

# Evaluation of Euromed Heritage I

(ME8/B7 - 4100/IB/07/0353)

## FINAL REPORT

Volume I - Programme evaluation

July 2004

Programme funded by  
the European Union



Report produced by



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and



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## Foreword

The Barcelona Conference of 1996 initiated a new season of Euro-Mediterranean partnership. As part of this momentum the EC launched a programme aimed at conserving and enhancing the cultural heritage in the Mediterranean, which was named Euromed Heritage.

Euromed Heritage I was identified in 1996, started in 1998 and ended in 2001<sup>1</sup>. A second phase was launched in 2001 and is now ongoing. The original financing decision requires a final evaluation of the programme.

In November 2003 the EC commissioned ARS Progetti, in association with its consortium member GHK, to carry out an independent ex post evaluation of the first phase of the programme.

This report presents the results of this evaluation, carried out by the team of experts mobilised by ARS Progetti and GHK, composed by Dr. June Taboroff, Gianmarco Scuppa, John Bowers and Pam van de Bunt. The report is organized in two volumes: Vol. I "Programme evaluation" and Vol. II "Evaluation of single projects".

We wish here to thank Claire Kupper at the EC, the EC Meda delegations, the EC officers of the "Centralised Operations for the Mediterranean" Unit, the EC delegations in the Meda countries, the Lead Partners, project participants and cultural institutions in the Meda countries for their cooperation and assistance during the preparation of the report.

The views expressed are those of the authors and do not represent the official views of the EC.

The background of the cover page is an etching representing the map of the old city of Damascus, where we can see how the Islamic city developed on the old roman urban structure.

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<sup>1</sup> Some projects have been extended until 2002 or 2003.

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## Acronyms

### International institutions

CE	Commission Européenne
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
UNESCO	United Nation Educational Scientific and Cultural Organisation

### Institutions of EU countries

FEMP	Foundation Europeene des Metiers du Patimoine	Council of Europe
ICR	Istituto Centrale per il Restauro	Italy

### Institutions of Meda countries

#### Institutions

AMVPPC	Agence de Mise en Valeur du Patrimoine et de Promotion Culturelle	Tunisia
ANAPSMH	Agence Nationale d'Archéologie et de Protections des Sites et Monuments Historiques	Algeria
DGA	Direction Générale des Antiquités	Lebanon
DGAM	Directorate General of Antiquities and Museums	Syria
DPCA	Direction du Patrimoine Culturel du Ministère de la Communication et de la Culture d'Algérie	Algeria
DPCM	Direction du Patrimoine Culturel du Ministère des Affaires Culturelles du Maroc	Morocco
EC	European Commission	International
ENAU	Ecole Nationale d'Architecture et d'Urbanisme	Tunisia
EPAU	Ecole Polytechnique d'Architecture et d'Urbanisme	Algeria
FEMP	Foundation Européenne des Métiers du Patrimoine	Council of Europe
IAA	Israel Antiquities Authority	Israel
ICR	Istituto Centrale per il Restauro	Italy
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property	International
INP	Institut National du Patrimoine	Tunisia
INSAP	Institut National des Sciences de l'Archéologie et du Patrimoine	Morocco
UNESCO	United Nation Educational Scientific and Cultural Organisation	International

### General terms

DESS	Diplôme d'Etudes Supérieures Spécialisées
MSF	Musées Sans Frontières
NAMEC	Programme de soutien pour la conservation du patrimoine culturel dans les pays de l'Afrique du Nord et du Proche et Moyen-Orient

## Executive Summary

### **Background**

The Euromed Heritage Programme is the only European Commission regional cooperation programme that provides assistance for cultural heritage in the Euro-Mediterranean region. Its intention was to create a dialogue and joint action that would help the partners understand their respective traditions and culture.

Involving 12 Meda country partners and 15 EU country partners, Euromed Heritage I consists of 17 projects funded under the MEDA programme, with a total budget of 17 €million; one project was cancelled. The sixteen projects are as follows:

<b>Title</b>	<b>Lead Partner</b>	<b>Countries</b>	<b>Budget (€)</b>	<b>Objective</b>
CORPUS	Ecole d'Avignon Avignon FRANCE	Algeria, Morocco, Tunisia Egypt, Israel, Jordan, Palestinian Authority, Cyprus, Turkey, France, Belgium, Spain, Finland, Greece, Portugal	1,041,050	Creation of an inventory of examples and publications about the skills and techniques needed for conservation of traditional buildings in the Mediterranean
SALAMBO	FEMP Council of Europe Strasbourg FRANCE	Algeria, Morocco, Tunisia, Egypt, Jordan, Lebanon, Palestinian Authority, Syria, Cyprus, France, Italy, Portugal, Greece	272,812	Feasibility study for professional training in the in traditional decorative arts applied to historic buildings
IPAMED	Institut National du Patrimoine Tunis TUNISIA	Algeria, Tunisia, Syria, Palestinian Authority, France, Italy	1,120,000	Geographical Information System and Computerised Archiving System for Cultural Heritage.
Cours du Patrimoine du Maghreb	ICCROM Roma ITALY	Algeria, Morocco, Tunisia, Belgium, Spain, France, Italy	2,622,635	Post-graduate training courses for conservation architects, conservators and curators in Algeria, Morocco and Tunisia.
RIAS	Ministerio de Education General des bellas Artes y Bienes Culturales Madrid Spain	Algeria, Morocco, Tunisia, Egypt, Israel, Turkey, Cyprus, Malta, Denmark, France, Greece, Ireland, Italy, Portugal	285,379	Organisation of a Euro-Mediterranean Forum for Underwater Archaeological Heritage
UNIMED HERIT	UNIMED Roma ITALY	Egypt, Israel, Jordan, Palestinian Authority, Cyprus, Malta, Germany, Italy, Spain, Greece, Portugal	404,565	Post-graduate training course in integrated heritage management
PISA	IMED Roma ITALIA	Algeria, Morocco, Tunisia, Israel, Palestinian Authority, Germany, France, Greece, Italy,	3,210,037	New approaches to the conservation and management of archaeological sites including integration with the local economy.
UNIMED SYMPOSIUM	UNIMED Roma ITALY	Algeria, Morocco, Tunisia, Egypt, Israel, Jordan, Palestinian Authority, Turkey, Cyprus, Malta, Germany, Spain, France, Greece, Italy, Portugal	114,440	Conference on intangible culture
ISLAMIC Art IN THE MEDITERRAN EAN	MSF (Museum with No Frontiers) OING AUSTRIA	Algeria, Tunisia, Morocco, Egypt, Israel, Jordan, Palestinian Authority, Turkey, Cyprus, Austria, Spain, Finland, Italy, Portugal, Sweden	1,604,460	Development of "heritage trails" and guidebooks that suggest itineraries for exploring Islamic art and architecture in eleven Mediterranean countries



UNIMED AUDIT	UNIMED Roma ITALY	Algeria, Tunisia, Egypt, Jordan, Lebanon, Palestinian Authority, Syria, Italy, Portugal	324,130	Development of a database on cultural heritage legislation and training facilities throughout the Euro- Mediterranean region
LES FETES DU SOLEIL	Municipality of Siena ITALY	Tunisia, Israel, Malta, France, Italy, Portugal	646,272	Inventorying traditional festivals in the Mediterranean and exchange of experience between selected municipalities on the organisation and promotion of festivals
EXPO 2000	City of Hildesheim GERMANY	Algeria, Morocco, Tunisia, Egypt, Israel, Jordan, Lebanon, Palestinian Authority, Syria, Turkey, Cyprus, Malta, Spain, Germany, Greece, France, Italy, Portugal	57.000	A traveling exhibition about the safeguard and conservation of heritage throughout the Mediterranean
EURO-MEDI- TERRANEAN HERITAGE DAYS	Fondation Roi Baudouin Bruxelles BELGIQUE	Morocco, Tunisia, Jordan, Syria, Turkey, Cyprus, Belgium, Spain, France, Italy, Greece	146,625	Feasibility study for extending the European Heritage Days to non- European Mediterranean countries
MANUMED	Centre de Conservation du Livre Arles FRANCE	Algeria, Morocco, Egypt, Jordan, Lebanon, Syria, Cyprus, France, Spain, Greece, Sweden	1,284,625	Inventorying and conservation of historical written documents
MUSEOMED	ICOM Athens GREECE	Palestinian Authority, Syria, Malta, Cyprus, Greece,	97,089	Training course on museology and museography
Saving Cultural Heritage Exhibition	City of Hildesheim GERMANY	Algeria, Cyprus, Egypt, Israël, Jordan, Lebanon, Malta, Palestinian Authority, Morocco, Syria, Tunisia, Turkey, Germany, Spain, Greece, France, Italy, Portugal	249.000	Follow-up of the exhibition held in Hildesheim in connection with World Expo 2000

## Chronology

In November 1995, Foreign Ministers from the European Union and 12 prospective partners from the Mediterranean's southern and eastern shores met in Barcelona. The declaration they signed launched a new Euro-Mediterranean Partnership between the EU and its southern neighbours. The Barcelona Declaration states at the beginning of its third chapter on partnership in social, cultural and human affairs:

*“The participants recognise that the traditions of culture and civilisation throughout the Mediterranean region, dialogue between these cultures and the exchanges at human, scientific and technological level are an essential factor in bringing their peoples closer, promoting understanding between them and improving their perception of each other.”*

During 1996, under the Italian Presidency of the EU, three workshops were held to explore cultural heritage, on the themes of identity and conservation (Arles), access (Berlin) and cultural heritage in sustainable development (Amman). This was followed by the Bologna Conference on “Maximizing the Potential of the Cultural Heritage” to which the Euro-Mediterranean Culture Ministers were invited, and that launched the Euromed Heritage Programme setting the following priorities:

- **Highlight the Mediterranean heritage** by creating inventories to begin to document its composition and extent, promoting high quality tourism, and encouraging networking between museums and other cultural institutions.
- **Exchange of know-how** and technical assistance, especially in the field of heritage conservation and institutional support.
- **Promote knowledge** about heritage among the public and decision-makers, and create compendium of know-how and techniques used in Mediterranean heritage activities.
- **Offer training** in heritage-related skills and professions.

In the following months Ministries of Culture and cultural organizations started to identify projects to propose for funding. In September of the same year a meeting of the 27 Euro-Mediterranean governments and concerned cultural institutions was held in Brussels to discuss the initial project concepts (around 100). In December they reconvened to make the final selection of 16 projects. During 1997 Lead Partners prepared project documents and budgets, the Meda Committee approved the financing proposal and the EC signed the financing decision on 21 November 1997. The first contracts were signed by the Lead Partners in July 1998.

In order to fully complete the budget, an informal call for proposals was launched in early 2002. Five new projects were signed in 2002 and are due to be completed by mid 2004.

### **Evaluation Methodology**

The Evaluation covers a 16 projects in 12 Meda countries, each with an average of 8 partners (and as many as 23). It was particularly complex due to the fact that the project proposals lacked precision on key subjects such as: needs and constraints; strategically chosen target groups; objectives; relevance of activities proposed; added value of proposed actions; level of involvement of partners; monitoring and evaluation; sustainability factors including tangible impacts, multiplier effects, sustainable results; budget and cost effectiveness. They did not require a logical framework, and no objectively verifiable evaluation indicators were agreed at the outset of Euromed Heritage I. Furthermore the Mid Term Evaluation that was carried out was only partial and was not accepted by the EC. In view of these gaps the Evaluation Team took a pragmatic decision to devise an ex post evaluation framework and create an objective tree (see 3.1.1.) to better understand the programme and evaluate it.

The report presents three levels of analysis (i) an analysis of regional features of the programme which includes the historical setting of the Programme from identification to conclusion, analysis of the identification process, and an analysis of the regional coordination mechanisms; (ii) an aggregate analysis of the 16 projects (since in actual fact Euromed Heritage was not designed as a programme, where each project should contribute to a specific programme objective) summarizing and deriving conclusions from the analysis of the evaluation criteria for each project; and (iii) an evaluation of each project based on the required evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability) presented in Volume 2.

The research was carried out in four main phases: research and design; visits to Lead Partners; field evaluation (visits were made to projects in 12 Meda countries) and analysis, and report writing.

## ***Assessment of Programme Identification and Implementation***

### **Identification Process**

The priorities identified and approved at the Bologna Conference were very general. The decision on projects to be funded was reached through a negotiation process that involved ministries of Culture of all 27 countries. The positive implication of selection based on negotiation was a sense of ownership by the Meda governments who felt committed to the programme. The negative implications were that Euromed Heritage I was not identified as a coherent programme.



The necessity to find a consensus among participants led to the selection of projects to cover a majority of issues more than to contribute to the achievement of a specific programme objective. Selected projects were at a very preliminary stage of design.

### **Institutions involved and project partnerships**

Each of the projects was headed by a Lead Partner. Only those organizations who were invited to attend the preliminary Euromed Heritage identification meetings were eligible to become Lead Partners. These Lead Partners were either public agencies, specialized institutes, association or foundations, meta-level organizations, municipalities, or international agencies.

All Lead Partners were based in a European Mediterranean country (except one in Tunisia), with Italy and France in charge of 9 projects. They represent public agencies (Spain, Tunisia), specialized institutes (Ecole d'Avignon, Centre de Conservation du Livre), associations or foundations (IMED, King Baudouin Foundation, ICOMOS Greece), meta-level organization (Unimed), municipalities (Hildesheim, Siena) and international organizations (ICCRUM, Council of Europe). Most of the Lead Partners were well known and well respected entities in the field of cultural conservation.

The composition of the consortia varied considerably, both in the number of participants and type of institution. Some consortia contain more than one partner per country for a single project raising the question if competition here is useful (Jordan, Egypt). Almost all projects had partners both from the Maghreb and from Mashreq countries as well as EC partners. Thus the projects did meet the "regional" definition and succeeded in bringing partners together who had not worked together before, even in politically difficult cases such as Israel and Palestinian authority and Turkey and Cyprus.

The functioning of the consortia was mainly dependent on the lead partner capacity to involve the partners and to animate the partnership. The quality of lead partner project manager was generally appreciated by the partners. In general lead partners maintained a strict centralised control on all project aspects, in particular on the management of financial resources. Few of the projects actively involved the partners in setting of priorities, policies, resource allocation or access to goods and services. Overall the degree of participation by participants and the resulting sense of ownership was positively correlated to project impact and sustainability at both ends of the spectrum: high participation and strong impact as in the case of PISA and CORPUS; and low participation and low impact as in the case of Unimed Audit.

In general the consortia remained active for the life of the project, and worked in a cooperative manner. Some participants regretted what they saw as the "silent" nature of their role. They wished to have a more democratic organization for their consortia. This was particularly evident in projects where tangible outputs were of a 'publication' nature.

### Contracting of project staff and experts

The contractual arrangements with participants was not uniform. In some projects (Unimed Audit, Cours du Patrimoine du Maghreb, Fêtes du Soleil, MSF) lead partners directly contracted local experts. This allowed lead partners to directly control project activities, but generally removed the sense of responsibility by the partner organisations and has a negative impact on their sense of ownership and therefore on the project sustainability. In some cases the beneficiary of the contract were public sector employees (Cours du Patrimoine du Maghreb, Unimed Audit), which contravenes the rules of the EC and of other international organisations. Projects adopted different fee structure. The more equitable solution appears to be the one applied by PISA, which used the standard salaries and fees fixed by the national trade unions.

Problems encountered by participants centered around practicalities. One source of difficulty and complaint was the recurrent delays in payment and transfer of funds. Another was related to

obtaining visas in a timely manner. Poor or confused understanding of project objectives also created imbalances.

### **Regional coordination and activities**

In 1997 the EC set up a support unit for Euromed Heritage I, called the Meda team. It began work in 1998 and continued until end 2001. The Meda team role was to ensure that projects were implemented following EC procedures and that they achieved the expected results. This role was perceived quite differently by consortia, on one side as a control role and on the other as assistance.

Many participants had the impression that the EC was concerned primarily with contractual and administrative matters, with little attention to the content of the programme. This was justified by the perception that respecting the formal grant contracts rules was the EC's only concern and by their difficulties in amending these contracts to adapt the projects to the changing situations. Many project participants voiced dissatisfaction that the EC did not give feedback on the content of their reports.

Regional programme activities were primarily three regional meetings and a newsletter. It was not until near the end of the programme that materials were produced (two brochures, a leaflet and CD Rom) that explained the programme to a broader public. There was no website.

In regard to evaluation, Euromed Heritage I did not benefit from the learning that could have been achieved through the tools of evaluation. First, no indicators were agreed by project consortia at the beginning on which to base an evaluation. Second, an independent mid term evaluation was not completed and its results discussed

The staff of the EC Delegations that the Evaluation team met uniformly expressed their concern about the way they were informed and kept up to date, not only about Euromed Heritage I, but about most regional Meda projects. There is considerable scope for improving the functioning of the Delegations in support for Euromed Heritage.

Overall there is weak recognition of the EC role in Euromed Heritage I to the extent that some participants did not understand that they were working on an EC project. The visibility for the general public was even more diluted although some projects such as MSF organized launch activities and press releases.

### ***Aggregate Evaluation of Projects***

A matrix has been prepared that illustrates the aggregate evaluation of the projects according to criteria of relevance, efficiency, effectiveness, impact and sustainability (Table 5 in chapter 3.1.1.).

#### **Relevance**

The identification of Euromed Heritage programme objectives and projects to be financed largely omitted the intellectual, conceptual and practical work of programme composition. Assessing whether the initial project concepts met regional needs raises a number of issues. Among these are the absence of needs assessments, the lack of country strategy or policy frameworks, the failure to examine options, and the weak identification of target audience. A second difficulty was absence of sector information and analysis. The Evaluation revealed a tension between national needs, often overwhelming, and regional needs, which in Euromed Heritage were not sufficiently examined and the differences and commonalities understood.

Despite the above mentioned drawbacks, all selected projects ideas can be individually considered relevant. In fact they were individually selected through a process that involved many key stakeholders, among which the relevant ministries in all concerned countries. They were therefore

aware of the problems cultural heritage faces in the Mediterranean area and equipped to identify relevant problems and issues to be addressed, which indeed are numerous.

The selected projects were generally defined at a very preliminary stage, with vague objectives, and no generally no indicators . The Evaluation points out the overall weakness in project design:

- Project objectives are imprecise and at times not well understood by the project proponents, with results or activities listed in the place of objectives;
- outputs, activities and means were also imprecise and not clearly linked to objectives;
- There was very little no risk assessment for the projects;
- Target audiences for the projects were generally not adequately defined and overall attention to dissemination of results was inadequate;
- The sustainability of the project after the end of the project was not adequately discussed, either in relation to resources for maintenance or institutional responsibility;
- Project activities and budgets were often the same for each Meda country and for each partner, independent of the different situations, with the budget equally divided between them;

Given this deficit in project design, projects would have needed a first inception phase to assess local situation and needs and refine project objectives, expected results, activities and budgets. The degree of flexibility of projects was one of the success factor of Euromed Heritage I projects. Changes involving contractual amendments, however, were not welcomed by the EC and this posed difficulties for the Lead Partners. Often the Meda team advised Lead Partners remain within the existing contracts, even when serious readjustment should have been carried out. This was one of the main reasons why the EC was often seen as an obstacle more than a partner.

### **Efficiency**

Project management varied considerably and depended on the organization of the Lead Partners, the size of the consortia, the commitment of the participants, the overall institutional context in the countries, and the complexity of activities. In some cases the large number of partners hindered efficiency, but contributed to the regional dimension of the programme. One of the most difficult aspects of this management was management of the budget, and this was a weakness in a number of projects. Many of the projects experienced delays in executing their activities, and a good share of the projects requested project extensions.

It is important to note that in all projects Lead Partners maintained exclusive control of the use of the project budget due to the exclusive financial liability of the Lead Partner.

The analysis carried out at the level of the single projects clearly shows that the success of projects is largely dependant upon the common understanding among the partners and/or upon the active direct involvement of all partners in the decision-making and in the implementation of project activities.

From the perspective of value for money, from the outset Euromed Heritage I was seen as an experimental programme. The largest project budget was 3,210,037 euros (PISA) and the smallest was Museomed at 97,089 euros. Considering that 16 projects ran for up to 4 years and had an average of 8 partners, the expenditure per country per year is modest. The whole process involved a large number of professionals and institutions in all countries of the Mediterranean and this can have a significant indirect impact. Although it is impossible to evaluate this impact quantitatively, in the light of the analysis carried out by the Evaluation Team, the costs of the programme seems justified by the benefits generated.

## Effectiveness

The aggregate analysis of the single projects shows that effectiveness of Euromed Heritage I projects is generally weak, with some exceptions. The following analysis is based on the programme objectives as defined in the "objectives tree" presented in chapter 3.1.1.

### Awareness of common Euromediterranean heritage promoted.

Despite this is the programme objective more related to the Barcelona process, only three projects had promotion of heritage as their main objective, even if also others made efforts at promotion beyond their target groups. The results are like a drop in the ocean. In many cases too little attention has also been paid to the languages used for the publications or websites. Only in a few cases the final outputs have also been made available in Arabic, by far the most important language among the Meda countries. The programme lacked an overall communications strategy, and this had a negative impact on the effectiveness of the promotion of heritage.

### Scientific knowledge of Euro-Mediterranean heritage improved.

Knowing the characteristics and extent of cultural heritage is essential for its conservation and valorisation. An accessible inventory is an important management tool for the historic environment and for movable cultural heritage. CORPUS, Fêtes du Soleil and to a certain extent Manumed and Unimed Audit fitted this priority. Only Corpus and Manumed, however, can be considered successful.

Improved conservation and management of Mediterranean heritage. The majority of projects intended to contribute to this objective by means of:

- *Tools produced to improve legislation and policies*  
two projects intended to produce tools that could be used to improve legislation and policies to preserve and enhance cultural heritage. Unimed Audit developed a database of heritage legislation and of heritage related training facilities in the Mediterranean countries, which however is not known and not used. On the contrary the results of IPAMED are a new national computerised archiving system for cultural heritage and a GIS for heritage management, which can represent a step forward in heritage conservation and management of Tunisia. The limit of this project from a regional programme perspective is that the impact is limited only to one country.
- *methodologies and practices*  
PISA project was the only project having as a primary objective the identification of a methodology for heritage management applicable in different countries: the integration of archaeological site management with the local economy. Despite PISA had a direct impact only in Israel, it was an important experience for all individuals participating in the project, and considering that those individuals have in general important positions within their own national heritage organization, it is reasonable to expect an indirect impact in all participating countries. Manumed disseminated among private libraries simple practices for the inventorying and conservation of historical written documents and delivered training on document conservation, digitalisation, inventory, philological description, and palaeography.
- *training*  
Euromed Heritage I included three training projects (Cours du Patrimoine du Maghreb, Unimed Herit and Museomed) in heritage management and conservation targeted to university graduates. They were of adequate quality to result in an improved knowledge and capacity of their participants. In fact, apart from the lectures and workshops attended, they had the occasion to discuss with professionals in the host countries and exchange experiences between different nationalities. The impact of these courses is dependant upon the institutions that sent the participants and how receptive they are to integrating new practices into their work, as it happened only in Tunisia, Israel and Malta.

- *regional strategies identified.*

Some projects (RIAS, Salambo, Unimed Symposium) had as objective the identification of common regional strategies to address specific issues (intangible heritage, marine archaeology, heritage related craft skills). They aimed at building a cooperative network and creating a platform on which design a project proposal to be implemented in an hypothetic second phase. None of these projects resulted in common strategies and/or projects. One of the reasons (especially for Salambo) was the fact that no tangible results were foreseen, which was a factor of de-motivation for many partners who did not commit themselves in the project.

## **Impact**

The evaluation distinguishes impact at the individual and target group level, institutional level, and level of policies and practice. Impact of the projects showed a wide distribution.

The impact on the project participants is significant because the different projects involved a large number of professionals and the institutions to which the participants are attached are in the majority of cases the direct beneficiary of the projects and in general represent the public institutions responsible for the heritage management in the Meda countries. Most of these institutions were not able to directly incorporate in their structure, strategies or practices the experiences acquired through the participation in the Euromed Heritage projects. The experience gained at the individual level by their staff represents, therefore, the main potential factor of impact of Euromed Heritage on those institutions.

Individuals directly engaged in the project had the opportunity to participate in a regional cooperation project, to be exposed to new methodologies and approaches to aspects of heritage conservation and promotion, and become part of a professional network..

For target groups, which generally were very vaguely defined, the impacts were more limited and conservation professionals were best served, while the general public was a target group only for few projects. In general the impact on target groups was less than it could have been due to inadequate public information strategies.

The projects resulted in little institutional development outcomes although a few succeeded in demonstrating new methods and in having them adopted. The target institutions generally did not have the capacity to integrate the lessons learned through the participation on Euromed Heritage projects. Reasons for the low impact of the programme at this level are the lack of previous commitment of the beneficiary institutions, changing staff in ministries and lack of initiative on the part of most ministries to share and disseminate the experiences. The evidence of impact on practices in national agencies is slim. One exception is the introduction of new techniques for the management of archaeological sites in Israel (PISA).

## **Sustainability**

Sustainability overall was uneven, but for most projects was weak viewed from the perspective of institutional structures, staffing, financing, communications, maintenance, and public awareness. Projects were not designed with sustainability as a criterion. There was very little continuity after the project. In PISA, which has the follow up project DELTA, sustainability is greatly enhanced. In the case of projects that were restricted to conferences or feasibility studies (Unimed Symposium, Salambo or Fetes du Soleil) sustainability was very low. Main factors influencing sustainability are: receptiveness of institutional structures and policies; commitment of beneficiary institutions, quality and continuity of staffing; access to financing; methods of communications; attitudes toward maintenance; and level of public awareness. The greater the institutional receptivity and capacity to absorb the approach and practices demonstrated in the project, the higher the likelihood of some form of continuity.

## **Contribution to the Barcelona process**

From the statement of the Barcelona Declaration:

*“The participants recognize that the traditions of culture and civilization throughout the Mediterranean region, and dialogue between these cultures and exchanges of human, scientific and technological level are an essential factor in bringing people closer, promoting understanding between them and improving their perception of each other.”*

have been identified the following objectives on the basis of which evaluating the contribution of Euromed Heritage programme to the Barcelona process:

*Dialogue and mutual understanding among Mediterranean people promoted through:*

- *improved awareness of the common Euromediterranean heritage;*
- *increased human, technological and scientific exchanges;*

The first intermediate Barcelona objective: "*improved awareness of the common Euromediterranean heritage*", was one of the official priorities of the programme. However only few projects focused on this objective and their aggregate impact in this respect is very low.

The second intermediate Barcelona objective: *increased human, technological and scientific exchanges,*” was also the main means of all Euromed Heritage projects. Euromed Heritage provided the opportunity for institutions dealing with heritage in the Mediterranean countries to know each other, to collaborate and to exchange experiences. In this respect the programme was very effective and has a certain impact also after its conclusion as some institutions maintained contact and established other collaborations. Euromed Heritage contributed also to establish a regional consensus on heritage topics.

It is also important to record that Euromed Heritage, in some quarters, may have reinforced stereotyped views of north/south relations, with the north as donor and dominant partner and the south as recipient and passive partner. Although the aim of the programme was to create a partnership between Meda and EC countries there is a perception on the part of some Meda participants that the exchange was rather one sided, with the EC countries taking a dominant role that did not adequately acknowledge local Meda know how.

## **Conclusions and Recommendations**

### **Success Factors**

A number of success factors were also determined. Foremost among these are:

- Institutional capacity of partner institutions;
- Involvement, participation and commitment of the partner institutions;
- Project set in a national policy
- Project designed in the context of a process;
- Importance of well designed projects with clear methodologies and responsibilities
- Projects taking into account risk issues into their design.
- Capacity to adapt the project design;
- Transparency in resource allocation
- Importance of explicit and tangible results.

## Recommendations

The following are key recommendations of this Evaluation to be put into effect before the next call for proposals if Euromed Heritage is to fulfil its potential to improve cultural understanding and heritage conservation.

### *Recommendations for the EC*

- Carry out a stocktaking exercise. An assessment of the current state of cultural heritage conservation and management in the Meda countries at the national and regional levels, using a participatory needs assessment method.
- Consider the pros and cons of "negotiation" and "call for proposal" when defining the project selection methodology, as explained in the chapter 2.2.3.
- Have a proactive strategy to ensure the participation of institutions from the Meda countries as Lead Partners by:
  - informing all potentially interested organisations of the relevant information (this could be one of the tasks of the National Focal Point);
  - conducting workshops for MEDA countries on the design and preparation of project proposals, including log frames to boost the competitive capability of proposals received from Meda organisations;
  - providing an assistance to Meda organisations in the design of their project proposals (this could be one of the tasks of the national focal point);
  - addressing specific difficulties Meda countries may have;
  - considering "affirmative actions" such as reserving a share of the overall budget for projects with a Meda institutions as a Lead Partner.
- Insist on sustainability. Require clear explanations and guarantees that the projects results are used, updated etc.
- Incorporate monitoring and evaluation into the project process. Carry out evaluations in a participatory and timely manner with an emphasis on identifying and sharing lessons learned.
- Design and cost an appropriate communications and dissemination strategy for the programme.
- Strengthen the role of the EC delegations so that they can participate more fully in the programme.
- Designate a national focal point with a brief to share and disseminate information. This would be the most important method to encourage synergies among the projects and take up by the institutions of the results.
- Establish common rules on the contracting of local experts to be applied to all partnerships.
- Require a signed memorandum of understanding between project partners clearly stating the role of each partner in the decision making process, activities implementation etc.
- Facilitate the approval of amendments to the grant contracts proposed by the beneficiaries.

### *Recommendations for Project Leaders and Participants*

- Project objectives and outputs must be clearly identified through a participatory process involving all partners.
- Identify commonalities. If interventions are to be truly 'regional' on a Meda scale, then the identification of area(s) of cross-cutting 'commonality' or 'interest' need to be identified at the needs assessment stage and be embodied in the Terms of Reference for the project design.



- develop a system to monitor project objectives and outputs. The results of this monitoring exercise must be discussed in specific occasions among all partners in order to readdress the project.
- Continuously animate the partnerships by:
  - creating a common understanding about the project objectives and about the role and responsibility of each partner;
  - creating internal communication procedure to share all kinds of information related to the project;
  - involving partners in the decision-making and not only in the implementation of activities.
- Bring to the attention of the EC delegations projects, meetings and other fora that focus on cultural heritage so as to increase the possibility of synergies between EC and other projects.
- Make efforts to share and internalize the results of Euromed Heritage projects within national and local institutions.
- Local experts must to be recruited by local partners<sup>2</sup>.

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<sup>2</sup> see 2.3.3. under "Contracting of project staff and experts"

## **Executive Summary**

# 1 Introduction

## 1.1 Programme summary

The Euromed Heritage Programme is a joint effort at the Euro-Mediterranean level and the only European Commission cooperative programme that provides assistance for cultural heritage in the region. The intention was to create a dialogue and joint action that would help the partners understand their respective traditions and culture.

Euromed Heritage I is a regional programme involving 12 Meda country partners and 15 EU country partners. Sixteen projects were funded under the Meda programme, with a total budget of 17 €million. Their priorities of Euromed Heritage were to:

1. Highlight the Mediterranean heritage by creating inventories to begin to document its composition and extent, promoting high quality tourism, and encouraging networking between museums and other cultural institutions.
2. Exchange of know-how and technical assistance, especially in the field of heritage conservation and institutional support.
3. Promote knowledge about heritage among the public and decision-makers, and create compendium of know-how and techniques used in Mediterranean heritage activities.
4. Offer training in heritage-related skills and professions.

These projects were initiated by/launched by public institutions, foundations, private and semi-private organisations, non-government organisations (NGOs), foundations, professional cultural organisations, organisations of the sector, and international institutions.

The sixteen projects are as follows:

Title	Lead Partner	Countries	Budget (€)	Objective
CORPUS	Ecole d'Avignon Avignon FRANCE	Algeria, Morocco, Tunisia Egypt, Israel, Jordan, Palestinian Authority, Cyprus, Turkey, France, Belgium, Spain, Finland, Greece, Portugal	1,041,050	Creation of an inventory of traditional architecture (buildings and building technique) in the Mediterranean
SALAMBO	FEMP Council of Europe Strasbourg FRANCE	Algeria, Morocco, Tunisia, Egypt, Jordan, Lebanon, Palestinian Authority, Syria, Cyprus, France, Italy, Portugal, Greece	272,812	Feasibility study for professional training in the traditional decorative arts applied to historic buildings
IPAMED	Institut National du Patrimoine Tunis TUNISIE	Algeria, Tunisia, Syria, Palestinian Authority, France, Italy	1,120,000	Geographical Information System and Computerised Archiving System for Cultural Heritage.
Cours du Patrimoine du Maghreb	ICCROM Roma ITALIA	Algeria, Morocco, Tunisia, Belgium, Spain, France, Italy	2,622,635	Post-graduate training courses for conservation architects, conservators and curators in Algeria, Morocco and Tunisia.

RIAS	Ministerio de Education General des bellas Artes y Bienes Culturales Madrid ESPANA	Algeria, Morocco, Tunisia, Egypt, Israel, Turkey, Cyprus, Malta, Denmark, France, Greece, Ireland, Italy, Portugal	285,379	Organisation of a Euro-Mediterranean Forum for Marine Archaeology
UNIMED HERIT	UNIMED Roma ITALIA	Egypt, Israel, Jordan, Palestinian Authority, Cyprus, Malta, Germany, Italy, Spain, Greece, Portugal	404,565	Post-graduate training course in integrated heritage management
PISA	IMED Roma ITALIA	Algeria, Morocco, Tunisia, Israel, Palestinian Authority, Germany, France, Greece, Italy,	3,210,037	New approaches to the conservation and management of archaeological sites including integration with the local economy.
UNIMED SYMPOSIUM	UNIMED Roma ITALIA	Algeria, Morocco, Tunisia, Egypt, Israel, Jordan, Palestinian Authority, Turkey, Cyprus, Malta, Germany, Spain, France, Greece, Italy, Portugal	114,440	Conference on intangible culture
DISCOVER ISLAMIC ART	OING MSF Vienna AUSTRIA	Algeria, Tunisia, Morocco, Egypt, Israel, Jordan, Palestinian Authority, Turkey, Cyprus, Austria, Spain, Finland, Italy, Portugal, Sweden	1,604,460	Development of "heritage trails" and guidebooks that suggest itineraries for exploring Islamic art and architecture in eleven Mediterranean countries
UNIMED AUDIT	UNIMED Roma ITALIA	Algeria, Tunisia, Egypt, Jordan, Lebanon, Palestinian Authority, Syria, Italy, Portugal	324,130	Development of a database on cultural heritage legislation and training facilities throughout the Euro-Mediterranean region
LES FETES DU SOLEIL	Municipality of Siena ITALIA	Tunisia, Israel, Malta, France, Italy, Portugal	646,272	Inventoring traditional festivals in the Mediterranean and exchange of experience between selected municipalities on the organisation and promotion of festivals
Expo 2000: "Saving Cultural Heritage	City of Hildesheim GERMANY	Algeria, Morocco, Tunisia, Egypt, Israel, Jordan, Lebanon, Palestinian Authority, Syria, Turkey, Cyprus, Malta, Spain, Germany, Greece, France, Italy, Portugal	651.000	A traveling exhibition about the safeguard and conservation of heritage throughout the Mediterranean
EURO-MEDITERRANEAN HERITAGE DAYS	Fondation Roi Baudouin Bruxelles BELGIQUE	Morocco, Tunisia, Jordan, Syria, Turkey, Cyprus, Belgium, Spain, France, Italy, Greece	146,625	Feasibility study for extending the European Heritage Days to non-European Mediterranean countries
MANUMED	Centre de Conservation du Livre Arles FRANCE	Algeria, Morocco, Egypt, Jordan, Lebanon, Syria, Cyprus, France, Spain, Greece, Sweden	1,284,625	Inventoring and conservation of historical written documents
MUSEOMED	ICOM Athens GREECE	Palestinian Authority, Syria, Malta, Cyprus, Greece,	97,089	Training course on museology and museography

## **1.2 Evaluation methodology**

### **1.2.1 Approach**

The evaluation of the Euromed Heritage I programme proved to be quite complex, covering 16 projects in 12 Meda countries, each with an average of 8 partners. The report presents three levels of analysis. At first an analysis of regional features of the programme is presented, which include:

- historical setting of the Programme steps, from identification to conclusion;
- analysis of the identification process;
- analysis of the regional coordination mechanisms;

The results of this analysis is presented in chapter 2.

- Second, an aggregate analysis of the various projects is presented. In actual fact Euromed Heritage was not designed as a programme, where each project should contribute to a specific programme objective and the whole set of projects should ensure the achievement of the general and specific objectives. Therefore the evaluation at the regional level took the form of an aggregate analysis of the projects, summarising and deriving conclusions from the analysis of the evaluation criteria (relevance, efficiency, effectiveness, impact and sustainability) for each project (presented in chapter 3).

At the third level the evaluation of each single project is provided in the volume II, based on the required evaluation criteria

However, to better understand how the projects come together and how far they form a programme, the evaluation team developed an objective tree, providing an ex post interpretation of the logic of the programme (see the beginning of chapter 3).

The main findings of these levels of analysis are discussed and examined to draw the main lessons learned and recommendations, which are developed in chapter 4.

The Evaluation was particularly challenging due to the fact that the project proposals lacked precision on key subjects such as: needs and constraints; strategically chosen target groups; objectives; relevance of activities proposed; added value of proposed actions; level of involvement of partners; monitoring and evaluation; sustainability factors including tangible impacts, multiplier effects, sustainable results; budget and cost effectiveness. The development of a log frame was not required during the formulation process and no objectively verifiable evaluation indicators were agreed at the outset of Euromed Heritage I. The Mid Term Evaluation that was carried out was not a complete and thorough evaluation. Moreover, due to the period of nearly seven years from the project inception and this Evaluation, with frequent changes of staff at the EC in Brussels, it was not always possible to obtain first hand accounts of the projects or of the overall programme.

### **1.2.2 Research methodology**

The research methodology included discussions with EC staff, analysis of existing documentation, development of an evaluation framework and interview guides for Lead Partners and project groups, and interviews with key stakeholders in the programme. Visits were made by the team to all Lead Partners and to projects in 12 Meda countries.

The research was carried out in four main phases: research and design; visit to Lead Partners; field evaluation and analysis; and report writing. The research and design phase began with a meeting with EC staff and a desk review of documents relevant to Euromed Heritage I. Some documentation had been collected at the EC, consisting mainly of projects descriptions and some

reports. Other project documents were analysed during the visits to the Lead Partners and consortia groups.

The Evaluation builds on work already undertaken, especially the brochures "Dialogue between Cultures and Civilisations in the Barcelona Process" and "Euro-Mediterranean Partnership, Euromed Heritage Creating a Future that Cares for the Past" and CD Rom produced as part of the Visibility and Management Evaluation assignment completed in 2002.

The consultants then developed an evaluation framework and tools. This work was done in relation to initial project and programme objectives. Because the projects proposals were written without the use of the Logical Framework approach, it was not possible to use this as a standard evaluation measure and tool. Considering the complexity of the subject and the team of four evaluators it was necessary to standardize the evaluation process to ensure that all evaluators collected comparable information and data. This involved the development of an interview guide that was developed as a tool for the meetings with the Lead Partners. Tools for the visits to the Meda countries were developed during the visits to Lead Partners and included a similar interview guide.

The second phase was the visit to all the Lead Partners. This phase involved: a review of relevant documents (reports, communications with partners, etc.) at the Lead Partners and project office; interviews with project staff; identification of priority project partners and countries to be visited; write up of findings according to research plan; and an analysis of key issues raised.

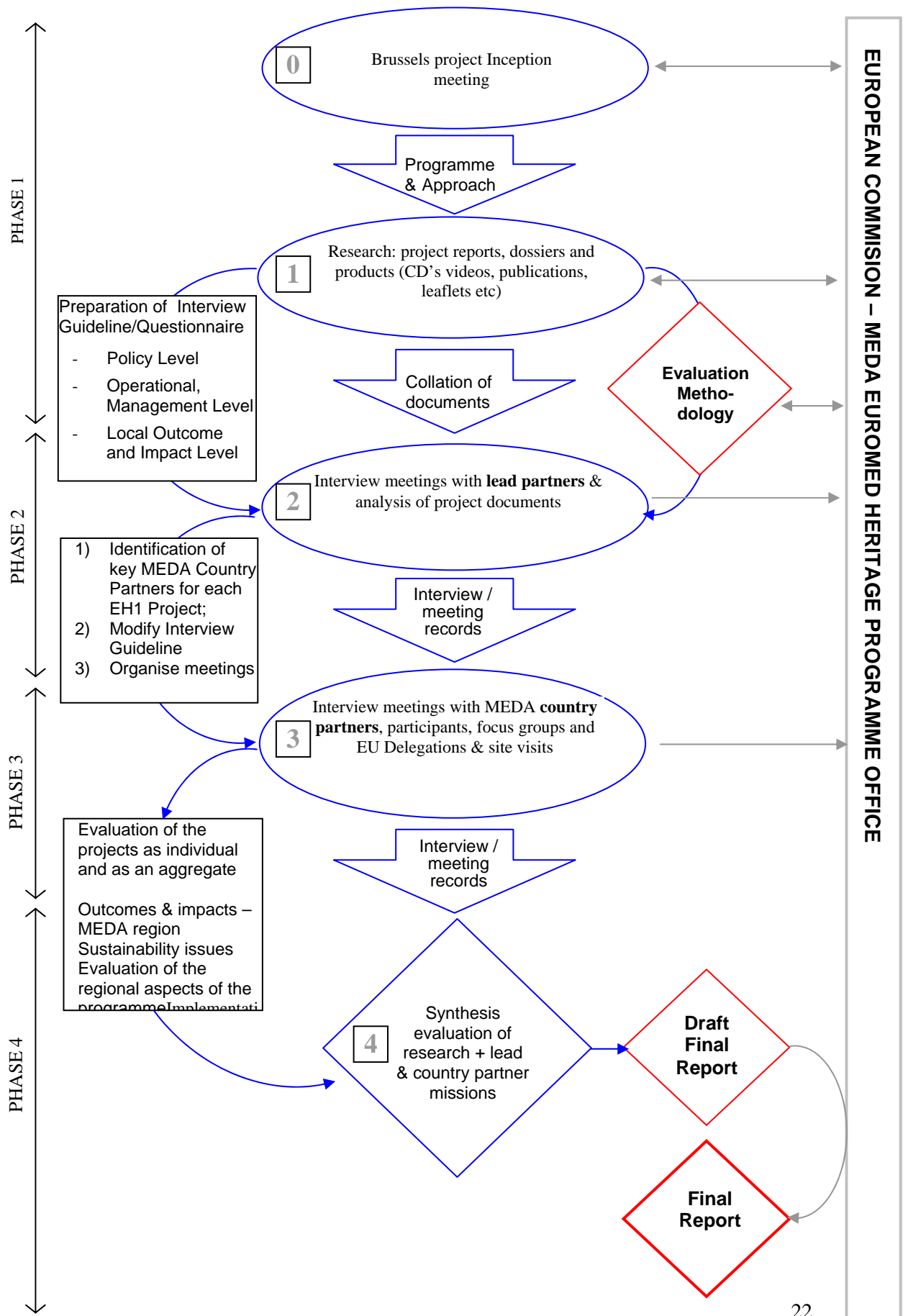
During the third phase the consultants began the field evaluation and analysis. This phase allowed the evaluation team to assess the results and impact of the projects first hand and in situ, seeing project outputs and meeting project participants. It involved the review of relevant documents; review and evaluation of specific selected outputs of the project; meeting with partners organizations, target groups and selected national experts not directly involved in the projects. Some of these meetings (in particular with target groups) were carried out in the form of focus groups. The Meda country visits were followed by a write up of findings and analysis of key findings and trends at programme and project level.

The fourth and final phase was report writing.

The Research and Evaluation flow-chart is displayed in Fig 1 on the following page

Figure 1

**EUROMED HERITAGE 1-EVALUATION FLOW CHART**





## 2 Assessment of programme identification and implementation

### 2.1 Chronology of the Euromed Heritage I Programme

The Euromed Heritage Programme was identified through a particular process that was launched as a follow-up of the Barcelona Conference of 1995. This process, involving the Ministries of Culture of all EU and Meda countries, culminated with the negotiated identification of the projects to be financed.

In November 27<sup>th</sup>-28<sup>th</sup>, 1995 a conference held in Barcelona gathered the Foreign Ministers of the European Union (EU) and of 12 Mediterranean countries. This conference launched a new "Euromediterranean partnership," also called the "Barcelona process", based on the following headings:

Barcelona  
Conference  
November  
1995

- Political and security partnership: establishing a common area of peace and stability
- Economic and financial partnership: creating an area of shared prosperity
- Partnership in social, cultural and human affairs: developing human resources, promoting understanding between cultures and exchanges between civil societies.

The Italian Presidency of the EU, which started in January 1996, decided to promote a Euromediterranean partnership in the field of cultural heritage. As a preliminary step and with the assistance of the University of the Mediterranean (UNIMED), it organized three workshops in:

Italian  
Presidency  
January-June  
1996

- Arles, on the Identity and Conservation of the Cultural Heritage in the Euro-Mediterranean context (9-10 February 1996);
- Berlin, on Access to the Cultural Heritage (23-24 February 1996);
- Amman, on the Cultural Heritage as a Factor in Sustainable Development (22-23 March 1996).

Involving numerous experts in the various sectors of cultural heritage, these workshops were an occasion to point out problems and needs and put forth project proposals.

These workshops were preparatory for the Euro-Mediterranean Conference on "Maximizing the Potential of the Cultural Heritage" (Bologna Conference), which was organised in Bologna on 22 and 23 April 1996 and was attended by the Euro-Mediterranean Ministers of Culture.

During the Bologna Conference it was proposed that:

*"joint cultural actions, in particular to concern the cultural heritage, be promoted either bilaterally, through the integration of actions into indicative national programmes, or multilaterally, through the implementation of a Euro-Mediterranean work programme"*

Further the Conference agreed that:

*"the projects for conserving and enhancing the cultural heritage should be based on the following broad guidelines, particularly:*

- *Highlighting the heritage by establishing an inventory of, and promoting networking between museums, galleries and other cultural institutions and by promoting high-quality cultural tourism;*
- *Exchanging experience in the areas of institutional support, legislation and the protection and movement of cultural assets, and through transfers of know-how and*

- *technical assistance, especially in the field of restoration;*
- *Promoting knowledge of the heritage through the dissemination of information, the use of multimedia techniques, awareness programmes with the public and decision-makers, reviewing and making an inventory of the Mediterranean heritage, know-how, methodology and techniques;*
- *Training in skills and professions related to the heritage and to cultural activities."*

After the Bologna Conference the Ministries of Culture started to identify cultural projects to propose for funding under this Euromediterranean cultural programme. In most cases the projects were identified by the experts and/or institutions involved in the three preparatory workshops (Arles, Berlin, Amman). In some cases some ministries asked known experts or institutions to identify and propose to the ministry suitable projects.

Generally only those experts and institutions who had attended the workshops, been notified by their respective Ministry of Culture or that have heard about the process in some way had the possibility to participate.

To support the project identification process the EC entrusted UNIMED with an exploratory mission (20 May - 22 June 1996) in France, Spain and all Meda countries except Turkey. During this mission Unimed experts discussed project proposals, collected them and circulated them among all Mediterranean Ministries of Culture. At this stage only preliminary ideas were discussed.

During the summer of 1996 almost 100 project concepts were identified and designed. Between the 9 and 10 September in Brussels representatives of the 27 Euromediterranean governments and of involved cultural institutions met to discuss these project proposals.

Selection meetings in Brussels - September and December 1996

This meeting was a very important occasion for many cultural heritage experts and managers from the Mediterranean countries to meet and discuss common interests, sometimes for the first time. The participants met by the Evaluation team unanimously believe that this meeting provided a valuable opportunity to discuss common topics and to create personal and institutional links.

A second meeting was held in Brussels on 19 December 1996, where the representatives of the 27 Euromediterranean governments selected 16 projects for funding.

Although the projects were identified at the end of 1996 it was not until July 1998 that the first contracts were signed.

Financing decision 21 November 1997

During 1997 the Lead Partners of the projects were asked to produce the project document and budget. The EC sent some missions to support this process.

The Meda Committee (composed by the EU member states) approved the financing proposal for Euromed Heritage Programme on 10 September 1997, and the EC signed the financing decision E/97/2385 on 21 November 1997 for an amount of 17 MEURO (17.164.673 €).

Also in 1997 the EC launched the process to select the teams to run the different Meda programmes. The team selected to support the Meda cultural heritage programme began to work on January 1998 under the name of "Meda team."

Meda team begins January 1998

The grant contracts with the beneficiary organisations however were signed almost a year after the financing decision, between July and November 1998.

Signature of the grant contracts (July-November 1998)

With nearly two years between the selection of the projects and signature of the grant contracts, the atmosphere of enthusiasm that had characterised the identification process began to chill and criticism of the EC to grow. Moreover it took another four months from the

time of contract signature for the first instalment of the granted amount to be transferred into the beneficiary account. The projects therefore started during the first months of 1999.

In the meanwhile, on the occasion of the Second Conference of the Ministers of Culture, held in Rhodes, 25-26 September 1998, the coordinators of the 16 projects presented their projects and met their partners. In some cases those partner institutions which had not participated in the identification process did not really understand the projects, because their partnership had been decided by their Ministry and they had been only informed after the fact.

Second  
Conference of  
the Min. of  
Culture,  
Rhodes,  
25-26  
September  
1998

This meeting was also the occasion for the presentation of criteria of implementation and management of Euromed Heritage projects.

During the Conference in Rhodes the Meda programme for cultural heritage was officially named Euromed Heritage.

As noted, the first instalment of the grant was received some four months after the signature of the contract, due in part to the difficulty of the Lead Partners to produce a bank guarantee acceptable to the EC. The projects therefore started their activities during the first half of 1999.

Implementation  
phase mid  
1999 onwards

Between autumn 1999 and summer 2000, the Meda Team organised several regional meetings for the coordination of projects and creation of a network.

The meeting in Damascus (24-26 October 1999) was organised for the projects with Syrian and Lebanese partners (and not Israeli), while the meeting in Tunis (4-6 December 1999) for the projects involving Israeli partners (and not Syrians and Lebanese).

The last Euromed Heritage I meeting was held in Hildesheim (16-18 June 2000) in parallel to the inauguration of the exhibition on Euromediterranean heritage prepared by the Expo 2000 project. During this meeting the orientations of Euromed Heritage II were presented and discussed.

Euromed Heritage I projects had a maximum duration of 36 months. However some were extended. The majority of projects ended between 2000 and 2001. One project, Dionysos, was terminated in its early stages because of mismanagement by the Lead Partner.

In 2002 the EC financed five additional projects with the unspent budget of Euromed Heritage I. These projects started in January 2003 and have a duration between 10 and 18 months. Four of these were a continuation of previous projects, while one, Encyclopédie de la Méditerranée, was new.

Concurrently the second phase of Euromed Heritage was approved on 14 December 2000 and provided with a budget of 30 million EURO. The Euromed Heritage II projects were selected in the course of 2001.

In summary, Euromed Heritage I is an outgrowth of Barcelona Declaration. It represents an agreement on a regional programme for culture. The programme was seen to be “experimental” nature.

## 2.2 Identification process

### 2.2.1 Project selection

The selection of projects is closely related to the specific history of the Barcelona Declaration and process, and the subsequent meetings that were held and decisions that were taken to create a cultural programme, subsequently named Euromed Heritage. The programme was identified in 1996 through a process to which all ministries of culture of EU and Meda countries were invited to participate. In itself the Euromed process can be considered as a step in the realization of the Barcelona objectives. It was the first time that high level officials responsible for cultural heritage in all Mediterranean countries met to discuss common problems and joint actions to preserve and promote the Mediterranean cultural heritage. A secondary effect of the initial meetings was to promote cultural heritage as a national priority among the Meda governments.

identification process involved primarily ministries of Culture

The projects' identification process was participatory to the extent that experts and officials of all Euromediterranean countries had the occasion to discuss common problems related to heritage and put forward projects ideas. This process, however, was not sufficiently guided by the EC and was described by some participants as chaotic.

The selection process was influenced by the necessity to find a consensus among all participants. This consensus was reached through a negotiation process which led to the selection of projects to cover a wide spectrum of fields related to cultural heritage. In general the result was that themes rather than projects were identified. In actual fact projects objectives were generally vague and not quantified. Without a clear conceptual and procedural framework the process left participants confused, especially those with less experience in regional negotiations. A coherent regional programme would have required the following steps:

projects were selected through negotiation among participants

- carry out an identification of needs and opportunities in the cultural heritage sector in the Meda countries in respect to the Barcelona process,
- prepare an analysis of existing heritage policies and institutions at the national level to be sent to the respective Ministries of Culture as a basis for identification of programme objectives and projects;
- articulate the framework and the architecture for a programme to meet these needs;
- identify or select suitable projects to contribute to the programme objectives.

This selection process, however, had positive as well as negative implications. Among the positive implications noted by the Evaluators is the sense of ownership of the Meda governments, who felt involved and committed themselves to the programme and the single projects<sup>3</sup>. The participants unanimously acknowledge that these preparatory meetings were important occasions for experts and officials of all Euromediterranean countries to meet colleagues, exchange views and experiences and discuss possible collaborations.

Among the negative aspects was the fact that Euromed Heritage was not identified as a coherent programme. This, however, depends not only by the project selection process, but also by the fact that priorities identified and approved at the Bologna Conference were very general and expressed in a somewhat inconsistent way. The focus was directed to the individual project, with little attention to the interplay among these themes. There was virtually no attention to the possible synergies among the projects or the dynamics at the county level and the process inevitably exposed itself to projects being promoted by Meda partners that may have had narrower vested interest motivations.

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<sup>3</sup> This did not seem to happen in the Euromed Heritage II selection.

A second negative aspect is that the projects selected were only at a preliminary stage of design. Had the EC given assistance to the Lead Partners to redesign the selected projects in a clear, coherent and detailed way, this problem and the consequent difficulty of an ex post evaluation of “immature” projects would have been minimized. But in fact given the participants likely lack of experience and know how in preparing projects for the EC, this selection approach avoided the need to build this ‘know how’ as a precondition to compete for funding. Such a precondition would have required lead-time and some resources to select the most appropriate partners/beneficiaries and then equip them with the necessary skills and knowledge to undertake effective project preparation.

selected projects were at a very preliminary stage of design

Moreover a more effective coordination in this identification phase would have brought stronger focus on selectivity in order to maximise the impact of the programme while encouraging the involvement and ownership of the participants.

Recognizing de facto this lack of preparatory or feasibility study as a basis on which to design a project, some projects (Symposium, Salambo, Journées du Patrimoine, RIAS) were designed as a "first phase" aimed at developing a platform consisting of a network of partners, a common understanding of a common problem and a joint plan of action to be implemented in a successive phase. Despite this reasonable approach, those projects were among the least successful, because none of them developed a project proposal, which would have been the natural conclusion of such projects.

some projects were preparatory phases

## 2.2.2 Institutions involved and development of partnerships

Ministries of Culture were the leading institution for each country in the programme identification process. Only heritage organizations and individuals connected to the Ministries of Culture of the different countries were invited to participate in the launch of the Euro-Mediterranean partnership. These organizations were privileged to submit project ideas for inclusion in the Euromed Heritage programme. Essentially only those who attended these meetings were eligible to compete for funding.

It was expected that each ministry would involve suitable specialised institutions both in the identification process and in the project implementation. This generally happened, but with some exceptions. In Algeria the Ministry of Culture did not involve the Agence Nationale d’Archéologie et de Protections des Sites et Monuments Historiques (ANAPSMH), which is the public institution responsible for the conservation and management of Algerian heritage and therefore probably the most suitable institution to participate in the Euromed Heritage programme. In Jordan the Ministry of Tourism and Antiquities, which is responsible for heritage management, became involved in Euromed Heritage only at a later stage.

Another effect of the unstructured approach taken at the Brussels meetings was that all participant institutions could become a partner for every project in which they were interested. So almost all projects accepted a high number of partner organisations<sup>4</sup> whether or not this suited the project design and budget or contributed to effectiveness or efficiency. For instance projects such as PISA had to accept many more partners than foreseen. The high number of partners is often a factor hindering project efficiency.

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<sup>4</sup> Also the call for proposal for Euromed Heritage II resulted in very large partnerships, as if the number of partners was part of the evaluation criteria, which is not.

### 2.2.3 Conclusions on project selection based Euromed Heritage I and II

#### Comments on the project selection in Euromed Heritage II

During the missions in the Meda countries, the evaluation team received some feedback on Euromed Heritage II and on the project selection based on a call for proposals. This feedback comes from public institutions such as ministries and from universities, the two types of institutions most involved in EH I. Those institutions (especially in Syria, Lebanon and Jordan) are critical of the fact that most of the approved projects do not fit into national priorities, while others that did address real needs were not approved.

Another subject of dissatisfaction is that project proposals came from the North. Meda countries received offers to join projects that were already defined, without having the possibility to discuss them and sometimes without the time to reflect on their merits, given that often they were solicited only a few days before the deadline. Southern institutions voice a sense of frustration that they are of interest to northern institutions that need them in order to meet project eligibility requirements and to get the needed information.

This lack of participation, however, may also be a reflection of the lack of confidence and initiative of many public institutions in the southern shore of the Mediterranean. In fact Euromed Heritage II was publicized during the Hildesheim meeting, and all participating institutions were eligible to prepare a project proposal relevant to their own needs. As will be discussed in the following sections, equitable participation is a central issue to be addressed if there is real willingness to actively involve the Southern institutions in the programme,

Another issue of concern that emerged in informal discussions about Euromed Heritage II is the increased numbers of partners, even higher than in Euromed Heritage I

#### Conclusions

There are two basic methods of project selection: negotiation and call for proposals. Each of these project selection methods has positive and negative aspects. The experience of EH1 and of EH2 points to some of the differences.

Negotiation. Negotiation can legally only be done with beneficiary governments. Its advantage is that identified objectives and selected projects are likely to be relevant to the local needs and coherent with national strategies. The negotiation process and therefore the involvement of national governments have a sense only if the objective of the projects to be identified is to have an impact on national policies, methodologies and practices while maintaining a regional dimension. In Euromed Heritage I the governments participated in the project selection, but afterwards delegated the implementation of the project to the northern lead partner (with the exception is Tunisia).

To ensure the advantage of the negotiation approach it is necessary to carry out a serious preliminary assessment, involving experts from the EU and from Meda countries, in order to assess needs and identify issues that can be addressed through a regional project. International institutions or bodies such as UNESCO, ICCROM or the World Bank, specialised in cultural heritage and with a long experience in regional partnership with the Mediterranean countries could be involved in such an assessment, either directly or in the form of an advisory board.

The negotiation process, thus, can be used to concentrate efforts to address specific and limited issues by improving national policies, methodologies and/or practices. It aims at committing the governments into action. In this way it is possible to have a real impact on heritage conservation and management.

Call for proposals. The advantage of the call for proposals is that it gives a chance to all interested institutions. This helps strengthen active organisations and tests innovative approaches. However organisations from the EU have a clear advantage in respect to Meda organisations, because they are often experienced in preparing proposals for the EC or know where to find the expertise to do so.

Furthermore the Meda countries are hindered by such difficulties as:

- provision of a bank guarantee;
- strict financial procedures in some countries (for instance in Tunisia each payment in foreign currency has to be approved by the Central Bank);
- the difficulty to anticipate money and especially the final instalment of 20%.
- the EC rule that obliges the beneficiary to contribute the 20% in cash and not in kind;

It is therefore necessary to have a proactive policy to boost the competitive capability of proposals received from Meda organisations. In fact, apart from the necessity to strengthen institutions and civil society in the Meda countries, proposals identified in loco are more likely to meet local needs.

Thus all potentially interested organisations must be provided with timely information about the call for proposal and support/training in project identification and design.

One possibility is to set up a national focal point that could have an informational and assistance role and not the role of "pre-selection," which could lead to favour certain organisations at the expenses of others. The focal point could be located at the EC delegation. On one side this would facilitate the beneficial involvement of the EC delegation and on the other side this support activity could be integrated with the support to other possible EC programmes. In fact some support activities such as training in project design can be carried out for all EC programmes.

The mixed case. A possibility to maintain the advantages of both the negotiation and call for proposals procedures is to divide the available budget in two, and use:

- part of the budget for an important project involving governments (Ministries of Culture etc.), to be identified through negotiation;
- the rest of the budget for project proposals of universities and other civil society organisations to be selected through call for proposals:

## **2.3 Projects partnerships**

*The Terms of Reference attach a particular importance to the analysis of project partnerships. The following chapter is therefore dedicated to the choice and type of Lead Partners and consortia.*

*For the Lead Partners, it looks at their suitability to contribute to the objectives of Euromed Heritage I programme and technical and management capacities.*

*For the consortia it examines a range of operational factors including communication systems; size of consortia; partnership composition in consortia (including Meda partners/EU member states/international institutions); distribution of responsibilities between partners from the Meda countries and the EU member states within the consortia; the relationship between leaders and partners; ownership of consortium partners (including Meda partners/EU member states/international institutions). It also looks at major problems experienced from both sides*

### **2.3.1 Lead Partners**

Each of the projects was headed by a Lead Partner. These Lead Partners were either public agencies, specialized institutes, associations or foundations, meta-level organizations, municipalities, or international agencies. The following are the characteristics of the Lead Partners:



- all Lead Partners were based in an European Mediterranean country (except Tunisia), none of the other (Northern) European countries provided a Lead Partner
- they represent public agencies (Spain, Tunisia), specialized institutes (Ecole d'Avignon, Centre de Conservation du Livre), associations or foundations (IMED, King Baudouin Foundation, ICOMOS Greece), meta-level organization (Unimed), municipalities (Hildesheim, Siena) and international agencies (ICCROM, Council of Europe);
- the nine lead partners belonging to the third sector (specialized institutes, associations and foundations) had experience of managing international projects, while the four lead partners coming from the public sector such as municipalities (Hildesheim and Siena), public agencies (INP) and Ministries (Spanish Ministry of Education and Culture) were missing such experience.

The resources available to these organizations varied. Some were public agencies with direct government funding, including ministries and municipalities. The levels of funding varied considerably. The majority of participating universities were public and some had access to IT systems and good research libraries. Other partners were autonomous organizations, such as Centre de Conservation du Livre or Ecole d'Avignon that received subsidies either from central or regional government. Private foundations such as the King Baudouin Foundation also participated. They generally had small staff, but were well connected to other organizations and programmes. A final category is international organizations such as ICCROM and the Foundation Européennes des Métiers du Patrimoine (FEMP) of the Council of Europe, both of which depend on external funding sources to carry out programmes. Some partner organizations voiced the opinion that international organizations should not be eligible to serve as lead partners.

Despite the fact that public institutions were the most involved institutions in the programme and project identification process, they generally avoided being lead partner. In projects such as PISA, MSF, Unimed Audit and Unimed Herit third sector organizations were the lead partners of consortia consisting of ministries of other central public bodies.

Most of the Lead Partners were well known and well respected entities in the field of cultural conservation. They represented international bodies such as ICCROM or the Council of Europe, university consortia such as UNIMED or conservation organizations such as Ecole d'Avignon or Centre de Conservation du Livre. A good share had participated in some form of international project so they were aware of some of the administrative and organizational requirements. In general they were well placed to contribute to the programme, having their own existing networks of experts and institutional contacts.

Discussions with the Lead Partners revealed a uniformly good understanding of the overarching objectives of Euromed Heritage I.

It is significant that only one of the sixteen Lead Partners comes from a Meda country (Institut National du Patrimoine, Tunisia). Even in this case they were supported by CNRS and the Centro Ricerche Archeologica e Scavi di Torino-CRAST), and the project was proposed via the Italian government. The field missions revealed that there are a number of institutions in Meda countries that have the capacity and ambition to successfully lead a Euromed Heritage project<sup>5</sup>, namely institutions in Jordan, Tunisia and Turkey. With some guidance, possibly from the EU delegations or from experts provided through the EC, quite a number of Meda based organizations would be able to present coherent project proposals and be a Lead Partner. It is likely that proposals from Meda countries would be better able to take the regional needs and capacity into account than most of the projects that were led by European lead partners.

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<sup>5</sup> provided that the problems described in chapter 2.2.3. are addressed.

### Technical and management capacity

Technical and management capacity and style varied from group to group. The size of the project secretariat also varied. In general the administrative staff were competent as well as hard working, and assisted the Meda country participants in carrying out their partner responsibilities and ensuring as far as possible that financial due diligence was practiced and in-turn that financial transfers were made in a timely fashion. The quality of lead partner project manager was questioned by some partners, but generally appreciated by the partners.

Most of the projects were centrally controlled, with varying degree of real participation by the partners. Few of the projects actively involved the partners in setting of priorities, policies, resource allocation or access to goods and services. PISA was one of the projects with the highest degree of participation in regard to priority setting, and policy making. In contrast, other projects a number of project participants questioned the lack of access they had to making decisions.

*Participation is the process through which stakeholders influence and share control over priority setting, policy-making, resource allocations and access to public goods and services.*

World Bank, Socially Sustainable Development Guidelines

Some Lead Partners did not think that providing regular reports to the EC was worthwhile because they did not receive any feedback on the content of their projects. The Meda team made an effort to explain why reporting was needed.

### **2.3.2 Composition of the consortia**

In September 1998 the Second Conference of the Ministers of Culture was held in Rhodes, Greece. At this conference, all Lead Partners presented their projects and met with their partners. Since in many cases project partners were appointed by the ministries, for them it was often the first time to meet the Lead Partners and more importantly find out about the exact objectives of the projects. Due to the nature of the project selection, many of the participating organizations had only general information about the projects to which they had signed up.

The composition of consortia varied considerably, both in number of participants and type of institution:

- Some projects remain exclusively in the government domain, with the national Ministry of Culture in polar position;
- Other projects include institutes, universities, foundations, municipalities, international organizations, and private sector;
- Most were located in the capital city, with universities in secondary cities on occasion;
- Some consortia contain more than one partner per country for a single project raising the question if competition here is useful (Jordan, Egypt);
- Most projects retained their initial project partners throughout.

A key question is how the various mixes correspond to efficiency and impact and similarly, whether there is an optimal number of countries and partners for a Euromed Heritage project. Some Lead Partners expressed the opinion that it was essential to have partners other than Ministries of Culture to inject dynamism into the project. Other partner organizations noted the advantages of working with universities: "Universities are efficient, they have networks, and are more up to date. They are happy to participate, have time, and have students who benefit." There was no consensus among the participants as to the ideal number and composition although some Lead Partners commented that they had more partners than they had expected and that the high number of partners created difficulties in the decision-making process and implied a huge work of coordination.

**TABLE 2. Composition of Consortia**

Projects	Public Sector Institutions	Universities, Research Centres	Foundations	Civic Organisations & NGOs	Local Gov. Municipalities	International Organisations
<b>CORPUS</b>	X	X (L)				
<b>Euro-Med Heritage Days</b>	X		L			X
<b>Expo 2000</b>	X				X (L)	
<b>Fêtes du Soleil</b>					X (L)	X
<b>IPAMED</b>	X (L)	X				
<b>Cours du Pat du Maghreb</b>	X					X
<b>Manumed</b>		X (L)		X		
<b>Museomed</b>	X		X (L)			
<b>MSF</b>	X	X		X (L)		
<b>PISA</b>	X			X (L)		X
<b>RIAS</b>	X (L)					
<b>Salambo</b>	X	X	X			X (L)
<b>Unimed Audit</b>	X	X (L)				
<b>Unimed Herit</b>	X	X (L)				
<b>Unimed Symposium</b>	X	X (L)		X		X

X = project partners belonging to this category

X = majority of partners belonging to this category

(L) = lead partner belonging to this category

The most diverse projects in terms of partner organizations are MSF, Manumed, Salambo and Unimed Symposium.

Projects also showed some variation in regard to north/south and south/south regional composition. The majority involved partners from both Mashreq and Maghreb countries, with the exceptions of Museomed and Unimed Heritage (no Maghreb partners) and Cours du Patrimoine du Maghreb (no partners from Mashreq). Significantly, a number of projects fostered new interactions between organizations in Turkey/Cyprus, Israel/ the Palestinian Authority, and Morocco/Algeria/Tunisia (CORPUS, Manumed, MSF).

**TABLE 3. Regional Composition of Consortia**

Projects	Maghreb partners	Mashreq partners
<b>CORPUS</b>	X	X
<b>Euro-Med Heritage Days</b>	X	X
<b>Expo 2000</b>	X	X
<b>Fêtes du Soleil</b>	X	X
<b>IPAMED</b>	X	Palestinian Auth. was not active
<b>Cours du Pat du Magheb</b>	X	Egypt was not active
<b>Manumed</b>	X	X

<b>Museomed</b>		<b>X</b>
<b>MSF</b>	<b>X</b>	<b>X</b>
<b>PISA</b>	<b>X</b>	<b>X</b>
<b>RIAS</b>	<b>X</b>	<b>X</b>
<b>Salambo</b>	<b>X</b>	<b>X</b>
<b>Unimed Audit</b>	<b>X</b>	<b>X</b>
<b>Unimed Herit</b>		<b>X</b>
<b>Unimed Symposium</b>	<b>X</b>	<b>X</b>

Meda exposure to different European heritage practices was a very important part of the programme and an aspect of the value added of its regional nature. Having considerable experience of bi-lateral programme, it was of great interest from a Meda country point of view to appreciate the differences and commonalities between France, Italy and Spain. But it was disappointing to them, however, that neither the UK or Germany were part of the northern countries.

### 2.3.3 Functioning of the consortia

The functioning of the consortia was mainly dependent on the lead partner capacity to involve the partners and to animate the partnership.

Among the determining features were:

- internal management structures including Scientific Committees;
- communication systems that were established;
- consortia composition (geographic balance, types of institutions);
- distribution of responsibilities;

In general the consortia remained active for the life of the project, and worked in a cooperative manner. There was a sense that the Lead Partners fought for their projects in the halls of the EC, where administrative requirements were at times opaque or unrealistic.

#### Distribution of responsibilities

Lead Partners were responsible for the project interface with the EC represented by the Meda team. Responsibilities for budgeting and accounting were reserved for Lead Partners. The final choice of experts to be contracted was made by the Lead Partners, but the consortia were active in identifying experts and in screening them. Similarly most of the publications and websites were prepared by the Lead Partners and as a result were often unsustainable after the project cycle was complete. In projects with Scientific Committees, it was typically the Lead Partners that appointed the Committee.

The consortia had a range of responsibilities, according to the project design and Lead Partner's management style. This included research on aspects of heritage conservation, carrying out training, organising workshops, preparing interim country reports, informing ministries about the projects. For some projects national committees were set up, such as for MSF and CORPUS, that directed in-country implementation.

In general lead partners maintained a strict centralised control on all project aspects, in particular on the management of financial resources. This was also dependent on the direct financial liability of lead partners toward the EC and on EC financial procedures considered too complex.

decision-making and management was centralized by lead partners

Some participants regretted what they saw as the “silent” nature of their role. They wished to have a more democratic organization for their consortia. This was particularly evident in projects where tangible outputs were of a ‘publication’ nature where material content and final editorial decisions were significantly influenced by Lead Partners outsourcing design and publishing responsibilities to essentially non-partner agents (e.g. Fêtes du Soleil). In a few cases there was even resentment from the side of the Meda partners: *“We were just there to make things work, to show it was a partnership project. But resources were divided much more towards the lead partners in the North than to the Meda partners.”*

### Contracting of project staff and experts

The contractual arrangements with participants were not uniform. In some projects (Unimed Audit, Cours du Patrimoine du Maghreb, Fêtes du Soleil, MSF) lead partners directly contracted local experts. This allowed lead partners to directly control activities carried out in the other countries bypassing the national partners. National partners were in general in agreement with this practice because it relieved them from administrative and contractual work and because, in some cases, their persons in charge directly benefited of those financially interesting contracts. This practice however tended to remove the sense of responsibility by the partner organisations and has a negative impact on their sense of ownership and therefore on the project sustainability<sup>6</sup>.

some lead partners directly contracted local experts

In some cases the beneficiary of the contract were public sector employees (Cours du Patrimoine du Maghreb, Unimed Audit), which contravenes the rules of the EC and of other international organisations. In fact this can create conflict of interest, and generate unbalances within public institutions, de-motivating the other public sector staff to carry out their own tasks without additional remuneration.

Another issue was the amount of the fees and salaries. Euromed Heritage I projects had very different policies, even if the Meda team had written recommendations stating that local salaries should be fixed according to local standards<sup>7</sup>. MSF and Cours du Patrimoine du Maghreb decided to apply the same salary/fees to all experts contracted, irrespective of their nationality and of their duty station (in the home city or abroad). In this way local experts working in their city were paid the same fees as experts coming from abroad. This resulted in very high salaries in some Meda countries<sup>8</sup>, and may have induced nepotism.

On the contrary, the Lead Partner of CORPUS made its own "labour market research" which resulted in very low salaries/fees paid to local experts in the Meda countries.

The more equitable solution appears to be the one applied by the Lead Partner of PISA, which used the standard salaries and fees fixed by the national trade unions. This solution has several positive aspects as it:

- conform to local standards and therefore avoids possible complaints.

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<sup>6</sup> Apparently in Euromed Heritage II local experts have to be contracted by local partners and not by Lead Partners.

<sup>7</sup> On this point and on the one treated above it seems useful to mention as an example the rules of a UN agency

*FAO Manual Section 319*

*... National experts for FAO projects are normally engaged through Personal Services Agreements concluded with governments, non-governmental organizations or national institutions in the host countries. Levels of remuneration are established in agreement with the releasing organization and reimbursement is made by FAO in local currency*

*...*

*Direct agreements should only be used where the governments, non-governmental organizations or national institutions concerned are, for one reason or another, not able to undertake themselves the recruitment of the national experts required for FAO projects. The level of remuneration in these cases is normally determined by the FAO Representative... taking account of prevailing compensation (salary and fringe benefits) for comparable functions within the host country.*

<sup>8</sup> In Algeria, for instance, one daily fee could be equivalent to one month salary.

- satisfies local experts and motivate them because, generally, the official trade unions fees are to the advantage of the concerned profession;

But even the case of PISA could not completely avoid objection: the Palestinian partner complained that Israeli and Palestinian professionals had different treatment while living in the same area and facing the same living costs.

### Ownership

The sense of ownership by the consortia varied from project to project, and was dependent on such factors as the intensity of work, length of project, degree of decision making by participants, frequency of communications and meetings among the consortia. In general the more participatory the project structure, the more the sense of real ownership. In projects where consortia partners simply did research and submitted reports the sense of ownership was low. For example in Unimed Audit the national partners proposed a researcher who was directly contracted by the Lead Partner and there was no sense of participation in the project design or decision making. Conversely, in projects such as MSF and PISA the sense of ownership was high. Having worked together intensively over a period of at least two years and having a strong sense of purpose, these project groups formed a strong project identity. Where the distribution of project responsibilities was uneven, or where the Lead Partner only coordinated with each of the partners but without much communication between the different project partners, the sense of ownership was also low.

### Problems encountered by participants

A source of difficulty and complaint was the recurrent delays in payment and transfer of funds. This first occurred after the signing of contracts, when Lead Partners waited on average four months for their initial project start up payment. Almost all projects had to contend with EC payments that took three months or more, and as long as nine months. In part this was due to misunderstandings about procurement, problems in obtaining bank guarantees, changes in EC requirements etc. This was equally disturbing for Lead Partners and Meda participants. During the field visits, several participants stated that they were still to receive full compensation, even though their projects were complete.

Obtaining travel visas in a timely way was another problem faced by participants in Meda countries, especially from Algeria. In some cases failure to obtain the visa on time meant missing key meetings. There was also a damaging psychological aspect to this situation, as it threw into sharp relief the lack of equality in the Meda/EC relationship where EC citizens are allowed to travel freely, while Meda countries may need a personal invitation to enter an EC country or the help of the consular staff at the embassy.

Poor or confused understanding of project objectives also created imbalances. PISA used the first year to create a common understanding among partners and to refine objectives, results and activities on the basis of this participatory exercise. This, linked to an attentive "partnership management" is the base of the success of the project. On the contrary objectives of Salambo were not clear to many partners, but the project continued as designed by the Lead Partner, leading to the poor results of the project.

Another problem occurred in some projects that developed a common regional approach, but applied it in very different local situations. This happened in the Fêtes du Soleil. In fact Le Kef festival was very much an introspective/family-based event with little wide popular appeal or tourism spectacle value. This placed Le Kef at a disadvantage vis-à-vis other partners and resulted in disappointment, particularly as the Siena Commune as the Lead Partner manages a festival of established global significance (Il Palio). In this case identifying two typologies of festivals would have helped to shape a work plan that acknowledged the different scale and expectations.

The administration of projects was another source of difficulty for participants. In the case of Manumed, one participant commented that from the administrative point of view it was “totally confusing” as they had the Meda team as an intermediary in addition to the Lead Partner.

## **2.4 Regional coordination and activities**

### **2.4.1 EC assistance (Meda Team)**

In 1997 the EC set up a support unit for Euromed Heritage I, called the Meda team. The team was selected through a call for tender launched on 18 February 1997 and completed on the 19 December 1997 with the signature of the contract. The Meda team consisted of two Italian experts. They began work on 5 January 1998 and continued until 31 December 2001.

The Meda team role was to ensure that projects were implemented following EC procedures and that they achieved the expected results. They were acting therefore as the interface between the EC and the projects and as technical assistance to the projects. This role was perceived very differently by the projects partners. Evidently written information for the participants about what they could expect from the Meda team and their role vis-à-vis the projects and the EC was not distributed. Some participants called it a “control” role, while others saw it as one of assistance. The reactions to the Meda Team by participants showed extremes: some stated that they were quite useless and even harmful, while others acknowledged their help.

The situation the Meda team found was not simple. Due to the time that had elapsed between the project identification and the signature of the grant contract and to logistical problems such as the required bank guarantee, the Meda team faced an initial distrust of the project partners. Moreover the majority of the Lead Partners needed training and assistance in order to manage an EC project. For example the Lead Partners were new to the EC’s administrative and financial procedures and reporting requirements. The work of the Meda team was therefore fundamental to move the programme forward.

The tasks of the Meda team were the following:

- monitor the progress of all projects;
- provide a uniform interpretation of the EC administrative and financial procedures and ensure their compliance;
- act as interface between the projects and the EC financial offices responsible to approve the payments of the grant instalments;
- solve problems between partners;
- organize all regional activities such as meetings and newsletter.

In some cases the Meda team suggested minor adjustments to projects which faced the risk to produce few tangible results. Some projects needed more extensive revision, but this should have been the role of a serious mid-term evaluation.

The Meda team worked in accord with the EC officers responsible for the Euromed Heritage Programme.

### **2.4.2 Regional activities**

Regional activities consisted of meetings and publications.

Meetings. During the implementation of the Euromed Heritage I programme, the Meda team organised three meetings for all the project coordinators and network partners. Due to political

reasons two regional meetings were held in the last quarter of 1999. The first was held in Damascus from 24 – 26 October, especially for the projects that involved Syrian and Lebanese partners; the second meeting took place in Tunis (4 – 6 December) for project involving Israeli partners.

From 16 –18 June 2000 another meeting was held in Hildesheim to coincide with the inauguration of the exhibition on Euro -Mediterranean Heritage which was organised in the framework of the project Expo 2000, Saving Cultural Heritage. At this meeting the launch and details of Euromed Cultural Heritage II were presented and discussed. Because many participants from the Meda countries, especially from institutions like the Ministries or organisations that were linked to Ministries, were participating in more than one project, it made it difficult for them to attend the different working groups during those meetings.

In general those meetings provided opportunities for people involved in the various projects to present their projects and its progress as well as to exchange ideas. Apart from that it also provided an opportunity for people to network. However the reaction from some participants was critical. A Meda participant stated that *“they were not useful at all. There was no focus on what the projects achieved nor what was needed. It was blah blah and spending money”*. The meetings could have been used very well for cross fertilisation of projects but they were foremost a presentation of the various projects to each other. More emphasis on networking within, but especially between the various projects, should have had more attention.

The meetings also provided the occasion for the Lead Partners to complain about EC procedures and administrative and financial problems, and sometimes conflicts emerged publicly between some Lead Partners and the Meda team.

One means to improve access to and visibility of the Euromed Heritage Programme would be to invite organisations working in the field of cultural heritage, but that were not involved in Euromed Heritage I, to the regional meetings. This way the programme could have an impact beyond the direct project partners involved in Euromed Heritage I. This would probably require special funding since the potential partners from MEDA countries generally lack the funds to attend these kind of meetings.

The meetings provided an opportunity to look beyond the activities and results of the sixteen Euromed Heritage I projects. However, taking into account that so many experts were gathered together, the occasions were not used to develop and elaborate on a regional strategy to continuously look after the safeguarding of cultural heritage in the Euro Mediterranean region.

Publications. The newsletter provided by the Meda team and distributed to all project partners was well appreciated. The newsletter provided information on the various projects.

It was not until the end of Euromed Heritage I in 2002 that descriptive materials on Euromed Heritage I were prepared and distributed in the region. Two brochures, each in English and French, were commissioned by the EC: Euro-Mediterranean Partnership. Euromed Heritage Creating a Future that Cares for the Past and Dialogue between Cultures. In addition a CD Rom and a leaflet were also produced. These represent the first official EC publications to publicize the Euromed Heritage programme and to provide information to the public about it.

Website. No website of Euromed Heritage Programme was designed and put on line. This is understandable in 1998 when websites were something of a rarity, but not in 2001 by which time they were widespread. A website would have been the easiest and most effective way to promote the programme and the single projects and to exchange information among the projects and partners. It should also be stated that many Meda partners did not have internet connections or that the cost of use was prohibitive.



### **2.4.3 Regional coherence and complementarity**

The question of regional coherence and complementarity in regard to related activities undertaken in the sector is difficult to assess for several reasons. Prior to the selection of individual projects there was little analytic work to assess country needs in depth. Furthermore few countries in 1995-97 had carried out any cultural heritage sector study or strategy.

The co-ordination of projects with existing programmes in the region, or with national level activities was not systematic. This meant that the Euromed Heritage projects did not achieve the profile that they could have, had there been a more comprehensive approach. For example, the World Bank had begun to be active in the field of cultural heritage conservation in North Africa and the Middle East from the mid 1990's but there was little exchange of information between organizations. This was also true of the Aga Khan Historic Cities Programme, UNESCO World Heritage Centre and other agencies active in cultural conservation.

As a result of the means of project selection (discussed in 2.2), coherence was not a factor in overall composition of the projects. There seems to have been an attempt to cover a number of themes, but beyond that there was little understanding of how one theme could relate to another.

Complementarity of projects was not promoted beyond the fact that they were meant to provide some sort of coverage for the four main priorities. As already discussed, the projects existed for the most part in isolation and there was little interchange among them.

### **2.4.4 EC administration and procedures**

During the course of Euromed Heritage I there were many staff changes in Brussels that made continuity difficult and did not contribute to a strong institutional memory. Moreover in the course of the programme implementation the managing structure of EC cooperation changed. A new service: the "Service Commun Relex" was created to manage all EC cooperation projects, and the hand over created confusions and delays. Interviews with participants indicate in fact that there were changes in EC administrative requirements that proved confusing. Some participants were uncomfortable with this lack of certainty and found it embarrassing to need to go back to their respective ministries for approvals. The Meda team at least represented a permanent reference point to the project partners.

Many participants had the impression that the EC was concerned primarily with contractual and administrative matters, with little attention to the content of the programme. This was justified by the perception that respecting the formal grant contracts rules was the EC's only concern and by their difficulties in amending these contracts to adapt the projects to the changing situations. This was one of the main reasons for the aversion of the Lead Partners toward EC procedures, and why the EC was often seen as an obstacle more than a partner. Some Lead Partners were critical that the EC did not seem to read their reports and made no comments on substance of the projects.

### **2.4.5 Audits and evaluations**

Financial audits of individual projects took place at several times during Euromed Heritage, without sufficient feedback to the Lead Partners or participants.

A mid term evaluation was carried out, but was not considered by the EC to be of adequate quality. Most recently an evaluation of management issues, focusing on the PISA, and three Unimed projects was completed, but due to change in EC Brussels staff the results were not discussed with project groups. This led to "evaluation fatigue": a number of participant indicated that they had already spent quite a lot of their time answering questions with no feedback. None of the evaluations adequately addressed the programme aspects of Euromed Heritage I.

Euromed Heritage I did not benefit from the learning that could have been achieved through the tools of evaluation. First, no indicators were agreed by project consortia at the beginning on which to base an evaluation. Second, an independent mid term evaluation was not completed and its results discussed. The Meda team had also a monitoring role but, because of their day-by-day work with the projects, they were not in the position to identify and recommend the strategic changing of directions that was needed by some projects.

#### **2.4.6 Role of EC delegations**

All Meda countries host a delegation of the European Commission. These Delegations play a key role in the implementation of the EU's foreign and other policies as well as in the implementation of the EU's external assistance. In the last few years the delegations have gradually been strengthened with more staff. However, in the first years of the Euromed Heritage I Programme (from 1999) the Delegations often lacked the capacity to closely monitor all activities of the Commission.

The staff of the Delegations the Evaluation team met uniformly expressed their concern about the way they were informed and kept up to date, not only about Euromed Heritage I, but about most regional MEDA projects. There are a great number of regional projects but the Delegation in Lebanon and Morocco stated that they received very little information about these projects. They are sometimes barely aware that there are projects financed by the Commission and implemented in their countries. For Euromed Heritage I the Delegations received copies of all the contracts but they did not contain enough information for the Delegations on the substance of the programme. The Meda newsletter was welcomed by the Delegations.

Most delegations complained about the lack of visibility of the Commission within the Euromed Heritage Programme activities. Although the Delegations are representing the Commission, they are sometimes not even invited to for example official openings, expositions or other activities under the framework of the Euromed Heritage I Programme. Project partners (Lead, as well as local partners) should be made aware of the importance of informing the delegations at least about their official and public activities.

Furthermore the Delegations believe they could play a much more important role in providing Lead Partners information about potential local partners and vice versa. It is generally felt within the Meda countries that with some guidance, more organisations from the Meda countries could be Lead Partners and develop feasible project proposals for the next Euromed Heritage programme. It was therefore suggested by one Delegation that the Commission could send a support team to the Meda countries to train organisations in PCM and logical framework methodology and in preparing project proposals.

There is considerable scope for improving the functioning of the Delegations in regard to support for programmes such as Euromed Heritage. The delegations should be informed about all the events of the various Euromed Heritage projects that are taking place within their country. Lead Partners should instruct their partners to inform their delegations about all events that take place in their country. The Commission in turn should provide all projects with the name of the persons to contact in the delegations as well as all Delegations with the necessary management information they need to monitor and follow up on the activities of Euromed Heritage

#### **2.4.7 EC visibility**

Overall there is weak recognition of EC role in Euromed Heritage I to the extent that some participants did not understand that they were working on an EC project. That said, most Ministries of Culture and major universities in the Meda region were aware that Euromed Heritage was an EC programme.

The visibility for the general public was even more diluted. In the absence of any public opinion surveys either prior to or after the completion of Euromed Heritage I there is no hard data from which conclusions about change in awareness can be drawn. Mechanisms such as launches (MSF), signage with EC logo (MSF), coverage in the media (Manumed, MSF, Expo 2000) are ways to bring the role of the EC to public attention. Chapter 3.3.1 provide further comments on this issue.

### **3 Aggregate evaluation of projects**

*Chapter 3 presents an aggregate evaluation of the 15 Euromed Heritage I projects. As discussed in chapter 2, Euromed Heritage I is a collection of projects in the cultural heritage field that take place in the Mediterranean region and are funded by the EC. Under these circumstances the evaluators concluded that a composite view of the 15 Euromed projects was needed. For ease of understanding, a table is provided with a summary of the findings (Table 3). For further information, individual project summaries are contained in Volume 2.*

#### **3.1 Relevance**

*Relevance relates primarily to the design of the projects and the extent to which its stated objectives correctly address the identified needs. It concerns the appropriateness of the project design to the problems to be resolved.*

##### **3.1.1 Logic of the programme**

The identification of Euromed Heritage programme objectives and projects to be financed largely omitted the intellectual, conceptual and practical work of programme composition. The effort seems to have been to cover as many heritage subjects as possible, without a thorough understanding of their connection.

The genesis of the projects was dependent on the situation of the Lead Partner. In some cases, off the shelf project proposals, that is project proposals that had already been formulated, were presented, (for example Salambo). At times Lead Partners took the opportunity of Euromed Heritage to continue or broaden existing work (Cours du Patrimoine du Maghreb, MSF, CORPUS). In other cases proponents crafted projects specifically for Euromed Heritage (PISA, Unimed Audit, Unimed Herit, Unimed Symposium).

The priorities of the programme, on the basis of which projects were to be selected, are:

- Highlight Mediterranean heritage by creating inventories that begin to document its composition and extent, promoting high quality tourism and encouraging networking between museums and other cultural institutions;
- Exchange expertise and technical assistance, especially in the field of heritage conservation and institutional support;
- Promote knowledge about heritage among the public and decision makers and create a compendium of know-how and techniques used in Mediterranean heritage; and
- Offer training in heritage-related skills and professions.

These priorities mix different levels of objectives and results: training and exchange of expertise are given as objectives when they are tools. In the course of the evaluation, the evaluation team has therefore introduced a logic a posteriori to the programme by revising objectives and results of the programme to make them clearer and more coherent. This "objectives tree" provides also a consistent framework for all projects and can be used as a valid programme evaluation tool.

Table 4 - Logic of the Programme: "Objectives" tree of Euromed Heritage

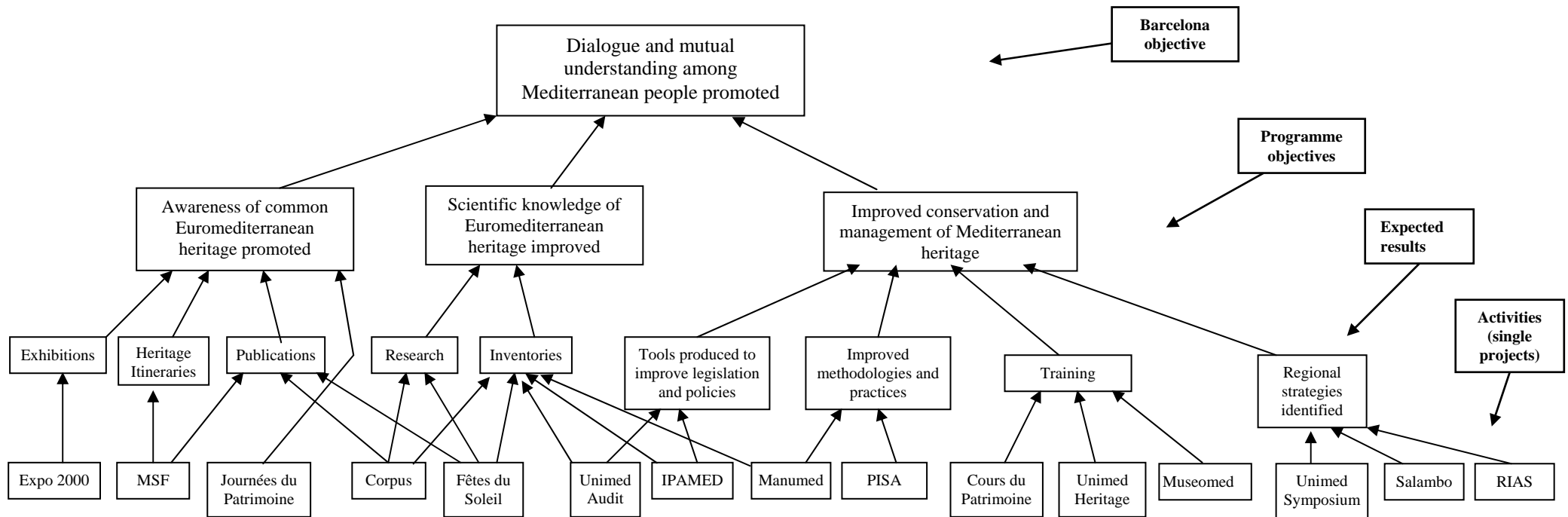


Table 5 Aggregate Evaluation of Projects Summary

		Projects aiming at promoting Euromediterranean heritage			Projects aiming at improving the scientific knowledge on CH		Projects aiming at improving conservation and management of CH				Training projects			Projects aiming at identifying common regional strategies		
		Expo 2000	MSF	J. du Pat	Corpus	Fetes Soleil	Unimed Audit	IPA MED	Manu med	PISA	Cours du Pat	Unimed Herit	Museo med	Unimed Symposium	RIAS	Salambo
<b>Relevance</b>	Consistency between project objectives, and needs															
	Project design quality															
	Degree of flexibility											N/A	N/A			
<b>Efficiency</b>	How well things were done															
	Project management															
	Partnership participation									c						
	Value for money									c						
<b>Effectiveness</b>	Delivery of results						a									
	Usefulness of results						a			c						
<b>Impact</b>	At individual level															
	At institutional level						a		b	c		d				
	On practices and methodologies															
<b>Sustainability</b>	Continuity of outcomes post project						a			c	N/A	N/A				
	Ownership by participants/stakeholders						a			c	N/A	N/A				
	Institutional commitment						a			c	N/A	N/A				

satisfactory   
 acceptable   
 unsatisfactory   
 non applicable 

a only in Tunisia  
 b very high in the case of Israel Antiquities Authority  
 c very high in Tunisia. low in Algeria and Morocco  
 d only in Malta

### 3.1.2 Consistency between project objectives and needs

*Were the projects based on an existing process, on a previous needs assessment etc?*

*How were the partners involved? How does the project elaborate on the country strategy/policy framework? What form did the analysis of the situation/issues take?);*

Assessing whether the project concepts met regional needs raises a number of issues. Among these are the absence of needs assessments, the lack of country strategy or policy frameworks and the weak identification of target audience. In the first half of 1996, three workshops in Arles, Berlin and Amman, the Bologna Conference and an exploratory mission to the Meda region were the basis for an understanding of needs. During the three workshops numerous experts in the various sectors pointed out problems and needs and made several operative proposals. The exploratory mission of 1996 was limited to the collection of project ideas through speedy consultations with the relevant ministries and key stakeholders. This process was participatory, but unstructured and it did not benefit from in depth needs assessment at a regional level, which could have identified priority issues likely to be better addressed if tackled at the regional more that at the national level. Instead the regional aspect of the programme is mostly limited to the fact that the themes perceived as national priorities in the majority of countries were selected.

A second difficulty was absence of sector information and analysis. For many countries in the region the understanding of the character and extent of the heritage, its significance, threats to the heritage, the role of the community in protecting the heritage, financing needs and sources, and the capacities of institutions are yet to be assessed. This is one of the major constraints to the development of the cultural heritage sector in the region. Since the initiation of Euromed Heritage I, however, various organizations, including the World Bank, have turned their attention to sector studies at the national level (Morocco) and a regional overview of cultural heritage in the North Africa and Middle East region which are important steps in identifying needs and opportunities. ICCROM also carried out a regional study of the Meda region of training needs.

Third, there was little or no sense of reviewing options. Realizing that traditional architecture was at risk of loss in the region did not result in a comparative assessment of the merits of various project options to mitigate this threat. One project proposal was put forth and won funding (CORPUS). A similar pattern can be found for most of the project themes, whether it is manuscripts and archives, underwater archaeology or intangible heritage.

In summary, insufficient supporting information was available at the time of project selection to appreciate to what extent the proposed project concept was relevant to actual needs.

Despite the above mentioned drawbacks, the Evaluation mission found out that all selected projects ideas can be individually considered relevant, because all were identified to potentially address serious issues concerning the Mediterranean heritage, if properly designed (but this is an issue treated in the next chapter).

In fact on one side it is true that the relevance of the single projects cannot be assessed on the basis of a programme architecture (a sort of programme logframe), which is missing. On the other side, projects were individually selected through a process that involved many key stakeholders, among which the relevant ministries in all concerned countries. They were therefore aware of the problems cultural heritage faces in the Mediterranean area and equipped to identify relevant problems and issues to be addressed, which indeed are numerous.

### 3.1.3 Project design

*Project design quality refers to clear and appropriate objectives and clear methodology to achieve objectives.*

The selected projects were generally defined at a very preliminary stage, with vague objectives, and no indicators that can be quantified. The project proponents were given little conceptual or specialist guidance by the EC in preparing their projects, with the exception of some assistance in writing the proposals (by EC consultants in 1997 and by the Meda Team in 1998 for the drafting of the project document, and not its content). Furthermore, the proposal format did not include a log frame<sup>9</sup> or the equivalent tool to assist in analyzing objectives and the means of achievement or indicators with which to measure project impacts. There was no provision in the project application to indicate proposed monitoring or supervision. Therefore, the conditions for evaluating such projects are sub-optimal.

It is not clear how project budgets were defined. A number of Lead Partners commented that had they known that some projects were funded up to more than 2 million euros, they too would have increased the size of their budget (Salambo). The project proponents were not formally provided with an indication of the budget envelope when designing their projects. In fact the funding agreement came nine months afterwards. The overall programme budget was eventually agreed at 17 million euros and the financing decision for the programme was approved in end November 1997. This resulted in budget requests for certain projects being structured within the perspective that Euromed Heritage I would be a first phase of a rolling programme. Hence, certain projects were designed as feasibility projects to test a 'theory.' In such cases, subsequent failure to secure Heritage II follow-up has in effect, to a large extent, nullified the virtue of the project being activated.

Whatever the origin of the projects, the following project design issues emerged in the course of the Evaluation:

- project objectives are imprecise and at times not well understood by the project proponents, with results or activities listed in the place of objectives;
- results are not quantified, and the relation of activities to results is not clear;
- means are also imprecise and not clearly linked to activities and results;
- target audience for the projects was generally not adequately defined nor were the means to reach these audiences fully explored;
- there was virtually no risk assessment for the projects;
- some projects were essentially feasibility studies or networking exercises (Salambo, Unimed Symposium, RIAS) and exhibit the Phase I syndrome, that is they depend on assumed Phase II;
- overall attention to dissemination of results was inadequate;
- the sustainability of the project after the end of the project was not adequately discussed, either in relation to resources for maintenance or institutional responsibility;
- activities were in general the same for each country and for each partner, independent of the different situations, with the budget equally divided between them;
- budgets were often quite general. In some cases (Unimed projects) however, budgets were so precise that they were an obstacle to adapt activities to the changing situations.

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<sup>9</sup> Only the Cours du Patrimoine du Maghreb presented one.



### **3.1.4 Design adjustments**

As stated earlier in this text, the projects selected were only at a preliminary stage of design. Before the grant contract signature, the project documents were redesigned with the help of the Meda team. However this was done by the Lead Partners, generally without involving their partners and without assessing the specific features of the local partners and local situations.

Some partnerships did not have contacts before the Rhodes meeting. For the project design this was too late: the project proposal had already been finalised and almost all contracts already been signed.

Given this deficit in project design, the projects needed a first inception phase to assess local situation and needs and refine project objectives, expected results, activities and budgets. The degree of flexibility of projects was therefore one of the success factor of Euromed Heritage I projects.

Changes involving contractual amendments, however, were not welcomed by the EC and this posed difficulties for the Lead Partners. Often the Meda team advised Lead Partners remain within the existing contracts, even when serious readjustment should have been carried out. Lead Partners were therefore trying to compromise between the need for a certain flexibility and the necessity to strictly comply with the original project proposal, which by that time was outdated (1996 was the selection of projects but implementation did not begin until 1999). This was one of the main reasons for the aversion of the Lead Partners toward EC procedures, and why the EC was often seen as an obstacle more than a partner.

A number of projects exhibited flexibility during implementation. This was an effort to maximum results. They include CORPUS, MSF, Manumed, PISA. MSF and Manumed added significantly to their activities once they realized the actual needs on the ground. MSF initiated its whole publication and signage effort after realising that itineraries without published guide books or signs were insufficient. It also held press launches and made a large effort at attracting the attention of the media. Manumed increased its field missions and public information efforts.

Projects such as PISA evolved considerably over the duration of their contract, using the first year to define methods and products. For example they found that in many sites more effort than originally intended was needed to involve local interests and local government.

Some projects showed that they were able to adapt to changing circumstances, such as changes in staff, institutional changes etc. In other cases such changes were fatal to the project, as in RIAS were a change in leadership brought the project to a virtual halt.

On the other side Salambo lacked flexibility. Although the project methodology was not clear to many partners, the Lead Partner decided to go on with it, which resulted in reduced involvement of partners and poor results.

The smaller projects, with shorter time horizons, had generally less need for flexibility than the multi million euro projects. No matter the size of the project, the fact that project design was provisional at best and that nearly three years elapsed between formulation of the original project concept and start of implementation were motives for adjustment.

## **3.2 Efficiency**

*The efficiency criterion asks if things were done right. It concerns how well the various activities transformed the available resources into the intended results. However for reasons of clarity the*

*analysis on the delivery of results has been linked to the analysis of the achievement of the project objectives and therefore inserted into section 3.3. Effectiveness. This section therefore focuses on project management and on the partnership participation.*

### **3.2.1 Project management**

The management varied considerably and depended on the organization of the Lead Partners, the size of the consortia, the commitment of the participants, the overall institutional context in the countries, and the complexity of activities. Most participants were satisfied with, the management capacity of Lead Partners.

The Lead Partners were asked to respond to both the EC (and Meda Team) as well as the partners. At certain stages of project implementation some of the participants commented that they did not hear from the Lead Partners (Manumed) which suggests inadequate communications.

One of the most difficult aspects of this management was management of the budget, and this was a weakness in a number of projects. The Lead Partners were often new to EC procedures and the complexities of foreign currencies, bank guarantees and transfers, contracts etc. added another level of complexity. Certain Lead Partners were reluctant to comply with the financial rules such as respect of the budget lines and procurement rules. Management of personnel and information was generally successful, and most projects kept thorough project records.

Many of the projects experienced delays, and a good share of the projects requested project extensions. The cause for these delays varies by project. Almost all project started activities six months later than foreseen because of the delay in the payment of the first instalment. Some of the projects experienced a stop and go path, due in large part to delays in payment of the following installments.

### **3.2.2 Partnership participation**

An analysis of the functioning of the partnership is presented in chapter 2.3. The focus here is to analyse the relationship between the level of partnership involvement and the level of success of projects.

The analysis carried out at the level of the single projects clearly shows that the success of projects is largely depending upon the common understanding among the partners and/or upon the active direct involvement of all partners in the decision-making and in the implementation of project activities. This is also logical considering that usually partner organisations are also the main beneficiary of the projects. PISA, MSF, CORPUS, IPAMED and Cours du Patrimoine du Maghreb are all examples of how this happened, even if each one presents different specificities.

PISA dedicated considerable effort, especially in the first year, to develop a common understanding of project objectives, and involved the partners in determining the conceptual framework for the project and the roll out of activities. Moreover each partner had a role in the development of the site management methodology. This resulted in a strong sense of ownership by all partners of the project and of its results.

In CORPUS the power to make decisions was more concentrated in the Lead Partner. However all partners were aware of the project purpose and methodology. Also their role and the results expected from them were very clear. In this case the participation of partners was concerned more with the implementation of activities than in the decision-making.

The Tunisian Institut National du Patrimoine was the Lead Partner and the direct beneficiary of IPAMED. The two main partners had a role of technical assistance, helping INP during the whole course of the project to identify its own needs and to develop the most appropriate project methodology.. The relation was excellent and was the main factor of success of the project.

The case of the Cours du Patrimoine du Maghreb is different. The Tunisian partner, again INP, had a strong feeling of ownership of the project and had very clear views concerning its implementation. On one side this created a certain conflict with the Lead Partner, but on the other this was the sign of the active involvement and interest of INP. The result is that the project has a very strong impact in Tunisia while almost none in the two other concerned countries whose partners had an easier relation with the Lead Partner. A second phase of the Cours du Patrimoine du Maghreb with INP as Lead Partner was financed with the balance of Euromed Heritage I funds.

In contrast to the preceding cases are Unimed Audit and Salambo. Salambo intended to launch a discussion among partners to identify training needs in the sector of handicrafts applied to heritage. However the project purpose and methodology were not understood by most partners, and the projects produced no satisfactory results. In the case of Unimed Audit, some results have been achieved, such as a database of heritage legislation. Partners, however, did not feel involved during the project and are not even aware of the results, which are therefore not producing the intended benefits.

An exception to this rule is RIAS. This project in fact showed a very active participation by all partners, some of which did not even recognize the authority of the Lead Partner. The project however did not achieve its intended results. The reasons are: too ambitious objectives, the inability to identify concrete and achievable intermediate objectives and the sudden change of project coordinator.

To conclude it is important to note that in all projects Lead Partners maintained exclusive control of the use of the project budget. This was due to the exclusive financial liability of the Lead Partner that had to ensure that administrative and financial procedure were respected and that results stated in the grant contract achieved. These administrative and financial requirements were in fact one of the major concern for many Lead Partners and may be a disincentive for Meda country organizations to put themselves forward as a Lead Partner for future rounds of funding

### **3.2.3 Exchange of know-how**

*"Exchange expertise and technical assistance..."* was one of the priorities of Euromed Heritage I, and probably the most important tool to achieve the projects objectives. In fact the basis of most of the projects was an exchange of know-how among experts and practitioners, although there a perception on the part of some Meda participants that the exchange was rather one sided, with the EC countries taking a dominant role that did not adequately acknowledge local Meda know how. A few projects demonstrated south-south exchanges, namely PISA and MSF.

Exchange of know how was central to Manumed, where techniques of documentation and care of collections were disseminated. Corpus and Unimed Symposium were also based on exchange of know how, the former in regard to the documentation of vernacular architecture and traditional building materials and techniques, and the later in regard to living culture. To a degree Fêtes du Soleil, through its examination of traditional festivals, also concerned an exchange of know how.

Some projects were attempts to replicate EC approaches or techniques in Meda countries, and thus there was less of an exchange that took place than an importation. Among these projects are IPAMED, Euro-Mediterranean Heritage Days (though only a feasibility study). In Salambo the concept was based on extending European 'best practice' experience to the Meda region. While this was rational, it was

thwarted by being too ambitious for the project requested and allocated under Euromed Heritage I. Nevertheless, on the whole Meda partners felt that the modular seminars provided valuable inter-regional exchange experience.

The training based courses, Maghreb Heritage Training Courses, Museomed and Unimed Heritage also involved an exchange, but primarily in the direction of north to south.

PISA was also largely an exchange of know how about archaeological site management and integration of archaeological sites into the local economy. It actively involved research-action in nine sites, five of which were in Meda countries.

It is important to note that Euromed Heritage allowed an exchange of know-how not only among academics, and staff of heritage institutions and institutes, but governments and public institutions were also involved.

Finally it is important to note that at the project level, exchange of information, experience and know-how was one of the main tools, but at the programme level it can be considered an objective per se, and probably the one contributing most to the Barcelona process.

### **3.2.4 Value for money**

Euromed Heritage I was a programme totalling 17 million euros. From the outset it was seen as an experimental programme. The largest project budget was 3,210,037 euros (PISA) and the smallest was Museomed at 97,089 euros. Considering that 15 projects ran for up to 4 years and had an average of 8 partners, the expenditure per country per year is modest. This wide diffusion of effort must be taken into account when assessing this question.

Another consideration is the relatively low levels of financing for cultural heritage in the Meda region by international donors. UNESCO has a very small annual budget for the Meda region. The World Bank may well be the largest donor, but it generally works on country basis rather than a regional one (with the exception of METAP, the Mediterranean Environmental Technical Assistance Program).

If only the results directly produced by the projects were to be considered, the value for money of the programme would be low, especially for projects such as RIAS, Salambo, Fêtes du Soleil, Unimed Audit and Unimed Symposium (whose combined expenditure, however, was only 1,351,000 euros or less than 8% of the total budget). But this analysis has to consider the whole process that involved a large number of professionals and institutions in all countries of the Mediterranean and that can have a significant indirect impact as described in the next chapters. It is impossible to evaluate this impact quantitatively, but in the light of the analysis carried out by the evaluation team, the costs of the programme seems justified by the benefits generated.

### **3.3 Effectiveness**

*The effectiveness criterion concerns how far the project's results were used or their potential benefits were realised. This means whether and to what extent project objectives were achieved. Project objectives were often vague and therefore not easily verifiable. The aggregate analysis of the single project shows, however, that effectiveness of Euromed Heritage I projects is generally weak, with some exceptions.*

effectiveness generally weak
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*The analysis of the effectiveness is based on the "objectives tree" presented in chapter 3.1.1.*

### **3.3.1 Awareness of common Euromediterranean heritage promoted**

The Programme objective "*awareness of common Euromediterranean heritage promoted*" is the one more directly related to the "Barcelona" objective: "*Dialogue and mutual understanding among Mediterranean people promoted*". However from the sixteen projects of Euromed Heritage I, only three had as their main objective to promote the common Euro-Mediterranean heritage. These projects were Expo 2000, Musées Sans Frontières and Journées du Patrimoine. Two other projects, Fêtes du Soleil and CORPUS, aimed at carrying out research on specific aspects of cultural heritage (popular traditional festivals and vernacular architecture) to produce on one side inventories for interested professionals and publications targeted to the general public.

The aggregate impact of these projects in terms of awareness raised is low, and can be considered a drop in the ocean. Other projects made efforts to promote Euromediterranean heritage beyond their own target groups. This was mostly done through websites or specialised publications.

The main achievements to promote Euromediterranean heritage can be summarised as follows:

**The Expo 2000, Saving Cultural Heritage** project allowed visitors to the Museum of Hildesheim to learn about the safeguarding and conservation of heritage throughout the Mediterranean. All Mediterranean countries were represented at this exhibition by way of panels and multi-media presentations. The national sections of the exhibition showed some difference in quality, but the exhibition as a whole was apparently interesting and attractive.

The exhibition was visited by a great number of visitors in Germany. At the end of the exhibition in Hildesheim the exhibition also travelled to Morocco, Algeria, Cyprus, Turkey, and Tunisia where exhibits were held. The only drawback of the project was that it was initially conceived to take place at the Expo 2000 event in Hannover, but this was changed to the Museum of Hildesheim. A mass event like Expo 2000 would have certainly attracted many more visitors than those who found their way to the Museum of Hildesheim.

**Musées Sans Frontières** intended to create 'heritage trails' and guidebooks that suggest itineraries for exploring Islamic art and architecture in eleven Mediterranean countries. Signposts were placed at important cultural heritage sites on the itineraries. The signs, however, did not include sufficient information about the site itself to really add to the visitor experience and no information on how to reach the next stop of the itinerary. For more detailed information the visitor needs the accompanying guidebook. Ideally the signposts should also provide detailed information about the site, so that everybody with or without book can learn about the heritage in front of them. These guidebooks focus on one specific aspect/period of the national heritage. They demonstrated a very good scientific level but are probably too detailed for normal tourists. Because they are published in several European languages, they can contribute to promoting Euromediterranean cultural heritage among tourists interested to deepen their knowledge on the local history and heritage. Unfortunately they are difficult to find in the countries (Turkey, Egypt, Jordan and Morocco, for example)

**Euro-Mediterranean Heritage Days** was one of the few projects that was specifically concerned with awareness raising of heritage as a vital contribution to any integrated policy of conservation. It was initially intended to be a feasibility study looking into the possible extension of the European Heritage Days to the Meda countries, but it developed into a programme of experience and know how exchange tailored to the Euro-Mediterranean context. Meda partners learned from the EC experience and identified awareness raising activities, some of which were carried out.

**CORPUS** created an inventory of examples and publications about the skills and the techniques necessary for conservation of traditional buildings. The CORPUS book gave governments and local authorities the means to identify and better appreciate traditional architecture.

**Fêtes du Soleil** examined and celebrated the Mediterranean’s intangible heritage of popular traditional festivals. A book as well as a video were produced in order to promote these traditional festivals.

The main final target audience for these projects (with the exception of CORPUS) was the general public. The other projects of Euromed Heritage I also promoted Euromediterranean cultural heritage in some form, but this was only a secondary or third objective. Manumed was also responsible for publishing manuscript inventories from Lebanon and Syria as well as a travelling exhibition on calligraphy and alphabets in the Mediterranean languages.

The programme lacked an overall communications strategy, and this had a negative impact on the effectiveness of the promotion of heritage.

#### Publications and websites

A number of projects developed specialist websites or publications. Publications were generally done to high standards. They are well researched, written and illustrated and show good design and printing quality. Most were intended for specialized and academic audiences, such as PISA, that brought out a series of publications that documented the various phases and activities of the project; it was perhaps the project with the most extensive publication programme producing reports on the nine case studies as well as thematic reports on five workshops. RIAS produced the Acts of the Euro-Mediterranean Conference on the management of Underwater Heritage.

publication of high quality but insufficient distribution

Some projects aimed their publications at the public, including Expo 2000 (Exhibition catalogue, Saving Cultural Heritage). MSF (a series of exhibition guidebooks with specialized itineraries), Fêtes du Soleil (a book entitled Les Fêtes du Soleil) and CORPUS that prepared a commercially sold publication. (Traditional Mediterranean Architecture).

In general the quality of the publications was highly praised by the Meda partners. On the other hand, negative views were expressed about their involvement with content and the relatively large resource allocation required for their production and their subsequent limited availability (ref. box below).

*“Though the EU Fetes du Soleil publication was excellent, it was costly and as a result only 500 copies were printed (Gozo received 10 copies). To maximise access we have located the copies issued to us in principle academic and public libraries in Gozo and Malta. It would have been better if smaller less expensive collateral material had been produced that could have been reproduced at a reasonable cost and used for promotional purposes in a number of centres around the Mediterranean region. In this way, it might have established a reciprocal networking process”*

Comment from Fêtes du Soleil participant

Websites were created by a number of projects, some of which are ongoing. These include: CORPUS, Manumed, PISA, and Unimed Audit.

CD Roms and videos were also produced by CORPUS, Fêtes du Soleil, Maghreb Heritage Training Course, MSF, and PISA.

However, the promotion of these publications and websites did not always received enough attention, so that even within the target audience the websites or publications are not always known, let alone that the general public learns about these sites or publications. The Unimed Audit website was not known outside the circle of project participants. The MSF publications, for example, were distributed by specialist booksellers, and were difficult for tourist visitors to obtain in such countries as Jordan, Egypt, Morocco and Turkey. More attention should have been paid to the distribution of the publications or promotion of the websites and video.

In many cases too little attention has also been paid to the languages used for the publications or websites. Only in a few cases the final outputs have also been made available in Arabic. In order to reach as many people as possible most of the projects should have not only produced their publications in French or English but also Arabic as this is by far the most important language among the Meda countries.

During visits to the Lead Partners, Manumed, MSF and PISA showed the team their press clipping books. The Manumed and MSF projects hired writers to help publicize their activities. As the projects progressed, the Lead Partners become more aware of the need to gain the attention of the public and decision makers.

Some projects developed a sort of advocacy role, for example CORPUS, to bring an improved knowledge of traditional architecture and construction practices, or Manumed to publicize the rich holdings of manuscripts in private libraries in Meda countries.

### **3.3.2 Scientific knowledge of Euro- Mediterranean Heritage improved**

Knowing the characteristics and extent of cultural heritage is essential for its conservation and valorisation. An accessible inventory is an important management tool for the historic environment and for movable cultural heritage. This was reflected into the programme priority "*Highlight Mediterranean heritage by creating inventories that begin to document its composition and extent*". CORPUS, Fêtes du Soleil and to a certain extent Manumed fitted into this priority. Those projects in fact undertook research aimed at developing a database of vernacular architecture (CORPUS), traditional popular festivals (Fêtes du Soleil) and private libraries of historic manuscripts (Manumed). However the methodologies used and results obtained were very different for each project.

CORPUS accomplished serious research on architectural typologies and building techniques in most Mediterranean countries. The research was directly carried out by the local project partners on the basis of a strict methodology developed by the Lead Partner. The result is a high quality and very detailed catalogue accessible on internet and a publication. However this catalogue is mainly useful to researchers especially in the north, given that the catalogue has been published in French and English, but not in Arabic. The work done by CORPUS could have been extremely useful if it had been used to produce handbooks to restore traditional structures safeguarding the traditional typologies and using compatible materials and techniques. This approach was partially adopted during the second phase of the project, called CORPUS LEVANT. This phase, which focused on Lebanon and Syria, profited from the experience of the first phase. In fact documents were published also in Arabic and some "restoration fiches" were produced to train masons and other craftsmen in compatible restoration techniques. Each CORPUS partner now has a detailed database of architectural typologies and building techniques of their own territory that can be used to design actions to preserve this endangered heritage.

Manumed was an attempt to improve inventories of an overlooked aspect of heritage: private libraries of historic manuscripts. Manumed did not have a unified regional methodology, but developed a specific

local approach according to the local partner and to the specific local situation. Manumed succeeded in improving knowledge about libraries and historic written documents. This knowledge was largely gained by participants in the project, although there are some indications that decision makers became more aware of the value and threats to these forms of heritage as a result of the project. The usefulness of results of Manumed however could be increased by extending the activities, which only touched on a small segment of the existing manuscripts in private libraries

Fêtes du Soleil had two different objectives: first to exchange experience between the partner municipalities on traditional festivals organization and promotion; and second, to create a databank on traditional festival in the Mediterranean. However the research was carried out by the partner organizations, which were not research institutions, and the quality of the results is very uneven. The database contains about 1000 traditional festivals, but most records have very poor information. Moreover the completion and the updating of the database were not foreseen by the project. The database is therefore not exploitable and is currently not online and therefore not accessible.

Fêtes du Soleil was more successful in producing promotion tools for the festivals. The research on Gozo festivals has been used by the Gozo partner to improve awareness and to promote tourism. As a follow-on to the project Gozo has a new website under development and there is the intention to include the database along with related video clips.

Unimed Audit also intended creating an inventory, a compendium of national heritage legislations. The analysis follows in section 3.3.3,

### **3.3.3 Improved conservation and management of Mediterranean heritage**

Two Euromed Heritage I priorities: "*Exchange expertise and technical assistance, especially in the field of heritage conservation and institutional support*" and "*Offer training in heritage-related skills and professions*" are related to the improvement of the conservation and management of Mediterranean Heritage, which is the general objective of most Euromed Heritage I projects and which it has been subdivided into the following headings to facilitate the analysis.

#### **Tools produced to improve legislation and policies**

Two projects intended to produce tools that could be used to improve legislation and policies to preserve and enhance cultural heritage. Unimed Audit aimed at developing a database of heritage legislation and of heritage related training facilities in the Mediterranean countries. The database did compile the relevant legislation but the second element, a comparative analysis, was not carried out. The later would have been a tool to identify deficiencies and ways to improve the heritage legislation and eventually to improve it. The Unimed Audit website contains the translated heritage legislation of several Mediterranean countries in English or French. There are no translations into Arabic, nor the original Arabic version has been included in the database online, which would have greatly increased effectiveness in the Meda region. Finally the database and related website were only ready at the end of the project and not made known among partners, some of which were not aware of it when the Evaluation mission met them. The field missions indicate that the database tool is not known and not used. The case of the Palestinian Authority is a striking example. In fact Unimed Audit was primarily intended to support Palestine in the drafting of a new heritage legislation, but the local partner of Unimed Audit, which was entrusted to draw up this new legislation asked for the national heritage legislation of many countries to compare and adapt, without utilising the results of Unimed Audit. In addition there was no real provision for updating the database. In Euromed Heritage II, however, the Unimed Heritage project is something of a follow up project.



The case of IPAMED is very different. IPAMED has an important impact in Tunisian heritage policies. The results of IPAMED are in fact a new national computerised archiving system for cultural heritage and a GIS for heritage management. IPAMED therefore represents a step forward in heritage conservation and management of Tunisia. The limit of this project from a regional programme perspective is that the impact is limited only to one country. The technology however is available to the Syrian, Algerian and Palestinian partners, but at present the institutional capacity to utilise it is lacking.

### Improved methodologies and practices

PISA project was the only Euromed Heritage I project which had as a primary objective the identification of a methodology for heritage management applicable in different countries: the integration of archaeological site management with the local economy. The project methodology is well researched and there are ample publications, meetings and other results. The handbooks produced are valuable outputs of Euromed Heritage and the process leading to their development and to the definition of a site management methodology was potentially extremely effective. All partners were directly involved in all phases of the methodology identification and tuning.

Nevertheless PISA had a direct impact only in Israel, where there is the institutional capacity and organisation to adopt and disseminate these new methodologies. Despite the slow uptake at national level, PISA was an important experience for all individuals participating in the project, and considering that those individuals have in general important positions within their own national heritage organization, it is reasonable to expect an indirect impact in all participating countries. The PISA experience is being developed and expanded in Euromed Heritage 2 through the DELTA project, whose Lead Partner is the same than PISA.

Manumed disseminated among private libraries simple practices for the inventorying and conservation of historical written documents and delivered training on document conservation, digitalisation, inventory, philological description, and palaeography.

### Training

Three of the Euromed Heritage 1 projects were training projects. The Maghreb Training Course (Cours du Patrimoine du Maghreb) formed part of an already existing process launched by ICCROM to assess training needs for Maghreb countries and was conducted in French. Unimed Herit, therefore, was designed to cover non Francophone countries although it was a short course and covered a different curriculum. Museomed, conducted in English and held in Greece, was aimed at museum managers.

All these Euromed Heritage trainings courses were for university graduates and were of adequate quality to result in an improved knowledge and capacity of their participants. In fact, apart from the lectures and workshops attended, they had the occasion to discuss with professionals in the host countries and exchange experiences between different nationalities.

To measure the real impact of these courses the question is to assess if these participants have the possibility to apply their new capacity to improve heritage conservation and management practices and methodologies in their own countries. Field work shows that the impact of these courses is dependant upon the institutions that sent the participants and how receptive they are to integrating new practices into their work. Institutions that have an advanced policy of human resources strengthening sent the persons who in their institutions would have taken the most advantage of the courses.

The case of Museomed is illuminating. It had a certain impact in the museum management in Malta, because Maltese participants were all high-level staff of Maltese museums. On the contrary Museomed had no impact in Syria, because Syrian participants were not sufficiently able to understand English (the language of the course), or their acquired knowledge was not taken into consideration by their institution (DGAM).

The case of the "Cours du Patrimoine du Maghreb" is similar. This project organised three "Master Degrees" on conservation architecture, conservation of archaeological objects and conservation of museum collections. These courses and in particular the course of "Conservation Architecture" had a high impact in Tunisia and almost none in Morocco and Algeria. In fact this course was designed on the basis of the human resources policy of Tunisian INP, which identified the skills required by all architects working within the institution or as contractors, to the point that this course is now mandatory for all architects working for INP. In contrast the Moroccan and Algerian authorities until now did not take into consideration the qualification acquired by graduates, which have difficulties to be employed in the national heritage institutions and/or are not in the position to apply what they have learnt in their national context.

The Unimed Heritage training course was targeted to "heritage managers" and designed on the basis of the idea that a heritage manager must be able to understand and deal with all aspects related to heritage. It was therefore intended to be a multidisciplinary courses with historic, scientific and management subjects but it eventually resulted in a focus on the historic subjects more than on applied management. Unimed Heritage training anyway gave to trainees a good theoretical knowledge about the conservation principles and some rudiments about new technologies applied to heritage. The training didn't provide the trainees with specific skills, but with a multidiplinary historical and technical background from which they can benefit in the execution of their job.

## Common regional strategies identified

Some projects (RIAS, Salambo, Unimed Symposium) had as objective the identification of common regional strategies to address specific issues (intangible heritage, marine archaeology, heritage related craft skills). They consisted in meetings and workshops in order to build a cooperative network and create a platform on which design a project proposal to be implemented in an hypothetic second phase. None of these projects resulted in common strategies and/or projects. One of the reasons (especially for Salambo) is the fact that no tangible results were foreseen, which was a factor of de-motivation for many partners who did not commit themselves in the project and provoked its failure.

## **3.4 Impact**

### **3.4.1 Impact at the level of participants and of target group level**

This section looks at impacts at the individual level and at the projects' target groups. The impact on the participants is a significant aspect to consider for the following reasons:

- the different projects involved a large number of professionals in the public and in the academic sector;
- the institutions to which the participants are attached are in the majority of cases the direct beneficiary of the projects and in general represent the public institutions responsible for the heritage management in the Meda countries;

- most of these institutions were not able to directly incorporate in their structure, strategies or practices the experiences acquired through the participation in the Euromed Heritage projects. The experience gained at the individual level by their staff represents, therefore, the main potential factor of impact of Euromed Heritage on those institutions.

The Evaluation team noted the Meda participant's eagerness to work as part of Euromed project team. In the majority of cases this was their first participation in an international project and in an EC project. For some individuals it was their first experience of working in a network.

For project participants there were many types of impacts. Inter alia they were:

#### Knowledge

- Training, generally short term, received (Euromed Herit, CORPUS) and some longer term (Cours du Maghreb);
- New knowledge of specific aspects of heritage;
- Exposure to new methodologies and approaches to aspects of heritage conservation;
- Use of information technology including digital photography, web pages, Email;
- Experiences outside confines of day to day Ministry or university duties;
- Career advancement due to experience gained (Turkey, Egypt);
- In many cases, frustration at the rigidity of national institutions to modernize their heritage service.

#### Project implementation

- Experience of project implementation;
- Experience in executing a project to a deadline;
- Experience of writing project progress and other reports;
- Experience of EC requirements including financial and reporting requirements;

#### Cultural exchange

- Experience of working as part of an international project team;
- Exchange of views with other heritage professionals outside the confines of their own institutions or countries (for Algeria this was very important);
- Opportunity to travel to other EC/Meda countries and first hand exposure to parallel experience in other EC/Meda countries;
- New professional contacts and networks, a good many of which are ongoing;
- For larger projects, a sense of esprit de corps (PISA, MSF);
- New friendships.

For target groups the impacts were more limited. Target groups were very generally defined, if at all. The proposal form did not ask the project proponents to analyse their would-be targets nor did it question if the activities proposed were the most adapted to reach the target group. In essence there were three main target groups common to the majority of projects: project participants and conservation professionals; the general public and decision makers.

The *conservation professionals* were best served by the projects. They benefited from carrying out the projects and receiving various forms of training as discussed above. CORPUS signalled architects as a target audience, who would benefit from access to the project book and website.

The *general public*, to a certain extent, also benefited from the projects. They were able to see new exhibits, have access to new guidebooks, books and other publications. As the Evaluation team pointed

in section 3.3.2, the impact of Euromed Heritage on the public was less than it could have been due to inadequate public information strategies. Few of the projects had public information as part of their project design, with the exception of MSF and Manumed. On occasion a project team, such as the CORPUS team in Turkey carried out their own information campaigns via radio programmes and seminars for municipal and regional officials.

*Decision makers* in Ministries of Culture were generally informed about the project. However decision makers in other spheres of government such as finance, tourism, public works, education or employment were most often totally unaware of the projects. Even in cases where policy makers were identified, the means to gain their attention, in the face of competing claims, were very modest.

Some projects had weaker results than could be expected because of the narrow or unrealistic definition of target groups. In the case of Salambo, the real target groups were craft workers, but seminars were held for public sector agencies instead. Moreover, certain projects did not fully appreciate the need to understand the market in terms of demand for various sorts of heritage based products or crafts, and did not include any trade based partners (Salambo).

### 3.4.2 Impact at institutional level

The projects resulted in little institutional development outcomes. The target institutions generally did not have the capacity to integrate into their mission, structure, internal procedures and practices the lessons learned through the participation on Euromed Heritage projects. It is true however that the experience gained at the individual level by many staff members will probably have an indirect impact on their institutions in the medium-long term. An exception is the Tunisian Institut National du Patrimoine for Cours du Patrimoine du Maghreb and Ipamed and the Israel Antiquities Authority for PISA, which have proved to be institutions able to put into practice the results of Euromed Heritage projects. Interestingly, the INP has been the lead institution in a World Bank cultural heritage management project in Tunisia.

Reasons for the low impact of the programme at this level are:

- lack of previous commitment of the beneficiary institutions;
- changing staff in ministries;
- lack of initiative on the part of most ministries to share and disseminate the experiences (exceptions are Turkey and Israel),
- poor visibility within the country, both among national experts and the general public
- no guidance by Euromed Heritage I on how to maximize the institutional gains from the projects:

In some cases it proved difficult to involve local institutions for reasons of timing.

*“The programme needs to respect and understand the functioning and timing of local institutions. It did not and therefore results were not integrated.”*

participant from a Meda country

Euromed Heritage I projects, however, gave institutions an important opportunity “to see how others worked.” This fulfilled one of the aims of the regional programme, which is to exchange know how.

Euromed Heritage I projects generally matched some of national priorities, which is not surprising considering the wide menu of choice. They created an improved awareness by national authorities of the need to protect vernacular architecture, integrate archaeological sites into regional economies, train

cultural heritage managers. In some countries, however, Euromed Heritage I was overshadowed by other larger aid projects (as in Egypt or Lebanon).

### **3.4.3 Impact on practices, methodologies and policies**

The evidence of impact on practices in national agencies is slim. One exception is the introduction of new techniques for the management of archaeological sites in Israel (PISA). In other pilot sites in the same project there is little tangible change. As Euromed Heritage I was not an infrastructure type project, but largely a human resources and technical assistance project, it provided the opportunity to demonstrate different practices. The inventory projects, such as IPAMED, CORPUS and Manumed did demonstrate new uses for inventories, but to date the take up by national governments has been slow, a part the case of IPAMED. Universities, in contrast, showed greater responsiveness and the material gathered by CORPUS is now being used in university courses in Jordan and Turkey.

MSF in Morocco helped create a new dynamic in regard to regional museums and reinforced the need for their upgrading. The Scientific Committee in Morocco carried out lively debates on themes such as selection of sites for tourist itineraries and methodologies of work which serve now as an important model.

In contrast the direct impact on practices, methodologies and policies of Expo 2000, Fêtes du Soleil, Salambo, Unimed Audit, Unimed Symposium are negligible. Evidence suggests that Unimed Audit had no impact at all on practice or policies related to heritage legislation, partly because it is unknown and partly because the comparative analysis was not carried out.

However there are instances in which Euromed Heritage I projects coincided with an existing or emerging trend or momentum. For example UNESCO has recently carried out work on intangible heritage that complements the initial ideas put forth by Unimed Symposium and Fêtes du Soleil. Marine archaeology is also gaining greater recognition as an element of heritage, in line with RIAS's philosophy. Salambo points out the importance of the heritage craftsman, an issue which is being taken up by English Heritage. Therefore it is fair to say that Euromed Heritage I has at the minimum contributed to expanding the heritage agenda, although it is virtually impossible to provide any quantitative measures.

A number of participants noted the importance of their Euromed Heritage project for advancing methodologies. This was the case in Morocco for the CORPUS project and in Egypt for the project as well as for PISA in a number of countries. It is likely that it will take time for these newly tested methodologies to filter into the practices and policies of national institutions.

### **3.4.4 Unexpected outcomes**

In addition to the more expected results field visits and interviews revealed a number of unexpected results:

- Maghreb/Mashreq exchanges were stimulated by Euromed Heritage and this was the first time for many of the participants that they had professional interchanges with colleagues in other areas of Meda (MANUMED, MSF);
- some new discoveries took place in regard to cultural assets, for example unknown private libraries in Manumed or unrecognized similarities in building techniques in the Mediterranean region;

- the research activities carried out under Euromed Heritage, such as inventories, encouraged partner groups to document their heritage and use it for academic and commercial purposes;
- a new university course on traditional architecture, inspired by the CORPUS experience, was begun at Yarmouk University in Jordan;
- securing of private sector support for cultural heritage was achieved in at least one of the projects. MSF worked successfully with publishers and also raised funds at the national level to carry out itineraries;
- the experience of a Euromed heritage project in project preparation and understanding the EU project 'finance' cycle, gave the project participants confidence to prepare their own project request (for example Fetes du Soleil led the Gozo partner to prepare a project for Interreg 3C support under the: Islands of Europe Festivals 2.
- MSF helped focus attention on regional museums and currently plans are underway to renovate three of the museums that are on the Moroccan MSF itinerary;

### **3.5 Sustainability**

*Sustainability relates to whether the positive outcomes of the project are likely to continue after external funding ends. It includes an analysis of different sustainability factors (policy support, institutional organisation, staffing, economic and financial factors, socio-cultural/inclusiveness, gender, appropriateness of technology etc.).*

Sustainability overall was variable, but for most projects was weak viewed from the perspective of institutional structures, staffing, financing, communications, maintenance, and public awareness.

Projects were not designed with sustainability as a criterion and there is very little continuity after the project. Some best examples of ongoing activities are:

- The Cours du Patrimoine du Maghreb, which has been institutionalised in Tunisia;
- PISA, whose methodology and resulting publications are used to develop archaeological site management plans, and whose methodology is now being applied at a larger scale through the project DELTA, financed by Euromed Heritage II;
- IPAMED, whose output is the new computerized archiving system of Tunisian heritage and a GIS that is being used;
- The Maison d'Antioche in Lebanon, which have greatly benefited from the participation in Manumed, and which is now continuing in the effort to carry out inventorying and conservation of historical written documents in Lebanon and Syria;

The other projects have a low level of sustainability.

The following factors had an impact on sustainability:

- Institutional structures and policies. Many institutional structures for cultural heritage in the Meda countries are static, if not fossilized. This is changing in such countries as Turkey, Tunisia and Lebanon, but in general the institutions show resistance to adapt to new challenges and a number of project participants voiced frustration at the reluctance of their institutions to put into

practice new approaches advocated by the projects (as in the case of PISA or Unimed Herit). Field work indicates that such institutional inertia is a major constraint to improved cultural heritage conservation in the Meda countries.

- **Staffing.** Retaining qualified staff is a major problem in many government institutions in Meda countries where salary scales are low. As in many other aid projects, staff that had the experience of a working on a project or who have received specialist training often chose to move on and take their new knowledge with them. Therefore the institutional benefits of a project are not always optimized.
- **Financing.** Ministries of Culture in Meda countries are notoriously underfunded. This means that there is typically very little extra budget to pick up costs after a project ends. In the case of MSF, the financing of signage was an issue as it was not part of the original project proposal and countries were asked to finance it themselves.
- **Communications.** Over the course of the project the internet became more accessible, so communications were facilitated. One of the factors to be considered in assessing sustainability is the cost of internet usage, which may be prohibitive for local conditions.
- **Maintenance.** Maintenance of project sites or activities post-project was not generally considered in the proposal form. This includes heritage properties as well as web sites. Unless provisions are made for ongoing care they are likely to decline. Maintenance and updating are important concerns for databases and inventories. For instance the database of Fêtes du Soleil is useless if not completed and updated.
- **Public awareness.** A concerned citizenry is a prerequisite for sustained care of the heritage, and this requires effort at public information and awareness raising. Some projects made provisions for raising public awareness such as Expo 2000, but many did not.

### **3.6 Contribution to the Barcelona process**

There can be no doubt that there is an urgent need to promote and improve perceptions among the cultures of the Mediterranean region. The lack of knowledge and mutual distrust among northern and southern Mediterranean countries, after September 11<sup>th</sup> and the Madrid bombings in 2004, are palpable. Articles in major newspapers such as the *Financial Times*, "Muslims in a nervous Spain try to burnish their image" accompanied by a photograph of Cordoba's mosque, now a cathedral with a Christian chapel built into it (FT, Monday April 12 2004), are an indication of the negative associations of aspects of Meda culture and religion.

Euromed Heritage I is a first step in this effort at better understanding, and its impact on policy makers and the public at large is difficult to determine, particularly as there were no base line studies carried out before the 1996. Certainly those who attended exhibits such as Expo 2000 or used any of the MSF guidebooks would be better equipped to appreciate and understand the cultures of the Meda countries. Similarly experts involved in the projects now have first hand experience of the working methods of others in Euro-Mediterranean region within their respective and allied fields. Inevitably there is much more that can be done to promote better cultural understanding and good relations.

The Barcelona Declaration includes the following statement as the justification for the third heading of the Euromediterranean partnership, "Partnership in social, cultural and human affairs: Developing human resources, promoting understanding between cultures and exchanges between civil societies":

*“The participants recognize that the traditions of culture and civilization throughout the Mediterranean region, and dialogue between these cultures and exchanges of human, scientific and technological level are an essential factor in bringing people closer, promoting understanding between them and improving their perception of each other.”*

This statement was taken as the justification of the Euromed Heritage Programme in the Bologna Conference. From this statement and from different documents produced during the programme identification phase, the Evaluation Team has identified the following objectives on the basis of which evaluating the contribution of Euromed Heritage programme to the Barcelona process:

*Dialogue and mutual understanding among Mediterranean people promoted through*

- *improved awareness of the common Euromediterranean heritage;*
- *increased human, technological and scientific exchanges;*

The first intermediate Barcelona objective: *"improved awareness of the common Euromediterranean heritage"*, was one of the official priorities of the programme. Only a few projects expressed this as their global objective. They include Expo 2000, Musées Sans Frontières, Journées du Patrimoine and to a lesser extent Corpus and Fêtes du Soleil. The effectiveness of the programme in this regard is presented in section 3.3.1.

The second intermediate Barcelona objective: *increased human, technological and scientific exchanges,*” was not only an objective but also the main means of all Euromed Heritage projects. Euromed Heritage provided the opportunity for institutions dealing with heritage in the Mediterranean countries to know each other, to collaborate and to exchange experiences. In this respect the programme was very effective and has a certain impact also after its conclusion. In fact the Evaluation team noted that some institutions maintained contact and established other collaborations. These newly established relationships and collaborations seem, however, to be generally between north-south institutions.

### Regional dimension

In evaluating the contribution to the Barcelona Process it is important to reflect on the regional dimension of the Euromed Heritage programme. During the programme identification phase, the regional dimension of the programme was mostly limited to the themes perceived as national priorities in the majority of countries. Then, however, many topics were dealt with at a regional level, ranging from a compendium of legislation (Unimed Audit), to traditional festivals (Fêtes du Soleil) to vernacular architecture and traditional building techniques (CORPUS). Projects brought together partners from both sides of the Mediterranean and both Mashreq and Maghreb countries and contributed to establish a regional consensus on heritage topics.

### EU/Meda Share

Finally it is also important to record that Euromed Heritage, in some quarters, may have reinforced stereotyped views of north/south relations, with the north as donor and dominant partner and the south as recipient and passive partner. Although the aim of the programme was to create a partnership between Meda and EC countries, for the most part the division of responsibilities was not distributed equally and there is a perception on the part of some Meda participants that the exchange was rather one sided, with the EC countries taking a dominant role that did not adequately acknowledge local Meda know how.

The Evaluation points to the following patterns:

- All Lead Partners are from the EC except Tunisia;
- Sensitivities between north/south were evident in a number of projects - “silent” partners in regard to choices and resource allocation;





## 4 Conclusions and recommendations

### 4.1 Conclusions

#### 4.1.1 Main findings

In this section main findings are presented in relation to the five main evaluation criteria: relevance, efficiency, effectiveness, impact and sustainability.

##### Relevance

- identification process involved primarily Ministries of Culture;
- insufficient sector analysis and analysis of alternatives characterized the programme;
- the absence of a programme “architecture” reduced the programmatic impact of Euromed Heritage I, particularly synergies and complementarity;
- the negotiation process which led to the selection of projects to cover a wide spectrum of fields related to cultural heritage. In general the result was that themes rather than projects were identified.
- selected projects were at a very preliminary stage and project design was uniformly weak<sup>10</sup>;
- communication aspects (dissemination of results, public information etc.) were not enough considered in the project design;
- in some cases the number of partners was too high;
- regional dimension of the programme was mostly limited to the themes perceived as national priorities in the majority of countries.

##### Efficiency

- projects with large numbers of partners required considerable resources from Lead Partners to administer and coordinate and lots of time for the decision-making;
- lead partners maintained a strict centralised control on all project aspects, in particular on the management of financial resources;
- some projects had a great deal of exchange of ideas, but the majority did not create truly participatory structures for decision making;
- building effective regional networks of cooperation takes a much greater effort and time than were ever anticipated. Good practice identified in other EC transnational cooperation programmes points to the need for ensuring commitment of partners and good communication flows;
- scientific Committees helped ensure that good conservation principles and practice were put into effect in larger projects (PISA, MSF);

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<sup>10</sup> see chapter 3.1.1.

- projects that were flexible in their design often were able to tailor their efforts to meet local needs, but resulting changes in expectation were not always easy for partners to absorb;
- many participants had the impression that the EC was concerned primarily with contractual and administrative matters, with little attention to the content of the programme. Apparently the EC discouraged addendum to the contracts, to the extent that some participants considered EC an obstacle more than a partner.

### Effectiveness

- effectiveness of Euromed Heritage I projects is generally weak, with some exceptions;
- success of projects is largely depending upon the common understanding among the partners and/or upon the active direct involvement of all partners in the decision-making and in the implementation of project activities. To this respect the capacity of the lead partner to involve the partners and animate the partnership was essential;
- projects that had no tangible results such as the project that were essentially a Phase I activity and assumed a second phase, were often disappointing to the participants (Salambo, RIAS);
- those projects that made specific efforts to publicize results achieved higher recognition;

### Impact

- Impacts of Euromed Heritage project are generally limited to individuals directly engaged in projects, while direct impact on institutional strengthening and on practices and policies is minimal and took place only in countries where ministries took a proactive role in applying results, such as in Turkey, Israel and Tunisia.
- north/south and to a much lesser extent south/south exchange occurred. Many of these interactions were new and included those between Turkey and Cyprus, Israel and the Palestinian Authority, Morocco and Algeria and Malta;
- Euromed Heritage I was particularly important for Algeria and for the Palestinian Authority. Given the very difficult political situation that Algeria faced in the 1990s, Euromed Heritage was the first and most important occasion for Algerian heritage institutions to be part of an international network. It was also one of the first occasions where the Palestinian Authority was acknowledged as a partner at the international level;
- little exchange or learning from the experience of other projects partners and participants took place either among project participants, heritage experts or national level institutions;
- programme structures were inadequate to encourage synergies at the national level. Lack of national level coordination structures reduced the opportunities for sharing of experience and the impact of the programme at the national level;
- EC Delegations played a minimal role and were rarely involved in Euromed Heritage I;
- low visibility characterized Euromed Heritage I in many EC and Meda countries, due to lack of or vague identification of target groups and absence of a communication and dissemination strategy or plan.
- Among many of the Meda country participants Euromed Heritage projects were seen to serve the interests of the EC countries, both in regard to project organization and sharing of financial resources, and thus may have reinforced negative, “colonialist” perceptions. This perception seems to be even stronger in case of Euromed Heritage II projects.

## Sustainability

- sustainability was low in most projects with little attention to the post-project situation;
- receptive, pro-active and committed national institutions were an important sustainability factor but many institutions in the Meda region are characterized by inertia and resistance to change;
- participation and involvement of the partner organisations leading to the sense of ownership of project results is a key factor in sustainability;
- financing arrangements need to be in place for institutions to continue with efforts begun under Euromed Heritage;
- on going maintenance of cultural heritage assets was not taken into account in most projects;
- training is an important ingredient of sustainability. Realistic definition of training needs and demand led to stronger impacts especially if there is a national policy of human resources strengthening;

### **4.1.2 Success factors**

The Evaluation points to some critical success factors. Foremost among these are:

- Institutional capacity of partner institutions.

The capacity of the partner institutions to use the results of Euromed Heritage seems one of the major factors of impact. Euromed Heritage 1 presents many examples of either receptiveness, indifference or rigidity. The site management methodology identified by PISA was applied only in Israel, because the Israel Antiquities Authority was willing and able to integrate it into his strategies and practices. In other countries such as Algeria or Morocco it has yet to be put into practice. The same conclusion about institutional readiness can be drawn for the training courses. As previously written, their impact depends on the development of a human resources policy of the beneficiary institutions as in the case of Tunisia.

*If institutional capacity is a condition for the success of individual projects, it should be the priority of any intervention for the Mediterranean heritage. However this issue has to be addressed at the national level more than at the regional level.*

- Involvement, participation and commitment of the partner institutions

The active involvement of the partner institutions is also critical to success. Partner management is a factor in the degree of involvement. For example PISA used the first phase of the project to redesign the project to more fully involve the partners. In other cases where participants were asked to provide a report without being engaged in the process, as in Unimed Audit, showed a low degree of involvement. Projects that encouraged participation and ensured that, as far as possible, all partners are involved in the stages of key decision-making, are regularly updated on progress and achievements against programme milestones, targets etc. had some of the strongest performance. There were also cases where the individual participant was keenly involved, but did not have the benefit of a supportive institution or one that understood the time commitment required and arranged for back up (CORPUS in Morocco or Egypt).

- Project set in a national policy

The more a project fits into a national policy, the more likely it is to have an impact. Good examples of this are the Maghreb Training Course and IPAMED in Tunisia, both of which projects matched national policy. In contrast the Maghreb Training Course in both Algeria and Morocco had a very low impact because the national human resource development policy was not supportive. In some cases it can be

argued that a project can provide an important first taste of a new policy, that in time a country will adopt, as in the case of Manumed which served to raise the awareness of national authorities to the existence and importance of manuscripts and libraries in private hands or CORPUS which brought attention to the importance of traditional architecture and building techniques.

- Project designed in the context of a process

A stand alone project without follow up is much less likely to have an impact than a project that belongs to a larger process or has a follow up. The Maghreb Training Course is (Maghreb) is part of ICCROM's training programme in North Africa and benefits from its institutional support.. PISA succeeded in obtaining funds under the Delta project of Euromed Heritage II. Some projects such as Salambo, intended to use Euromed Heritage to launch a process that would allow to identify common problems and common actions. However the limited time and the low level of involvement of partners made it impossible.

- Importance of well designed projects with clear methodologies and responsibilities

The assessment of projects pointed out that most of the projects were approved on the basis of a preliminary concept, with inadequate articulation of objectives and means. Generally the preparation of a logical framework is a help in project preparation as it forces project proponents to think through what the project is intended to achieve, why, how and when. It presents overall objectives, purpose, results and activities.

- Capacity to adapt the project design

Given the general low quality of the project design and the time elapsed between the identification of projects and their inception, the flexibility and capacity to revise the project objectives and methodology was a factor of success.

- Transparency in resource allocation.

Project participants were critical about the lack of transparency in the way budgets were determined and fees decided. Some projects used the same fee rate for all participants, thus avoided any feeling of north/south inequality. This is essential for a regional programme whose goal is to enhance dialogue and understanding. Transparency creates a climate of trust and collegiality.

- Importance of explicit and tangible results

MSF. ThoseSome projects that such as RIAS and Salambo were essentially first phases, phases or feasibility studies were judged to be unsatisfactory by participants ) Salambo, Symposium, RIAS), Projects and aimed at identifying regional strategies/projects to be implemented in a possible second phase. This choice was made to address the lack of needs assessment characterising the Euromed Heritage identification phase. Expected results were therefore strategies benefited from results that were [verifiable](#);

developed and/or project proposals identified; this did not work. The fact that no tangible results were foreseen was a factor of de-motivation for many partners who did not involve themselves in the project, provoking its failure.

- Clear objectives and role needed for programme assistance unit

The ambiguous MEDA team function i.e. technical and/or administrative was a source of complaint and bad feeling among many groups, particularly the non-Italian groups. A clear description of role and responsibilities for a programme assistance unit is a prerequisite and must be circulated to all participants.

## **1.2 Lessons learned**

The Evaluation revealed the following specific lessons learned:

### **Project Design:**

- Projects with large numbers of partners required considerable resources from Lead Partners to administer and coordinate (PISA);
- Projects that involved partners in addition to Ministries of Culture were generally more dynamic (MANUMED);
- Projects that were able to shed partners for non-performance were generally more effective than those that did not (MANUMED);
- Project design was uniformly weak, especially in regard to dissemination, public information, and monitoring. Haste in preparing the project proposals due to short deadline for submission was partly to blame.
- Scientific Committees helped ensure good conservation principles and practice were put into effect in larger projects (PISA, MSF);
- Projects that were flexible in their design often were able to tailor their efforts to meet local needs, but resulting changes in expectation were not always easy for project groups to absorb (MSF);

### **Project Implementation**

- Projects that had visible results such as publications and exhibits were more highly rated by participants rather than those that were conferences (RIAS) or preliminary studies (Journées du Patrimoine);
- Lead Partners that were familiar with EC accounting requirements generally spent less time on administrative matters than Lead Partners who were new to the EC and found compliance to take up large amounts of time;
- Those projects that made specific efforts to publicize results achieved higher recognition, such as Manumed and MSF that hired professional writers and photographers;
- For publicity purposes, recording projects with high quality photographs is essential and was overlooked in many projects;
- Some projects required progress reports but others had little formal monitoring;
- Projects that were essentially a Phase I activity and assumed a second phase were often disappointing to the participants;
- The role of the EC's coordinating group (MEDA) was not clear to project partners – control or advisory – and created dissatisfaction;
- Only in countries where Ministries took a proactive role in applying results, such as in Turkey and Israel, were there significant institutional impacts. In countries where ministries were not actively involved, such as Egypt, the institutional impacts were negligible.
- In countries where the relationship between Ministries and universities were reciprocal, there was a good likelihood of cooperation on projects (Turkey for CORPUS and MSF). In other countries where the relations are more strained, as in Jordan, the exchange of information and institutional impacts were reduced.

## Programme considerations

- The absence of a programme “architecture” reduced the programmatic impact of Euromed Heritage I, particularly synergies and complementarity;
- Lack of national level coordination structures reduced the opportunities for sharing of experience and the impact of the programme at the national level
- Written guidelines on procurement and other matters reduces the risk of inconsistent interpretation of EC regulations;
- Among many of the MEDA country participants EUROMED Heritage projects were seen to serve the interests of the EC countries, both in regard to project organization and sharing of financial resources, and thus may have reinforced negative, “colonialist” perceptions. This perception seems to be stronger for Euromed Heritage II projects.
- Building effective regional networks of cooperation take a much greater effort and time than was ever anticipated. Good practice identified in other EC transnational cooperation programmes points to the need for ensuring commitment of partners, and ensuring good communication flows.

## Training projects

Because training was an important element of Euromed Heritage I (three projects were training projects and others had a training component), there are specific lessons learned in this field, namely that better definition of training needs and demand would have led to stronger impacts. In general impact was highest if there is a national policy of human resources strengthening. This is linked to the question of qualifications that are recognized for career promotion and problems of diploma/certificate.

Among the key lessons for training are:

For the trainers:

- fluency in the official training language is important for communication;
- involvement in the training design (planning sessions) increases sense of ownership;
- a variety of training methods including lectures, workshops, practical work increases relevance;
- reference documentation for distribution is helpful.

For the beneficiary institutions there is a need to:

- identify their own training needs;
- select the right people to participate to the training;
- enhance the acquired capacity by allowing the participant to put in practice what they have learnt;
- support the participants that have often to contend with a "conservative" working environment;
- multiply the training experience by disseminating the knowledge and the new methodologies acquired by letting the participant share their experience with their colleagues.

### **1.3 Recommendations for future Euromed Heritage Programmes**

*The following are the key recommendations of the Evaluation, to be put into effect before the next call for proposals. They draw upon the ideas of Lead Partners and project participants, and discussions with the EC and with other heritage experts. Recommendations are organized according to those regarding programme identification and programme implementation*

### 1.3.1 Recommendations concerning programme identification

I WOULD NOT PUT SO MUCH EMPHASIS ON THE ISSUE OF NEGOTIATION VERSUS CALL FOR PROPOSALS AS I DO NOT THINK WE ARE IN A POSITION TO KNOW ALL THE PROS AND CONS. RATHER IT IS IMPORTANT THAT A LEVEL PLAYING FIELD IS FORMED TO THE EXTENT POSSIBLE SO THAT MEDA COUNTRIES CAN COMPETE ON EQUAL FOOTING TO BE LEAD PARTNERS. I WOULD PREFER THAT THIS SECTION BE SHORTENED A LOT AND NOT OUR PRIMARY RECOMMENDATION. ALSO WE WERE NOT ASKED TO LOOK THE THE PROCESS OF EH2 SO I DO NOT WANT TO COMMIT OURSELVES TO CONCLUSIONS ON THIS.

- Ensure that projects meet local needs, advance sound national heritage policies and strategies, and promote the involvement and ownership of institutions from Southern countries. At the same time its credibility rests on its ability to meet these requirements through a regional programme, as distinct from a bilateral project.

There are two basic methods of EC programme identification: negotiation and call for proposals. Each of these project selection methods have positive and negative aspects. The experience of EH1 and of EH2 point to some of the differences.

Negotiation. Negotiation can legally only be done with beneficiary governments. Its advantage is that selected projects are likely to be relevant to the local needs and coherent with national strategies. The negotiation process and therefore the involvement of national governments have a sense only if the objective of the projects to be identified is to have an impact on national policies, methodologies and practices. In Euromed Heritage I the governments participated in the project selection, but afterwards delegated the implementation of the project to the northern lead partner (with the exception is Tunisia). However EH projects were not supposed to have an impact on national policies, with the significant exception of PISA and IPAMED.

To ensure the advantage of the negotiation approach it is necessary to carry out a serious preliminary assessment, involving experts from the EU and from Meda countries, in order to assess needs and identify issues that can be addressed through a regional project. International institutions or bodies such as UNESCO, ICCROM, or the World Bank, specialised in cultural heritage and with a long experience in regional partnership with the Mediterranean countries could be involved in such an assessment, either directly or in the form of an advisory board.

From the analysis of Euromed Heritage 1 projects it appears that possible issues that can be addressed through a negotiation process are a Computerized Inventorying System (the experience of IPAMED could be useful) and some specific themes such Marine archeology, which present similar problems and can necessitate similar solutions in all Mediterranean countries. OMIT AS IT IS NOT CLEAR THESE ARE PRIORITIES AND THERE ARE OTHERS AS WELL

To summarize the negotiation process can be used to concentrate efforts to address specific and limited issues by improving national policies, methodologies and/or practices. It aims at committing the governments into action. In this way is possible to have a real impact on heritage conservation and management.

Call for proposals. The advantage of the call for proposals is that it gives a chance to all interested institutions. This helps strengthen active organisations and tests innovative approaches. However organisations from the EU have a clear advantage in respect to Meda organisations, because they are often experienced in preparing proposals for the EC or know where to find the expertise to do so..



Furthermore they are hindered by such difficulties as: provision of a bank guarantee; strict financial procedures in some countries (for instance in Tunisia each payment in foreign currency has to be approved by the Central Bank); the EC rule that obliges the beneficiary to contribute the 20% in cash and not in kind; and the difficulty to anticipate money and especially the final instalment of 20 %. It is therefore necessary to have a proactive policy to make boost the competitive capability of proposals received from Meda organisations. In fact, apart from the necessity to strengthen institutions and civil society in the Meda countries, proposals identified in loco are more likely to meet local needs.

Thus all potentially interested organisations must be provided with timely information about the call for proposal and support/training in project identification and design.

One possibility is to set up a national focal point that could have an informational and assistance role and not the role of "pre-selection," which could lead to favour certain organisations at the expenses of others. The focal point could be located at the EC delegation. On one side this would facilitate the beneficial involvement of the EC delegation and in the other side this support activity could be integrated with the support to other possible EC programmes. In fact the training in project design can be carried out for all EC programmes.

The mixed case. A possibility to maintain the advantages of both the negotiation and call for proposals procedures is to divide the available budget in two, and use:

- part of the budget for an important project involving governments (ministries of Culture etc.), to be identified through negotiation;
- the rest of the budget for project proposals of universities and other organisations of the civil society to be selected through call for proposals:

As part of the identification process other important recommendations were identified by the evaluation team:

- Carry out a stocktaking exercise. An assessment of the current state of cultural heritage conservation and management in the MEDA countries at the national and regional levels, using a participatory needs assessment method.. One option would be to carry out with a country partner(s) a remote SWOT analysis to establish country cultural heritage development profiles. Then bring all partners together into a carefully structured and facilitated workshop/seminar at which draft project designs are identified on the basis of the SWOT reports. These are then further elaborated and the prospective partner is then obliged to carry out an in-country reciprocal participatory workshop exercise to validate the project design. It is then endorsed and activated.
- Identify commonalities. If interventions are to be truly 'regional' on a MEDA scale, then the identification of area(s) of cross-cutting 'commonality' or 'interest' need to be identified at the needs assessment stage and be embodied in the ToR for the project design..
- Prepare revised project proposal forms. Project proposal forms need to be revised to assist proponents. They would include questions about needs identification, institutional capacity, audience, and related activities within the country, The forms would include a log frame.
- Conduct workshops for MEDA countries on the design and preparation of project proposals, including log frames. This would help to create the level playing field that is necessary if Meda countries can assume the Lead Partner role.
- require a signed memorandum of understanding clearly stating the role of each one, decision making process etc.

### 1.3.2 Recommendations concerning programme implementation

Among the main recommendations in regard to project implementation are the following:

- Design and cost an appropriate communications and dissemination strategy for the programme. This is one of the lessons learned in EC transnational programmes and should be put into effect. To bring Euromed Heritage to a wider audience, dissemination strategies are needed, awareness raising campaigns developed and targets and tools identified. The strategy must look at what are the most suitable mechanisms in Meda countries to raise public awareness and interest.
- Incorporate monitoring and evaluation into the project process. Carry out evaluations in a participatory and timely manner with an emphasis on **identifying and sharing lessons learned**. For Euromed Heritage II, schedule Evaluation earlier in process. Incorporate cross-sectional (intra-regional) evaluation as an intrinsic part of the 'programme' in addition to 'project' evaluation;
- Strengthen the role of the EC delegations so that they can participate more fully in the programme (ADD). This is also an important avenue to increase visibility and they could also help to ensure good communication flows.
- Designate a national focal point with a brief to share and disseminate information. This would be the most important method to encourage synergies among the projects and take up by the institutions of the results.
- Lead partners must not contract directly local experts (ownership)
- How to pay local experts
- 

insistere sulla sustainability e su come i risultati sono utilizzati, aggiornati etc

Some "centres of excellence" could be identified and strengthened for the benefit also to the other Meda countries. INP could be one.

## How well things were done

The previous discussion points out that the project preparation phase of the majority of the projects was inadequate. The implementation phase showed stronger performance.

The Lead Partners, in turn, differentiated the contribution of the participants. Algeria was rated, overall, as one of the outstanding consortia members and showed high levels of professionalism and commitment in the PISA and Unimed Audit projects. At the other end of the spectrum, Lead Partners noted that the institutional performance of Egypt was below standard although individual participants were outstanding (MSF). During the course of the evaluation it became clear that the overall policy and institutional setting of a consortia member did play a role in efficiency and what could be achieved. Countries such as Turkey and Tunisia with a forward looking cultural heritage institution generally facilitated the projects (CORPUS, Maghreb Training Course, IPAMED) while in less receptive settings participants struggled against inertia and even resistance.

Project budgets should possibly been smaller than the average budget that was now available for the projects OMIT

EHI very important for Algeria

Computerised inventorying is a fundamental issue for all national institutions responsible for cultural heritage. For instance Jordan, the Palestinian Authority, Syria, Tunisia etc. in the last years have set in motion activities to improve and update earlier inventories.

### 3.2.3. (capitolo efficienza) Problems encountered

Bank guarantee

Delays in payment were difficult for partners and participants to absorb.

Customs and visa issues were an added difficulty and slowed project progress;

Some tangible results such as publications can be a source of motivation and pride for those working on the projects, as in the case of CORPUS or MSF. On the other side, the risk exists that they are considered objectives of the project and not only means;

- Projects taking into account the following risk issues into their design:
  - Delays from the EC resulting in late decisions and late payment;
  - Change in EC procedures, their interpretation or application;
  - Change in Brussels staff with loss of institutional memory;
  - Lack of commitment by national institutions to contribute to the programme or its individual projects;
  - Change in directors or managers in key national institution leading to loss of continuity;
  - Centralization of power and incapacity to delegate in Meda organisations;

- Change in project requirements or expectations during implementation (example of MSF);
- Difficulty in obtaining visas for Meda country participants in a timely manner;
- Difficulty in arranging financial transfers from EU to Meda countries;
- Difficulties in custom clearances for equipment sent to Meda countries;
- Political risks related to the participation of Israel and Syria and the overall Middle East situation.

## **4.2 Recommendations for future Euromed Heritage Actions**

*The following are key recommendations of this Evaluation to be put into effect before the next call for proposals if Euromed Heritage is to fulfil its potential to improve cultural understanding and heritage conservation. They draw upon the ideas of Lead Partners and project participants, and discussions with the EC and with other heritage experts.*

### **4.2.1 Recommendations for the EC**

- Carry out a stocktaking exercise. An assessment of the current state of cultural heritage conservation and management in the Meda countries at the national and regional levels, using a participatory needs assessment method.. One option would be to carry out with a country partner(s) a SWOT analysis to establish country cultural heritage development profiles. Then bring all partners together into a carefully structured and facilitated workshop/seminar at which draft project designs are identified on the basis of the SWOT reports. These are then further elaborated and the prospective partner is then obliged to carry out an in-country reciprocal participatory workshop exercise to validate the project design. It is then endorsed and activated.
- Consider the pros and cons of "negotiation" and "call for proposal" when defining the project selection methodology, as explained in chapter 2.2.3.
- Have a proactive strategy to ensure the participation of institutions from the Meda countries as Lead Partners by:
  - informing all potentially interested organisations of the relevant information (this could be one of the tasks of the National Focal Point);
  - conducting workshops for Meda countries on the design and preparation of project proposals, including log frames to boost the competitive capability of proposals received from Meda organisations;
  - providing an assistance to Meda organisations in the design of their project proposals (this could be one of the tasks of the national focal point);
  - addressing specific difficulties Meda countries may have, as discussed in chapter 2.2.3.
  - considering "affirmative actions" such as reserving a share of the overall budget for projects with a Meda institutions as a Lead Partner.
- Insist on sustainability. Require clear explanations and guarantees that the projects results are used, updated etc. For instance in the case of a training it may be asked how trainees will be able to apply their acquired skills, how they will be employed etc. In the case of a database how this database will be updated and how it will be made accessible to the target groups. This will oblige applicants to carry out deeper needs analysis and strategy development.

- Incorporate monitoring and evaluation into the project process. Carry out evaluations in a participatory and timely manner with an emphasis on **identifying and sharing lessons learned**. For Euromed Heritage II, schedule Evaluation earlier in process. Incorporate cross-sectional (intra-regional) evaluation as an intrinsic part of the ‘programme’ in addition to ‘project’ evaluation.
- Design and cost an appropriate communications and dissemination strategy for the programme. This is one of the lessons learned in EC transnational programmes and should be put into effect. To bring Euromed Heritage to a wider audience, dissemination strategies are needed, awareness raising campaigns developed and targets and tools identified. The strategy must look at what are the most suitable mechanisms in Meda countries to raise public awareness and interest.
- Strengthen the role of the EC delegations so that they can participate more fully in the programme. This is also an important avenue to increase visibility and they could also help to ensure good communication flows.
- Designate a national focal point with a brief to share and disseminate information. This would be the most important method to encourage synergies among the projects and take up by the institutions of the results.
- Establish common rules on the contracting of local experts to be applied to all partnerships. Chapter 2.3.3 points out that the projects of Euromed Heritage I adopted different approach to this issue and this generated problems.
- Require a signed memorandum of understanding between project partners clearly stating the role of each partner in the decision making process, activities implementation etc. Each partner moreover should be required to sign the project proposal and the grant contract.
- Facilitate the approval of amendments to the grant contracts proposed by the beneficiaries. Between the project identification and the project inception and in the course of the project the situation may have changed and the necessary adjustments to the project design may require contract amendments that shouldn't be discouraged.

#### **4.2.2 Recommendations for Project Leaders and Participants**

##### *Project identification*

- Project objectives and outputs must be clearly identified through a participatory process involving all partners. This is the only way to gain the commitment of partners and ensure the success and sustainability of the project.
- Identify commonalities. If interventions are to be truly ‘regional’ on a Meda scale, then the identification of area(s) of cross-cutting ‘commonality’ or ‘interest’ need to be identified at the needs assessment stage and be embodied in the Terms of Reference for the project design. Project Leaders and participants should discuss areas of communality that are also of national importance.

##### *Project implementation*

- develop a system to monitor project objectives and outputs. The results of this monitoring exercise must be discussed in specific occasions among all partners in order to readdress the project.

- Continuously animate the partnerships by:
  - creating a common understanding about the project objectives and about the role and responsibility of each partner;
  - creating internal communication procedure to share all kinds of information related to the project;
  - involving partners in the decision-making and not only in the implementation of activities;
- Bring to the attention of the EC delegations projects, meetings and other fora that focus on cultural heritage so as to increase the possibility of synergies between EC and other projects.
- Make efforts to share and internalize the results of Euromed Heritage projects within national and local institutions.
- local experts must to be recruited by local partners and consequently their salaries must be based on local standards<sup>11</sup>

*concerning training*

- beneficiary institutions need to ensure a precise definition of training needs and demand consistent with national policy of human resources strengthening. This is linked to the question of qualifications that are recognized for career promotion and problems of diploma/certificate.
- for maximizing effectiveness and impact beneficiary institutions need to:
  - select the right people to participate to the training;
  - enhance the acquired capacity by allowing the participant to put in practice what they have learnt;
  - support the participants that have often to contend with a "conservative" working environment;
  - multiply the training experience by disseminating the knowledge and the new methodologies acquired by letting the participant share their experience with their colleagues.
- and trainers need to:
  - have a good knowledge of the official training language,
  - be involved in training design through planning sessions;
  - use different training methods including lectures, workshops, practical work, visits;
  - prepare reference documentation for distribution.

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<sup>11</sup> see 2.3.3. under "Contracting of project staff and experts"

## ANNEX: Missions of the Evaluation team

### Missions to the Lead Partners

Date	Location	Evaluators	Project visited	Persons met	
19-20 Dec 2003	Tunisia (Tunis)	Gianmarco Scuppa	IPAMED. Participation at the final meeting of the "Comité de Pilotage" and "Comités scientifique et technique" aimed at the presentation of the demo of the digital inventory software and at the evaluation of the project.	Mr. Mohammed Beji Ben Mami	INP director
				Fethi Béjaoui	IPAMED staff
				Mansour Ghaki	
				Ali Dabbaghi	
				Mounir Siala	
				Tony Gerrouge	Syrian partner coordinator
				Frank Braemer	Centre de recherche archéologique, CNRS - France
Prof. Gullini	CRAST - Italy				
21-24 Dec 2003	Spain, (Madrid, Cartagena)	Gianmarco Scuppa Pam van de Bunt	RIAS	Mr. Ivan de Neguerela	Project Director, Director of Museo Maritimo Cartagena
				Mrs. Manuel Barthelemy	Project Director, Ministry of Culture -Madrid
6-9 Jan 2004	France, (Avignon, Arles)	June Taboroff Pam van de Bunt	Manumed	Stephane Ipert Mrs. Isabelle	Project Director-Assistant Manumed
			Corpus	Christophe Graz	Project Director
8-9 Jan 2004	France (Strasbourg)	John Bowers Gianmarco Scuppa	Salambo	Daniel Théron	Project coordinator
				Nicholas Dautier	assistant coordinator
12-13 Jan 2004	Belgium, (Brussels)	John Bowens Pam van de Bunt	Euromed Heritage Days	Mr. Fabrice de Kerckhove	Project Director
			Expo 2000	Mrs. Schraudolph	Project Director
				Mr. Yves Gautier	Project Coordinator
22-23 Jan 2004	Belgium (Brussels)	June Taboroff Pam van de Bunt	Musées Sans Frontières	Mrs. Eva Schubert	Project Director
29-30 Jan 2004	Greece (Athens)	Gianmarco Scuppa Pam van de Bunt	MUSEOMED	Mrs. Stamiata Hadjinikolaou	Head of Direction of Modern Cultural Heritage, Hellenic Min. of Culture
				Mrs. Marlen Mouliou	Project Coordinator Hellenic Min. of Culture

				Mrs. Amalia Tsitouri	Direction of Educational Programmes Hellenic Min. of Culture
				Mrs. Maria Tsirts	Direction of European Affairs Hellenic Min. of Culture
				Mrs. Tina Gourrelon	course participant
				Mrs Vaso Polyzoi	course participant
2-5 Feb 2004	Italy (Siena, Rome)	June Taboroff John Bowers Gianmarco Scuppa	Fêtes du Soleil	Prof Alessandro Falassi	Scientific project coordinator
				Daniela Gori	Assistant project coordinator
				Elena Cavari	Project accountant
			PISA	Andrea Amato	IMED director
				Anna Misiani	IMED archeologist
			UNIMED Herit, UNIMED Audit UNIMED Symposium	Prof Franco Rizzi Maria Rosaria De Falco	Unimed Director Unimed Secretary General

### Missions to the Meda countries

Date	Location	Evaluators	Persons met		Projects analysed
7-10 Feb. 2004	Syria, (Damascus)	Gianmarco Scuppa Pam van de Bunt	Katharina Hackstein	EU delegation	EH
			Erik Lamontagne	EU delegation	EH
			Tammam Fakouch	DG of DGAM	EH
			-		
			Amr al Azm	focal point of EH II for DGAM	EH
			Elias Boutros		Audit and Salambo
			Tony Gerrouge		IPAMED
			Marianne Safai and Haifa Omari	DGAM - trainees of Museomed	Museomed
			Luda Mahfoud	DGAM	EH
			Mr Beshr Al Barry	Architect of the municipal office for the old town	general
	Fouad Mardod	Editor in chief Syria Times	visibility EH		
11-13 Feb 2004	Lebanon (Beirut)	Gianmarco Scuppa Pam van de Bunt	Bouchra Chahine	EU delegation	EH
			Federico Birocchi	EU delegation	EH
			Joseph Raad	Università St Esprit de Kaslik	Audit
			Sœur Agnès	Maison d'Anthioche	Manumed



Date	Location	Evaluators	Persons met		Projects analysed
			Ghassan Abou Chacra	Dir Affaire Cinématographique, Théâtrales et des Expositions	Expo 2000
			Frédéric Husseini	DG of DGA	EH
			Assaad Seif	DGA	Salambo
17-21 Mar 2004	Tunisia, (Tunis and le Kef)	John Bowers Pam van de Bunt	Bernard Neuville	EC Delegation	General
			Fethi Bejabi	INP	MSF, Salambo
			Guelmami Salem	Chief Coordinator	Fetes du Soleil
			Ahmed Kamel Beji	Mayor of le Kef	Fetes du Soleil
			Mr. Bedhioufi Hafsi	Head of Research for le Kef Municipality	Fetes du Soleil
			Prof. Aouadi Habib	Le Kef's Representative on Scientific Committee	Fetes du Soleil
			Mr. Khereddine Annabi	INP, Director of Cooperation Programmes	General
			Mr. Abderrazak Gragueb	Director General AMVPPC	Euro-Mediterranean Heritage Days
			Mrs. Leila Daami Amri	AMVPPC	Euro-Mediterranean Heritage Days
			Mr. Mohammed Beji Ben Mami	INP, Director General	General
			Mr. Jalal Bessaad	INP, Director Cooperation Programmes	General
			Prof. Adel Khaznadji	Scientific Coordinator	Salambo
			Denis Lesage	INP	PISA, Cours du Patrimoine du Maghreb, Salambo,
23-25 Mar 2004	Morocco (Rabat)	June Taboroff John Bowers	Abdel Aziz Touri	Secretary General Ministry of Culture	General
			Mr Hajraoui	Directeur du Patrimoine Culturel	General
			Mr Mohammed Sadid	Faculté de Lettres - Université de	MSF
			Prof Akerraz	INSAP	PISA
			Mrs R. Gila	EC delegation	
29 February-3 March	Egypt (Cairo)	June Taboroff	Dr. Al Gabala	Supreme Council of Antiquities	General
			Mr. El Barbary	Supreme Council of Antiquities	CORPUS
			Mr. Amr Hamdy	RITSEC	Manumed, MSF
			Mrs. Enaam Selim	Ex. Ministry of Culture	MSF
			Prof. Ibrahim Hamdy	Cairo University	Unimed Herit
			Dr. Shawki Nakhla	Ex. Supreme Council of Antiquities	Unimed Audit
			Mr. Nette	EC Delegation	
3-6 Mar 2004	Jordan (Amman, Irbid)	June Taboroff Gianmarco Scuppa	Dr. Fawwaz Al-Khreyshah	Director General, Department of Antiquities	General

Date	Location	Evaluators	Persons met		Projects analysed
			Dr. Ziad al -Saad	Yarmouk University	CORPUS and Manumed
			Leen Fakhoury	Un. of Jordan Friends of Archaeology	Unimed Audit and Euromediterranean Heritage Days
			SaadAl-Khatib	Dept of Lands and Survey, Archiving and Documentation, Ministry of Finance	Manumed
			MRs.Rabiha Dabbas	Ex.EU project coordinator, Department of Antiquities	MSF and general
			Huda Kilani Ali Al Khayyat Amjad Al-Batayneh	Unimed Herit trainees	Unimed Herit
7-11 Mar 2004	Israel (Jerusalem)	Gianmarco Scuppa Pam van de Bunt	Ehud Galili	Director Marine Arch. Branch IAA -	RIAS
			Uzi Dahari	Deputy Director IAA	
			Yoram Sa'ad	IAA	Unimed Herit, PISA
			Jacques Neguer	IAA.-Conservation Dept.	PISA
			Benjamin Kedar	Hebrew University Jerusalem	Unimed Symposium
	Palestinian Authority (Jerusalem and Ramallah)	Gianmarco Scuppa Pam van de Bunt	Walid Sharif	Ministry of Tourism and Antiquities	PISA, MSF; Corpus, IPAMED, Unimed Herit, Unimed Audit
			Ahmed Rajoob	Ministry of Tourism and Antiquities, Director of Site Management Dept.	PISA
			Saad Nimr	Ministry of Culture	MSF
			Najwa Jasmi	Ministry of Culture	General
			Khaldun Bshara	RIWAQ	Corpus
15-18 Mar 2004	Malta (Valletta and Gozo)	John Bowers Gianmarco Scuppa	John Cremona	Dir. Office of Review - Ministry of Gozo	Fêtes du Soleil
			Anthony Pace	Superintendent of Cultural Heritage	all projects
			Michael Stroud	Asst. Curator - Heritage Malta	Museomed (they were all participants to the museomed training)
			Emmanuel Magro Conti	Curator - Maritime and Military History Museum	
			Antonio Espinosa Rodriguez	Collections conservation manager - Heritage Malta	
			Dennis Vella	Asst. Curator Museum of Fine Arts	
			Theresa Vella	Curator - Museum of Fine Arts	

<b>Date</b>	<b>Location</b>	<b>Evaluators</b>	<b>Persons met</b>		<b>Projects analysed</b>
			Carmen Michelle Buhagiak	Superintendence of Cultural Heritage	
			Leslie Agius	Chief Executive Foundation for International studies - Univ. of Malta	Unimed Herit
			Joseph Magro Conti	responsible for Cultural heritage in the Planning Authority	Unimed Herit (participant)
			Robert Fenech		
			Nathaniel Cutajar	Superintendence of Cultural Heritage	Unimed Herit (trainer) RIAS
			Vicky Ann Cremona	professor at the University of Malta	Unimed Symposium
1-3 April	Turkey (Ankara, Istanbul)	June Taboroff	Mehmet Gurkan	DG for Preservation of Cultural Heritage, (DGPCH)	General
			Ipek Ozbek, Zuhul Ozcan, Ipek Ozbek, Nuray Bayraktar, Gediz Urak	DGPCH and Gazi University	CORPUS
			Meilike Cavga	DGPCH	Expo 2000
			Dr.Lucienne Thyss	Koc University	General

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