

# What is the legacy of the European Year of Cultural Heritage? A long way from cultural policies towards innovative cultural management models

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## ABSTRACT

The year 2018 has been declared the European Year of Cultural Heritage (EYCH). This initiative aims at celebrating European cultural heritage through a series of actions and events across Europe to enable people to become closer to and to become more involved with their cultural heritage. This paper aims at investigating the legacy of the EYCH and its impact on the management models of cultural heritage. By means of a qualitative approach analyzing both secondary and primary data, the research contributes to the academic reflection on cultural management by highlighting the link between policy, governance and management. The EYCH initiative focused on promoting transversal and integrated policy actions by participatory governance approaches. However, it partially fails to design a proper management model for the cultural heritage that could enable policy and governance innovation to take place.

## Keywords:

European Year of Cultural Heritage

Cultural management models

Cultural governance systems

## Introduction

The year 2018 has been declared the European Year of Cultural Heritage (EYCH), following the proposals presented in November 2014 by the Council of Ministers of the European Union ("Conclusions on participatory governance of cultural heritage", CEU, 2014) and in 2015 by the European Parliament (Resolution "Towards an integrated approach to cultural heritage for Europe", EP, 2015). The EYCH consisted, first, in a broader set of events and initiatives: in total 23,000 events reaching 12.8 million people, alongside 14,000 labelled projects and over 900 EU-funded projects. It implied the collaboration of 37 countries and 38 stakeholders, and its implementation was carried out through the cooperation among 19 Directorate Generals of the European Commission.

However, the ambition of the EYCH was not only to create a year-long series of events to celebrate the richness and importance of cultural heritage, but also to leave a legacy that would prompt a rethink of the role and meaning of cultural heritage. Furthermore, the EYCH initiative could be interpreted as a potentially key moment for stimulating a broader discussion on cultural heritage management, pushing forward the link between policies, governance systems and management models.

Our research intends to investigate this topic, going beyond a mere analysis of policy documents: we aim to question the management dimensions emerging during the European Year of Cultural Heritage and its implication for future developments of the cultural sector. In particular, the research would like to answer the following research question: does the EYCH aim to create a new management approach to cultural heritage?

In order to investigate this question, inductive qualitative research has been carried out adopting a longitudinal as well as a transversal approach. The longitudinal analysis investigates the evolution of the policy documents related to the EYCH for a period of approximately four years; the transversal approach allowed the authors to link the impact of policy initiatives on governance and cultural management. The research was divided in two phases: a policy documents analysis and an empirical investigation focusing on identifying governance and management approaches emerging from the EYCH policy initiative. The latter investigation consists in a series of semi-structured research interviews with officers and those in managerial positions at European Union level who

were involved in different phases of the EYCH. The results of the two phases provided interesting insights and stimulated further reflections on the management approaches emerging from the EYCH, thus allowing the authors to answer the research question.

This paper is structured in five sections. Following the introduction, the first section presents a literature review on the developments of European cultural heritage policies as related to the academic research on cultural governance and cultural management in a longitudinal perspective. The second section explains the research design and methodology, while the third section provides an analysis and discussion of the secondary and primary data. Section four focuses on the managerial implications of the analyzed results in terms of cultural heritage management. In the last section, the authors draw some concluding remarks, also highlighting the limitations and potential further developments of the research.

## The development of the approaches to cultural heritage: policies, governance and management

The objective of this research is to reflect on the link between policies, governance and management of cultural heritage with specific reference to the impact of the European Year of Cultural Heritage initiative.

In order to provide an appropriate theoretical framework to carry out this investigation, it seems relevant to analyze the development of the European policies on cultural heritage as well as the academic debate on cultural heritage management and governance.

With reference to policy, cultural heritage, defined as "our legacy from the past, what we live with today, and what we pass on to future generations [...] irreplaceable sources of life and inspiration" (UNESCO, 2018), has been part of European policies from the beginning, starting specifically with the founding treaties of the European Union (Zagato, 2011; Sciacchitano, 2015).

In the Treaty on the Functioning of the European Union (1957, also referred to as Treaty of Rome) and more specifically in the Treaty on the European Union (1993), the European Union promotes a vision of culture based on the concept of preservation and on its potential role as a unifying element for the construction of a European identity. The common cultural identity is indeed underlined as one of the guiding principles,

## **“THE SHIFT OF EUROPEAN CULTURAL POLICIES FROM A FOCUS ON PRESERVATION AND IDENTITY TOWARDS AN INCREASING ATTENTION ON TOPICS OF PARTICIPATORY GOVERNANCE, CROSS-SECTORAL APPROACHES AND THE RELATION BETWEEN CULTURE AND SUSTAINABILITY, IS MIRRORED IN THE DEVELOPMENT OF BOTH CULTURAL GOVERNANCE AND CULTURAL MANAGEMENT DEBATE”**

and the role of promoting the preservation of European common cultural heritage is attributed to the European Union. These treaties promote, moreover, the principle of subsidiarity: the role of the European Union is to foster cooperation, implementing incentive measures but not excluding the laws and regulations of the member states that keep their autonomy in the development of their cultural policies (Mattocks, 2017; Staiger, 2013; Littoz-Monnet, 2007). In the consolidated version of these documents proposed in the Treaty of Lisbon (2007), art. 167 specifies that "the Union 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". In this Treaty the key role of the member states and the subsidiarity principle is further underlined, reaffirming the European Union as the supporting entity in the development of common policies on cultural heritage; the cooperation for the development of cultural initiatives and exchanges among member states and with external partners (among which the Council of Europe) is again encouraged.

Though these founding documents addressed this topic, the first specific policy document on cultural heritage was issued in 1994 (Council Conclusion of 17 June 1994 on drawing up a Community Action Plan in the field of cultural heritage). This conclusion promotes an interpretation of cultural heritage still mainly based on preservation. However, for the first time it advocates for the need to connect cultural heritage with other fields such as tourism, territorial development, research, mass media and new technologies. As a matter of fact, over the following twenty years the approach to cultural heritage shifted from attention to conservation and links with the creation of common cultural identity to an interpretation of cultural heritage as leverage for socio-economic development, also addressing integrated approaches and the importance of enhancing cultural heritage as a strategic asset of the European Union (Barca, 2017).

An external organization, the Council of Europe, became in those years one of the most important discussion platforms on these topics. In 2005, an initiative of the Council of Europe led to the "Framework convention on the value of cultural heritage for society" (also known as the Faro Convention), considered as a milestone for the promotion of concepts that were to become central in the following years; first of all the idea of participation, but also the interpretation of cultural heritage protection as "a central factor in the mutually supporting objective of sustainable development, cultural diversity, contemporary creativity".

The Faro Convention, differently integrated in the national policies of EU member states, became an inspiring document for later policy actions by the European Union. Its influence is visible in the definition of the European Agenda for Culture (Resolution of the Council of the European Union, 2007), stating the need to promote cultural diversity and intercultural dialogue, culture as driver for creativity and strategic element for international relations. It is also evident in the creation of the Culture 2007-2013 program and in a series of initiatives such as the "Joint Programming Initiative on Cultural Heritage and Global Change" launched by the Council of the European Union in 2011 (Barca, 2017).

However, a real turning point in the European policies on cultural heritage can be seen in a series of documents issued in 2014. In this year the Creative Europe program was launched, unifying the previous Culture and Media programs and underlining the need for integrated projects and interpreting culture and creativity, and their subsectors, as an interacting ecosystem.

In 2014, the Council approved the "Council conclusions on cultural heritage as a strategic resource for a sustainable Europe", that substantially adopted the definition and role of cultural heritage given by the Faro Convention. In 2014 the Communication from the Commission to the European Parliament "Towards an integrated approach to cultural heritage for Europe" emphasized the need to promote more

integrated approaches to the governance of culture in the European context. Finally, in November 2014 the Council of Ministers of the European Union (during the Italian presidency) issued the "Conclusions on participatory governance of cultural heritage", where the member states were encouraged to adopt a multi-level, multi-stakeholder approach to cultural heritage. This document also promoted the importance of civic participation in governance systems that recognized the interconnections among tangible, intangible and digital cultural heritage and that could facilitate the role of culture in local regeneration (Barca, 2017; Sciacchitano, 2015). The launching of a European Year of Cultural Heritage was also proposed in the conclusions.

This latter idea of a European Year of Cultural Heritage is again proposed in 2015 by the European Parliament resolution "Towards an integrated approach to Cultural Heritage for Europe". The resolution moreover identifies cultural heritage as a strategic resource for smart, inclusive and sustainable growth in line with other reports appearing in the same year, such as the report of the Horizon 2020 Expert Group "Getting Cultural Heritage to Work for Europe" or the final report of the project "Cultural Heritage Counts for Europe" (CHCfE, 2015).

The shift of European cultural policies from a focus on preservation and identity towards an increasing attention on topics of participatory governance, cross-sectoral approaches and the relation between culture and sustainability, is mirrored in the development of both cultural governance and cultural management debate.

With reference to cultural governance, academic research on the topic initially consisted often in studies on cultural governance at the territorial level (Pratt, 2010, 2012 and 2015) and on the capacity of governance systems to unlock the potential of the cultural and creative sector (EC, 2010). Over the last two decades, issues of regional development, urban regeneration and planning (Borin & Juno Delgado, 2018; Cooke & Lazzeretti, 2008; Healey, 2004; Andres & Chapain, 2013) and of the specificities of cultural clusters and districts (Scott, 2000 and 2010; Tepper, 2002) have been particularly debated. This stream of studies evolved into the broader theme of the governance of creative cities (Florida, 2004; Pratt, 2010 and 2012; Grodach, 2013), that increasingly highlighted the link between the different dimensions of the cultural and creative sector – namely cultural heritage, local cultural assets and the development of cultural and creative industries

(Borin, Donato, Gilli, 2012; Florida, 2004). It was also deeply investigated as a result of the financial crisis and its impact on the cultural sector. Within this framework, academics highlighted the need to identify new models of cooperation, governance systems and management models to ensure the overall sustainability of the cultural and creative sector in times of crisis (Bonet and Donato, 2011; Patuelli & Donato, 2018). This finally paved the way for the concept of cultural ecosystems (Borin & Donato, 2015; Borin, 2015): culture is interpreted as an ecology (Holden, 2015), in which governance systems are a means of promoting sustainability through the connections between cultural heritage, public and private cultural institutions, citizens and communities. Also, on the basis of the links with related fields, identifying through implementation of ecosystem approaches, the key for more sustainable models of development (Holden, 2015; Throsby, 2016). It was ultimately connected with the growing debate on how culture can interact with other traditional dimensions of sustainability (Duxbury, Kangas & De Beukelaer, 2017). Although the discourse has been sometimes criticized (Isar, 2017), culture has been advocated as one of the four pillars of sustainable development equal to social, economic, and environmental priorities (Loach, Rowley & Griffiths, 2017) and the importance of cultural heritage for development has been considered crucial (CHCfE, 2015; Van der Auwera & Schramme, 2014) even promoting the concept of "culture as sustainable development" (Soini & Dessein, 2016). In this idea, culture and cultural heritage (both tangible and intangible) are embedded in the whole discourse on sustainable development and constitute the basis for successful reflections on sustainable societies (Soini & Dessein, 2016).

With reference to cultural management, the link with the development of cultural policies is even more evident. Over the past decades, studies on the management of cultural heritage have shifted from an initial more conservative focus on preservation and cultural identity towards broader areas, more related to traditional disciplines of management (e.g. arts marketing, funding, performance measurement, etc.), although adapted to the peculiarities of the cultural heritage sector (Colbert, 2003; Evrard & Colbert, 2000; Dewey, 2004; Donato & Visser, 2010; Badia & Donato, 2013). In general, this trend implied not only the development of particular approaches (specific to cultural heritage), but also exploring the capacity of cultural heritage management to draw from the experiences and contact with other related

disciplines, such as tourism management (Leslie & Sigala, 2005; Pechlaner & Abfalter, 2006; Silvestrelli, 2013), public management or urban planning and development (Deeben et al., 1997). As well as significant parallels with the development of cultural policies and governance, cultural heritage management has been increasingly associated with the broader debates concerning the need to implement integrated strategies, or to find alternative models for dealing with a more complex society and emerging socio-economic changes. Among these trends, issues such as models of financing (Borin, Donato & Sinapi, 2018) or participatory/co-financing, participatory management as well as management models adapted to public-private and multi-stakeholder partnerships (Settembre Blundo et al., 2017; Borin, 2017; Jelinčić et al., 2017) have been addressed as new strategic management practices for the cultural heritage sector. This studies also promoted discussion on issues of sustainability in cultural heritage management and on the need to conceive cultural management as a tool for sustainable development (Barthel-Bouchier, 2016; Guzmán, Roders & Colenbrander, 2017).

In short, the analysis of the previous paragraphs has provided significant insights on how cultural policies resonate with and have an impact on cultural governance and management debates. However, so far, the European policy initiatives specifically linking policy and governance changes to new paradigms in cultural heritage management have been scarce. The EYCH could be therefore interpreted as a potentially key moment for stimulating a new, broader reflection on cultural heritage management, pushing forward the above-mentioned link policies – governance systems – and management models. The challenge of our research is therefore investigating policies to understand the management dimensions emerging in the policy documents, and initiatives issued and implemented during the European Year of Cultural Heritage. This inductive qualitative investigation will be presented and discussed in the following sections.

## Research design and methodology

As specified in the previous sections, this paper aims at investigating the managerial approaches emerging from the European Year of Cultural Heritage. In order to explore this topic, the authors decided to adopt an inductive qualitative research approach involving three main phases: preparation, organization, and reporting results of the analysis (Elo & Kyngäs, 2008). In the

preparation phase, the authors designed the research and collected suitable data originating from two main sources of information (primary and secondary). In the organization phase, the data were coded creating categories and abstraction using also the Gioia methodology (Gioia et al., 2012). This methodology was considered essential in order to comply with the criteria of rigor and trustworthiness (Gioia et al., 2012). It consists in coding the data according to a 1st order (informant-centric) and 2nd order (theory-centric) procedure leading to the final aggregation of data into main themes. In the reporting phase, the data are presented through tables and figures and clarified through the interpretation and discussions of the authors.

The decision to use a qualitative methodology is based on the fact that it is generally considered particularly suitable to carry out in-depth contextual analyses (Creswell, 2012; Yin, 2016). It was decided to collect research information through multiple sources, in compliance with the acknowledgement of the "potential relevance derived from multiple sources of evidence rather than relying on a single source alone" as identified by Yin (2016: 9). Therefore, the investigation focused on two main sources of data: document analysis and semi-structured interviews. These sources were classified according to the primary and secondary data classification (Schreier, 2018).

As far as secondary data are concerned, the analyzed sample included documents that were issued in the period November 2017 - December 2018 in relation to the European Year of Cultural Heritage and published in the official web sources of the European Year of Cultural Heritage (EC, EP, EU official websites). For reasons of thoroughness, a document published after the specified year, but strictly related to it (namely the European Framework for Action on Cultural Heritage – EC, 2018m), was also included, since it was considered to be the policy document more explicitly discussing a central topic of the research, i.e. the legacy of the EYCH.

As far as primary data were concerned, semi-structured interviews were carried out with a selected research sample of eight qualified experts and officers of different European Union bodies who were involved in the EYCH. During the primary data collection, the researchers minimized the risk of influencing the interviewees and collecting biased information (Elo & Kyngäs, 2008; Hsieh & Shannon, 2005) by ensuring the confidentiality of the identity of the interviewees and establishing, in many cases, previous personal contact with the interviewees and guaranteeing that

confidential information would be kept private. The semi-structured interviews were carried out following a flexible research protocol that was amended several times based on informants' responses.

The different research phases are presented in the third section of this paper.

## Empirical Research and Discussion

An in-depth presentation of the results of the research will be provided in the following sub-sections, organizing the analysis into two main parts: the former discussing secondary data analysis, the latter focusing on primary data analysis. This will allow further comparison of the results and lead the authors to draw some reflections on their managerial implications in section four.

### ***Secondary data analysis: emerging perspectives***

The first level of analysis aimed at identifying the policy, governance and managerial perspectives emerging from the official documents issued by the European Union in relation to the European Year of Cultural Heritage. As preparatory action for the analysis of these documents, the authors collected data from the official website of the EYCH.

This phase gave more precise insights on the type of documents that could be included in the analysis and lead to the selection of three main organisms of the European Union as relevant in terms of document issuing: the Council of the European Union, the European Commission and the European Parliament. During the EYCH, relevant documents were also produced by 'arm's length' groups working in close connection with European Union institutions; although not directly issued by the above-mentioned organisms, these documents are considered crucial for a thorough investigation of the research questions and therefore included in the documents of the research sample. More specifically, we are referring to the reports published as result of the studies of the Open Method of Coordination (OMC) working groups of Member States' experts, in particular of the OMC Participatory Governance, the OMC Heritage Professions and the OMC Sustainable Tourism (OMC Participatory Governance, 2018; OMC Heritage Professions, 2018; OMC Sustainable Tourism, 2018). These reports are the result of a collective effort by experts of 27 European Union countries, requested by the Council of the European Union to address specific challenges, such as "innovative approaches to

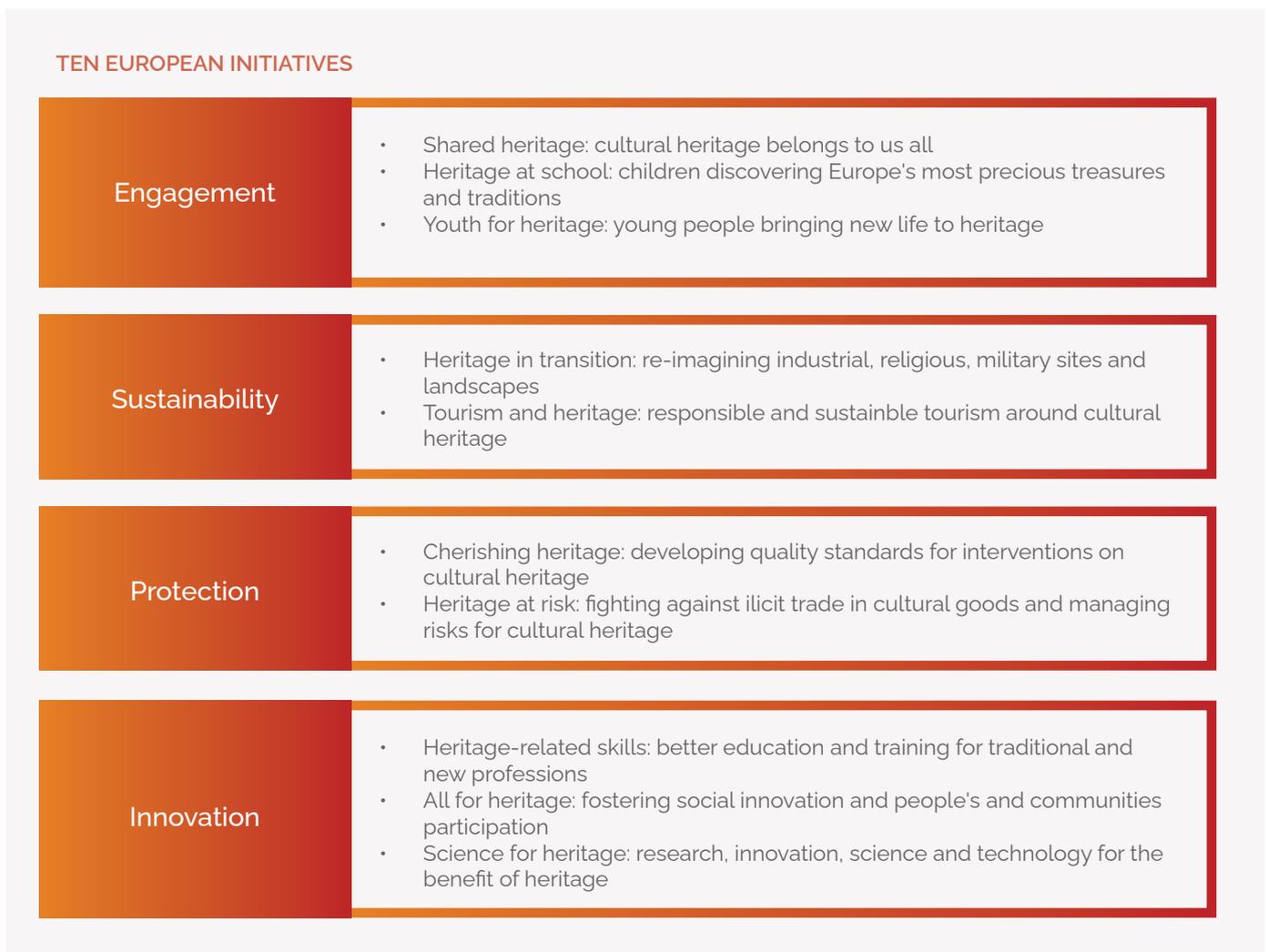
the multi-level governance of tangible, intangible and digital heritage which involve the public sector, private stakeholders and the civil society" (OMC Participatory Governance, 2018).

The resulting sample includes a total of 22 documents published in the period between May 2017 ("Decision (EU) 2017/864 of the European Parliament and of the Council of 17 May 2017 on a European Year of Cultural Heritage 2018") and December 2018 ("EC SWD(2018) 491 final, COMMISSION STAFF WORKING DOCUMENT, European Framework for Action on Cultural Heritage", 5 December 2018), including the New European Agenda for Culture (22 May 2018). This analysis highlighted that the EYCH promoted more than ten thousand events and activities taking place across Europe, that were classified according to 10 long-term European initiatives around the theme of Engagement, Sustainability, Protection and Innovation (EC, 2018) that have been launched during the year but will also continue beyond this period (see Figure 1).

In the document analysis, a recurring idea emerged that the EYCH is not merely a celebration of the tangible and intangible cultural heritage but rather a moment of reflection regarding the development of innovative interpretations of and approaches to cultural heritage (European Parliament and Council of the EU, 2017; EC, 2018a, d, l, m) and aiming to leave a lasting legacy for future European policies and initiatives (EC, 2018c, g, h, o; European Council, 2019). In particular, the emerging themes were related to four main concepts (see Figure 2): 1) holistic approaches 2) mainstreaming and integrated approaches 3) evidence-based policy making, and 4) multi-stakeholder cooperation/participatory governance.

With reference to the first concept, "holistic" and "participatory" are frequent terms in all the documents that identify the EYCH as an opportunity to test new integrated, holistic and participatory approaches to safeguarding and management of cultural heritage, at national and EU level (EC, 2018m) and highlighting that the aim is to use the initiative to foster "a sense of belonging to a common European space" (EC, 2018d, i, l). The year is therefore an "opportunity to engage citizens in a deeper reflection on the wealth of memory, ideals, principles and values embedded in Europe's cultural heritage, aiming at re-discovering how cultural diversity has shaped our identity as Europeans, thus reinforcing a sense of belonging to a common European space" (EC, 2018c).

With reference to the second recurring theme, "mainstreaming and integrated approaches", the



**FIGURE 1. EUROPEAN INITIATIVES IN THE EYCH 2018**

Source: EC, 2018

EYCH is indicated as a stimulus for mainstreaming the cultural heritage importance as a transversal topic in other sectors (OMC Heritage Professions, 2018; OMC Sustainable Cultural Tourism, 2018); the EYCH is interpreted as a laboratory "for heritage-based innovation" (OMC Participatory Governance, 2018) in which heritage's impact on other domains is investigated and used as a rationale for rethinking innovation mechanisms.

Regarding the third recurring theme, "evidence-based policy making", new policy actions are called upon, but they need to be supported and implemented on the basis of more precise data: therefore, several documents call for gathering better comparative data from the existing statistical institutions such as Eurostat and UNESCO.

As for the fourth theme, "multi-stakeholder cooperation/participatory governance", the documents encourage dialogue and exchange among a wide range of actors when designing and implementing

cultural heritage policies and programs.

The idea of holistic approaches, multi-stakeholder cooperation and participatory mechanisms are also the basis of the implementation of specific actions inside the New European Agenda for Culture adopted in May 2018 (EC, 2018d and e), as well as the 2019-2022 Work Plan for Culture issued in November 2018, in which there are explicit references to sustainability in cultural heritage and to the concepts of cultural and creative ecosystems, participation and cooperation. Furthermore, these principles are the starting points for the actions encouraged in the European Framework for Action on Cultural heritage (EC, 2018m) which are explicitly indicated as the legacy guidelines of the EYCH. The document proposes around 60 actions to be implemented by the European Commission in 2019 and 2020, grouped around the four above-mentioned topics. Also, the creation of a Culture Heritage Forum, meeting at least once a year starting in 2019, indicates a clear intention to encourage participatory mechanisms

in a holistic perspective: its members are European organizations active in the field of culture and cultural heritage, individuals appointed in a personal capacity, Member States' authorities as well as international organizations.

These results were considered as particularly relevant for the following phase of the research and were used to develop the research interview protocol.

### **Primary data analysis: the EYCH purposes and objectives**

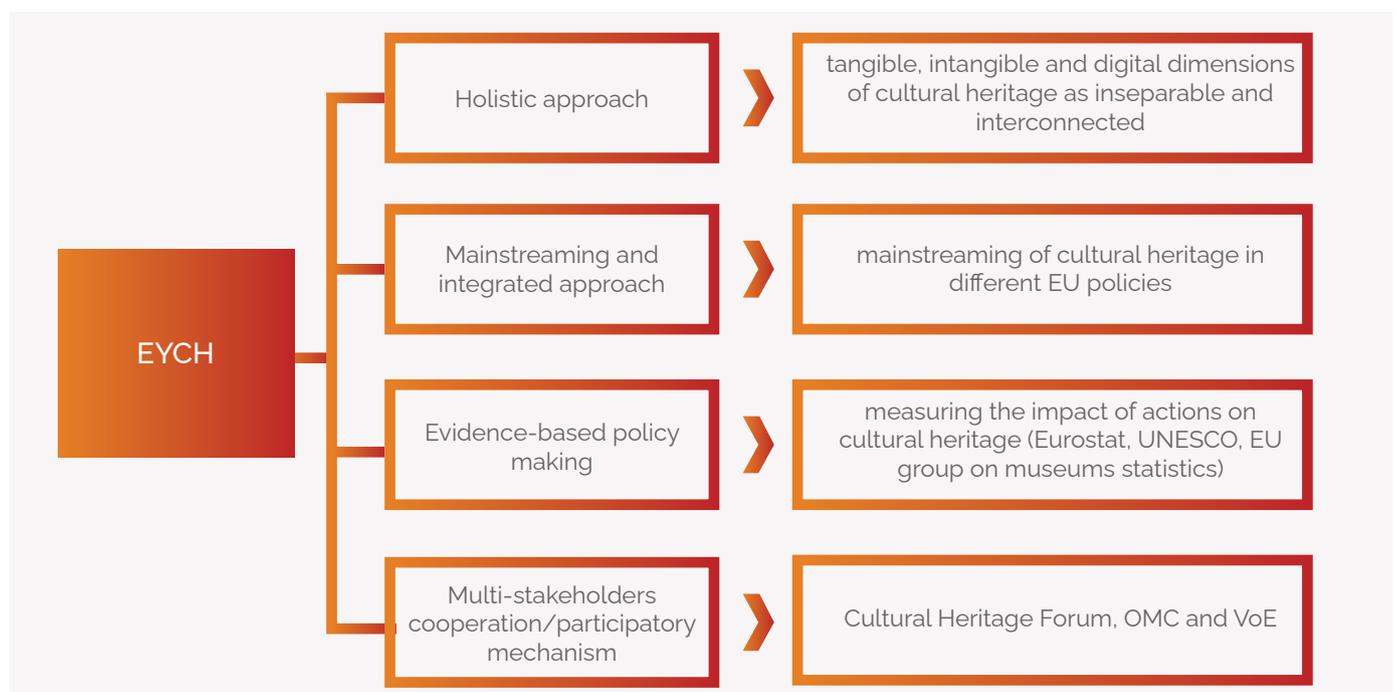
In the second phase of the research, the authors interviewed key stakeholders in the implementation of the EYCH. The results were analyzed according to the Gioia methodology (Gioia et al., 2012) and will be presented according to aggregated dimensions, then further detailed in the 1st order, 2nd order results. Overall, the coding of the interviews highlighted the presence of three main aggregated dimensions/themes:

1. changing European policy mindset;
2. facilitating integrated approaches and participatory governance in line with the Treaty;
3. developing long-term policies.

#### **Theme 1: Changing European policy mindset**

With reference to theme 1 (aggregated dimension "changing European mindset - see Figure 3), the

interviewees underlined that the EYCH per se is only partially important and that the real objective is not merely to celebrate European cultural heritage. The aim is rather to create a legacy and make 2018 "a turning point in policy-making in the future" and "having launched the EYCH means that the sector has finally reached a stage of high priorities in the EU". According to the 2nd order analysis, two main points emerged: the first concerning the introduction of a trans-sectoral approach to policies, implementing culture as transversal to other sectors; the second focusing on the promotion of shared perspectives that could change the mindset in creating European policies. With reference to the first point, an interviewee argued that "this year [EYCH] is the beginning of a change in European policy mindset: the starting moment for integrating cultural elements in all other domains: research and innovation, agriculture, social inclusion and environment for example". Cultural heritage policies are therefore no longer interpreted as isolated from the other socio-economic sectors, but rather as the leitmotif unifying, in a trans-sectoral way, other key policy fields for the European Union. Though cultural heritage has previously already been included in European initiatives and policy measures (Barca, 2017; Sciacchitano, 2015, 2018 and 2019), the EYCH aims to structure this approach and embed it in the mindset of policy makers. In summary, the ambition is "to make cultural policies as transversal policies to other sectors. For example, we cannot make transport policies without considering the cultural element,



**FIGURE 2. TOPICS EMERGING IN PHASE 1 – SECONDARY DATA**

Source: Authors' own elaboration.

1st Order Concepts	2nd Order Themes	Aggregate dimension
<p>To interpret culture and CH not in a sectoral way [...] not to close each sector in specific policies (policies for culture, for transports, wealth, energy, etc.) [...] policy topics touched by the European Framework for Action on Cultural Heritage and by the New European Agenda for Culture can make a difference also in domains that are not usually connected to heritage</p>	<p>Introducing a transversal approach to policies, implementing culture as transversal to other sectors</p> <p>Promoting sharing perspectives that could change the mindset in creating European policies</p>	<p><b>CHANGING EUROPEAN POLICY MINDSET</b></p>
<p>Bringing the cultural agenda outside the self-referential space of the cultural policy discourse [...] is to make cultural policies as transversal policy to other sectors. Provide a framework for a European, cross-sectoral and integrated approach to cultural heritage</p>		
<p>An important mindset change in the way people act within the Commission, being them normally used to work in a comfortable silos approach.</p> <p>as a result of the mainstreaming effort during the EYCH, 15 Commission Services ( EAC, REGIO, RTD, GROW, CNECT, ENV, CLIMA, JRC, EMPL, HOME, TAXUD, DEVCO, NEAR, ECHO, MARE) as well as the EEAS are now involved in the implementation of the Framework of Action on Cultural Heritage. This is a very positive signal, especially as several of these DGs have no tradition in working on cultural heritage related issues</p>		
<p>Having launched the EYCH means that the sector has finally reached a stage of high priorities in the EU</p>		
<p>This year (EYCH) is the beginning of a change in European policy mindset: the starting moment for integrating cultural elements in all other domains [...] The aim is to implement shared perspectives between culture and other sectors</p>		
<p>Cultural heritage addressed through other EU policies such as education, agriculture and rural development, regional development, social cohesion, environment, tourism, research and innovation, among others</p>		
<p>I think indeed that the EYCH called for a change in mindset [...] it is also a key resource for our future</p>		

**FIGURE 3. FIRST AGGREGATED DIMENSION: CHANGING EUROPEAN MINDSET**

Source: Authors' own elaboration.

culture is related and at the basis of other different sectors". With reference to the second topic, the stated objective was also to implement shared perspectives: "we want to pass from a vertical logic in policy-making to a horizontal logic with shared perspective between culture and other sectors".

**Theme 2: Facilitating integrated approaches and participatory governance in line with the Treaty**

A second objective perceived by the interviewees in the EYCH is to facilitate integrated approaches and

participatory governance, respecting the principles of subsidiarity highlighted in the Treaty (TFEU, 1957) (see Figure 4). This is perceivable in the two themes highlighted in the 2nd order analysis: the first relating to the principle of stakeholders' engagement, integrated and participatory governance and the second emphasizing that the European Union could work only as a facilitator in the implementation of these approaches, since their actual implementation is the responsibility of member states. This is even more evident in the 1st order analysis, where verbatims reports reiterate that the European Union, through

the European Commission and its member states, is organizing the events and policy initiatives of the EYCH with the "aim to promote participatory governance initiatives in the different member states, since they are the ones in charge of the implementation of cultural policies". An interviewee argued that "participatory governance, integrated approaches and stakeholders' involvement are key concepts in this EYCH" and that we need to interpret the "EYCH as a moment for which

the European Union and the European Commission are facilitators", they "cannot compel the different countries to implement participatory approaches, but [they] can facilitate the dialogue". Several actions are aiming to enable this dialogue, organizing collective reflection around working groups such as the Culture OMC (Open Method of Coordination), whose reports issued in early 2018 promote again the principles of participatory governance and stakeholders' engagement.

1st Order Concepts	2nd Order Themes	Aggregate dimension
The key idea of the EYCH is to promote participatory governance and stakeholders' engagement, of course respecting the principle of subsidiarity		
EYCH generated a stronger appreciation for the potential of the Faro Convention in eliciting a stronger sensitivity and a greater need to experiment with participatory governance models. The notion of a <b>heritage community</b> is especially important in this regard		
More bottom-up examples: The Cultural gems app developed by the JRC is a collaborative platform for sharing information on cultural and creative places off the beaten tracks in European towns and cities. The information on the app is crowdsourced, and therefore citizens, local administrators and non-for-profit organization are key to uploading content about their cities	Stakeholders' engagement and participatory governance	
Series of events that aim to promote participatory governance initiatives in the different member states, since they are the ones in charge of the implementation of cultural policies		FACILITATING STAKEHOLDERS' INVOLVEMENT AND PARTICIPATORY GOVERNANCE IN LINE WITH THE TREATY
Participatory governance and stakeholders' involvement are key concepts in this EYCH. But of course, the European Union could only encourage the implementation of these principles		
The EC and the EU are facilitators: we can facilitate the dialogue		
In line with the Treaty, the EYCH is giving guidelines that are focused mainly on the key principle of participatory governance		
Request to move participatory governance of cultural heritage from simply an abstract notion to concrete action, in other words how participation can be put to practical use in the ordinary and everyday governance of CH	EYCH as moment in which the EU and EC are facilitators, to stimulate EU to implement participatory governance mechanism	
About the long-term impact of the EYCH on policies [...] and a lot will depend on the will of EU Member States, regions and cities to apply some of the key principles that emerged during the year and to fully use the potential of the new Framework for Action		

**FIGURE 4. SECOND AGGREGATED DIMENSION: FACILITATING INTEGRATED APPROACHES AND PARTICIPATORY GOVERNANCE IN LINE WITH THE TREATY**

Source: Authors' own elaboration.

**Theme 3: Developing long-term policies**

Finally, a third key theme refers to the temporal dimension of the EYCH. As emerged also in the previous analysis about the trans-sectoral, transversal policy mindset that the EYCH is trying to promote, this year aims at creating an approach to policies that will focus on the long term, extending and promoting the principles of engagement, sustainability protection and innovation at a broader European level (see Figure 5). According to the 2nd order classification, the perceived aim of the EYCH is to develop a common European cultural heritage policy and use the EYCH for establishing the basis for a long-term policy strategy. These ideas are even more evident in the transcripts of the 1st order analysis: the interviewees declared that "the EYCH is the year in which we create the basis for long-term policy development" and that "the EYCH wants to set the foundation of long-term policy reflections, to create a cultural heritage European policy based on the guiding principles of this year". "Concretely, the objective of EYCH is to have an impact in long-term policy development not just for this year", argued one of the interviewees.

**Discussion: the impact of EYCH on the cultural management discourse**

The results of both the primary and secondary data analysis highlighted that the focus of the EYCH was to stimulate a broader change in the approach to cultural heritage in Europe and beyond, based on key concepts such as participatory governance and stakeholders' involvement, holistic and integrated approaches and transversal European policies to be implemented in the long-term.

However, the documents as well as the interviewees overlooked the importance of implementing the necessary management models that could enhance these policy and mindset shifts, creating the basic conditions necessary to enable member states and stakeholders to actually implement the policy recommendations. A reflection on the managerial framework that could encourage an effective implementation of participatory mechanisms is partially missing. Similarly, indications on how to create or advance (for instance through education and training programs) managerial competencies and resources to enable these mechanisms are not sufficiently developed. It should also be further

1st Order Concepts	2nd Order Themes	Aggregate dimension
EYCH as the year in which we create the basis for log-term policy development		
Cultural heritage has a clear European dimension and therefore calls for joint action at European level		
The EYCH is based on the principles of engagement, sustainability and of course also preservation but developed in the long term and at a broader European level	 To develop a common cultural heritage European policy	
To set the foundation of long-term policy reflection, to create a cultural heritage Eurpean policy based on the guiding principles of this year [...] to have an impact in long-term policy development not just for this year [...] to ensure that the EYCH could foster a log-term dynamic		 <b>LONG-TERM CULTURAL HERITAGE EUROPEAN POLICIES</b>
That the EYCH created a good momentum and raised-awareness on the need to raise our ambitions and to be proactive. [...] At EU level, it is very interesting to note that both the New Strategic Agenda of the European Council for the years 2019-2024 and the Political Guidelines of the President-Elect for the next European Commission make a direct reference to cultural heritage	 EYCH for setting the basis for a long-term policy	

**FIGURE 5. THIRD AGGREGATED DIMENSION: LONG-TERM CULTURAL HERITAGE EUROPEAN POLICIES**

Source: Authors' own elaboration.

expanded to include the analysis of managerial practices among the different member states that could enable the development of the common policies at the basis of the future reflections developed during the EYCH.

In a nutshell, the EYCH was effective in stimulating a broader discussion on the potential and impact that cultural heritage could have in a trans-sectoral and long-term perspective, but there is a need for further reflection that goes beyond mere policy and governance measures. The next phase in the process would be for the European Commission and the stakeholders to go further and identify how innovative management models for cultural heritage could boost the policy measures related to the EYCH, unlocking the potential of the suggested governance models.

This will suggest rethinking key aspects of the management of cultural heritage. First, reflection is needed on how to develop the necessary mindset of policy makers and cultural heritage managers, on how to develop the required competencies and skills in human resources. In particular, it will imply reconsidering education approaches and human resources training to provide the essential tools for the managers and staff who will work on developing and implementing participatory approaches. Second, it will require a change in leadership styles to encourage participation and cooperation development. Third, it will entail a change in communication, in order to encourage exchanges not just with audiences but also with citizens and communities and other sectors of society and the economy; this will need the implementation of effective communication tools that will enforce cooperation and transversal approaches. Finally, it will imply the need for a profound reorganization of the cooperation mechanisms among cultural heritage organizations and between cultural heritage and the stakeholders of other socio-economic sectors both public, private and civic; this will promote the cross-sectoral approaches

named in the policy documents, making cultural heritage a "unifying element" of the society and the economy.

## Conclusions

The aim of this paper was to investigate the emerging managerial implications for the cultural sector, as a result of the policies related to the EYCH.

In the first section of the paper, the analysis of the literature on cultural heritage highlighted a holistic approach that connects policy, governance and management, indicating strong links between these domains. In particular, it emerged in the analysis that there was a shift from an initial approach based on preservation, to a more open approach based on the intersection between governance and policies, that lately focused on participatory approaches that could potentially engage the different actors of cultural ecosystems.

In the subsequent section of the paper, the focus was on the EYCH: secondary and primary data (documents and research interviews) were collected, analyzed and discussed. The analysis of these data highlighted that the EYCH was interpreted as an opportunity to change European policy mindsets as well as the perception and role of European cultural heritage in the long term. In particular, the EYCH promoted a different interpretation of cultural heritage as a cross-sectoral field and unifying element that could help to create shared perspectives with other key sectors for the European Union, such as research and innovation, agriculture or tourism. One of the key themes emerging in the investigation is that of participatory governance. Indeed, in line with the Treaty on the Functioning of the European Union (1957) and respecting the fact that cultural policies are competence of member states, the European Union tried to promote its role as facilitator, providing guidelines for a common approach to cultural heritage policies. These common policy guidelines are

**“THE RESEARCH HIGHLIGHTS THAT THE EYCH DOES NOT PROPOSE A NEW MODEL OF MANAGEMENT FOR CULTURAL HERITAGE. THE INITIATIVE REMAINS MAINLY FOCUSED ON PROMOTING POLICY ACTIONS AND PARTICIPATORY GOVERNANCE APPROACHES THAT ARE NONETHELESS DIFFICULT TO IMPLEMENT WITHOUT A PROPER MANAGERIAL MODEL”**

based on engagement and stakeholders' involvement, sustainability alongside protection and preservation of cultural heritage.

However, the guiding principles for a new management model that could facilitate the participatory governance and the other ideas promoted by the EYCH policy initiatives are not sufficiently identifiable. As a result, the necessary future steps of the EYCH could stimulate a new approach to management of cultural heritage.

In conclusion, the research highlights that the EYCH does not propose a new model of management for cultural heritage. The initiative remains mainly focused on promoting policy actions and participatory governance approaches that are nonetheless difficult to implement without a proper managerial model. These results underline the need for the European Union to take a step forward and indicate a potential future development of this research: identifying a path that could create firmer links between policy, governance and management could be an interesting investigation, in addition basing the research on the analysis of case studies and best practices already implemented in European countries. This could indeed enable the cultural heritage sector to rethink how to fulfill its potential as cross-sectoral, transversal and unifying field.

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