



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
*Support to promote cultural heritage in the Republic of Moldova
through its preservation and protection*

COMPONENT 1

INTRODUCTORY REPORT

KEY ELEMENTS FOR AN INTER – SECTORIAL APPROACH TO CULTURAL HERITAGE PROMOTION

May 2018

Update: August 2019



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

TABLE OF CONTENTS

LIST OF ABBREVIATIONS.....	3
AIM OF THE DOCUMENT	4
EXECUTIVE SUMMARY	6
THE REPUBLIC OF MOLDOVA’S MAIN CULTURAL ASSETS AND ISSUES	8
BROADER CONTEXT OF THE REFORM IN THE CULTURAL HERITAGE SECTOR: EUROPEAN AND INTERNATIONAL POLICY CONTEXT	12
THE ROLE OF CULTURAL HERITAGE FOR SOCIETY AND ITS DEVELOPMENT	12
<i>The centrality of the culture in EU policies</i>	<i>12</i>
<i>The Council of Europe Conventions: natural and cultural heritage as a value</i>	<i>13</i>
<i>Cultural heritage for socio-economic sustainable, durable and equitable development: The UNESCO Convention for the Protection and Promotion of the Diversity of Cultural Expressions and the UN Millennium Declaration.....</i>	<i>13</i>
<i>The UN Resolution “The Future We Want”</i>	<i>14</i>
<i>The Unesco Hangzhou Declaration: “Placing Culture at the Heart of Sustainable Development Policies”. ..</i>	<i>14</i>
<i>Transforming our World: The UN 2030 Agenda for Sustainable Development.....</i>	<i>15</i>
THE INTEGRATED APPROACH TO CULTURAL HERITAGE.....	16
EU REGIONAL POLICY AND THE OBJECTIVE OF TERRITORIAL COHESION	17
BROADER CONTEXT OF THE REFORM IN THE CULTURAL HERITAGE SECTOR: NATIONAL POLICY CONTEXT	19
THE EU-MOLDOVA ASSOCIATION AGREEMENT AND ITS ASSOCIATION AGENDA: RECOMMENDATION N° 1/2017 OF THE EU- REPUBLIC OF MOLDOVA ASSOCIATION COUNCIL OF 4 AUGUST 2017 ON THE EU-REPUBLIC OF MOLDOVA ASSOCIATION AGENDA [2017/1489].....	19
THE MOLDOVA 2020 NATIONAL DEVELOPMENT STRATEGY	20
THE MOLDOVA 2030 NATIONAL DEVELOPMENT STRATEGY: A NEW DEVELOPMENT PARADIGM	22
THE PUBLIC ADMINISTRATION REFORM STRATEGY 2016-2020	23
THE NATIONAL STRATEGY FOR REGIONAL DEVELOPMENT 2016-2020	24
THE CULTURE DEVELOPMENT STRATEGY “CULTURE 2020”	26
TRANS-SECTORIAL OBJECTIVES TO BE STREAMLINED INTO THE CULTURAL HERITAGE REFORMS AND POLICIES. TOWARDS A “CULTURE 2030” STRATEGY.....	27
TRANS-SECTORIAL PRIORITIES	27
TOWARDS A “CULTURE 2030” STRATEGY	29
MATCHING MOLDOVA 2030 SDGs WITH HERITAGE POLICIES	30



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

THE ECONOMIC IMPACT OF HERITAGE	34
BUILDING ON PREVIOUS RESULTS: MATCHING THE OBJECTIVE OF EU INTEGRATION THROUGH CULTURAL COOPERATION PROGRAMMES.....	38
JOINING INTERNATIONAL POLICY PAPERS	38
PARTICIPATING IN INTERNATIONAL CULTURAL PROJECTS	39
THE CREATIVE EUROPE PROGRAMME	41
THE EUROPEAN UNION—EASTERN PARTNERSHIP	42
<i>COMUS Project</i>	42
<i>CHOICE Project</i>	43
<i>The EaP Culture and Creativity Programme</i>	44
<i>the Creative Towns and Regions Initiative</i>	45
OTHER PROGRAMMES AND PARTNERSHIPS.....	45
<i>Medieval Jewelleries Project (Mejekss)</i>	45
<i>Confidence Building Measures Programme for the Transnistrian Region</i>	45
KEY ELEMENTS FOR EFFECTIVE AND STRATEGIC REFORM IN THE CULTURAL HERITAGE SECTOR	46
ANNEX: INTERNATIONAL AND EU REGULATORY FRAMEWORK.....	50



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

LIST OF ABBREVIATIONS

AA	EU-Moldova Association Agreement
CBC	Cross Border Cooperation
CBM	Confidence Building Measures
CCIS	Culture and Creativity Industries Sector
CH	Cultural Heritage
CHCfE	Cultural Heritage Counts for Europe
CHOICE	Cultural Heritage: Opportunity for Improving Civic Engagement
CIS	Commonwealth of Independent States
CoE	Council of Europe
COMUS	Community-Led Urban Strategies in Historic Towns
DCFTA	Deep and Comprehensive Free Trade Area
EaP	European Union-Eastern Partnership
ENP	European Neighborhood Policy
EU	European Union
GDP	Gross Domestic Product
GVA	Gross Value Added
INSEE	National Institute of Statistics and Economic Studies
LPA	Local Public Authorities
MD	Moldova
MEJEKSS	Medieval Jewelleries Khotyn Soroca Suceava
NACE	Nomenclature of Activities of the European Community
NAF	French Nomenclature of Activities
NBM	National Bank of Moldova
NGO	Non-Governmental Organization
PA	Public Administration
RIMS	Regional Industrial Multiplier System
RM	Republic of Moldova
SDG	Sustainable Development Goals
TEU	Treaty on European Union
TwP	Twinning Project
UN	United Nations
UNESCO	United Nations Educational Scientific and Cultural Organization
US	United States
VET	Vocational Education and Training

The present report has been prepared by Paola Puglisi (MiBACT).

DISCLAIMER: This document was produced with the financial support of the European Union. Its contents are the sole responsibility of Italian Twinning Team (MiBACT – CISPEL) and do not necessarily reflect the views of the European Union



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

AIM OF THE DOCUMENT

In the last two decades, the concept of heritage, and consequently the approach to it, have basically changed. In fact, they shifted from a static vision, requiring an approach in terms of conservation, preservation for next generations, and enhancement aimed at the enjoyment of individual assets, to a vision enlarged and proactive, which considers the heritage in its territorial context as well as its value as both a catalyzing agent of cultural identity and social cohesion and an enabler of sustainable development for the territory and the society.

At present this is the vision that underlies all the international and European Union's policy documents in the cultural sector. Accordingly, the present report is firstly aimed at illustrating the EU efforts to integrate natural and cultural heritage into the lives of societies and citizens, to recognize the role of heritage in supporting the prosperity and resilience of communities, and to consequently highlight the very strategic consideration due to it in order to achieve the sustainable and durable development of a country.

Because of the centrality and diversity of the heritage, all the related policies must be inter-sectorial and trans-sectorial. Only with an integrated, horizontal approach between the various central administrative sectors, as well as through a multi-level coordination between state, regions and municipalities, it is possible to implement a successful reform of the sector and establish a new governance model, able to develop all the heritage's potential for the social, economic and territorial development.

In compliance with the above statements, the present Twinning Project's paper summarizes the current EU's conceptual framework in terms of legal instruments, conventions, recommendations and other relevant documents related to the culture, as main reference framework to look at when dealing with the cultural sector. Since the Republic of Moldova has signed an Association Agreement with EU, it is therefore committed to incorporating these principles in its development policies - not only in the cultural field.

At the same time, the present document is aimed at identifying and summarizing all the relevant position papers recently elaborated by the Moldovan Government in order to favor the process of European integration of the Republic of Moldova, as well its programmatic agendas on culture and their compliance with specific European requirements related to cultural policies. Further, the document introduces the legislation of the Republic of Moldova ruling the cultural sector, the administrative sectors to be reformed and the issues to be addressed to pursue the goals fixed by the Moldovan Government, the accomplished relevant reforms as well as the ones still in progress, and finally it defines further actions to be undertaken at legislative and administrative level in the identified priority areas.

A final Annex presents the international and EU regulatory framework, with a list of the most relevant Treaties, Conventions, Resolutions, Agreements and other legal instruments.



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

This document will be modified throughout the life of the project and eventually will comprehend the major findings and proposals for the improvement of the sector, acting as a synopsis of the other documents.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

EXECUTIVE SUMMARY

The present Twinning Project's report is aimed at outlining a main reference framework, aligned with EU principles, to look at when dealing with the cultural heritage, in order to both introduce and support the drafting of a reform in the cultural sector in the Republic of Moldova. Since Moldova has signed the [EU-Moldova Association Agreement](#), it is committed to incorporating these principles in its development policies.

Moldova has a peculiar natural and cultural heritage, and the Ministry of Culture, which has been the object of a recent reform, is the central body responsible for State cultural policy. After a brief presentation of the country's main cultural assets, the present document summarizes all the relevant position papers recently elaborated by the Moldovan Government in order to modernize the administration and favor the process of European integration.

The main policy framework is set by the 2012 document [Moldova 2020 National Development Strategy – 7 solutions for economic growth and poverty reduction](#). There is no reference to the cultural sector in the document, but for this purpose the Republic of Moldova has drawn up the specific programmatic document Culture Development Strategy "Culture 2020" in Romanian [Strategia de dezvoltare a culturii „Cultura 2020”](#). Its vision is that by December 31st, 2020, the Republic of Moldova will have a consolidated independent and creative cultural sector, a properly protected cultural heritage integrated into national and regional policies, including activities aimed at sustainable development (educational, economic, touristic and environmental activities).

The Republic of Moldova has elaborated other strategic documents that address the need to reform some very transversal sectors, taking into account the prospect of European integration and the implementation of the Association Agreement. Among them are especially relevant the [Public Administration Reform Strategy 2016-2020](#), and the [National Strategy for Regional Development 2016-2020](#) in Romanian [Strategiei naționale de dezvoltare regională pentru anii 2016-2020](#), closely related to the natural and cultural heritage management on the territory. In fact, in the European vision – and in the Moldovan programmatic documents as well – the heritage is considered in its territorial context, as both a catalysing agent of cultural identity and social cohesion and an enabler of sustainable development for the territory and the society.

Accordingly, the present report is also aimed at illustrating the EU efforts to integrate natural and cultural heritage into the lives of societies and citizens, to recognize the role of heritage in supporting the prosperity and resilience of communities, and to consequently highlight the very strategic consideration due to it in order to achieve the sustainable and durable development of a country. While a final Annex presents the international and EU regulatory framework, with a list of all the relevant Treaties, Conventions, Resolutions, Agreements and other legal instruments, the pivotal ones are summarized in the paper.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

Especially relevant – as cultural policies in the member countries should conform to them – are: the [2007 European Agenda in a Globalizing World](#); the [2015-2018 Work Plan for Culture](#); the Council of Europe [Framework Convention on the Value of Cultural Heritage for Society](#) (“Faro Convention”); the [UN 2005 Declaration The Future We Want](#); the 2013 UNESCO [Hangzhou Declaration Placing Culture at the Hearth of Sustainable Development Policies](#). Further, the international community’s commitment on sustainable development policies, to be intended in a broader vision addressing a range of social needs such as ending poverty, education, health, social and environmental protection, is currently based on the [UN 2030 Agenda for Sustainable Development](#).

Of paramount importance as a political, methodological reference is the European Parliament’s 2015 Resolution [Towards an Integrated Approach to Cultural Heritage for Europe](#). It strongly recommends working across sectors and in a flexible manner, improving cooperation between the different policy areas dealing with cultural heritage through a participatory, multilevel and multi-stakeholders model of governance. Especially stressed are the involvement of private stakeholders through public-private partnerships, as well as the integration of IT technologies, to be considered crucial for both the improvement of the access to cultural heritage and its financial sustainability.

Acknowledging the very strategic value of the natural and cultural heritage so as to benefit from it – as well as, at a more general level, the successful implementation of the [EU-Moldova Association Agreement](#) – both rely on the commitment of the Government of Moldova to implement reforms in line with the above-mentioned principles and objectives.

After achieved independence in 1991, the Republic of Moldova has followed a continuous path of European integration and adherence to the major international conventions – not only in the cultural field. In particular, the present document refers to its participation in international cultural projects. Among them, the *COMUS* and the *CHOICE* Projects had a relevant impact in terms of assessment of the existing legal and institutional framework, sharing good practices, and raising awareness of the potential of the cultural sector, as well as the [EaP Culture and Creativity Programme](#) and the [Creative Towns and Regions Initiative](#). It is desirable that the related deliverables will be taken into due consideration in the building of the next cultural policies.

Within the broader context outlined so far, the present paper identifies the main challenges that the Moldovan Government has to address in order to implement an effective and efficient reform in the cultural sector, as follows:

- introducing a performance-oriented management in the field of cultural heritage;
- increasing the number of qualified professionals working in the field, including quality-based recruitment procedures and economic incentives to attract the professionals;
- integrating cultural heritage into other policy areas (education, research, tourism);
- encouraging subsidiarity and institutional cooperation, including streamlining of decision-planning and allocation of funds from Central Authorities to Local Public Authorities;



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

- linking the spatial and urban planning to the cultural heritage management;
- providing cultural indicators for the evaluation of public policies, and internationally comparable and reliable statistical data on cultural heritage;
- developing legal tools that allow alternative funding models, including a legal framework for public-private partnership and fiscal incentives related to cultural heritage;
- developing infrastructures and services targeted at a sustainable cultural tourism.

THE REPUBLIC OF MOLDOVA'S MAIN CULTURAL ASSETS AND ISSUES

The Republic of Moldova is a post-soviet country with borders with Romania and Ukraine, covering a 33,846 km² area, with about 3,000,000 population. The country is situated on the former territory of the so-called Bessarabia province, itself constituting the Eastern part of the medieval Romanian Principality of Moldova. Although the country was part of the Tsarist Empire, and it was re-occupied by Soviet forces in 1940 remaining part of the USSR till the collapse of it, Moldovan language and culture became increasingly more Romanian- and Western-oriented. Since the independence gained in 1991, cultural policy in the Republic of Moldova has been focused on preserving cultural values related to Moldovan national identity.

However, also due to the russification policy experienced by the country and its population since the 19th century, Moldovan identity is complex, multi-layered and multifaceted. Moldovan society has been struggling to appraise the complexity of their identity and to achieve a re-composition and an appeasement with the past. This situation makes the national identity discourse sensitive and, in the absence of a conscious re-evaluation and re-positioning of Moldovan specificities, the identity itself appears rather loose: as a result, the still remarkably presence of tangible Soviet inheritance nurtures feelings of not-belonging to, or even rejection against it. On the other hand, Soviet inheritance has left significant examples of urban built heritage, especially in the city planning. In such a context, where the recent cultural heritage has a potentially strong symbolic value, understanding and revaluing it – as a whole – as a strategic development asset, can become a tool for the construction of a more complete national identity.

In general, the Republic of Moldova has a peculiar cultural and natural heritage (cfr. Fig. 1), that can play a significant role in creating and promoting the national, regional, local and individual identity, as well as shared values supporting its territorial and social cohesion. There are more than 140 cultural heritage sites that may be of great interest to tourists (the earliest visible remains of the built heritage are Geto-Dacian sites and Roman fortifications), a multitude of small sites on the territory, mainly rich of archaeological evidence, a very peculiar rural architecture and historical landscape, the remains of medieval fortresses, archaeological complexes such as Orheiul Vechi, cave monasteries, religious



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

complexes, nobles' mansions, vernacular architecture, underground cellars and wine-making related heritage, Jewish and war cemeteries, offering a diversity of attractions. The Orheiul Vechi Archaeological Landscape is in the "tentative list" of UNESCO protected areas. In Moldova there are 87 museums with rich collections of art, mostly housed in buildings of a special architectural importance.

Chisinau, the capital city, features a good number of cultural heritage monuments, especially examples of domestic architecture from the 19th and 20th centuries, which might be considered as tourist attractions as well.

In particular, there are valuable examples of public architecture and complexes from the Soviet period, including "soviet neoclassical" buildings as well as "soviet modern movement" public architecture and housing complexes, special architecture pieces (one of the most interesting being the *Circus*), often decorated with large scale mosaics or murals. Further, are a soviet architectural inheritance several well-conceived planned urban areas in Chisinau, their qualities, despite the post-independence changes, still survive and contribute to make the town enjoyable and liveable (especially the numerous green areas – the trees within the city play an important role in this regard).

Although far from being recognized officially and therefore protected, awareness of the importance of the soviet built heritage is increasing, as independent documentation campaigns demonstrate (see for [instance socialist modernism](#) programme or the photographic collection of soviet bus stops by the photographer [Christopher Herwig](#) and [Peter Ortner](#) as well as many other initiated by [DOCOMOMO](#) and [other associations or individual professionals](#)). Today this heritage forms the major part of the built heritage of Moldova and represents a significant cultural asset, very much appreciated by western visitors; it has become a focus of international documentation and preservation campaigns, but it is still very vulnerable, prone to development pressures, abandonment and de-valuation. So, the protection and conservation of 19th century's architectural assets remain a high priority in Moldova, as a resource not to be wasted for its embedded energy.

Another important part of Moldovan cultural heritage which still awaits full recognition, investigation and protection is the heritage left by Jewish communities, which include synagogues, and above all cemeteries (<http://jewish-heritage-europe.eu/moldova/heritage-heritage-sites/>).

Intangible heritage is also rich. Moldovan traditions are best evidenced in such areas as national music and dances, national foods, handcrafts, customs related to weddings, engagements, baptizing, Christmas and Easter, as well as the pagan rituals celebrating spring called "Martisor". The traditional winter practice "Male groups singing carols" in 2013 has been the first Moldovan achievement as for the enrolment in the UNESCO representative list of the humanity intangible cultural heritage.

Although occupying a small area, Moldova has a great potential as a tourist destination, because of unusual diversity of landscape and unique geological monuments of European and world value. The



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

primary forms of Moldova's tourism, as innovative element of heritage valorisation is, to date, rural, wine, cultural, health and beauty tourism. All of them are very strong points in order to create a captivating image of the country as a tourist destination.

It is worth highlighting Moldova's multiculturalism, including the peculiarities of the Transnistria cross-border region, at present not controlled by the central authorities. Such a situation, also in the framework of the European principles of linguistic and cultural diversity and protection of ethnic minorities' rights, stresses the importance of developing a democratic and participative narrative for cultural heritage as a factor of social cohesion. To facilitate dialogue among the two banks of the Nistru river was also the aim of a Confidence Building Measures - CBM Programme for the Transnistria region, which also included architectural heritage among its activity sectors. Alongside ethnic minorities, Moldovan diaspora is also a subject to which address inclusive policies aimed at strengthening intercultural dialogue.

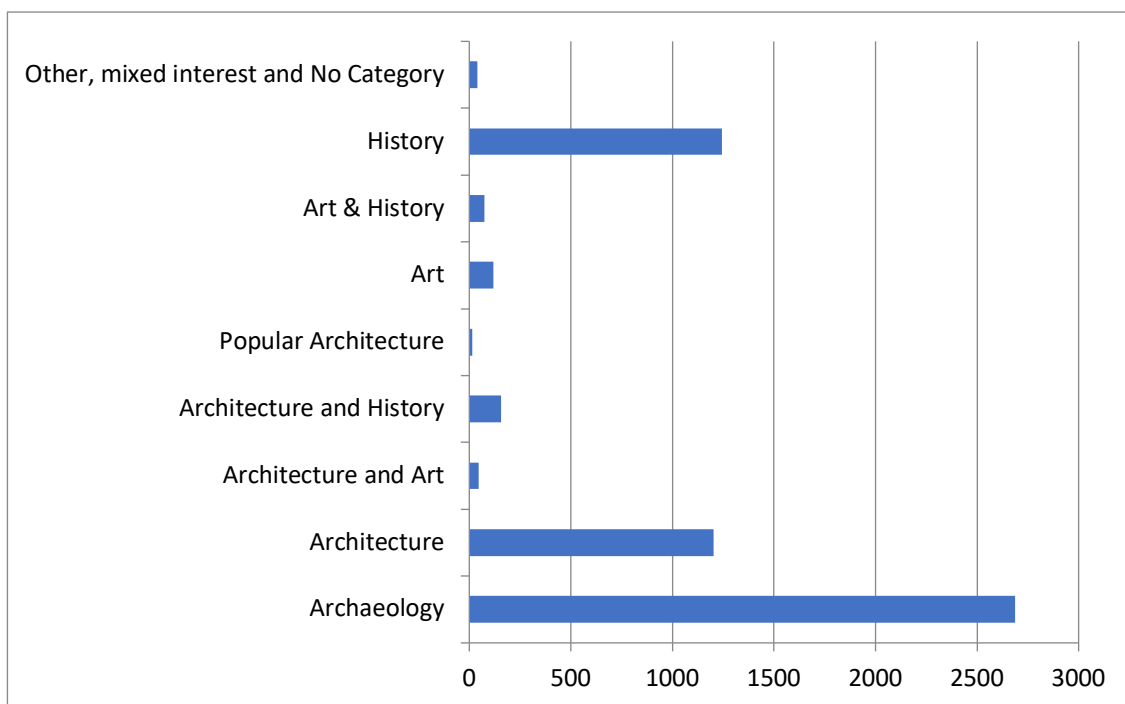
The Ministry of Culture, which has been the object of a recent reform, is the central body responsible for State cultural policy. The most relevant museums and institutions are located in Chisinau, while the network of the cultural institutions on the territory includes 1,232 Houses of culture, 1,368 public libraries, 109 schools of art, music and painting and 119 museums. As usual in former Soviet countries, this network of cultural institutions on the territory (especially the Houses of culture) is very dense, and partially underutilized. It would be worth analysing and reevaluating its potential in order to involve the population in cultural events.

The administrative territorial organization of the Republic of Moldova is structured on 2 levels: villages and cities (municipalities) constitute the first level; districts, Chisinau municipality and Balti municipality constitute the second tier. According to this structure, the country is divided into 32 Districts, 5 municipalities (Chisinau, Balti, Tighina, Tiraspol, Comrat), 2 regions with special status (Autonomous Territorial Unit Gagauzia and Territorial administrative units from the left part of Nistru river, generically known as Transnistria). A 2006 law settled the legal framework for the implementation of administrative decentralization.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

Fig. 1 Classified heritage of the Republic of Moldova (5,589 items), according to the National Register



References: *Moldova Country Profile*, <https://www.slideshare.net/ghenador/moldova-cultural-policy-compendium-by-ghenadie-sontu>; *EU Joint Analysis Programming in the Republic of Moldova until 2020*, https://eeas.europa.eu/sites/eeas/files/joint_analysis_0.pdf; more focused on cultural heritage: *Assessment Report Republic of Moldova*, produced into the framework of the Join Project EU/CoE “Community-led Urban Strategies in Historic Towns”, <https://rm.coe.int/168070e469>.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

BROADER CONTEXT OF THE REFORM IN THE CULTURAL HERITAGE SECTOR: EUROPEAN AND INTERNATIONAL POLICY CONTEXT

THE ROLE OF CULTURAL HERITAGE FOR SOCIETY AND ITS DEVELOPMENT

THE CENTRALITY OF THE CULTURE IN EU POLICIES

The basis for the European action in the field of culture lies in the [EU Treaty](#), Article 151 ("The Community shall contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing the common cultural heritage to the fore"). The EU position always takes into account the subsidiarity principle towards the Member States; on the other hand, it also addresses non-EU countries and competent international institutions ("The Community and the Member States shall foster cooperation with third countries and the competent international organizations in the sphere of culture, in particular the Council of Europe").

The evolution of the European approach has more and more stressed the centrality of cultural policies for the whole society and its development, basing on the acknowledgement that culture is an indispensable feature to achieve the EU's strategic objectives of prosperity, solidarity and security.

The aim of the "[Lisbon Strategy](#)", launched in March 2000 by the EU Heads of State and Government, was to make Europe "the most competitive and dynamic knowledge-based economy in the world, capable of sustainable economic growth with more and better jobs and greater social cohesion". Following the Lisbon Strategy, the new, current 10-year strategy proposed by the European Commission, [Europe 2020](#), aims at "smart, sustainable, inclusive growth" with greater coordination of national and European policy.

On the basis of the Lisbon Strategy, the [2007 European Agenda for Culture in a globalizing world](#) has set the main objectives of:

- protecting cultural heritage as well as cultural diversity and intercultural dialogue
- easing obstacles to the mobility of cultural professionals
- promoting culture as a catalyst for economic growth and job creation
- considering promotion of culture as a vital element in the Union's international relations

In continuity with the *Agenda*, the [2015-18 Work Plan for Culture](#), adopted by EU Culture Ministers in December 2014, addresses key challenges faced by cultural organizations at national and EU level in the context of globalization and digitization. The four-year plan sets out priorities for promoting access to culture and audience development. It focuses on how to best manage Europe's cultural heritage, foster creativity and innovation in the cultural and creative sectors, and raise the profile of culture in EU's external relations. Around 20 concrete actions will be pursued in cultural policy-making along the following priorities:



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- accessible and inclusive culture;
- cultural heritage protection and management;
- cultural and creative sectors, creative economy and innovation;
- promotion of cultural diversity, culture in EU external relations, and mobility.

Ensuring comparable quality statistics on culture is a horizontal priority of the Plan.

THE COUNCIL OF EUROPE CONVENTIONS: NATURAL AND CULTURAL HERITAGE AS A VALUE

In parallel with the EU, the Council of Europe – of which the Republic of Moldova is a member – has promoted a vision of cultural heritage as an essential part of the quality of life and of a balanced and harmonious relationship between social needs, economic activity and the environment. Firstly, the 2000 [European Landscape Convention](#) is aimed at:

- recognising landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity;
- establishing and implementing landscape policies aimed at landscape protection, management and planning through the adoption of specific measures;
- establishing procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of the landscape policies;
- integrating landscape into regional and town planning policies and in cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape.

Afterward, the Council of Europe [Framework Convention on the Value of Cultural Heritage for Society](#) ("Faro Convention", 2005) uses the concept of landscape promoted by the [European Landscape Convention](#) as a global frame for heritage, acknowledging that cultural assets offer fundamental social and economic values and benefits; accordingly, among its statements is promoting "cultural heritage protection as a central factor in the mutually supporting objectives of sustainable development, cultural diversity and contemporary creativity".

CULTURAL HERITAGE FOR SOCIO-ECONOMIC SUSTAINABLE, DURABLE AND EQUITABLE DEVELOPMENT: THE UNESCO CONVENTION FOR THE PROTECTION AND PROMOTION OF THE DIVERSITY OF CULTURAL EXPRESSIONS AND THE UN MILLENNIUM DECLARATION

The adoption of the 2005 UNESCO [Convention for the Protection and Promotion of the Diversity of Cultural Expressions](#) was a milestone in international cultural policy. The *Convention* illustrates the new role of cultural diversity at international level. Through this historic agreement the global community formally recognized the dual nature, both cultural and economic, of contemporary cultural



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

expressions. Based on human rights and fundamental freedoms, the *Convention* also provides a new framework for informed, transparent and participatory systems of governance for culture, emphasizing the need to incorporate culture as a strategic element in national and international development policies, as well as in international development cooperation – also taking into account the United Nations [Millennium Declaration](#) (2000) with its special emphasis on poverty eradication (“We resolve therefore to create an environment – at the national and global levels alike – which is conducive to development and to the elimination of poverty”. *Millennium Declaration*, III, 12).

To date, *Convention’s* main objectives – such as promoting respect for the diversity of cultural expressions, reaffirming the importance of the link between culture and development, and giving recognition to the distinctive nature of cultural activities, goods and services as vehicles of identity, values and meaning – are globally acquired paradigms, along with international statements and recommendations on cultural policy inspired by the same principles. They are not binding under international law, but morally and politically binding. Most of all, they underlie a holistic vision centered on the heritage.

THE UN RESOLUTION “THE FUTURE WE WANT”

Once the link between heritage and development has been recognized, the focus shifts on the second factor: the model of “sustainable development”, both at European and international level, foresees an endogenous, durable, inclusive and equitable development, strongly linked to the objectives of social and territorial cohesion. Such a model has been introduced, inter alia, in [The Future We Want](#), the 2012 Declaration on sustainable development and for a green economy adopted at the UN Conference on Sustainable Development in Rio. The declaration highlights the importance of cultural diversity and the need for a more holistic and integrated approach to sustainable development, and it includes broad sustainability objectives within themes of poverty eradication, food security and sustainable agriculture, energy, sustainable transport, sustainable cities, health and population and promoting full and productive employment. It also calls for the negotiation and adoption of internationally agreed sustainable development goals.

THE UNESCO HANGZHOU DECLARATION: “PLACING CULTURE AT THE HEART OF SUSTAINABLE DEVELOPMENT POLICIES”

A people-centered and place-based approach, that summarizes and builds on the principles outlined above, has been established by the 2013 Unesco [Hangzhou Declaration: Placing Culture at the Heart of Sustainable Development Policies](#). The *Declaration* considers challenges such as population growth, urbanization, environmental degradation, disasters, climate change, increasing inequalities and persisting poverty, and claims new approaches, emphasizing the need for harmony among peoples and between humans and nature, equity, dignity, well-being and sustainability. In this regard, cultural heritage must be considered strategic for economic and social development, for the resilience of



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

communities and their ability to cope with the uncertainties of the future and crises, for an endogenous, sustainable, durable and fair development of territories and the well-being of their inhabitants. The *Declaration* is articulated on 8 main issues:

- Integrate culture within all development policies and programmes
- Mobilize culture and mutual understanding to foster peace and reconciliation
- Ensure cultural rights for all to promote inclusive social development
- Leverage culture for poverty reduction and inclusive economic development
- Build on culture to promote environmental sustainability
- Strengthen resilience to disasters and combat climate change through culture
- Value, safeguard and transmit culture to future generations
- Harness culture as a resource for achieving sustainable urban development and management
- Capitalize on culture to foster innovative and sustainable models of cooperation

According to the issues above, integrating the cultural dimension in development policies will require the establishment of effective institutional coordination at global, national and regional levels; the development of comprehensive statistical frameworks with appropriate targets and indicators, as well as the carrying out of evidence-based analyses and the building of capacities. Cultural values, assets and practices, including those of minorities, should be integrated into educational and communication programmes; the full potential of cultural diversity for innovation and creativity should be harnessed, especially by promoting small and medium-sized enterprises, and trade and investments based on resources that are renewable, environmentally sustainable, and locally available. It is also crucial the safeguarding of historic urban and rural areas and of their associated traditional knowledge and practices, as well as promoting sustainable urban and architectural design solutions for sustainable cities. In particular, a further step introduced by the [Hangzhou Declaration](#) is the acknowledgement that “the appropriate conservation of the historic environment, including cultural landscapes, and the safeguarding of relevant traditional knowledge, values and practices, in synergy with other scientific knowledge, enhances the resilience of communities to disasters and climate change”.

TRANSFORMING OUR WORLD: THE UN 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

The international community’s commitment on sustainable development policies, to be intended in a broader vision addressing a range of social needs such as ending poverty, education, health, social and environmental protection, is currently based on the UN [2030 Agenda for Sustainable Development](#), an ambitious, universal agenda for creating a more peaceful, prosperous and equitable world including 17 Sustainable Development Goals (SDGs), adopted by world leaders in September 2015. These Goals are integrated and indivisible, and they balance the three dimensions of sustainable development: the economic, the social, and the environmental ones. SDGs are intended to stimulate action over the next 15 years in areas of critical importance for the humanity and the planet. While



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

the SDGs are not legally binding, governments are expected to take ownership and establish national frameworks for the achievement of them.

Among the *2030 Agenda's* Goals, SDG 11 on Sustainable Cities (“Make cities and human settlements inclusive, safe, resilient and sustainable”) makes it clear that culture has an essential role to play in realizing sustainable urban development, particularly through strengthened efforts to protect and safeguard the world’s cultural and natural heritage (11.4). Building on SDG 11, the UNESCO Culture for Sustainable Urban Development Initiative brings together national and local governments, universities and research centres, NGOs and civil society actors from across the globe around three main lines of action:

- Launching and disseminating the UNESCO Global Report on [Culture for Sustainable Urban Development](#), a ground-breaking report presenting analyses and recommendations for fostering the role of culture for sustainable development;
- Organizing high-level events, such as the Hangzhou 2015 International Conference on Culture for Sustainable Cities, which has provided an international platform for the exchange of best practices and experiences;
- Promoting a culture-based approach to urban planning, regeneration and development through the [New Urban Agenda](#), adopted in October 2016 at the UN Conference on Housing and Sustainable Urban Development in Quito, Ecuador.

THE INTEGRATED APPROACH TO CULTURAL HERITAGE

EU recommendations in the culture sector also aim at empowering Member States in tackling a present, crucial issue for cultural heritage, namely that cultural policies should strive to make heritage self-sustainable from a financial point of view, in order to effectively enable it to act as a driver of economic and social development. In fact, most countries in the EU and its neighbourhood are currently experiencing a period of rising budget constraints, either as a consequence of the debt crisis or because of the fall in price of petroleum products, or because of other crisis factors, both contingent or structural. As a result, public financial resources available for the cultural sector are tighter and tighter. Consequently, even to become a crucial enabler of growth, cultural sector must get ready for achieve financial sustainability. On the other hand, the new holistic vision resulting from the European and international approach to cultural heritage underlies new forms of governance.

To respond consistently to both the issues above and the vision of the cultural heritage at the hearth of a sustainable development, the European Parliament in 2015 set the Resolution [Towards an integrated approach to cultural heritage for Europe](#). This pivotal document highlights the opportunities for EU countries and their stakeholders to work more closely to ensure that cultural heritage effectively contributes to sustainable development and employment, achieves financial sustainability and becomes an enabler of growth. In particular, it is considered of paramount importance “to use the available resources for supporting, enhancing and promoting cultural heritage



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

on the basis of an integrated approach, while taking into account the cultural, economic, social, historical, educational, environmental and scientific components”.

Within such an approach, natural and cultural heritage both movable and immovable, tangible and intangible, is to be considered as a non-renewable resource whose authenticity must be preserved, as well as a long-term asset with a strategic role in creating value and contributing to skills development and economic growth. In this context it seems also appropriate to recall the concept of “integrated conservation”, according to which the priority instance is not to limit conservation to monumental buildings only, but to the whole set of values that make up an urban settlement in its environmental and territorial context.

Through the 2015 Resolution, Member States are invited to promote governance frameworks that facilitate the implementation of cross-cutting policies, enabling the heritage to contribute to objectives in different policy areas, including to the [Europe 2020](#) Strategy’s goal of a smart, sustainable and inclusive growth. So, integrated approach consists in the establishment of a framework for cultural heritage legislation that do not limits itself to conservation and preservation, but rather defines an approach to work across sectors and in a flexible manner, improving cooperation between the different policy areas dealing with cultural heritage – first of all providing links between territorial and economic planning – through a participatory, multilevel and multi-stakeholders model of governance. Especially stressed are the involvement of private stakeholders through public-private partnerships, as well as the integration of IT technologies, to be considered crucial for both the improvement of the access to cultural heritage and its financial sustainability. An efficient public administration and an appropriate implementation of the principle of subsidiarity, are equally essential. New governance approaches also require the development of legal tools allowing alternative funding as well as fiscal incentives.

EU REGIONAL POLICY AND THE OBJECTIVE OF TERRITORIAL COHESION

Among the main objectives of the European policy, especially since the late eighties, has been to strengthen economic and social cohesion. Through the [Treaty of Lisbon](#), signed by the EU Member States on December 13th, 2007 and came into force on December 1st, 2009, a third dimension has been introduced: *territorial cohesion* as a further goal (art. 3 TEU). This involves the inclusion of a geographical component in reasoning traditionally dominated by socio-economic concerns, assuming that development opportunities of different regions vary depending on characteristics such as the location, the nature of the territory, the density of the population, the level of infrastructure, and so on. At the same time, the notion of territorial cohesion reflects a will to counteract the prevailing tendency of market forces to favour the most competitive and populated regions, as well as to promote more cohesive and balanced development throughout Europe and its neighbouring countries.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

The dimension of territorial cohesion, in the integrated approach outlined above, also affects issues related to cultural heritage. In a vision where natural and cultural resources are potential enablers of economic and social growth, the geographical component becomes a further concrete aspect to be considered in order to develop a consistent strategy. The EU Commission stresses that the valorisation and preservation of the heritage must become a part of broader development plans. Indeed, conservation is increasingly geared towards preserving and enhancing a whole cultural landscape rather than an isolated site ("integrated conservation"); in this way the place-based approach inspired by the principle of territorial cohesion results a people-centred approach as well and contributes to the welfare of the population.

The most recent policy paper on territorial cohesion is the [*Territorial Agenda of the European Union 2020, Towards an inclusive, smart and sustainable Europe of diverse regions*](#), agreed at the 2011 Informal Meeting of EU Ministers for Spatial planning and territorial development in Gödöllő, Hungary. Its objective is to provide strategic orientations for territorial development, fostering the integration of the territorial dimension within different policies at all governance levels. In particular, it invites to:

- Promote polycentric and balanced territorial development
- Encouraging integrated development in cities, rural and specific regions
- Territorial integration in cross-border and transnational functional regions
- Ensuring global competitiveness of the regions based on strong local economies
- Improving territorial connectivity for individuals, communities and enterprises
- Managing and connecting ecological, landscape and cultural values of regions

As for governance and implementation mechanisms, enhancing territorial cohesion calls for effective coordination of different policies and actors, both vertical and horizontal coordination between decision-making bodies at different levels, and sector-related policies to secure consistency and synergy.

The paper pays special attention to natural and cultural heritage: "The high value of European urban and rural landscapes should be protected and developed in qualitative terms. Areas rich in natural and cultural landscapes may need special attention in order to make best use of these assets. Environmentally friendly job creation and strengthened recreational functions can complement conservation. The local, regional and trans-regional management of cultural and natural heritage is of key importance. We support the protection, rehabilitation and utilization of heritage through a place-based approach. Improving regional and local identity by strengthening awareness and responsibility of local and regional communities towards their environments, landscapes, cultures and other unique values is also important".

Various European countries, responding to the principle of territorial cohesion, have paid attention to the territorial differences and to the specific needs expressed by the different territories. Among these, Italy has recently defined a national strategy for "internal areas", starting a targeted policy on



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

selected regional areas. Further activities of the Twinning Project will refer to this experience, aiming at design a cultural and territorial development model suitable for the Republic of Moldova.

BROADER CONTEXT OF THE REFORM IN THE CULTURAL HERITAGE SECTOR: NATIONAL POLICY CONTEXT

THE EU-MOLDOVA ASSOCIATION AGREEMENT AND ITS ASSOCIATION AGENDA: RECOMMENDATION N° 1/2017 OF THE EU-REPUBLIC OF MOLDOVA ASSOCIATION COUNCIL OF 4 AUGUST 2017 ON THE EU-REPUBLIC OF MOLDOVA ASSOCIATION AGENDA [2017/1489]

Considering the European aspirations and the European choice of the Republic of Moldova, the most relevant reference document for its strategical policies is the [*EU-Moldova Association Agreement*](#), signed by the parties on June 16th, 2014, within the framework of the European Neighbourhood Policy, and ratified by the Republic of Moldova in July 2016.

The *Agreement* – including a Deep and Comprehensive Free Trade Area – establishes that the Republic of Moldova shall carry out approximation of its legislation to the EU acts and international instruments in all major fields of government action: foreign and security policy, justice, all levels of public administration and modernization of public services, economics and public finances, development of public-private partnerships, employment, social policy and civil society, statistics, industrial policy, agriculture and rural development, energy, transport, environment, tourism, regional development, public health, education, research, communication networks and culture, trade, custom and trade-related matters, and wide-range international cooperation.

The long-term objectives set by the *Agreement*, in accordance with the guiding principles of the EU, include poverty reduction, enhanced social cohesion and improved quality of life, sustainable development, nature protection including conservation and protection of biological and landscape diversity, integration of the environment into other policy areas, special emphasis on the development of disadvantaged areas and territorial cooperation, enhancing the administrative capacities at central and local level in the planning, evaluation and implementation of quality policies and their control mechanisms.

The [*Recommendation 2017/1489*](#) updates and refocuses the [*2014-2016 Association Agenda*](#) and sets new priorities (key, short-term and medium-term priorities) for the period 2017-2019.

In particular, in the cultural heritage sector, the *Recommendation* states, inter alia, that the parties will work together to:



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- promote implementation of the [2005 UNESCO Convention on Protection and promotion of the diversity of cultural expressions](#)
- promote the participation of cultural and audio-visual operators from the Republic of Moldova in EU programmes, in particular [Creative Europe](#)
- cooperate on developing an inclusive cultural policy in the Republic of Moldova and on preserving and promoting cultural and natural heritage
- strengthen capacities for developing cultural entrepreneurship in the cultural and creative sectors (including cultural heritage) and for providing cultural services.

So, the successful implementation of the *Agreement* relies on the commitment of the Government of Moldova to implement reforms to modernize the country in line with the above-mentioned objectives and priorities.

To date, in the national policy context the conditions for an action in this direction are not lacking. In fact, the Republic of Moldova is driving an ongoing process of adjustment to the political, economic and social realities and needs, in a framework inspired by the EU main principles.

THE MOLDOVA 2020 NATIONAL DEVELOPMENT STRATEGY

The 2012 document [Moldova 2020 National Development Strategy – 7 solutions for economic growth and poverty reduction](#) is based on an analysis of the economic growth of the country in recent years and on the nature of this growth, fundamentally due to the emigrants' remittances and to consumption generated by them. The analysis comes to the conclusion that such a model cannot guarantee a satisfactory level of development in the future, so a structural change of the national economy is needed, replacing the inertial growth model based on consumption supported by remittances, in favour of a dynamic model based on investment and on development of goods-and-services-exporting industries.

The document expresses the awareness that a change in the "development paradigm" can only occur through a concerted effort by both Government and society, and the shift cannot be achieved through a set of instant reforms only. Further, it is stressed that the country will continue to count on development partners' support, especially on crucial areas such as health, *culture*, social protection and environmental protection. The National Development Strategy considers to increase the budget coverage of adequate policies in these sectors for a sustainable development.

The second step of the analysis is identifying the major constraints to economic development of the country, i.e. the domains whose critical issues frustrate new approaches to the economy: it is necessary to remove these investment-suppressing barriers as a precondition in order to change the development paradigm. Once identified these constraints, most of the document is dedicated, for each of them, to outline both a situation analysis and a strategic vision, with the related measures to be undertaken.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

So, the *Moldova 2020 National Development Strategy* addresses 4 single critical issues and the related single visions of development:

- *education*: aligning the education system to labor market needs;
- *roads*: public investment in national and local road infrastructure, to reduce transportation costs and increase the speed of access;
- *access to finance*: reducing financing costs by increasing competition in the financial sector and developing risk management tools;
- *business environment*: promoting competition policies, streamlining the regulatory framework and applying information technologies.

Moreover, following a consultative process, the Government has established other 3 issues that, once solved, can contribute to ensuring economic growth and poverty reduction, namely:

- *pension system*: ensuring financial sustainability of the pension system in order to secure an appropriate rate of wage replacement;
- *justice*: increasing the quality and efficiency of justice and fighting corruption in order to ensure an equitable access to public goods for all citizens;
- *energy resources*: reducing energy consumption by increasing energy efficiency and using renewable energy sources.

As a crosscutting issue, acceleration of institutional reforms and strengthening of capacity of Public Authorities will address each identified priority. The national strategy so conceived also marks a turning point compared to the past policies, because it expressly excludes the “random approach” (i.e., depending on current needs). In general, over medium- and long-term, the [*Moldova 2020 Strategy*](#) is aimed at promoting welfare – a concept incorporating various development aspects, among which public health, clean environment, *access to culture*. In a way, despite being articulated for individual sectors, it overcomes the sectoral vision for a wider, integrated one. During the implementation process special attention will be paid to interrelated aspects, such as gender, human rights, social inclusion, environmental dimensions, ecc. It is also worth noting, within the *Strategy*, the awareness that the country has many ambiguous and contradictory regulations, consequently leading to discretionary enforcement of regulatory provisions, reduced predictability and transparency, corruption and unfair competition.

The *Strategy* has to be implemented through an update of the existing [*Action Program of the Government of Republic of Moldova for 2016-2018*](#) and other national and strategic planning documents. Monitoring and evaluation of the implementation are scheduled annually, as well as progress reports (quarterly, annual, intermediate, final, and thematic). However, the *Strategy* was developed and approved before the approval of the UN [*2030 Agenda for Sustainable Development*](#) and before signing the [*EU-Moldova Association Agreement*](#), and thus it does not include the



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

commitments undertaken by these. For this reason, the strategic document to refer to, still in the drafting phase, will be *Moldova 2030*.

THE MOLDOVA 2030 NATIONAL DEVELOPMENT STRATEGY: A NEW DEVELOPMENT PARADIGM

In September 2015 the UN member States, including the Republic of Moldova, committed to implement the [*2030 Agenda for Sustainable Development*](#), a broader vision addressing a range of social needs such as ending poverty, education, health, social and environmental protection. The *2030 Agenda* is very complex, including 17 Sustainable Development Goals (SDGs) and 169 targets, covering all the key-aspects of the development: economic, social, and environmental. Its main goal is to increase the overall quality of life, in a human-centred perspective. The *Agenda* has a universal applicability for all States, irrespective of their level of development and their priorities, but it has to be adapted (nationalized) to the priorities and to the specific context of each country.

In the Republic of Moldova, a first stage of the nationalization process took place, by

- identifying the relevance of SDGs (goals and targets) for the country's context
- analysing the correlation between the *2030 Agenda* and the national policy priorities
- adapting the goals and targets of the *2030 Agenda* according to the national priorities and needs so as to identify specific national goals and targets
- defining the data ecosystem (indicators) necessary for monitoring and evaluation of the SDGs implementation

Further, the nationalized SDGs and their targets should be integrated in the national strategic planning papers in order to be implemented, monitored and evaluated.

So, the [*National Development Strategy "Moldova 2030"*](#), approved by the Government on 8th November 2018, adopts – as output of the nationalization process – 10 dimensions to measure the quality of life of its citizens. In fact, the main strategic goal of the document, according to the *2030 Agenda*, is to increase the quality of life. The 10 dimensions (SDGs) are as follows:

1. *Increase revenues from sustainable sources and reduce economic inequalities*
2. *Increase people's access to physical infrastructures, public utilities and housing*
3. *Improve working conditions and reduce informal employment*
4. *Ensure quality education for all and promote life-long education*
5. *Ensure fundamental right to best physical and mental health*
6. *Building a solidary and inclusive society*
7. *Better work-life balance*
8. *Ensure efficient governance and rule of law*
9. *Promote peaceful and safe society*
10. *Ensure fundamental right to healthy and safe environment*



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

Moldova 2030 is a strategic benchmark document for all national, regional and local policy papers, ensuring the coherence between national and sector policies, and budgetary framework. It does not replace sector strategies but indicates directions of intervention aimed at long-term sustainable development in the country. Such a structural document, which goals are strictly interrelated, also assumes the cultural issue as a cross-cutting one, linked to almost every single goal as further discussed.

Cultural policies of the Republic of Moldova have already shifted from a static idea of culture to a dynamic one, considering the heritage in its territorial context, as well as its value as enabler of development. On the other hand, addressing the new development paradigm represented by *Moldova 2030*, next culture strategies should overcome the still sectorial vision of the culture itself (e.g.: natural and cultural heritage *versus* cultural activities and industries), in order to effectively integrate heritage in public policies aimed at sustainable development, as well as to avoid dispersion of resources and overlapping of interventions.

So, in the new vision of sustainable development to be pursued through integrated and human-centred policies, the culture/heritage sector has both to take into account the *Moldova 2030* goals in the next sector policies, and to be integrated, as a major inter-sector issue, into the overall strategy.

THE PUBLIC ADMINISTRATION REFORM STRATEGY 2016-2020

Since 2014 the Republic of Moldova has elaborated other strategic documents that address the need to reform some very transversal sectors, taking into account the prospect of European integration and the implementation of the *Association Agreement Agenda*, among them:

- *The Public Administration Reform Strategy 2016-2020*
- *The National Strategy for Regional Development 2016-2020*
- *The Culture Development Strategy “Culture 2020”.*

The content of the [Public Administration Reform Strategy 2016-2020](#) and the related *Action Plan 2016-2018* – a pre-condition for the implementation of any other reform in any sector – directly responds to the main issue of the EU-Moldova Association Agreement, art. 21: “creation of a professional civil service based on the principle of managerial accountability and effective delegation of authority, as well as fair and transparent recruitment, training, assessment and remuneration”. In fact, the PA Reform Strategy addresses the main following issues:

- accountability of the PA
- drafting of public policies
- modernization of public services



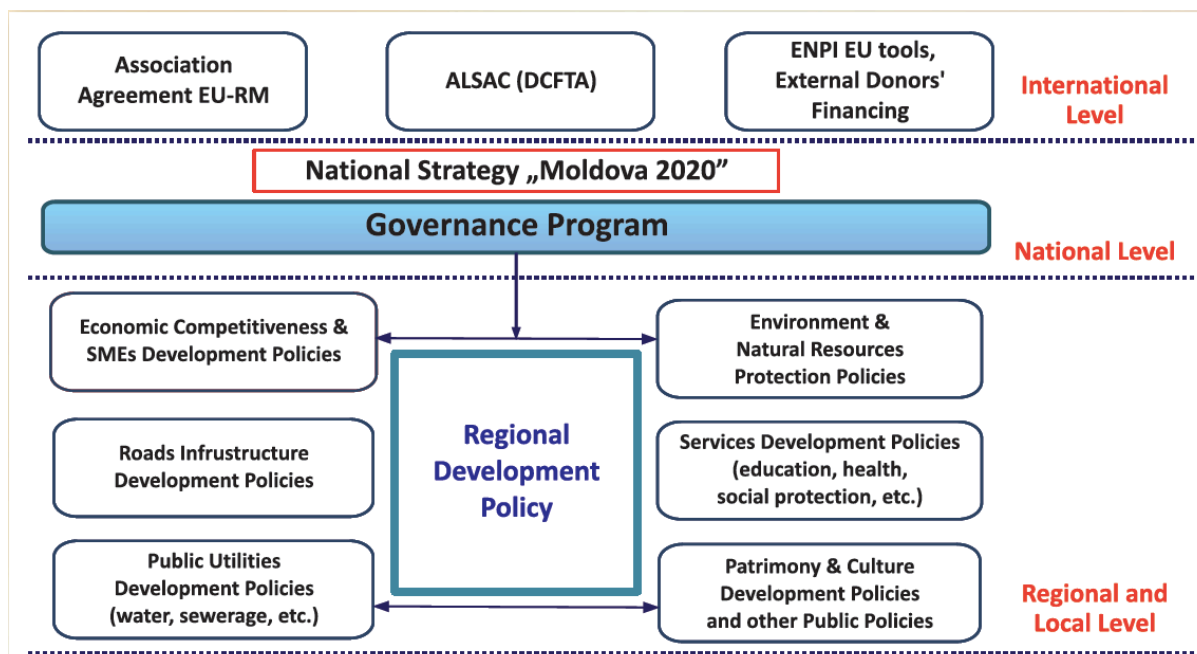
Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- public finance management
- human resources management

According to the UE statements, the reform action will be inspired by the principles of legality, integrity, transparency; decentralization, local self-government and subsidiarity; participation, impartiality, inclusion, professionalism, responsibility, efficiency and effectiveness; focus on people and sustainability. The document recognizes the critical issues related to the reform (above all the implementation of a real decentralization of both competences and allocation of funds), so it proposes a staged approach, which builds on the prior reform actions. Furthermore, the [National Development Strategy Moldova 2030](#) also recognizes the remarks of the 2015 SIGMA-OECD Baseline Measurement Report: *The Principles of Public Administration in the Republic of Moldova*¹, and plans to address them.

THE NATIONAL STRATEGY FOR REGIONAL DEVELOPMENT 2016-2020

The *National Strategy for Regional Development 2016-2020* clearly presents more than one aspect related to the Public Administration Reform, especially about decentralization and a correct implementation of the subsidiarity principle.



¹ Baseline Measurement Report: *The Principles of Public Administration. Moldova*. OECD/Sigma, December 2015, <http://www.sigmaweb.org/publications/baseline-measurement-moldova-2015.pdf>



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

Fig. 1 – graphic illustrating the relationship between the National Strategy Moldova 2020 and the Regional Development Policy and Strategy.

In the Strategy, "regional development policy" means the concentrated activity of different state, regional or local, public and private authorities, structures and institutions, designed to support development processes in the regions and to balance the development level within them (intraregional) and between them (interregional), according to the issues of cooperation and economic, territorial and social cohesion enhanced by the [EU-Moldova Association Agreement](#) in the articles 107-108. Regional development itself does not imply a specific field, but rather a concerted effort to integrate and synergize sectoral policies, along with the need for an integrated planning both at regional and national level.

In this regard, the 2016-2020 *Strategy* provides for a set of measures which aim at strengthening policies based on intercommunity cooperation and public services' regionalization, in order to increase their quality. The narrow sectoral approach applied in the previous periods is to be modified by involving the relevant ministries, ensuring synergistic planning and adjusting the targets both to the provisions of the national sectoral policies and to the *acquis communautaire*. It is worth noting that the *Strategy for Regional Development 2016-2020*, as well as the previous one, was elaborated with the support of EU through the Twinning Project "Strengthening the regional development capacities in the Republic of Moldova", in collaboration with the Academy of Public Administration of the Government of the Republic of Moldova and with the participation of several national and international experts.

The overall objective of the *National Strategy for Regional Development 2016-2020* is balanced and sustainable development ensured in all the regions of the Republic of Moldova. This objective will be achieved through the accomplishment of three specific objectives:

- ensuring access to quality public services and utilities
- ensuring sustainable economic growth in the regions
- improving governance in the areas of regional development

The document is based on an analysis that also discusses all the main problems affecting regional development policies to date. It is worth highlighting, in the present context, the spatial and territorial planning issue. Territorial development actions aim at harmonizing the economic, technological, social and cultural policies of the society at the territorial level. The regulatory framework for this process involves rules and laws that also contribute to the safeguarding of the natural and cultural heritage, all based on the concept of sustainable development. The assessment of the development policies at the territorial level, according to the Strategy, still demonstrates a lack of coordination between these policies and the spatial planning. The need to correlate these two elements results from the fact that the general development process requires integration of planning methods with territorial elements.

Assuming the role of cultural heritage as a potentially strategic one, the role of spatial planning is also crucial in ensuring a balanced development in the regions of the Republic of Moldova, as it would



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

ensure the coordination of activities in terms of both project targeting and location of investments, as well as increased infrastructure elements, competitiveness, economic, social and territorial cohesion. Accordingly, the Strategy recalls the need for measures especially aimed at addressing that issue.

THE CULTURE DEVELOPMENT STRATEGY “CULTURE 2020”

The *Culture Development Strategy “Culture 2020”* firstly refers to the EU Programme *Europe 2020*, that views the development of the cultural sector, along with education and communications, as a pre-condition to fulfil priorities of the Union in a framework of smart, sustainable and inclusive growth. The *Strategy* expresses the awareness that the idea of culture, in the country, is still perceived on the basis of an outdated concept, as “high-end culture” (theatre, opera, painting art, items in museums), while “folk culture” remains marginal. Associative and private sectors are still underdeveloped, so the development model for the cultural field so far is a static and constrained one. The system of culture management is also outdated, human resources in the cultural sector are lacking and not yet fully covered by the system of continuing education. So, the *Strategy* is aimed at favouring the beginning of a very different approach, aligned with the *acquis communautaire*: “the implementation of the *Strategy* will consolidate the cultural sector and enhance its influence on the economic and social life, thus contributing to the development of education, employment and improvement of the quality of life”.

According to the *Strategy*, the main challenges of the cultural sector are:

- constant degradation of the national cultural heritage
- lack of legal mechanisms properly protecting it
- lack of funding for registration, preservation and protection of monuments

Main problems related to cultural heritage are:

- missing or inefficient tools for the protection of the national cultural heritage
- missing institutional basis for the protection of the national cultural heritage
- lack of human potential for conservation, restoration and management of it
- insufficient use of cultural heritage for educational and social purposes
- lack of institutions educating experts for the protection of the cultural heritage
- missing regulatory system for the protection and amendment of historical monuments
- private and legal persons owning immovable cultural heritage excluded from the protection of monuments.

Based on these premises, the mission of the *Culture Development Strategy “Culture 2020”* is to supply the cultural sector with a set of coordinated, effective and pragmatic policies based on listed priorities, on the basis of the following principles:



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- protection and use of cultural heritage as a national priority
- access to the culture as a value for the citizens
- production of cultural values and services for the economic development of the country
- promotion of culture as a driving factor for the education and raising of the citizens

The *Strategy* vision is that by December 31st, 2020, the Republic of Moldova will have a consolidated independent and creative cultural sector, a properly protected cultural heritage integrated into national and regional policies, including activities aimed at sustainable development (educational, economic, touristic and environmental activities). The implementation of the *Strategy* focuses on 4 core targets:

- protection of the diverse national cultural heritage
- mobility of physical and virtual cultural products
- economic contribution of cultural sector and creative industries
- contribution of the cultural sector to the social unit

These core targets, along with the overall vision, match the [EU-Moldova Association Agreement](#), article 130 (referring to the 2005 Unesco [Convention on the Protection and Promotion of the Diversity of Cultural Expressions](#)), as well as articles 131-133.

TRANS-SECTORIAL OBJECTIVES TO BE STREAMLINED INTO THE CULTURAL HERITAGE REFORMS AND POLICIES. TOWARDS A “CULTURE 2030” STRATEGY

TRANS-SECTORIAL PRIORITIES

The commitment of the Government of the Republic of Moldova in the [EU-MD Association Agreement](#), along with the National Strategies [Moldova 2020](#) and [Moldova 2030](#) and the Policy Papers for the reform and development of single sectors – with special regard to the Strategy [Culture 2020](#) – in a holistic vision of sustainable development aimed at the welfare of the population are strictly interdependent.

In particular – as underlined in European documents, from [Europe 2020](#) to the EU Parliament Resolution [Towards an integrated approach to cultural heritage for Europe](#) – the cultural heritage has a cross-sectorial policy relevance. “Cultural heritage is naturally heterogeneous, reflects cultural and linguistic diversity and pluralism, and affects regional development, social cohesion, agriculture, maritime affairs, the environment, tourism, education, the digital agenda, external relations, custom



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

cooperation and research and innovation” (European Parliament resolution of September 8th, 2015, *Towards an integrated approach to cultural heritage for Europe*).

According to this premise, in the set of the planned reforms there are some cross-sectorial issues the addressing of which is a *de facto* priority, such as, in general, reform of the Public Administration, collaboration between the Ministry of Culture and Local Public Authorities, inter-ministerial cooperation for the education at all levels and for training of qualified operators, adjustment of legislation in different fields, involvement of the civil society for development of public-private partnerships, development of cultural industries and promotion of sustainable tourism, in a framework of policies aimed at territorial and social cohesion as well as at improving the overall quality of life in the Republic of Moldova.

The objectives that follow – most of them already targeted, together with others, within the single national strategies related to specific sectors – are therefore to be considered a prerequisite for the full implementation of the Moldovan Culture 2020 Strategy and its further update, and for a sustainable development of the country streamlined by the heritage sector as major cross-cutting issue.

- Encouraging subsidiarity and institutional cooperation in the protection and management of cultural heritage, including streamlining of decision-planning and allocation of funds from Central Authorities to LPA
- Implementing the PA reform, especially taking into account the output of the SIGMA-OECD Report “The Principles of Public Administration”
- Introducing a performance-oriented management in the PA
- increasing the number of qualified professionals working in the field of cultural heritage, including quality-based recruitment procedures and economic incentives to attract the professionals
- linking the spatial and urban planning to the cultural heritage management
- providing internationally comparable and reliable statistical data
- providing more adequate indicators for the evaluation of public policies, aligned with the new issues of the [National Development Strategy Moldova 2030](#)
- development of legal tools that allow alternative funding models for the benefit of cultural heritage-related projects, including a legal framework for public-private partnership
- setting up of fiscal incentives related to cultural heritage (for private bodies managing cultural heritage, donors, sponsors, etc.)
- integration of cultural heritage into other policy areas (especially education, research, tourism)
- development of infrastructures and services targeted at a sustainable cultural tourism



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

TOWARDS A “CULTURE 2030” STRATEGY

For the implementation of the above introduced *Culture 2020* Strategy, the related *Action Plan* identifies a list of specific actions aimed at achieving the 4 core targets:

1. Safeguarding national cultural heritage in all its diversity
2. Ensuring the real and virtual circulation of the cultural product
3. Increasing the economic weight of the cultural sector and the creative industries
4. Increasing the contribution of the cultural sector to the development of social cohesion

Actually, the envisaged actions can refer to 4 Macroareas identified through the work carried out within the present TwP for the proposed *Strategic/Action Plans* (1.3., 2.2). Those 4 Macroareas essentially include the targets above, as follows:

1. Strengthening the cultural heritage governance (governance of safeguarding issues)
2. Reinforcing MECR internal organization and improving its functioning (concerning both human resources and legislative/administrative framework, as well as providing adequate infrastructures aimed at cultural services)
3. Cross cutting issues (PA Reform; mechanism of funding and private support)
4. Raising awareness about the key role of cultural heritage for society (educational issues, sustainable development, social cohesion)

The 4 Macroareas reflect an integrated vision, as they are supposed to interact with each other. Basing on such vision, it is suggested to update the *Culture 2020* Strategy, as at present a number of key strategic actions are missing to ensure the take-off of a culture/cultural heritage system responding to the challenges identified in the analytical part of the Strategy. A new, reformulated “*Culture 2030*” Strategy should also be aimed at a further integration into the new global development strategy for the country *Moldova 2030*, which seeks the adaptation of the Sustainable Development Goals of the *UN Agenda 2030* to the Moldovan context.

According to the 4 Macroareas above, a further, in turn reformulated *Action Plan* for culture should envisage a list of actions grouped by objectives as follows:

- Reinforcing the legal system for the protection of natural and cultural heritage as a whole
- Strengthening the coordination role of the MECR
- Remedying procedural gaps and setting adequate mechanisms for safeguarding heritage
- Foster effective cooperation among institutional actors
- Sustaining administrative decentralization and increase capacity of Local Administrations
- Improving human resources management
- Promoting administrative reform of PA/civil service
- Encouraging diversified forms of financing



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- Caring for beneficiaries/users of cultural services, from a human-centered perspective

Moreover, the existing [Action Plan](#) for culture already envisages – at the 1.3 specific objective – a quite integrated vision: *“To capitalize and integrate cultural heritage in public policies so that 30% of it will be harnessed into sustainable development activities by the year 2020: educational, social, economic, tourism and environmental”*. Given the centrality of the heritage and its cross-sectorial policy relevance, such a target becomes a pivotal one, and can well represent the major link between the existing [Culture 2020](#) Strategy and the emerging need to integrate the heritage into the new strategic goals established by the country through the [Moldova 2030](#) new Strategy.

Accordingly, it is strongly suggested to identify new set of indicators for monitoring the implementation of the next cultural strategies: in fact, most of the existing ones are too general to be calculated. Moreover, according to the main goal of the [2030 Agenda](#) – increasing the quality of life – as well as to its integrated approach, usual *quantitative* indicators (e.g.: GDP) are often inappropriate to monitor the implementation of human-centered strategies. In fact, many SDGs and their related targets refer to concepts on which traditional statistics have never worked so far. So, adequate indicators are still being developed internationally (e.g., in general: inequality of revenues; obesity; transparency of information sources).

In particular, it might be useful to try alignment, where possible, with the work carried out by the National Bureau of Statistics to identify adequate indicators for the [Moldova 2030](#) Sustainable Development Strategy, according to a methodology that responds to the concept of “data revolution”. “Data revolution” can be defined as the analysis and decision-making process for the sustainable development of the society by using the existing data sources, as well as attracting other data sources and promoting free access to these through innovative technologies, thus creating a “data ecosystem” (Source: National Bureau of Statistics).

MATCHING MOLDOVA 2030 SDGs WITH HERITAGE POLICIES

According to the UN [Agenda 2030](#) vision, the 17 SDGs and their related targets are to be pursued with a set of coordinated and integrated policies.

In the [National Development Strategy Moldova 2030](#) 4 alternative scenarios of the future are discussed:

1. a baseline scenario (evolution without interventions)
2. a scenario foreseeing improvement in access to infrastructure and education
3. a scenario foreseeing improvement in government transparency and efficiency, reducing corruption, promoting economic freedom and strengthening social inclusion, with a focus on women



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

4. an integrated scenario exploring the combined effects of the previous ones), in order to explore their policy implications and assess the country's capabilities to reach the set targets by the 2030 horizon

Looking at the forecasted indicators, the integrated scenario generates the most powerful impact, suggesting that – not only in general, but in the context of the Republic of Moldova – an integrated policy package has more effect than the sum of sector-wide interventions.

Comparing the [National Development Strategy Moldova 2030](#) to the UN *Agenda 2030*, it is worth mentioning the *Agenda 2030* SDG 11: “*Make cities and human settlements inclusive, safe, resilient and sustainable*”. The Moldovan context deals more with depopulation and shrinking cities than with other urban emergencies, and SDG 11 has not been included into the national priorities resulted from the nationalization process; nevertheless, some of the SDG 11 targets should be taken into account in the Action Plans to be further developed for the implementation and monitoring of the *Strategy Moldova 2030*.

These targets are as follows:

- **11.1** *By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums*
- **11.2** *By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons*
- **11.3** *By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management in all countries*
- **11.4** *Strengthen efforts to protect and safeguard the world's cultural and natural heritage*

The more explicit target on cultural and natural heritage is 11.4., but the main set of targets is absolutely homogeneous, since natural environment, rural settlements, urban environment and urbanization processes all fall within the concept of heritage, and all affect the quality of life of the inhabitants. Moreover, SDG 11's enunciation substantially recalls – and builds on – the [Hangzhou Declaration](#), according to which cultural heritage must be considered strategic for economic and social development, for the resilience of communities and their ability to cope with the uncertainties of the future and crises, for an endogenous, sustainable, durable and fair development of territories and the well-being of their inhabitants.

Apparently, within the 10 SDGs set by the Republic of Moldova in the [Moldova 2030 Strategy](#) there is no mention of culture or heritage. On the other hand, heritage is substantially present throughout, considering the vision of it conveyed by the [Hangzhou Declaration](#) and other international documents, as well the analysis below.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- **Moldova 2030 SDG 1:** *Increase revenues from sustainable sources and reduce economic inequalities.* The goal could be very linked to the heritage, considering the territorial development models suggested in the present TwP framework, especially the building-on-endogenous-resources ones.
- **Moldova 2030 SDG 2:** *Increase people's access to physical infrastructures, public utilities and housing.* The goal could be very linked to the heritage, considering the need for integrating planning development into cultural policies – especially at Local Authorities level. Moreover, IT infrastructures are of paramount importance for access to cultural services and educational issues.
- **Moldova 2030 SDG 3:** *Improve working conditions and reduce informal employment.* It is repeatedly emphasized, in the present TwP framework, the need for addressing the human resources management, so as to have qualified, motivated, well-remunerated personnel working in the heritage sector.
- **Moldova 2030 SDG 4:** *Ensure quality education for all and promote life-long education.* In the same way, it is repeatedly emphasized, in the present TwP framework, the need for adequate training programs, so as to increase the awareness of the heritage values in the whole society.
- **Moldova 2030 SDG 5:** *Ensure fundamental right to best physical and mental health.* The goal could be very linked to the heritage, considering the value of it (both tangible and intangible) for individuals in building a sense of belonging to the territory and to the community.
- **Moldova 2030 SDG 6:** *Building a solidary and inclusive society.* The goal could be very linked to the heritage, just in the same way of the previous one.
- **Moldova 2030 SDG 7:** *Better work-life balance.* A better and healthier work-life balance should include a percentage of time spent in acceding to cultural events and services.
- **Moldova 2030 SDG 8:** *Ensure efficient governance and rule of law.* The goal also includes governance of the cultural sector, possibly to be pursued through the present TwP recommendations.
- **Moldova 2030 SDG 9:** *Promote peaceful and safe society.* The goal is strictly related to SDG 6; further, the international community strongly emphasized the value of culture for peaceful and safe societies.
- **Moldova 2030 SDG 10:** *Ensure fundamental right to healthy and safe environment.* The goal is the one directly affecting the heritage, as the environment does include natural, rural, urban settlements and finally the heritage itself. The pursuing of it has to be carried out looking at best practices and policies related to the *Agenda 2030* target 11.4, especially regarding the indicators. Next culture strategies must be aligned to the goal.

Below a provisional graphic illustrating the interconnections between the Sustainable Development Goals chosen by the Republic of Moldova to nationalise the UN SDGs 2030 and the macro- areas identified by the Twinning for the Strategic Plan (activities 1.3 and 2.2) is presented:



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

SDGs	MOLDOVA 2030 SDGs (SELECTED) ACTIONS	TWP 4 MACROAREAS' ACTIONS***	
SD Revenues	<ul style="list-style-type: none">✓ Eradicate Corruption✓ Green Economy Growth✓ Companies' Capacities in Research and Development	<ul style="list-style-type: none">✓ REINFORCING LEGAL SYSTEM FOR CULTURAL HERITAGE✓ ROLE OF MECR✓ COOPERATION AMONG INSTITUTIONAL ACTORS✓ DECENTRALIZATION, LPA	Cultural Heritage Governance
Living Cond.	<ul style="list-style-type: none">✓ Access of LPA to Budgetary Sources✓ Integrate Infrastructure in Space Planning✓ Streamline Private Investments✓ Access to Internet Services		
Work Cond	<ul style="list-style-type: none">✓ - Incentive Mechanisms✓ - Capitalization of professional Skills✓ - Regulatory Framework	<ul style="list-style-type: none">✓ REMEDYING PROCEDURAL GAPS✓ HUMAN RESOURCES MANAGEMENT	MECR Organization
Quality Education	<ul style="list-style-type: none">✓ Quality Staff✓ Student-centered✓ Partnerships in VET✓ Sustainable Development Skills✓ Longlife Education		
**	**SDG 5 (Health) does not envisage any action specifically referable to the Heritage context.		
Inclusive Society	<ul style="list-style-type: none">✓ Network of Social Services✓ Intersectoral Mechanism for Data Collection and Evidence-based Decision✓ Pension and Social Insure System Reform	<ul style="list-style-type: none">✓ REFORM OF PA✓ DIVERSIFICATION OF FINANCING✓ CARE FOR USER	Cross-cutting Issues
WL Bal*	<ul style="list-style-type: none">✓ Personal Development✓ Lifelong Education Opportunities		
Governance and Law	<ul style="list-style-type: none">✓ Evidence-based decision✓ Subsidiarity✓ Monitor Implementation and Assess Impact✓ Performance Evaluation Reform✓ IT Governance Infrastructure✓ Decentralization✓ New types of Forensics (Culture and arts)	<ul style="list-style-type: none">✓ RAISING AWARENESS ABOUT THE KEY ROLE OF CULTURAL HERITAGE	Awareness about Heritage
Safety	<ul style="list-style-type: none">✓ Evaluation of Risks✓ Technical Security Standards		
Environm.	<ul style="list-style-type: none">✓ Sustainable Management of Natural Ecosyst.✓ Integrate Principles of Environmental protection and SD* in all Sectors	***Same colours show very deep linkages, and replace arrow markers *SD= Sustainable Development *WL Bal.= Work-Life Balance	



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

THE ECONOMIC IMPACT OF HERITAGE

If the positive impact of culture as a driver of development and growth factor is not questioned, potential beneficiaries as well as decision-makers often need facts and figures to prove that impact and possibly quantify it. In this perspective, last decades have seen a marked increase in the quantity of studies attempting to quantify the role of heritage in economic development, both academic and institutional – the second ones as a prerequisite for evidence-based cultural policies.

On the other hand, if quantification of the impact of culture is a major prerequisite for evidence-based cultural policies, the methodological approach to data is equally important. It is worth highlighting that EU documents repeatedly call for quality, comparable statistics on culture. Economic impact surveys must be reliable and repeatable, to consistently support the implementation of cultural policies.

Among studies and projects supported by the EU, the [*Cultural Heritage counts for Europe \(CHCfE\)*](#) project was especially aimed at demonstrating the positive impact of the heritage as enabler of sustainable development in a framework of integrated approach. *CHCfE* identifies as impact domains the “four pillars” of sustainable development considered in the 2013 [*Hangzhou Declaration*](#), equal to the traditional economic, social and environmental pillars, plus the cultural one. Through various case-studies the analysis is aimed at illustrating that investment in cultural heritage can be seen in terms of an “upstream investment” which has the potential to deliver important “downstream benefits” to the considered domains. According to the project’s results, the economic domain has shown the most positive impact (81%), followed by the social (51%) and cultural (46%) domains and by the environmental one (16%).

In Italy, according to the annual [*Symbola - Unioncamere Report*](#), in 2016 the cultural and creative sector reached almost € 90 billion, 6% of GDP, and employed about 1.5 million people. The report identifies five productive macro-domains related to cultural and creative industries, and tries to quantify the economic contribution of all activities not strictly related to the cultural dimension, but characterized by close synergies with the creative-driven sector. For every euro produced by sectors such as architecture, communication or protection of monuments, € 1.8 are generated in other fields. Cultural production has a multiplier effect for other economic sectors and becomes a fundamental component for growth and employment. An obvious example is given by the close interaction between cultural heritage and tourism: in that case the entire cultural services supply chain produces 250 billion, equal to 16.7% of the Italian national GDP.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

It is worth noting that in general, according to such studies and focusing on Europe, tourism alone is a limited view of the positive economic contribution of cultural heritage. Renovation and maintenance represents more than a quarter of the value of Europe's construction industry. The property values of residences in historic districts out-perform comparable properties in modern developments. Businesses tend to locate in these areas, as it is easier to attract specialists and expats to live and work in such places. The example of knowledge-intensive companies who congregate in culturally rich areas of historic cities is a telling one. These businesses, and others, often seek out historic buildings that can be converted into office space for their headquarters. Cultural heritage thus also enables innovation and enhances the long-term competitiveness of the European economy.

Elaborating a specific methodology, in 2013 France promoted an institutional [research](#) at the highest levels, aimed at measuring the value of the heritage. The *General Inspectorate of Cultural Affairs* and the *General Inspectorate of Finance* were entrusted with a joint mission on the economic aggregates of culture. Noting that cultural statistics do not fully measure the place of the cultural sector in the economy nor comprehensively and coherently apprehend the issues of the sector, the two Ministers intended measure the weight of culture in the economy and determine the levers of action to fully utilize its growth potential.

The mission chose to rely on national accounts data produced by the *National Institute of Statistics and Economic Studies (INSEE)*, also in the conceptual and statistical frameworks of the cultural economy of Unesco and EU. So, the mission based its "cultural perimeter" with reference to the French nomenclature of activities (*NAF*), and to the nomenclature of activities of the European Community (*NACE*). Indirectly cultural activities were also considered (activities not cultural in themselves but inextricably linked to the existence of cultural activities, for example, the construction sector specializing in the rehabilitation of historic monuments). Finally, the cultural activities were classified in eleven economically coherent sectors: live performance, heritage, visual arts, press, book, audiovisual, advertising, architecture, cinema, image and sound industries, access to knowledge and culture.

The work of the institutional mission makes it possible to obtain an objective assessment of the macroeconomic contribution of culture. Relying on a coherent cultural scope, it should allow in the future, through a regular update, to ensure a consistent follow-up.

As for quantitative results (related to 2011 statistics): the added value of cultural activities in France amounted to € 57.8 billion (€ 44.5 billion in specifically cultural activities and € 13.3 billion in indirect cultural activities). This sum, which defines the "added value of culture in France", represents 3.2% of the sum of the added value of the French economy. This is the closest assessment to what might be called "Cultural GDP". This added value of cultural activities in France is equivalent to the added value of agriculture and food industries (€ 60.4 billion); it represents seven times the automobile industry (€ 8.6 billion), four times the chemical industry (€ 14.8 billion) or insurance (€ 15.5 billion) and more than twice the telecommunications sector (€ 25.5 billion). Afterwards, to measure the overall



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

contribution of culture to the economy, the mission has added to the perimeter defined above (€ 57.8 billion), the effects “induced” by cultural activities (the only “specifically” ones): the contribution of culture to the economy thus defined by the mission represents a total of € 104.5 billion.

Further, at the level of regional figures, the mission was able to demonstrate that territories benefited from cultural implantation were on average more efficient in terms of socio-economic data than other comparable territories. So, the mission has positively correlated the presence of a cultural settlement with the socio-economic development of a territory.

Historic England, a British Governments’ public body tasked with protecting the historical environment of England, in 2016 commissioned an impact assessment to estimate the national and regional economic impact of the heritage sector. The [analysis](#), focused on areas subject to recent interventions, used measures of economic impact evaluation such as: heritage-related tourism, the role of heritage in the regeneration of towns and cities, commercial activity within historic buildings especially in the creative industries, the demand from the construction sector to repair and maintain historic buildings, the market for historic properties, investment in research and display of archaeological sites and education.

Proving that heritage draws millions of visitors each year, is a source of employment, provides premises for businesses, homes for residents and helps reverse decline in town centres, the major findings of the study are the following: in 2014, heritage directly generated £ 11.9 billion in gross value added (GVA) in England. If indirect and induced effects are considered, heritage sectors’ contribution to GVA increases to £ 22 billion. This is equivalent to 2% of national GVA. Heritage tourism generated £ 16.4 billion in spending by domestic and international visitors; repair and maintenance of historic buildings directly generated £ 9.6 billion in construction sector output. 278,000 people are employed in heritage, and the tourism combined direct, indirect and induced impact provided 742,000 jobs.

A 2011 [Report](#) commissioned by the *Advisory Council on Historic Preservation*, an independent agency of the US Government, was aimed at identifying a finite number of indicators that could be used to regularly and credibly measure the economic impact of historic preservation over time. Five areas of research demonstrating (directly or indirectly) the link between historic preservation and economics are recommended in this report, namely: jobs, property values, heritage tourism, environmental measurements, and downtown revitalization. In turn, systematic analysis of economic impacts took into account how regional economies responded to project and program changes through a method for estimating regional Input-Output multipliers known as RIMS-II (Regional Industrial Multiplier System-II), developed by the *US Bureau of Economic Analysis*.

Such indicators have long been widespread in US surveys. A 2005 [report](#) by Clarion Associates on the economic benefits of historic preservation in Colorado examines statewide economic impacts associated with the rehabilitation of historic buildings and heritage tourism. It focuses on economic



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

issues especially important to owners and users of historic properties, such as the availability of affordable housing in older neighbourhoods, and property value trends in residential historic districts. The authors find historic preservation is not only about protecting and appreciating the past, it is a key strategy for successful community planning and economic development. Since 1981, rehabilitation activities in Colorado have created almost 29,000 jobs and generated a total of over \$ 2 billion in direct and indirect economic impacts. In a single recent year, heritage tourism in Colorado created \$ 3.4 billion in direct and indirect economic impacts and another 60,964 jobs throughout the state, being really perceived as a key industry.

According to the [Florida Department of State](#), the total impact of historic preservation in Florida is \$ 4.2 billion a year. This encompasses the impact of job creation, generated income, increased gross state product, and increased state and local taxes. 123,242 jobs were created in 2000 from historic preservation activities in the sectors of manufacturing, retail trade, services and construction. State officials estimate that between 60-70 percent of the budget for a historic rehabilitation project is expended on labour, which firstly benefits local workers. Approximately 42.9 million tourists visited historic sites, historic museums, state parks and archaeological sites, spending a total of \$ 3.7 billion.

Florida figures also confirm that historic preservation activities help to maintain property values in historic districts. In a survey of 18 historic and 25 non-historic residential districts across Florida, historic preservation was never found to depress property values. In fact, it contributed to greater appreciation of property value in at least 15 cases. An example of this can be found in Jacksonville's Springfield Historic District where property values have doubled due to rehabilitation efforts.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

BUILDING ON PREVIOUS RESULTS: MATCHING THE OBJECTIVE OF EU INTEGRATION THROUGH CULTURAL COOPERATION PROGRAMMES

JOINING INTERNATIONAL POLICY PAPERS

After having achieved independence in 1991, the Republic of Moldova has followed a continuous path of European integration and adherence to the major international conventions, not only in the cultural field.

The Republic of Moldova joined the United Nations in 1992. Since then, the UN system supports the country in achieving its major development goals and fulfilling its vision to be a prosperous and modern European country. To date, over twenty resident and non-resident UN specialized agencies, funds and programmes work in Moldova. The [*Partnership Framework for Sustainable Development 2018–2022*](#) supports Moldova's development efforts and European integration ambitions in four priority areas: governance, human rights and gender equality; sustainable, inclusive, and equitable economic growth; environmental sustainability and resilience; inclusive and equitable social development. The Republic of Moldova joined UNESCO in 1993 and ratified all UNESCO conventions on cultural issues.

The European Union and the United Nations cooperate to support the Republic of Moldova in the achievement of its development priorities, covering various aspects, from development to climate change, human rights, the fight against corruption and crime. In the 2000's, driven by Eastern enlargement, the European Union adopted a proactive and comprehensive policy toward its neighbourhood, aiming at the creation of a zone of stability, security and prosperity on its borders. Due to this, the Republic of Moldova was able to benefit from intensified political dialogue, increased aid, trade and visa liberalization, strong cooperation in cultural field. On the other hand, Moldova aspires to be a privileged partner of the EU in the Eastern Neighbourhood. Since the independence in 1991, and especially in the last decade, the Ministry of culture of Moldova elaborated many legislative and regulating acts aimed at supporting the cultural sector to take into account the prospect of the European integration of the country, and the Moldovan Government ratified the most important international conventions on cultural heritage, among them:

- the [*International treaty on economic, social and cultural rights*](#) (ratified by RM in 1993)
- the [*European Convention on Culture*](#) (ratified by RM in 1994)
- the [*European Landscape Convention*](#) (ratified by RM in 2001)



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- the [*Convention for Protection of the Architectural Heritage of Europe*](#) (ratified by RM in 2001)
- the [*European Convention on the Protection of the Archaeological Heritage*](#) (ratified by RM in 2001)
- the [*Convention concerning the protection of the world culture and nature heritage*](#) (ratified by RM in 2002)
- the [*Convention on the protection and promotion of the diversity of cultural expressions*](#) (ratified by RM in 2006)
- the [*Convention for the safeguarding of intangible culture heritage*](#) (ratified by RM in 2006)
- the [*Convention on the means of prohibiting and preventing the Illicit import, export and transfer of ownership of cultural property*](#) (ratified by RM in 2007)
- the [*Council of Europe Framework Convention on the Value of Cultural Heritage for Society*](#) (ratified by RM in 2008)
- the [*European Convention on cinematographic co-production*](#) (ratified by RM in 2011)

By adopting this set of instruments, Moldova expressed its ambitions to connect to international and European trends and values, within which heritage protection occupies a leading, strategic place.

The recently adopted “Culture 2020” Strategy is the first document adopted in Moldova to mention heritage conservation as one of its main national objectives. In as much as the reform in the cultural heritage sector is inspired by the *acquis communautaire*, Moldova will be able to build an appropriate framework for the protection and enhancement of its cultural assets.

PARTICIPATING IN INTERNATIONAL CULTURAL PROJECTS

In recent years, Moldova has participated in projects run by several international organizations, such as the Council of Europe, the Central European initiative, EU, UNESCO. The EU Technical Assistance Projects and the Twinning Projects are contributing to the achievement of the objectives set out in the [*EU-Moldova Association Agreement*](#) by providing financial resources and institutional capacity-building interventions for key institutions of the country. In particular, Moldova has benefited from 31 Twinning Projects so far, and further 9 Projects were about to be implemented at the end of 2017. Among the project affecting strategic sectors (as different policy areas potentially dealing with cultural heritage in the integrated vision proposed by the present document):

- *EU Sector Budget Support in Vocational education and training*, in the framework of which was developed and approved the National Qualifications Framework, adjusted curricula to labour market requirements, made the institution financing system more efficient, trained teachers, promoted social dialogue in the field and increased the attractiveness of this type of education. Among other results, an online platform www.ipt.md, was created in Moldova. Its aim is to inform the public about achievements in the sector of education and to provide a means of



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

communication and information exchange for the beneficiaries of this system – students, teachers, businesses and authorities. The platform will be further developed and permanently supplemented with information by VET institutions, students and businesses.

The issue addressed by this project has to be considered strictly related to the present Twinning Project.

- *TwP Support to the Civil Service modernization in the Republic of Moldova in line with EU best practices*, with as a result: at least 80% of Central Public Authorities having training plans defined on yearly basis; Civil Service training program at national level (for both central and local public authorities) effectively planned, coordinated and implemented as well as review mechanisms developed; human resources experts network developed and capabilities upgraded; top level management (State Secretaries) capabilities upgraded.

The issue addressed by this project has to be considered strictly related to the present Twinning Project.

- *TwP Strengthening the National Bank of Moldova capacity in the field of banking regulation and supervision in the context of EU requirements*. The actions undertaken under the Project enhanced significantly the institutional capacity of the NBM, as the supervisory authority, through training of involved personnel, and support during the process of alignment to EU standards. A new banking law was developed within the project.
- *TwP Support to development of an effective internal control and audit environment in public sector in Moldova*, aimed at supporting the Ministry of Finance in the process of strengthening financial management and control system. It is expected to strengthen the capabilities of auditors from central and local public authorities in line with EU best practice (the implementation period of the Twinning project is 2 years, until September 2019).

The issue addressed by this project has to be considered strictly related to the present Twinning Project.

- *TwP Support to the modernization of Customs Service of Moldova in line with AA requirements*, aimed at supporting the Republic of Moldova in meeting its obligations under the terms of the *Association Agreement* with European Union with specific regard to the requirements of the Deep and Comprehensive Free Trade Area (DCFTA) Agreement (the project started on September 2017, with a duration of 24 months).

Part of the issues addressed by this project has to be considered related to the present Twinning Project.

- *TwP Strengthening capacities of the Moldovan Parliament in harmonizing national legislation with EU law*, launched on October, 2017. The project's goal is to facilitate the implementation



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

of the *EU-Moldova Association Agreement*. It is meant to optimize the role and responsibilities of Parliament, its working bodies and relevant administrative structures to ensure a robust institutional framework for the effective implementation of legislative powers, especially in the process of harmonizing legislation as a prerequisite for the implementation of the Association Agreement.

The issue addressed by this project has to be considered strictly related to the present Twinning Project.

- *TwP Support to the strengthening of the operational capacities of the Law Enforcement Agencies of the Republic of Moldova in the field of prevention and investigation of criminal acts of corruption*, launched on December, 2017. This project is designed for increasing the capacity of fight against corruption in the Republic of Moldova by providing for assistance and support to the National Anticorruption Centre as the main beneficiary, Anticorruption Prosecutor's Office, Ministry of Internal Affairs, General Police Inspectorate and Customs Service.

The issue addressed by this project has to be considered strictly related to the present Twinning Project.

THE CREATIVE EUROPE PROGRAMME

Creative Europe is the European Commission's programme for support to the culture and audiovisual sectors, according to the EU's role aimed at providing a strategic framework for the development of national cultural policies and promoting the exchange of experiences and skills among countries in order to enable them to better address common challenges. Republic of Moldova joined *Creative Europe* on March 2015.

The programme is operational on three lines of action: *Culture* (with initiatives such as promoting cross-border cooperation, platforms, networking, literary translation), *Media* (audio-visual sector initiatives, such as promoting the development, distribution, or access to audio-visual works), and *Cross-sector* (a cross-sectoral strand, including a guarantee facility and transnational policy cooperation).

In the Creative Europe framework, the Republic of Moldova is involved in the following projects:

- *Internationalizing Eastern European Literature 2*
- *International Documentary Film Festival CRONOGRAF*
- *CentEast Market*, an annual event that aims at facilitating the sales and distribution and festival circulation of films from Central and Eastern Europe
- *PROMS Music Crossover - East-West Connections*
- *Tandem - Creating new trans-national cultural cooperation links with Ukraine and Moldova*



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

THE EUROPEAN UNION–EASTERN PARTNERSHIP

The Eastern Partnership (EaP) is a joint initiative involving the EU, its Member States and six Eastern Post-Soviet European Partners considered of strategic importance: Armenia, Azerbaijan, Belarus, Georgia, the Republic of Moldova and Ukraine. It is a specific dimension of the European Neighbourhood Policy, aimed at improving shared values including democracy, the rule of law, and respect for human rights, as well as the principles of market economy, sustainable development and good governance. Within EaP, Moldova has been periodically involved in some relevant project in the cultural field, among the most recent the *COMUS* and *CHOICE* Projects.

COMUS PROJECT

The [*COMUS Project*](#) ("Community-Led Urban Strategies in Historic Towns"), is a joint Council of Europe/European Union initiative that is part of the second Eastern Partnership Culture Programme. It seeks to stimulate social and economic development by enhancing cultural heritage in 9 historic towns in Armenia, Belarus, Georgia, the Republic of Moldova and Ukraine. From a European perspective, the richness and diversity of the heritage in these pilot towns is of major cultural significance and should represent an important resource. Heritage defines the attractiveness of these places, offering a potential advantage for tourism and business development.

COMUS activities are implemented focusing on the following challenges:

- raising the importance of heritage as the first immediately available resource in historic towns;
- fostering an integrated approach to heritage;
- managing existing urban constraints;
- introducing public debate and direct participation of inhabitants;
- making the best of the existing urban fabric to foster a new kind of modernity through the adaptation and recycling of old buildings.

Soroca was selected as a pilot town in the Republic of Moldova. *COMUS* activities have mobilised community members to be involved in the process of urban strategy-making. Conferences, public debates, local presentations, academic research and outdoor entertainment events have been organized, involving a wide range of stakeholders at both local and national levels. The process has fostered more open dialogue and awareness about the importance of local heritage. Specific activities have included heritage walks and creative competitions, organized to promote the value of heritage and local history among younger generation. So, the Project has set a model of dealing with heritage to be replicate in other small urban centers of the country.

During the *COMUS* Project an [*Assessment Report*](#) was produced (2015), evaluating the existing legal and institutional frameworks and recommending priorities and actions required to improve existing laws, policies and administrative mechanisms related to urban management and rehabilitation. The report conducts an in-depth analysis, particularly focusing on the built heritage of historic towns, and



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

the actions it proposes should be considered in the near future in the framework of the present Twinning Project.

CHOICE PROJECT

The [*CHOICE Project*](#) ("Cultural Heritage: Opportunity for Improving Civic Engagement") has been developed and later implemented in the four Eastern Partnership countries Armenia, Belarus, Republic of Moldova and Ukraine. The project obtained funding within the framework of the European Union Programme Eastern Partnership *Civil Society Facility* and it was implemented between 2015 and 2017.

The project was mainly aimed at building the capacities and development of the non-governmental non-profit organizations engaged in conservation, re-thinking and promotion of the cultural and historical heritage. Beside the civil society organizations, professional teams and communities, intellectuals and cultural activists were involved in the project, focusing on cultural landscape, its diversity and its rehabilitation and preservation.

Through an open competition, the *CHOICE* project selected and supported developers and authors of innovative projects aimed at conservation and re-interpretation of the national cultural heritage. A substantial part of the activities was dedicated to capacity building of professional organizations involved. The project participants improved their knowledge and skills in the area of project management, financial management, public relations, advocacy and conflict management.

The Republic of Moldova has participated with the following projects:

- *Trajan's Wall – The cultural resource for sustainable crossborder development and cooperation* (located in Cahul District);
- *Museum – Space for the community and cross-cultural dialogue* (located in Vasieni village);
- *History revival – Integration of Duruitoarea Cave in European tourist space* (located in Costesti);
- *Historical site camp of King Charles XII of Sweden at Varnita: Valorization and promotion* (located in Varnita village);
- *Clay of time: a journey of ceramics through ages* (located in Chisinau).

Among the lessons learnt through the involvement in the above projects and actions, the [*CHOICE final report*](#) includes:

- the national policy should try to expand civil society's participation in decision-making in the field of cultural heritage at all levels;
- the national policy in the field of heritage will become more efficient if developing and supporting cross-sector dialogue and cooperation (national authorities - local authorities, NGOs, private business, etc.);
- it is necessary to expand powers of local authorities, their personnel and financial possibilities in the work with heritage;



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- in the EaP countries, there is not enough or even practically no vocational training in the field of heritage; those who receive education adjacent to the heritage sector do not stay in this sector because of low salaries and the absence of prospects of professional growth; therefore, it is necessary to develop components of corresponding education in formal and informal sectors;
- it is important to raise awareness of civil society at all its levels about problems of preserving material and non-material heritage. Such campaigns are especially needed in the work with local authorities and local communities.

It is desirable that all these deliverables will be taken into due consideration in the building of the next cultural policies.

THE EAP CULTURE AND CREATIVITY PROGRAMME

The Republic of Moldova is also involved in the [European Union-Eastern Partnership Culture and Creativity Programme](#). The general purpose of it is to support the cultural and creative sectors' contribution to sustainable social and economic development in the six countries of the Partnership. The Programme is implemented by a consortium led by the British Council, in partnership with the Soros Foundation Moldova, the National Center for Culture of Poland and the Goethe Institut.

The Programme provides multiple lines of action, and its achievements are collected on a website where they remain available in the form of reports, guidelines, interviews, operational tools. Over the past six years the Eastern Partnership has engaged a wide range of tools to review and analyse the key challenges facing the culture and creative industries sector in Moldova, developing interesting documents, tools and skills, among them the [21 Recommendation for CCIS development in Moldova](#).

These Recommendations include a list of recommended priority areas for improvement; most of all, it is worth noting that, according to the Moldovan and international experts over the past six years, there is one top priority in Moldova, namely *management and leadership skills*. "The need for management skills possibly reflects the ease with which Moldovans are able to work in Romania and the EU, which has led to a brain drain. With Romanian the common language makes it is easy for cultural managers, workers and artists to transfer their skills abroad. A dominant culture sector in a neighbouring country with the same language weakens the ability of smaller countries to develop their own industries and lures away talent. Countries in similar situations (Canada, Belgium, Austria and others) may provide models on how to tackle these problems, especially in the area of retaining talent. Providing a lifelong learning programme for cultural professionals in Moldova may be one solution".

Finally, there is a longer list of other challenges that all come from one report on developing the creative industries in Moldova, so the [21 Recommendation](#) have to be considered as a relevant benchmark for future work in this sector.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

THE CREATIVE TOWNS AND REGIONS INITIATIVE

The [EaP Culture and Creativity Programme](#) also launched the [Creative Towns and Regions Initiative](#) to highlight the importance of culture and creativity in small and medium sized towns and regions. The Initiative introduces a practical approach for towns and regions in the Eastern Partnership countries to use the local cultural and creative potential for social and economic development. The aim of the initiative is to raise awareness of all key stakeholders of the potential of cultural and creative sectors, to collect data on local cultural and creative resources and to propose concrete action plans for developing the cultural and creative industries potential, including building clusters with local businesses, increasing the quality of the tourist offer and building stronger networks with similar towns and regions in other countries.

In this framework, in February 2017 the Moldavian town Orhei was selected as a pilot, with 5 other towns from EaP Countries. Orhei is a locality with rich cultural heritage and picturesque landscape. The site contains a wide range of natural and archaeological monuments and could have an important added value within the Creative Towns and Regions Initiative, especially from a touristic and entertainment perspective.

OTHER PROGRAMMES AND PARTNERSHIPS

The Republic of Moldova also participates in other programmes – as a country involved in the EU cross border cooperation policy, in the context of the European Neighbourhood Policy, or as a member of the Council of Europe. Some of these initiatives focus on culture as a tool for promoting intercultural dialogue within confidence building measures programmes.

MEDIEVAL JEWELLERIES PROJECT (MEJEKSS)

In the framework of the Romania-Ukraine-Republic of Moldova cross-border cooperation, the “medieval jewelleries” are the three fortresses of Khotyn (Ukraine), Soroca (Moldova) and Suceava (Romania). The project is especially aimed at stopping the degradation of the monuments, and the Lead Partner, the Soroca District Council, along with other partners, managed to partially restore the fortress of Soroca. The project is having also an important contribution to the tourist offer, through adjustment to European standards, growing of the notoriety level of the sites, increasing of capitalization rate of cultural and natural tourist potential of the region, involvement of the local community in the issue of protecting the cultural heritage.

CONFIDENCE BUILDING MEASURES PROGRAMME FOR THE TRANSNISTRIAN REGION

The Council of Europe has been implementing various CBM activities on both banks of the river Nistru/Dniestr since 2010, so acquiring experience in building relationships and “bridges” between the



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

two banks. The CBM programme in the Republic of Moldova has still expanded, including sectors such as media, higher education, support to civil society, human rights, and architectural heritage.

KEY ELEMENTS FOR EFFECTIVE AND STRATEGIC REFORM IN THE CULTURAL HERITAGE SECTOR

Statistical data related to appropriate indicators can show the effective return of a well-managed heritage (see § “The economic impact of heritage”). Nevertheless, the value and the extent of the cultural sector are hard to calculate and contain. In fact, they are function of different dimensions (cultural, physical, digital, environmental, human and social) and of the flow of many associated services. The vision of the culture as enabler of economic growth and sustainable development also implies that an effective reform in the heritage field – acknowledged as a strategic one – must be designed through multiples, inter-sectorial intervention lines. Consequently – also according to the pivotal EU Parliament’s Resolution [*Towards an integrated approach to cultural heritage for Europe*](#) – an effective and strategic reform in the sector is expected to take into due consideration:

- considering the strategic value of the heritage as a driver of sustainable development not confined to the specific sector
- strengthening links between local, regional, national and international plans
- adjusting the institutional and legislative framework in order to practice a multilevel governance according to the principle of subsidiarity
- promoting the participation of the civil society and public-private partnerships in cultural policies
- developing legal tools that allow alternative funding and administration models
- considering information technology-oriented investments in the broader context of the reform in the cultural heritage sector.

Knowledge is the first step in conservation. According to the [*Moldova 2020 National Development Strategy*](#), the very first issue to address in order to boost development is the educational one. In the specific case, the conservation of the heritage, material and immaterial, is necessarily based on communication and building up of attitudes. So, it is highly recommended:

- to pay attention to the natural and cultural heritage and to build awareness of its value, in the most appropriate forms, in the scholastic programs and throughout the training cycle
- to introduce in school curricula art, music, theatre and film education, artistic practice and expression, as well as “soft skills” geared to creativity and innovation



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

- to integrate vocational and educational training as well as university curricula with specific disciplines, allowing a new generation of young professionals to deal with the challenges related to the preservation, conservation and management of the heritage
- to provide for long-life learning programmes related to the heritage's management addressed to professionals, as well as to public administrators dealing with the cultural sector
- to communicate the heritage, in the most appropriate forms including virtual introductions and social media, at international, national, and local level, in order to promote external attractiveness as well as internal awareness
- to create research centers for methods and techniques for the protection, conservation and enhancement of heritage, attentive to the use of new technologies
- to create local "museums of the territory", for the communication and preservation of the identity of both the places and their inhabitants

Another crucial issue – strictly related to the previous one especially in a near-future perspective – is the reform of the Public Administration, already undertaken in the Republic of Moldova within the framework of the [*Public Administration Reform Strategy 2016-2020*](#). The reform has to address the need for an adequate human resources management system. It is therefore recommended, especially in relation to the management of cultural heritage:

- to introduce adequate recruitment procedures, so as to ensure that cultural policies are managed by a class of competent civil servants and professionals
- to consistently adjust professionals' salaries, to ensure that civil servants are adequately motivated and to avoid the risk of lack of qualified personnel due to the abandonment of state employment

In general, the organization and articulation of the institutional central bodies responsible for culture, as well as their administrative action must be adjusted to a modern, consistent legislative framework, based on the assumption that heritage protection is a priority responsibility of the State and of the Public Local Authorities. Accordingly, the present Twinning Project is largely devoted to analyzing the relevant legislation and proposing the reform directions in the light of the *acquis communautaire*.

Cultural assets and monuments are not isolated items, but they acquire meaning in their historical, territorial and/or urban context. A conscious approach aimed at "integrated conservation" cannot disregard the management of the context itself as a whole. On the other hand, for an effective reform in the cultural heritage field, the principle of subsidiarity must be fully implemented through accomplishment of the decentralization process – according to the *Moldovan Strategy for Regional Development 2016-2020*. The process of allocating resources from Central to Local Authorities must be especially streamlined.

In particular, in the identification of specific contents as well as in allocating resources:



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

- priority should be given to measures affecting endogenous potential, which are expected to produce additional “spill over” or “spin off” effects, so as to promote sustainable development processes
- cultural policies on the territory have to be effectively linked to urban and territorial planning (not only “place-driven” but also “people-centered”), in order to meet the objectives of territorial and social cohesion
- development strategies and single measures must consider and refer to other ongoing or completed projects in the same area, to ensure continuity and avoid overlapping of objectives, actions and costs.

Effective reforms are hardly cost-free; nevertheless – as comprehensively explained in many European strategic documents – the management of cultural assets should tend to self-sustainability, if correctly streamlined in a cycle of sustainable territorial development. In this regard, also the legal and regulatory framework must provide for and facilitate forms of public-private partnership, as well as fiscal incentives related to the management, conservation and valorization of the heritage, in order to trigger a virtuous cycle of diversification of resources (financial, institutional, human and instrumental) and to engage a variety of actors in co- partnership frameworks.

In an integrated approach, preservation and valorization of the natural and cultural heritage can also trigger, and benefit from, a sustainable cultural and eco-tourism, supported by

- adequate investments in infrastructures (it is worth noting that “Roads” is the second issue of the *Moldova 2020 National Development Strategy*)
- targeted campaigns aimed at “communicating” the territorial natural and cultural assets both within the country and abroad
- developing sustainable business linkages between handicraft producers and tourism markets
- enhancing intangible heritage
- supporting local excellence (traditional productions, food and drink, ecc.), including aid for young people undertaking an activity in the field

Moreover, it is highly recommendable to take full advantage of the opportunities offered by European and international partnership programs (e.g. the [Creative Europe](#) Programme). The lessons learned within them are often the basis for the establishment of current “good practices”, and the exchange of people and experiences underlies the development of the creative industries sector. So it is highly recommended

- refer to pilot projects already accomplished in the field, to be possibly extended and applied to the specific case, territory, ecc.

Finally – as already mentioned – the importance of introducing mandatory, appropriate statistical performance indicators must not be underestimated. Inter alia, implementing a consistent statistical



**Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection**

system aligned with EU standards is a requirement of the [*EU-Moldova Association Agreement*](#). In the context of the reform of the cultural sector it should support evidence-based policies, allowing measuring impacts, monitoring trends, raising awareness of the benefits within all the stakeholders.



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

ANNEX: INTERNATIONAL AND EU REGULATORY FRAMEWORK

As main reference framework, this section presents a targeted selection of the most relevant international treaties as well as EU and CoE legislative instruments and policy recommendation with direct or indirect impact on cultural heritage. As Republic of Moldova is also part of the Commonwealth of Independent States (CIS), created in December 1991 and including Azerbaijan, Armenia, Belarus, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russia, Tajikistan, Turkmenistan, Uzbekistan and Ukraine, relevant CIS agreements are also mentioned.

1 UNITED NATIONS AND UNESCO TREATIES AND CONVENTIONS AND RESOLUTIONS

- [993-I-14531](#) – *UN International treaty on economic, social and cultural rights* signed on December 16, 1966, ratified by Republic of Moldova by Decree N. 217-XII dated July 28th, 1990
- [Convention on the means of prohibiting and preventing the illicit import, export and transfer of ownership of cultural property](#) signed on November 14, 1970 in Paris, ratified by Republic of Moldova by Law N. 141-XVI dated June 21st, 2007
- [Convention concerning the protection of the world culture and nature heritage](#) signed on November 23, 1972 in Paris, ratified by Republic of Moldova by Law N. 1113-XV dated June 6th, 2002
- [Unesco Convention on the protection and promotion of the diversity of cultural expressions](#) signed on October 20, 2005 in Paris, ratified by Republic of Moldova by Law N. 258-XVI dated July 27th, 2006
- [Convention for the safeguarding of intangible culture heritage](#), signed on October 17, 2003 in Paris, ratified by Republic of Moldova by Law 12-XVI dated February 10th, 2006
- [Republic of Moldova – United Nations Partnership Framework for Sustainable Development 2018-2022](#), signed on May 16, 2017 in Chisinau
- [United Nations Millennium Declaration](#), UN Resolution adopted by the General Assembly on September 6th-8th, 2000
- [The future we want](#), UN Resolution adopted by the General Assembly on 27 July 2012
- [Unesco Hangzhou Declaration: Placing Culture at the Heart of Sustainable Development Policies](#), adopted in Hangzhou, People's Republic of China, on 17 May 2013
- [Transforming our world: the 2030 Agenda for Sustainable Development](#), UN Resolution adopted by the General Assembly on 25 September 2015



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

2. COE AND CIS CONVENTIONS AND AGREEMENTS RATIFIED/APPROVED BY RM

2.1 COUNCIL OF EUROPE

- [ETS N. 018](#) - *European Convention on Culture* adopted on December 19, 1954 in Paris , ratified by Republic of Moldova by Decree N. 98-XIII dated May 12th, 1994
- [ETS N. 121](#) *Convention for the protection of the architectural heritage of Europe* signed on October 3, 1985 in Granada, ratified by Republic of Moldova by Law N. 533-XV dated October 11th, 2001
- [ETS N. 143](#) - *European Convention on the protection of archeological heritage* (revised) signed on January 16, 1992 in La Valletta, ratified by Republic of Moldova by Law N. 533-XV dated October 11, 2001
- [ETS N. 147](#) - *European Convention on cinematographic co-production* signed in October 2, 1992 in Strasbourg, ratified by Republic of Moldova by Law N. 127 dated July 7th, 2011
- [ETS N. 176](#) - *European landscape Convention*, signed on October 20, 2000 in Florence, ratified by Republic of Moldova by Law N. 536-XV dated October 12th, 2001
- [ETS N. 199](#) - *Council of Europe Framework Convention on the value of cultural heritage for society*, signed on October 27, 2005 in Faro, ratified by Republic of Moldova by Law N. 198-XVI dated September 26th, 2008

2.2 CIS

- [Agreement between the member states about creation of Fund of support of cultural cooperation of the Commonwealth of Independent States \(CIS\)](#), signed on September 11, 1998 in Moscow, approved by Republic of Moldova by Decree N. 535 dated September 2, 2009
- Decree of the Council of the Heads of Governments of the CIS on the *Cooperation Concept for the member states of the CIS in the field of culture* signed on May 19, 2011 in Minsk, approved by Republic of Moldova by Decree N. 672 dated September 12, 2011

3. EU LEGISLATIVE INSTRUMENTS, RECOMMENDATIONS AND DOCUMENTS

- [75/65/EEC](#) - *Commission Recommendation of 20 December 1974 to Member States concerning the protection of the architectural and natural heritage*
- [86/C 320/01](#) - Resolution of the *Ministers* with responsibility for Cultural Affairs within the Council of 13 November 1986 on the protection of Europe's architectural heritage



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- [94/C 235/01](#) - Council conclusions of 17 June 1994 on a Community action plan in the field of cultural heritage
- [Presidency Conclusions, Lisbon European Council](#), 23-24 March 2000
- [2001/C 73/04](#) - Council Resolution of 12 February 2001 on architectural quality in urban and rural environments
- [2006/115/EC](#) - Directive of the European Parliament and of the Council of 12 December 2006 on rental right and lending right and on certain rights related to copyright in the field of intellectual property
- [52007DC0242](#) - The European Agenda for Culture in a globalising world, set by the EU Commission on May 10th, 2007
- [Treaty of Lisbon amending the Treaty of European Union and the Treaty establishing the European Community](#), signed at Lisbon, December 13th, 2007
- Communication from the Commission of March 3d, 2010. [Europe 2020. A strategy for smart, sustainable and inclusive growth](#)
- [2010/238/EU](#) - Commission Recommendation of 26 April 2010 on the research joint programming initiative 'Cultural Heritage and Global Change: a new challenge for Europe'
- [TA 2020](#) - The Territorial Agenda of the European Union 2020 – Towards an inclusive, smart and sustainable Europe of diverse regions. Approved by the ministers responsible for Spatial Planning and Territorial Development in Gödöllő, Hungary, on May 19th, 2011
- [2011/711/EU](#) - Commission Recommendation of 27 October 2011 on the digitisation and online accessibility of cultural material and digital preservation
- [1194/2011/EU](#) - Decision of the European Parliament and of the Council of 16 November 2011 establishing a European Union action for the European Heritage Label
- [2011/831/EU](#) - Council Decision of 1 December 2011 on the practical and procedural arrangements for the appointment by the Council of four members of the European panel for the European Union action for the European Heritage Label
- [2013/743/EU](#) - Council Decision of 3 December 2013 establishing the specific programme implementing Horizon 2020 - the Framework Programme for Research and Innovation (2014-2020) and repealing Decisions 2006/971/EC, 2006/972/EC, 2006/973/EC, 2006/974/EC and 2006/975/EC
- [1295/2013/EU](#) - Regulation of the European Parliament and of the Council of 11 December 2013 establishing the Creative Europe Programme (2014 to 2020)



Twinning Project MD 13 ENPI OT 01 16 (MD/26)
Support to promote cultural heritage in the Republic of
Moldova through its preservation and protection

- [2014/C 463/02](#) - Conclusions of the Council and of the Representatives of the Governments of the Member States, meeting within the Council, on a *Work Plan for Culture (2015-2018)*
- [2014/2149\(INI\)](#) - European Parliament Resolution of 8 September 2015 *Towards an integrated approach to cultural heritage for Europe*
- [Association Agreement between the European Union and the European Atomic Energy Community and their Member States, of the one part, and the Republic of Moldova, of the other part](#), signed by the parties on June 16th, 2014