural and social purposes; ii) how to facilitate, delegate and manage investment in cultural heritage sites and buildings in a commercially feasible, environmentally and socially responsible way; iii) how to promote culture and cultural heritage transformation in a comprehensive and holistic manner.

### *Resilience of Cultural and Natural Heritage*

Challenges related to this topic are mostly linked to natural, anthropogenic or socio-natural hazards, which can threaten the preservation of the tangible and intangible heritage. The challenge for urban areas is three-fold: i) to safeguard the heritage from possible damage; ii) to improve the quality of cultural heritage and open/green spaces; and iii) to contribute to urban resilience by supporting new quality areas and projects that do not add pressure or constitute potential threats to the environment.

### *Cultural Services and Culture for Inclusive Cities*

A major challenge is how, in urban societies that are becoming increasingly older and diverse and are facing growing differences in income, the cultural participation of all social groups can be guaranteed. The Partnership aims to overcome the barriers to access culture for all, finding solutions on how to develop and strengthen local services in light of well-known major trends from digitization to diversity and at the same time keeping them low-threshold and close to the local population.

### *Financial Sustainability and Funding (cross-cutting topic)*

This topic deals with the financial aspects related to investments in the field of culture and cultural heritage aimed at the conservation and enhancement of buildings, monuments and structures, the setting up of “cultural infrastructures” as well as the rehabilitation of public spaces, including interventions made in the framework of complex processes of urban regeneration.



### *Interdisciplinary and Integrated Approaches for Governance (cross-cutting topic)*

Bringing together actors from all levels of governance and relevant fields and fostering cooperation among them are crucial requirements for embedding the dimensions of culture and cultural heritage already in the early stages of urban planning and development programmes. Participatory and bottom-up processes are needed to enable local stakeholders to secure and further develop the identities of urban places.

### *From the thematic issues to the Actions*

The Partnership has first work following the thematic above mentioned and developing 25 Actions. Despite recognising all of them relevant and worthwhile to be developed, the high number was not feasible. With an innovative digital selecting process (the pandemic had arrived and it was the first time to arrange online meetings) the CCH Partnership selected 11 actions grouped along the three leaves of a clover (see picture 3).

Details on the selection process are given in the Action Plan.





Picture 3: the grouping of the 11 actions by clover





## 2- THE ACTIONS

### 2.1- The Actions



#### Action 1 Regulating Short Term Rental (STR) Platform in cities

- **Main Objectives:**
  - To propose EU better regulatory framework for STR that ensure sustainable tourism without negative impacts on cities and their inhabitants
- **Main Activities:**
  - An analysis of STR regulations in different European cities (sample of URBACT cities and the cities from the EU UA culture and cultural heritage partnership)
  - Mapping the changes, the new trends and the impacts of the STR in those cities during COVID-19
  - Organising ad hoc peer exchange events among cities to collect demands for better regulations
  - Drafting and proposal of guidelines for revising the existing regulations at the EU level with the support of external legal expertise
- **Main Outputs:**
  - Report on the state of the art
  - Peer exchange among cities
  - Drafting of proposal for better regulation
- **Action Leader:** URBACT

**Action members:** City of Florence, City of Bordeaux (asked the involvement and collaboration of other members of EU UA culture and cultural heritage partnership)



#### Action 2 Cultural Street Invasion, the local and European identity

- **Main Objective(s):**
  - Atomise culture in the public domain to reconquer public spaces and cultural heritage, supported by a micro-financing scheme and promoting European values and identity.
  - A model to Re-activate culture and cultural sectors in times of crisis, by means of structured and planned cultural procurement through municipal spending.
- **Main Activity:**

Designing and implementing an integrated Cultural Governance Model and redefine the roles, functions and designs of public spaces for Culture Consumption, with calls for projects to generate production/creation in C/CH affected by COVID-19 crisis.
- **Main output:**

Multiple tools and guidelines, specific methodologies, micro-funding scheme and pilot, good practice catalogue, micro-funding programme for resilient public spaces and a Procurement Model for incentivising culture production through public procurement in times of crisis.
- **Action Leader(s) and Action members:** Municipality of Murcia (ES); Nagykánizsa Municipality (HU); Canary Islands Regional Government (ES); Regional Development Agency of Ljubljana Urban Region (SI); & additional partners



### Action 3

## Cultural Hubs for Innovation, Modernisation and Enhancement

- **Main Objective(s):**
  - Create Creative Hubs to strengthen artistic production and innovation, supporting local economy and cultural offer, promoting culture to enhance local identities and as a launch-pad for cultural and creative sector projects and initiatives.
- **Main Activity:**

Design and Implement a cultural artistic production and job creation model based on "Cultural Testing Tubes" including physical spaces and an artist support framework.
- **Main output:**

Various methodologies, guidelines, models and strategies (e.g. management, citizen engagement, from test to business model, etc.), toolkits, physical spaces with equipment and resources, working groups, online platform, and artistic production in pilots.
- **Action Leader(s) and Action members:** Municipality of Murcia (ES); Canary Islands Regional Government (ES) & additional partners



### Action 4

## Collaborative Management to adapt and reuse spaces and buildings for cultural and social innovative development

- **Main Objective:**

Smooth processes of adaptive re-use of spaces ("common good") through forms of collaborative management
- **Main Activities:**
  - 1) Analysis of existing present practices (H2020: ROCK, CLIC, Open Heritage, ARCH + NOP METRO) and local regulations (TO, BO, NA);
  - 2) Proposal of a model (operational scheme) to smooth collaborative management processes.
- **Main Outputs:**
  - 1) Create an "open source" tool/model to be used by all cities;
  - 2) Present a better regulation proposal (in case an expert lawyer is provided).
- **Action Leader:** Italy (ACT)  
**Action members:** Bordeaux, ICLEI, Italy (MiBACT), Florence, Silesia Region, Flanders Heritage, URBACT, Regional Development Agency of the Ljubljana Urban Region



## Action 5

### Raise awareness for public libraries and their new tasks on a European and National Level

- **Main Objectives:**
  - raise awareness for public libraries, their new tasks and their contribution to successful social urban development on a European and national level
  - involve public libraries in European policies, programs and initiatives and help them to become places for the entire European society and key institutions for democratic participation
- **Main Activities:**
  - 1) document analysis on public libraries
  - 2) survey and analysis of financial funding for change processes in public libraries
  - 3) examination of best practice examples on modern libraries as "Third Places"
- **Main Outputs:**
  - 1) paper on the role of libraries in various policy fields
  - 2) analysis on change processes in public libraries
  - 3) list of recommendations to the European level
- **Action Leader:** City of Berlin  
**Action members:** City of Espoo, URBACT



## Action 6

### Urban Strategic Plan for culture and cultural heritage enhancement

- **Main Objectives:**

The Action Plan for the Urban Culture fosters the better management, enhancement and protection of the urban cultural heritage considered as an urban ecosystem.

The action will setup an innovative model of planning tool aimed at:
- **Main activities:**
  - recognizing all the forms of cultural heritage laying in the cities and in the surrounding territory;
  - defining a model of strategic plan for the enhancement of existing heritage by coordinating investments, direct and indirect support of local economies; this model will be setup by combining all urban culture fragments in a coherent and effective strategy of heritage enhancement at local level (recomposing funding of local, national, ESIF funds)
- **Main outputs**
  - Model of Urban strategic Plan for Culture
  - Practices collection on Culture - based planning
- **Action Leader:** Italian Agency for the Territorial Cohesion (ACT)  
**Partners:** City of Katowice; Greece; City of Bordeaux; ICLEI; Italy (MiBACT); Germany; Flanders Heritage; Federation Dutch Heritage Cities, URBACT, Cyprus.



## Action 7 Data collection and smart use applied to the management of tourist flows



- **Main Objectives:**
  - To become Smart Destinations by promoting sustainable and "safe" tourism
  - To balance tourist flows - overcrowded destinations/less visited sites
- **Main Activities:**
  - Update the knowledge base with qualitative performance data and indicators (e.g. new version of the ETIS kit)
  - Provide and test useful IT tools based on data analysis to orient visitors flows (aimed at increasing the quality of tourist experience, discovering hidden sites, contributing to reduce health risks...)
- **Main Outputs:**
  - Suggestion for European Guidelines for a smart and sustainable tourist offer planning
  - Event to present the new IT tool pilot test and workshop to enable the replication in different territories and at different scale (addressing issues such as interoperability, data ownership, privacy, security...)
- **Action Leader:** City of Florence  
**Action members:** JRC, MIBACT, Coimbra Region, City of Murcia



## Action 8 Guiding Principles for Resilience and Integrated Approaches in Risk and Heritage Management in European Cities



- **Main Objective(s):**
  - Link urban built heritage and disaster risk management in European cities
  - Develop recommendations for European cities to foster the development and implementation of integrated approaches and disaster risk management plans in the field of risk and heritage management.
- **Main Activity:** Workshop with various actors and stakeholders from relevant sectors (e.g. heritage management, urban development, risk and catastrophe management, local organisations)
- **Main output:** Short publication with guiding principles for an integrated approach in risk and heritage management for European cities as well as recommendations about how to adjust the general principles to specific local situations.
- **Action Leader:** Germany  
**Action members:** City of Bordeaux, Cyprus, ICLEI Europe & additional partners





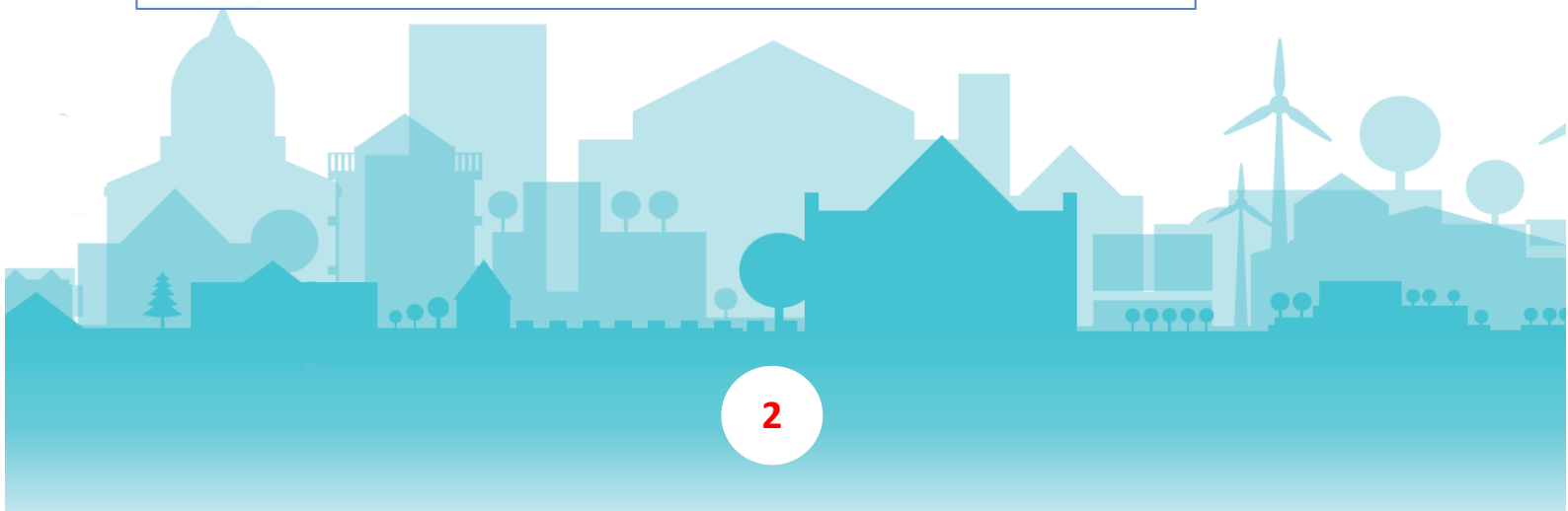
## Action 9 Observatory on culture/cultural heritage and climate change in the urban framework

- **Main Objectives:**
  - Prepare the establishment of a European Observatory as multilevel laboratory, to share visions and practices, needs and opportunities and start experimental actions on climate change, c/ch
  - Help c/ch benefit from the European Green Deal and prevent risks of loss of ch values in the renovation wave; explore the potential for c/ch to drive climate action and support transitions to sustainable development
  - Support implementation of integrated climate adaption plans including c/ch the local planning context
- **Main Activities:**
  1. Mapping policy and regulatory framework, main actors, initiatives and networks; collecting relevant documentation (scientific literature, policy papers, technical documents...)
  2. Identifying scope, purpose, functions, organisational structure of the Observatory and building its network.
- **Main Outputs:**
  - Mapping documents published online
  - Observatory preparation completed (scope, purpose, functions, structure, network, legal body)
- **Action Leader:** MiBACT (IT)  
**Action members:** Bordeaux; Flanders Heritage; Silesia; Cyprus; URBACT; JRC; ACT (support)



## Action 10 Integrated approaches to Dissonant Heritage

- **Main Objectives:**
  - To increase public awareness of the social and economic potential of dissonant heritage
  - To contribute to the education of culture, history and politics and to democracy building
- **Main Activities:**
  - Awareness raising and communication, knowledge sharing and expansion of network of stakeholders and sites
  - Development of local and regional strategies using 2-5 local pilots
  - International workshop/conference
- **Main Outputs:**
  - Database/mapping
  - "Manifesto", "Charta" or "toolbox" with principles and recommendations
- **Action Leader(s):** Germany  
**Action members:** France, Federation Dutch Heritage cities, City of Kazanlak, European Investment Bank Institute, Cyprus + others





**Action 11**  
**Local cultural services fostering social inclusion:  
Identification of cities' research needs and peer-learning  
activities**

- **Main Objective(s):**  
support local policy making by better understanding what are the learning needs of policy makers on topics linking culture & social inclusion and by sharing knowledge
- **Main Activities:**  
surveying leaders of culture & heritage departments of European cities' administrations; analysis of results; peer-learning activities between local policy makers on culture & social inclusion
- **Main Outputs:**  
List of research needs of cities' cultural administrations on culture & social inclusion; methodology for peer-learning activities (online and onsite)
- **Action Leaders:** EUROCITIES & Urbact  
**Action members:** Florence, Espoo, Berlin, Bordeaux, Italian government, other partners TBC

## *2.2- An integrated strategy: the interlinkage among the Actions*

The Actions respond to problems and challenges referring to culture and cultural heritage not as separate thematic issues, but as integrated elements for a holistic integrated urban policy.

Therefore, the Action Plan takes into account the broader approach to the focused topics, puts in action the strategies related to both the material and immaterial aspects and develops each Action as a complementary and integrated component of a strategy for cities based on culture and cultural heritage. The principle is: “not a sum of unconnected Actions but integrated and complementary components of a unitary strategy”.

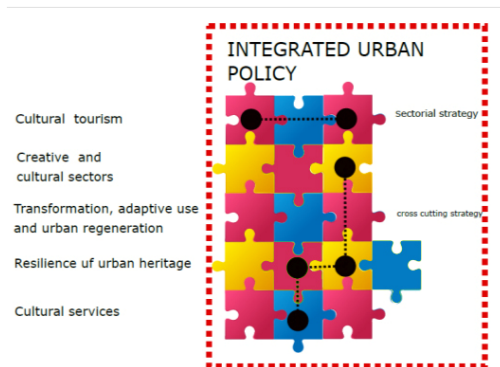
The intense work of the Partnership within the Working Groups, which lasted more than six months, helped partners to reflect on the problems related to the different topics. At the same time, it allowed those who worked on more than one Working Group, to develop Actions with an intersectoral logic, always oriented towards an urban development strategy based on the holistic, integrated and effective use of culture and cultural heritage.

For this reason, all Actions identified converge towards a unitary urban policy, which can be implemented both by components related to specific themes (i.e. climate change, planning services, etc.) and/or by cross-sectorial strategies combining different themes (e.g. transformation and cultural services).



Finally, it is important to highlight that all Actions discussed in each Working Group inevitably were taking into consideration governance (in urban policy “the how” initiatives are implemented impact on “the what” get from them) and financial sustainability. This is the reason why these two aspects were considered as transversal, horizontal, cross-cutting issues (the common steps of the Greek façade, see figure n.2).

All Actions respond coherently to these two transversal topics: all the tools/expected results envisaged by each Action (i.e. the observatory, the guidelines/models, the manual, etc.) not only are conceived to enable dialogue with the other aspects of the relevant urban policies (such as: environment, inclusion, innovation), but also with the financial sustainability (the private public relationship, the principle of horizontal and vertical subsidiarity, the correct use of public, community and national financial resources) and the governance models (i.e. bottom-up, collaborative managements, interactions through tailored interviews, etc.).



Picture 4: The Actions developed by the Action Plan are mutually interlinked within the same topic. Actions can contribute to develop a specific urban thematic strategy (if integrated within one topic) as well as contribute to develop a cross-cutting strategy, taking into account Actions belonging to different topics (see the dot line, for example). Different colours of each Action (pieces of the puzzle) represent the three main objectives of the UAEU (Better Regulation, knowledge, funding) plus the one for Actions which were excluded because too ambitious or too general.

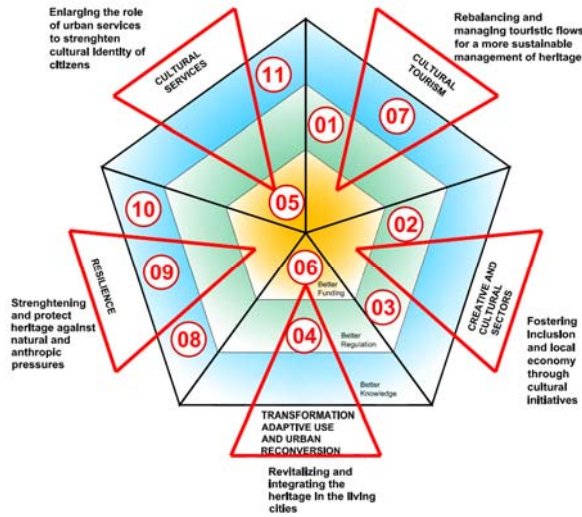
But how do Actions integrate together?

The Action Plan identifies five main strategies for an urban policy based on culture and cultural heritage: this is to say that for each of the five thematic topics, the Working Groups discussed the main challenges and bottlenecks encountered by cities and identified a large number of possible Actions, defining *de facto* the most relevant strategy for each specific thematic topic.

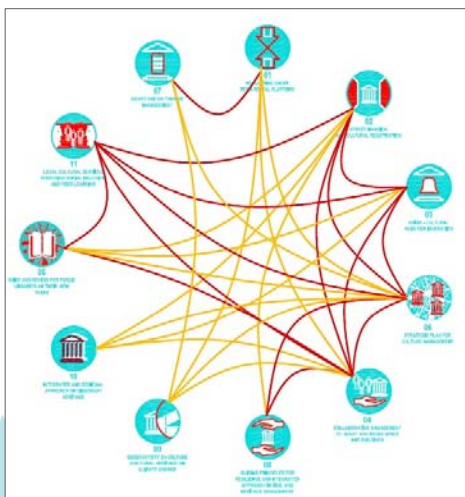
Cities, according to their specific characteristics and their type of heritage, can develop integrated policies by "activating" different Actions of different areas: for example, activating Actions to enhance urban cultural services (topic 5) by reusing existing abandoned urban areas through strategic integrated cultural plans and/or collaborative management processes (topic 3), and fostering cultural initiatives of the creative sectors (topic 2).



Likewise, cities will be able to develop tourist revitalisation strategies for degraded places through the recovery and conversion of existing fragile heritage (topic 1, topic 3, topic 4).



Picture 5: This "Pentagon" describes the Action Plan functioning: the five sides are the five thematic topics that corresponds to a sectorial strategy. The Actions selected by the Partnership are part of the strategies and are characterised by Better Funding, Better Knowledge and Better Regulation.



Picture 6: Interactions between Actions selected. This graph shows the relationship among the different Actions. The red lines represent strong interconnections while the yellow ones represent the softer interlinkages.





## 3- CONCLUSION & RECOMMENDATIONS

### *3.1- main conclusions and recommendations*

The aim of the Partnership on Culture/Cultural Heritage is to enable municipalities, Member States, EU institutions and interest groups, NGOs and Partners from the industry to work together on an equal footing to preserve the quality of landscape and built environment heritage not as an objective in itself, but as a powerful tool aimed at achieving social, ecological and economic goals.

This awareness brings to the knowledge that high quality of natural and built heritage contributes to the formation of more sustainable and inclusive societies, respectful of cultural diversity, social equity and cohesion, individual and community well-being and -last but not least- stronger economic performance and higher quality of life. Awareness of cultural heritage in human settlements is to be considered as a priority at local and European level in order to develop new ways to protect and promote our common cultural values and identities.

A common approach and understanding in line -and somehow anticipating- the recommendation recently adopted by the Council of Europe<sup>4</sup>:

- The recognition of the culture contribution to a democratic society through critical thinking, freedom of expression, participation and social cohesion, social interactions, mutual recognition, social debate, intercultural dialogues... all aspects that support collective ambition at addressing challenges and co-operation, engaging people, changing behaviour and thus fostering the taking care of one's own environment as well as the global one (Cfr. the common result during the Berlin meeting in 25 Nov. 2020);

---

<sup>4</sup> "Recommendation CM/Rec(2022)15 of the Committee of Ministers to member States on the role of culture, cultural heritage and landscape in helping to address global challenges" adopted by the Committee of Ministers on 20 May 2022 at the 132nd Session of the Committee of Ministers.



- The acknowledge of the three dimension of culture, cultural heritage and landscape as well as the essential role in the creative economy and the attractiveness of territories as a mean to the sustainable development (Cfr. the Greek temple façade of figure n.2);
- The reminding of Culture as an element of civilisation acting “as a guardian of memories, values, traditions, in close interaction with heritage and landscape”, whose creative dimension (through the transformative power of art, stories and aesthetics) brings also political, social and technological transformations. Cultural institutions, museums, libraries, cultural venues and services are drivers for participation and inclusive activities fostering social development (Cfr. result from action 5).
- The knowledge that culture plays a role in generating a collective will and approach and it plays a role in changing everyday behaviour, which is needed to stop pressures causing climate change, loss of biodiversity and to enhance the circularity of circular cities, among others (Cfr. results from action 8 and 9).

The CCH Partnership call for:

1. Preserving and enhancing culture, cultural heritage (natural & built environment) and the landscape in urban areas is a mean to achieve social, ecological and economic goals to contribute to the formation of more sustainable and inclusive societies, respectful of cultural diversity, social equity and cohesion, individual and community well-being and -last but not least- stronger economic performance and higher quality of life.
2. Culture, cultural heritage and landscape resources are strategic elements and drivers of social transformation and inclusion (creating open, diverse, accessible and safe urban spaces). They are means enabling the adoption of new perspectives on human beings’ relationship with its own environment and tools to trigger participatory mechanisms. Working with culture and cultural heritage in urban areas can serve as entry point to engage the local community to interact on common discussions that goes wider than just buildings and housing, tackling the improvement of the quality for all the neighbourhood.



## *3.2- Final remarks at CCH Partnership level*

### *1 - FOSTERING A BROADER UNDERSTANDING of culture and cultural heritage in European cities*

Promoting culture and cultural heritage in European cities, it is of utmost importance to mainstream a broader understanding of European cities as well as of their culture and cultural heritage, taking into consideration the tangible as well as the intangible dimensions (i.e. such as local traditions, local know-how and skills). European cities and their heritage are not to be referred just to one historical period or just to the city centre. Besides, the CCH Partnership agree on the fact that it is important to not just focus on the officially protected heritage, but also to take into consideration all the places that are of importance for a local community and that constitute the identity of that place: public and open spaces worthy of rehabilitation and/or preservation, considering the “uncomfortable” or “dissonant” heritage as well. It is necessary to raise awareness for culture and cultural heritage in a broader understanding, as well as developing long-term and integrated strategies and tools to identify culture and cultural heritage in all its diversity and complexity. The CCH Partnership would like to stress the importance of fostering and applying a broad and holistic understanding of culture and cultural heritage in future EU-legislations, funding-programmes and initiatives.

### *2- PROTECTING VALUE and democracy*

Culture and cultural heritage can make fundamental contributions to building and protecting democracy in Europe on various levels: the joint history with its connecting events are the cornerstones for European democratic values and have manifested themselves in the built, tangible (but also the intangible) heritage. This holds particularly true for public spaces – these complex, multi-layered spaces are places of freedom of expression and places where democracy is lived and strengthened. These qualities are unique and very characteristic for the European city, and they are deeply rooted in culture and cultural heritage as well. For instance, public libraries increasingly expand the public realm described above and also exemplify these values – as places of education, meeting and participation. In addition, dealing with the different and differently assessed cultural inheritances from this continent’s past not only fulfils a compulsory task of political, cultural and



historical education and to the communication of history in the EU. It also contributes to educational work in the service of our European dialogue and integration.

### *3- INCREASING RESILIENCE of culture, cultural heritage in cities*

Culture and cultural heritage play an important role in increasing resilience of the European city against the background of the COVID-19 pandemic, but also concerning climate change. The Partnership highlights the importance of culture and cultural heritage for strengthening resilience of European cities and as a valuable source to recover from crises and disasters. Culture and cultural heritage can be seen as a resource in building resilience, for instance, by strengthening the identity of local citizens. Moreover, as an adaptive and responsive system, culture and cultural heritage have adjusted to changing conditions over the years, in certain ways, demonstrating their resilience already. Overall, traditional skills, knowledge and crafts (e.g. using traditional building techniques and building materials) contribute to the resilience of culture and cultural heritage. Hence, to safeguard culture and cultural heritage from a variety of threats and hazards as well as to increase urban resilience, the Partnership suggests that EU-activities should strengthen more the promotion and funding options of traditional skills and crafts as well as peer-learning activities in this field. Moreover, as for instance the COVID-19 pandemic shows, culture and cultural heritage is vulnerable to multiple man-made and natural hazards. Developing strategies and approaches in order to be prepared in case of disasters – that means, understanding and mitigating the risks culture and cultural heritage might face – is of utmost importance and should also be considered in following up-activities of the EU.

### *4- PROMOTING INTEGRATED APPROACHES in practice*

In conclusion of recommendation no. 1 and no. 2, the Partnership would like to emphasize the importance of integrated approaches in urban development in order to foster and promote culture and cultural heritage in European Cities. The culture and cultural heritage of European cities can be understood as one key element and driver for support sustainable urban development. Establishing integrated approaches that strengthen links between the individual planning departments and that take culture and cultural heritage, as the starting point for further urban development should be the guiding principle in the practice of European cities. Moreover, funding programs that focus on



integrated and long-term approaches and thus relate to cultural heritage in its social, ecological and economic dimensions should be promoted at the European level in the future

## *5- FROM SOCIAL INCLUSION TO TERRITORIAL COEHSION: the role of Culture & Cultural Heritage*

Through multi-sectorial integrated territorial policies, the heritage, both built and natural, is a driving factor for both social cohesion and profitable long-lasting development. Heritage plays a key role in integrated sustainable territorial/urban development. Rehabilitating spaces through the recognition of the built and natural specificities of the places gathered from collaborative processes with the local communities means: i) building wealth without consuming land and ii) enhancing places (open areas or buildings) recognised as part of the local identity, otherwise named “common goods” (also mentioned in the New Leipzig Charter).

Fostering a sound integrated sustainable territorial/urban regeneration means connecting the place-based and the people-based approaches: paying particular attention to the local know-how and creativity, this is to say the smart specialisation strategies of a specific place (being part of the intangible heritage), the quality of the habitat and the landscape (being part of the built and natural heritage), and the re-creation or recognition of the identities of places and people. Ensuring access, use and production of the heritage as a collective good means making culture and heritage more usable by and accessible to all social groups. As a result, it is important to give the appropriate major role to the culture and cultural heritage as driving tools to foster sound sustainable territorial/urban development.



### 3.3- the Berlin conference during the German Presidency of the EU (2<sup>nd</sup> half of 2020)

***The German Federal Ministry for the Interior, Building and Community, jointly with the Italian Ministry of Culture and the Italian National Governmental Agency for Territorial Cohesion as coordinators of the Partnership on Culture and Cultural Heritage in the Urban Agenda for the EU, hosted the Digital Forum “Urban Agenda for the EU – Culture and Cultural Heritage in Europe” on 24 and 25 November 2020 in Berlin. The conference was carried out as part of the German EU Presidency. The partnership presented its Action Plan with recommendations for culture and cultural heritage in Europe and reflected with around 160 participants and experts from 30 countries – from the fields of conservation and protection of cultural heritage, architecture, urban development, politics, local authorities and cultural services – on how to strengthen, promote and develop culture and cultural heritage in European cities and how culture and cultural heritage can make positive contributions on various levels.***

In today’s Europe, about 76% of the population lives in urban areas. Cities have become the frontiers in facing current challenges like migration, demographic and climate change, new concepts of mobility, growing tourism and digital innovation. Added to this, the current challenge of the pandemic considerably affects the cultural life of cities. The development of cultural heritage, which preserves culture and the quality of the landscape and the built environment, is not an objective only in itself, but is rather a powerful tool aimed at achieving social, ecological and economic goals. The partnership’s Action Plan is based on these considerations and addresses relevant current challenges in the fields of culture and cultural heritage in Europe.

#### **Conference participants note that:**

- Culture, cultural services and cultural heritage are key to make cities attractive and dynamic, and play a central role in urban development and regeneration (“culture as renewable energy”);
- Culture and cultural heritage make fundamental contributions to shaping identity and protecting democratic values in Europe;
- European identity and memory are based on the European city’s large variety of tangible and intangible heritage, with its different time layers including recent periods; this heritage gains value through local communities and is manifested in local know-how and traditions;
- Culture and cultural heritage are embedded in the identity of local communities, are crucial driving factors for cohesion policy, and are structural components of urban policy;



- A high-quality natural and built environment as well as heritage contribute to the formation of more sustainable and inclusive societies that are respectful of cultural diversity, social equity and cohesion, and individual and community well-being;
- Due to the complexity of urban development, planning processes require integrated and participatory approaches based on cultural heritage;
- Urban development orientated to the common good and social equity should focus on the existing building stock and on existing territorial structures;
- Protection and development – bridging the past and the future – are not separate policies but are part of the same process to create civic identities and social growth while respecting the specific environment – the “milieux” – of a given place;
- The cultural sector as well as the protection and further development of cultural heritage need constant public support, especially at the local level through appropriate integrated urban policies;
- Cultural services and cultural professionals contribute greatly to social equity, inclusion, cohesion, and education as well as individual and community well-being, and should be considered key drivers of sustainable development processes;
- Cultural and natural heritage play an important role in strengthening urban resilience; importantly, cultural heritage protection requires integrated disaster risk management and climate change adaptation measures;
- European conventions on culture and cultural heritage [e.g. Paris 1954, Granada 1985, Valletta 1992, Faro 2005, Davos 2018] play a fundamental role in stimulating heritage-led and people-orientated urban development policy in Europe.

### Conference participants agree:

- A strong commitment to culture and cultural heritage and an openness for cooperative processes and new solutions is needed on all levels to address current challenges;
- To ensure inclusive and cohesive urban development based on collaborative processes focusing on the common good, as anchored in the New Leipzig Charter;
- To guarantee access, use and production of culture and heritage as a common good for all social groups; sustainable territorial and urban regeneration requires connecting place- and people-based approaches, as emphasised and enabled by the Council of Europe Framework Convention on the Value of Cultural Heritage for Society [Faro 2005];
- To protect and develop public spaces in European cities as complex, multi-layered areas and as places of social interaction where fundamental democratic values can be lived;



- To foster a broader understanding of culture and cultural heritage, as cultural heritage in Europe includes formally protected heritage as well as buildings particularly worth preserving, “uncomfortable” heritage, landscapes, and public and open spaces, as well as intangible heritage;
- To focus on integrated approaches in urban development that harness culture and cultural heritage as a starting point and key driver; all relevant stakeholders in the city have to be actively involved;
- To strengthen culture and cultural heritage against man-made threats, pandemics and natural hazards to increase the European city’s resilience by increasing cooperation, building capacity and strengthening knowledge at the local level. This includes understanding and mitigating the risks that culture and cultural heritage face as well as integrating cultural heritage assets in disaster risk management plans and strategies.

#### Conference participants call for:

- Funding programmes on the national and EU levels to focus particularly on integrated and long-term approaches that relate to culture, cultural infrastructure and cultural heritage in its social, ecological and economic dimensions;
- Culture and cultural heritage to be given a central role in the Green Deal and in the development of the New European Bauhaus;
- Greater support to be provided to cities of all sizes: on the one hand to medium-sized cities and smaller towns as well as remote and peripheral regions in Europe in their efforts to deal with their cultural heritage in a sustainable and future-oriented manner by enhancing the potentialities of their local identities; on the other hand, to metropolitan areas in their efforts to revitalise abandoned or dismissed urban buildings and areas and to recover the identities of degraded urban suburbs;
- Political and financial support to be ensured for local skills which are required to promote culture and cultural heritage in European cities, e.g. knowledge and crafts to use traditional building techniques and building materials, but also skills linked to new technologies and to understanding as well as know-how about culture and cultural heritage;
- European, national and regional authorities to enable local authorities to permanently support cultural services and cultural professionals because of their crucial role for society;
- The Actions of the partnership’s Action Plan to now be implemented by all levels addressed; a follow-up process should be sought, also by financing pilot projects;
- The partnership’s exchange with international organisations such as UNESCO, ICOMOS and UN-Habitat to be intensified in a more systematic manner;





- The partnership's network that was extended during the Berlin conference to be further strengthened, in particular to enlarge the community of stakeholders responsible in the fields of culture and cultural heritage, both to maintain momentum and to create synergies that help to ensure that the results are embedded in the next EU programming period implementation.

### *3.4 Synthetic Messages at CCH Partnership level:*



**1- Culture and cultural heritage in European cities require A BROADER UNDERSTANDING**



**2- Culture and cultural heritage are the starting point for INTEGRATED APPROACHES TO URBAN DEVELOPMENT**



**3- Culture and cultural heritage increase  
RESILIENCE in European cities**



**4- Culture and cultural heritage support  
SOCIAL INCLUSION AND TERRITORIAL  
COEHSION**



**5- Culture and cultural heritage support the  
BUILDING OF IDENTITYY AND DEMOCRACY**

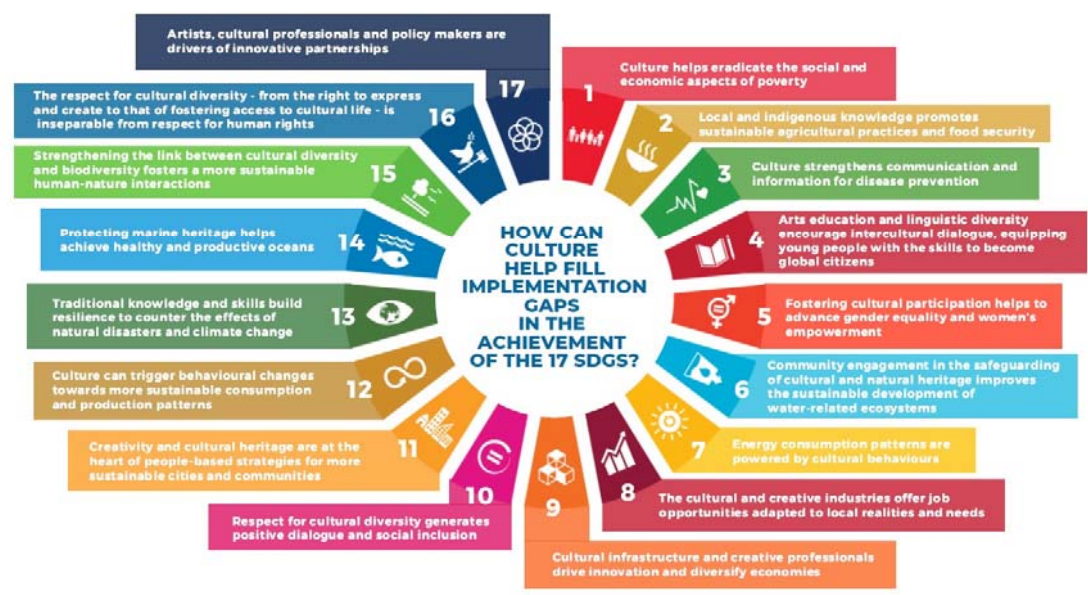


# 4- ACHIEVEMENTS

Each actions states what are the most outputs achieved (establishment of a permanent group; be quoted by other programmes or initiatives ...)

# 5- AN OUTLOOK TO THE FUTURE

There is a clear link on the positive impact of culture, cultural heritage and landscape resources, to the United Nation’s 2030 Agenda for Sustainable Development and the goals of the Paris Agreement. An evaluation of how related urban practices contribute to the SDGs is something that still has to be developed (Cfr. picture 7).



Picture 7: Source: UNESCO flyer for the “SDG Moment” during the 75th session of the UNGA (2020)



There are several aspects that worthwhile to be further investigate:

- An evaluation on how urban practices on Culture & Cultural Heritage contribute to the SDGs (Sustainable Development Goal) of the Agenda 2030;
- The study of the quality of life in a continuously changing/evolving society taking into account the digital transformation and the artificial intelligence;
- The study on participatory processes in the bottom-up decision making processes as well in the cultural events in the digital and pandemic era;
- ...