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*Committee on Culture and Education*

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on the cultural dimensions of the EU's external actions  
(2010/2161(INI))

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Rapporteur: Marietje Schaake

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MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION .....	3
EXPLANATORY STATEMENT.....	8

**on the cultural dimensions of the EU's external actions  
(2010/2161(INI))**

*The European Parliament,*

- having regard to Article 167 of the Treaty on the Functioning of the European Union,
- having regard to Article 27(3) of the Treaty on the European Union,
- having regard to Article 11 of the Charter of Fundamental Rights of the European Union,
- having regard to Directive 2010/13/EU of the European Parliament and of the Council of 10 March 2010 on the coordination of certain provisions laid down by law, regulation or administrative action in Member States concerning the provision of audiovisual media services (Audiovisual Media Services Directive)<sup>1</sup>,
- having regard to Decision No 1041/2009/EC of the European Parliament and of the Council of 21 October 2009 establishing an audiovisual cooperation programme with professionals from third countries (MEDIA Mundus 2011–2013)<sup>2</sup>,
- having regard to Council Decision of 26 July 2010 establishing the organisation and functioning of the European External Action Service (2010/427/EU)<sup>3</sup>,
- having regard to the European Agenda for Culture in a Globalising World (COM(2007)0242),
- having regard to the Commission report on the implementation of the European Agenda for Culture (COM(2010)0390),
- having regard to the Commission Communication on ‘A Digital Agenda for Europe’ (COM(2010)0245),
- having regard to its resolution of 5 May 2010 on ‘Europeana - the next steps’<sup>4</sup>,
- having regard to the ACP-EU Partnership Agreement of 23 June 2000,
- having regard to the Council Conclusions on the promotion of cultural diversity and intercultural dialogue in the external relations of the Union and its Member States (2008/C 320/04)<sup>5</sup>,
- having regard to the UNESCO Convention of 2005 on the Protection and Promotion of the Diversity of Cultural Expressions (UNESCO Convention),

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<sup>1</sup> OJ L 95, 15.4.2010, p. 1.

<sup>2</sup> OJ L 288, 4.11.2009, p. 10.

<sup>3</sup> OJ L 201, 3.8.2010, p. 30.

<sup>4</sup> *Texts adopted*, A7-0028/2010.

<sup>5</sup> OJ C 320, 16.12.2008, p. 10.

- having regard to Rule 48 of its Rules of Procedure,
  - having regard to the report of the Committee on Culture and Education (A7-0000/2010),
- A. whereas the EU is a culturally diverse community of values,
  - B. whereas culture has intrinsic value, enriches people’s lives and fosters understanding,
  - C. whereas culture is a facilitator for development, inclusion, innovation, democracy, human rights, education, conflict prevention and reconciliation, mutual understanding, creativity and entrepreneurship,
  - D. whereas the economic nature of cultural goods, including sports, contributes to the EU’s economic value through cultural industries and tourism, and the settlement of businesses in the EU,
  - E. whereas citizens, businesses and civil society both within the EU and in third countries are key actors in cultural relations,
  - F. whereas the internet is an instrument for freedom of expression, pluralism, exchange of information, access to cultural content, education, human rights, development, freedom of assembly, democracy and inclusion,
  - G. whereas access to EU policy and information through open data can significantly contribute to global understanding,
  - H. whereas digitised cultural content allows for global distribution,
  - I. whereas cultural diplomacy is an instrument for global peace and stability,

### **Culture and European values**

1. Underlines the transversal character of culture and believes that culture needs to be considered in the widest sense, as both fostering and embodying European values, that evolved historically;
2. Stresses that democratic and fundamental freedoms such as freedom of expression, press freedom, access to information and communication, freedom of worship, freedom from want and freedom from fear, and freedom to connect, online and offline, are preconditions for cultural expression, cultural exchanges and cultural diversity;
3. Reiterates that cultural cooperation plays a role in bilateral agreements on development and trade, and through instruments such as the European Neighbourhood Policy (ENP), the Eastern Partnership, the Union for the Mediterranean and the European Instrument for Democracy and Human Rights (EIDHR), which all have resources allocated to cultural programmes;
4. Underlines that transatlantic cooperation is important to advance joint interests and shared values;

5. Values public-private cooperation in cultural aspects of the EU's external actions;

### **EU programmes**

6. Is concerned by the fragmentation of EU cultural programmes, hampering strategic and efficient use of cultural resources and budgets, while a common EU strategy on culture in the EU's external actions is lacking;
7. States that cultural and educational exchanges and cooperation can strengthen civil society, foster democratisation and good governance and promote human rights and fundamental freedoms;
8. Supports the increasing involvement of third countries in EU mobility, youth, education and training programmes;
9. Calls for coherent strategies for youth mobility, cultural and educational development (including media and ICT literacy), access to artistic expression in all its diversity; encourages, therefore, synergies between culture, sports, education, media, multilingualism and youth programmes;
10. Encourages cooperation with practitioners, in both Member States and third countries, in drawing up and implementing external cultural policies;

### **New media**

11. Calls for IPR reform and the completion of the European Digital Market to strengthen the EU's cultural industries' competitive position in a global economy;
12. Regrets that censoring and monitoring of the internet is increasingly used by repressive regimes, and recommends the Commission to develop an EU strategy to promote and defend internet freedom globally;

### **Cultural diplomacy**

13. Underlines the importance of cultural diplomacy in advancing the EU's interests and values in the world, and underlines the need for the EU to act as a global player;
14. Stresses that cultural diplomacy should include digital diplomacy;
15. Calls for the designation of one person in each EU representation overseas responsible for the coordination of cultural relations and interactions between the EU and third countries;
16. Underlines the need to adopt a comprehensive approach in cultural diplomacy and the role of culture in fostering democratisation, human rights, conflict prevention and peace building;

### **European External Action Service (EEAS)**

17. Regrets that the draft organisational chart of the EEAS does not include any positions relating to cultural aspects;

18. Calls on the EEAS to focus on coordination and strategic deployment of cultural aspects, incorporating culture consistently and systematically into the EU's external relations and contributing to complementarity with Member State policies;
19. Calls for the appropriate training of EEAS staff with regard to cultural and digital aspects;
20. Urges the Commission to adopt a Green Paper on a strategy on culture in the EU's external actions in 2011, followed by a communication;
21. Encourages inclusion of concrete steps to foster capacity building through civil society, and the funding of independent initiatives;
22. Calls for the inclusion of a DG Cultural and Digital Diplomacy in the organisation of the EEAS and the appointment of an EU ambassador-at-large;
23. Encourages the EEAS to cooperate with networks such as EUNIC;
24. Calls on the Commission to establish an interinstitutional taskforce for culture in the EU's external relations to develop and widen coordination, streamlining, strategy and sharing of best practices;
25. Proposes that Parliament should draw up an annual report to assess cultural aspects of the EU's external actions;

#### **UNESCO Convention**

26. Calls on the EEAS to encourage third countries to develop policies on culture and to systematically call on third countries to ratify the UNESCO Convention;
27. Reminds the Member States of their commitments to the UNESCO Convention, which equally applies to digital environments;
28. Calls for a strategy for the international promotion of European cultural activities and programmes;
29. Calls for a coherent strategy for the protection and promotion of the cultural and natural heritage, both tangible and intangible, and international cooperation in conflict areas, such as through Blue Shield;
30. Calls for the training of personnel being sent to conflict and post-conflict areas regarding cultural aspects of action to preserve the heritage and promote reconciliation, democracy and human rights;
31. Encourages the setting of priorities within the EIDHR, including strengthening the rule of law, conflict management and prevention, civil society cooperation and the role of new technologies regarding freedom of expression, democratic participation and human rights;
32. Recognises the link between cultural rights and human rights and objects to the use of cultural arguments to justify human rights violations;

33. Proposes to include a chapter on culture in the Annual Review on Human Rights and to mainstream culture in interparliamentary delegations;

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34. Instructs its President to forward this resolution to the Council and the Commission, and to the governments and parliaments of the Member States.

*'Rock and roll, culturally speaking, was a decisive element in loosening up communist societies and bringing them closer to a world of freedom.'*

(Andras Simonyi was Ambassador of Hungary to the United States from 2002 to 2007 born in Budapest in 1952.)

Europe is a community of liberal democratic values. Culture, identity, values and the EU's position on the global stage are intertwined. European interests are served when cultural aspects are strategically devised through cooperation and partnership, both through cultural programs, as well as when cultural aspects are an integral part of economic, foreign and security and development policies.

Through the sharing of literature, film, music and heritage, doors of understanding are opened and bridges between people are built. European identity, in all its diversity, as well as European values are manifested through these cultural expressions. Additionally the EU has important experiences to share when it comes to overcoming conflict and building stability through shared interest and mutual understanding.

Since the entering into force of the Lisbon treaty, the EU is developing a joint foreign and security policy executed by the European External Action Service under the leadership of High Representative Catherine Ashton. In the development of the EEAS, it is important to explore and anchor the role culture has and should have in the EU's external actions. Mainstreaming culture can lead to mutual understanding, peaceful cooperation and stability, as well as to economic benefits.

Cultural diplomacy is a cornerstone for building trust and long lasting relations with citizens in third countries. Culture should be a vital and horizontally integrated element among the broad spectrum of external policies which make up the EU's foreign policy: from the EU's trade relations to its enlargement and neighbourhood policy, to its development cooperation policy and its common foreign and security policy. Culture equally has economic value: Europe's cultural industries contribute to European entrepreneurship, innovation and business and the EU's diverse cultural landscape makes it the most attractive global tourist destination in the world. A vibrant cultural climate makes living in the EU attractive for businesses and people alike.

A coherent, coordinated EU strategy on culture in the EU's external actions does not currently exist and needs to be developed. It is not a luxury but a necessity to sustain and foster Europe's attractiveness in a globally connected and competitive environment.

### **Cultural aspects of the EU**

Culture has intrinsic value in our liberal democracies: it enriches people's lives. The EU is known for its cultural diversity, and at the same time is a community of values which apply equally to each citizen. These European values, such as respect for human rights, democracy and fundamental freedoms are also represented by our cultural products. These values underpin and represent 'European culture', amounting to more than the sum of Member



States' own individual cultures. Cultural diversity, as manifested in European values, strives to ensure the widest range of choice and freedom for the individual.

Contact between people, offline or online, fosters exchanges of best practices and knowledge, and develops people's international skills, elements which are ever more needed in our increasingly globalized world. Knowledge and international skills are crucial to education and employment as indicated in the EU 2020 strategy. Multilingualism, e-skills and cultural awareness are much needed competencies to seize opportunities and develop talent in a global job market. But culture can also be considered an ingredient which helps to foster democratization, freedom of expression, inclusion, development, education, reconciliation and more. Cultural diplomacy, in the form of a constructive intercultural interaction, is an instrument for global peace and stability. In most constitutions of EU Member States, the development of international law is included. International law is based on European values.

The wide variety of aspects of cultural relations vis-à-vis third countries has led to fragmentation of policies, which needs to change to a more coordinated and coherent EU strategy. The rapporteur has chosen to emphasize the organisational and policy frameworks that are needed for the optimal coordination of culture in the EU's external actions. She believes the filling in of content should not be governed and regulated from the top down too much. The report provides concrete suggestions for the inclusion of civil society, artists, educators, students and entrepreneurs in shaping the content of cultural relations. It also underlines the necessity of mainstreaming and streamlining culture in the EU's external actions within the EU institutions.

### **Global player**

European citizens are best able to benefit if the EU acts as a global player and a leader on the global stage. That requires funds being used more efficiently and for Europe's competitive position for tourists, talent, artists, business and students to be strategically considered. European interests are best served when we speak with one voice. The competition will be ever fiercer, with China establishing 100 Confucius Centres to practice cultural diplomacy, and the rise of emerging powers such as India. The United States has historically had a strong cultural presence in the world, which is now slightly declining but remains powerful. We need bold and ambitious policies now.

The EU has a number of best practices on the Member State level. France, for example, is among the highest spenders per capita when it comes to positioning itself and its language in the rest of the world through the Alliance Française. The United Kingdom has chosen a model where the British Council takes quite an independent role from government in developing cultural and educational policies, as well as exchanges.

### **Need for a strategy**

Many programs already exist, and we do not have to reinvent the wheel but we can learn from each other. Coordination will help to ensure a more effective use of our resources, which is most welcome in a time of budget cuts, most notably in the cultural sectors. The European Network of National Cultural Foundations (EUNIC) is expected to be a partner. Coordination can exist side by side with cultural diplomacy at the Member State level. Many third

countries, however, explicitly seek to address the European Union, not only the different Member States.

Fragmentation and diffusion is seen among and between Member States, but also between different departments and institutions within the EU. This fragmentation without a common strategy hampers the full and efficient use of cultural resources and budgets.

This resolution calls for an assessment of existing programs, as well as a green paper and a communication from the Commission outlining concrete policies for the role of culture in the EU's external actions. The Commission is advised to increase its internal streamlining between different DGs, while taking clear responsibilities. The suggestion to identify one contact person per representation of the EU in third countries is meant to help disseminate information, coordinate the relations between civil society actors, and to ensure efficiency.

### **New media**

New technologies such as the internet play an ever larger role in both culture and in international relations. People depend on internet for access to information, and can only express themselves freely when this information and their communications are not censored. The right to cultural development and other fundamental rights is increasingly facilitated by new technologies.

The frontier of the struggle for human rights is moving online. Bloggers are imprisoned and taboos are broken, all because of the internet. Moreover, new technologies provide tremendous opportunities for civic participation, freedom of expression and access to information. With the World Wide Web connecting people globally, the EU needs to act as a global player and develop concrete policies to foster and protect internet freedom. Repressive regimes understand all too well how new media can be used to enhance freedoms, and seek to repress people through the use of these same technologies.

Access to cultural content happens through new media as well. The opportunities for global connectivity around European cultural goods and content should be celebrated and facilitated, for example, through Europeana, or websites of museums and festivals, and the online music and entertainment industry.

The existence of cultural programs and the guarantees of fundamental rights need to be enforced through the development of EU policy on internet freedom, and the inclusion of digital diplomacy in cultural diplomacy.

The economic potential of the EU as a global digital player is best served by a reform of Intellectual Property Rights laws and the completion of the European digital market. Only then we can ensure that the wealth of our (digitized) cultural diversity is accessible and marketable across the globe.

### **Next steps**

Many cultural relations develop entirely free of government planning or regulation. This organically developing network of individuals should be facilitated. For that we need policies.

And last but not least, the European Institutions can contribute a great deal to making the European political culture and decision making process more accessible to citizens across the world. Through open data, transparency and access to information are further developed.

The foundations for policies are already laid down in the Treaty on the Functioning of the European Union, and by the ratification of the UNESCO Convention, which require the mainstreaming of culture in all policies of the Union. Now it comes down to practical implication of these agreements. In the draft organisation chart of the External Action Service, there are no positions foreseen for cultural aspects yet. This report calls on the EEAS to consider cultural aspects an overarching policy objective and provide for the appropriate training of EEAS staff with regard to cultural and digital aspects.

For the young generation of Europeans a coherent strategy for the mobility of young people to increase their cultural and educational development – including media and ICT literacy – and their access to artistic expressions in all its diversity is needed.

The existing cultural elements in programs such as the European Instrument on Democracy and Human Rights need to be focused and prioritized, such as to strengthen the rule of law, develop cultural diplomacy as an instrument of conflict management and prevention, create mechanisms for civil society cooperation, dialogue and exchange, and to include the role of new technologies regarding freedom of expression, democratic participation and human rights.

The European Parliament should commit itself to including culture in the work of its delegations with other parliaments across the globe, and will keep a close watch on the progress and concrete measures taken to devise a coordinated and coherent EU strategy on culture in external relations. A proposed annual report should ensure accountability and continuity. Additionally, the Annual Human Rights Report should focus on culture explicitly and specifically.

The development of 'brand Europe' in a global competition for talent, tourism, and values needs to be based on collaboration; this report is the kick-off for a long lasting and fruitful joint effort to use as many allies as possible to achieve this.