

## **ANNEX 8**

# **STRATEGY ON CULTURE IN THE EUROPEAN DEVELOPMENT POLICY**

## **Draft report, EU Commission**

### **I Introduction**

There has been a growing recognition from both developing countries and donors, of the importance of the cultural dimension in external relations, including development co-operation. This growing attention devoted to culture has culminated in the adoption, in October 2005, of the UNESCO Convention on the protection and promotion of the diversity of cultural expressions, which contains a specific chapter on development. As a result, there is today a broad consensus at international level on the necessity to integrate culture in development strategies and aid programmes as a key element in their success.

The European Commission and European Union (EU) Member States are in the process of ratifying the UNESCO Convention. Furthermore, the "European Consensus on Development" adopted by Council on 22 November 2005<sup>1</sup> identifies culture as being part of the European Community's (EC) human development policy framework. This is in line with Article 151.4 of the EC Treaty, which states that cultural aspects have to be taken into account in all other EC policies, including the external dimension of EC action. There is so far no overall EC policy framework for cultural actions in developing countries. . However, there are specific arrangements for different world regions:

- Regarding ACP countries, the EC has a clear mandate under Article 27 of the Cotonou Agreement on "Cultural development". EC actions in ACP countries include: support to national heritage conservation and development projects, including the organisation of festivals and other cultural events with a regional or international dimension, and the financing of programmes of support to decentralised cultural initiatives. In addition, programmes based on calls for proposals benefit the whole ACP region in the field of audiovisual and cultural industries.
- Cultural actions in the Mediterranean region are based on Chapter III "Partnership in social, cultural and human affairs" of the 1995 Declaration on the Euro-Mediterranean Partnership. On this basis, several programmes have been launched: Euromed Heritage, Euromed Audiovisual and Euromed Youth. The Euro-Mediterranean Partnership also established the Anna Lindh Foundation<sup>2</sup> in Alexandria, Egypt, with the aim of bringing people and organisations from both shores of the Mediterranean closer to each other. In addition, the Action Plans that have been agreed or are under discussion with a number of countries under the European Neighbourhood Policy (ENP) also contain a section on cultural co-operation.
- The cultural dimension is addressed by several aid projects in Asia and Latin America. Furthermore, the issue of culture has been recently integrated into the policy dialogue in the framework of Asia-Europe meetings (ASEM) and EU-Latin America, Caribbean (LAC) summits. Cultural co-operation is specifically foreseen with India.

- Culture is also covered in the EU Strategy for Africa.<sup>3</sup> This document emphasises the preservation of Africa's cultural and linguistic heritage, the integration of the cultural dimension in development processes and the promotion of local, national, regional and continental inter-cultural dialogue.

These specific arrangements reflect the importance already accorded by the EC to culture in its external relations. However, an overall EC policy framework covering all developing countries and regions is needed to ensure the coherence and efficiency of EC action in this important domain.

Creating such framework is the aim of the present strategy. It will set key principles and priorities for EC cultural action at country, regional and international level, thus allowing the Commission to renew and amplify its commitment to strengthening the cultural dimension in its relations with developing countries. It will also set the basis for a common EU vision with the Member States.

The EC strategy for culture in the development policy will be implemented through differentiated EC approaches in each region and country, according to the priorities expressed by partners, in line with the principle of ownership by government and other stakeholders.

While the present strategy addresses culture specifically in the context of the development policy, the Commission remains aware of the importance of integrating culture in the full range of the EC's external relations.

## II Addressing culture in development

This first chapter will review the main issues related to addressing culture in development. These are issues of a general nature which are not specific to the EC's approach.

### T h e d u a l n a t u r e o f c u l t u r e

There is no single definition of culture. The most appropriate approach in the context of development, is to define culture as a system of shared aspirations, beliefs, values, customs, behaviours, symbolic meanings, languages and artefacts used by human beings to relate to the external world and with one another, and to assert their individual and collective identity. Culture is transmitted from generation to generation through socialisation.

It follows from this definition that culture pervades all aspects of human life, and determines the functioning of societies and economies. This has important implications in the field of development. In particular, it implies that the efficiency and impact of development aid depends on its integration into the cultural context and values of the recipient country and its people. Conversely, culture is not fixed once and for all, and is influenced by the evolution of societies and economies. Thus, exogenous factors, including those related to development aid, may affect local cultures. This interaction between development aid and culture must be fully integrated in the design and implementation of development programmes.

Another striking element of the above definition is that culture relates to both immaterial components (e.g. beliefs, values, customs, etc.), and tangible components (e.g. languages, artefacts, etc.). Furthermore, immaterial components can themselves be made tangible through codification and transmission, whether in oral, written or artistic forms. This tangible dimension implies that culture can be the object of culture-specific actions, aimed for instance at preserving a cultural heritage, promoting cultural diversity or stimulating inter-cultural dialogue. Thus, beyond its horizontal nature, culture is also an issue in its own right calling for specific actions in development co-operation based on dedicated instruments and financing.

## R e f l e c t i n g   t h e   h o r i z o n t a l   n a t u r e   o f c u l t u r e   i n   d e v e l o p m e n t

The integration of the horizontal nature of culture in all aspects of development co-operation – a process also referred to as “mainstreaming” – has so far tended to be neglected by donors, including the EC. Yet the international community’s new approach to development co-operation, of which the Commission is a major proponent, should make it easier to reverse this trend. Indeed, the principles of ownership and participation of relevant stakeholders – as defined in section 3.1. – if properly applied, should ensure that development actions are congruent with the cultural reality of partner countries. These principles also imply that much of the responsibility for taking culture into consideration in development co-operation lies with partner countries’ governments and civil society representatives.

The growing use of general and sector budget support as an aid modality should, in principle, facilitate the integration of aid into the partner country’s institutional, economic, social and cultural reality. This being said, one can not simply assume that the cultural dimension will be automatically integrated in budget support operations.

At the same time, much development aid is still provided in the form of projects. A project’s integration into the cultural context in which it is implemented can be a complex process requiring considerable attention. Yet this effort may be necessary to ensure a maximisation of the project’s outcomes. This may be the case for projects in particular cultural contexts, where local populations may have difficulties accepting or understanding foreign aid, or perceive foreign aid as external intrusion into local affairs.

At the end of the day, due attention must be paid to the cultural dimension in all aid operations. In reality, mainstreaming can only be the result of a intensive dialogue with the partner government and other stakeholders. Particular emphasis on culture will be needed in relation to human and social development, where attitudes, beliefs, behavioural patterns and prejudices may play a fundamental role in determining outcomes.

## C u l t u r e   a s   a   t h e m e   i n   i t s   o w n   r i g h t i n   d e v e l o p m e n t

Beyond its horizontal nature, culture is an issue its own right calling for a multiplicity of culture-specific actions.

### Preserving, stimulating and promoting cultural diversity

Preserving, stimulating and promoting cultural diversity must be the first focus of cultural action. Cultural diversity refers to the manifold ways in which the culture of groups and societies find expression, whether material or immaterial. The value of cultural diversity is emphasised by UNESCO’s Universal Declaration on Cultural Diversity<sup>4</sup> of 2 November 2001, which states that “cultural diversity is as necessary for humankind as biodiversity is for nature” and that it “is the common heritage of humanity and should be recognised and affirmed for the benefit of present and future generations”.

Actions pertaining to the preservation, stimulation and promotion of cultural diversity will thus be of direct benefit to individuals in each concerned societal group, community, nation and civilisation, as well as to humankind as a whole. In relation to these actions, culture must be considered in its entirety, as a living and evolving entity, which at the same time is firmly rooted in the past. Thus, development action related to cultural diversity must cover, on the one hand the preservation and the promotion of the cultural heritage, and on the other the stimulation and promotion of the living components of culture. Particular attention must naturally be paid to endangered cultures and cultural artefacts.

### Promoting inter-cultural dialogue

Cultural diversity is of particular importance in the context of globalisation. On the one hand, the forces of globalisation are often perceived as a threat to cultural diversity, leading to an erosion of cultural specificities and to a uniformity of lifestyles and values across the world. On the other hand, migratory fluxes result in a growing diversity of cultures in destination countries that is perceived by some as undermining social cohesion, national identity, ethnic homogeneity and societal values. At the same time, minority cultures, whether migrants or indigenous populations, often feel threatened by the pressure of the majority.

Common to all these perceptions is fear – whether of difference, change or processes that are beyond one's control – which is a direct product of lack of knowledge and understanding. Fear leads to prejudices, stereotypes and stigmatisation, which ultimately lead to rejection of and discrimination towards the "other". The only answer to this situation is for people to learn about each other and to live together, something that can only be achieved through the intensification of intercultural dialogue. The promotion of intercultural dialogue at local, regional and global level must therefore be considered an essential means to preserve, stimulate and promote cultural diversity.

### Supporting cultural industries

A particular facet of culture is its contribution to economic growth and employment through the production and marketing of cultural activities, goods and services. The concept of "cultural industries" should be understood broadly, as encompassing literature, music, dance, plastic arts, handicrafts, theatre, audiovisual, cinema, multimedia, tourism and the media. This being said, culture cannot be reduced to a mere merchandise: cultural activities, goods and services convey cultural expressions irrespective of their commercial value.

The growth potential of cultural activities, goods and services is enormous. This is illustrated by the USA, the world's leading provider of cultural goods and services, where the core copyright industries amounted to an estimated 6% of the gross domestic product and 4% of the workforce in 2002, and experienced an annual growth rate of 3.5% compared to 2.4% for the economy as a whole between 1997 and 2002.<sup>5</sup> Currently, trade in cultural goods remains dominated by a small group of countries (mainly USA, Japan, UK, Germany, France and China) which command the lion's share of imports and exports of cultural goods (respectively 53% and 57% in 1998).<sup>6</sup>

The North-South gap in terms of shares of the culture market is largely a result of capacity discrepancies, which concern the entire cultural market chain, from production to distribution. A core issue in helping developing countries exploit the potential of culture in terms of economic growth and employment will therefore be the need to strengthen the full range of local capacities. This requires actions aimed at promoting professional training, supporting investment, as well as stimulating private sector partnerships with counterparts in economically more-advanced countries (the latter acting as associates and not competitors) to help build strong local players, including through transfer of technologies and know-how.

### Supporting people's access to cultural activities, goods and services

The development of a solid local market base for cultural activities, goods and services is a key requirement for local cultural industries to thrive in developing countries.

Developing a local market requires that the interest of local publics in their own culture and that of others is stimulated. Local publics' interest for cultural activities, goods and services largely depends on the elevation of the level of education, as well as the development of structures at local level that offers access to culture, for instance museums, public libraries, theatres, cinemas, cultural centres, etc. The development of such access structures also requires the emergence of autonomous and financially viable intermediary structures, for instance

publishers, film producers, festival and event organisers, etc, that invest in the production and dissemination of cultural activities, goods and services.

#### Promoting market access

The development of a strong local culture industry does not in itself provide a guarantee of expansion of foreign markets. Much depends in this respect on the regulatory conditions governing access to foreign markets. Promoting access to foreign markets for cultural activities, goods and services of developing countries can be achieved through a number of trade co-operation instruments such as preferential market access for cultural goods and services, including particular sectors such as audiovisual. Trade-related assistance measures can also be envisaged in this respect, for instance with the aim of creating export promotion structures or to develop capacity to comply with international requirements (technological standards, copyright legislation, content limitations, etc), or to ensure the enforcement of intellectual property rights (IPR) at local level.

As far as trade is concerned, due account should be taken of the provisions of the UNESCO Convention on cultural diversity in this respect, particularly regarding the double nature – economic and cultural – of cultural activities, goods and services, and the granting of preferential treatment to cultural goods and services from developing countries.

### III Orientations for an ec strategy

#### G u i d i n g   p r i n c i p l e s   o f   E C   c u l t u r a l a c t i o n   i n   d e v e l o p m e n t

##### Ownership

The EC's development policy is based on the principle of ownership by all major stakeholders, and thus responds to partner countries' own developmental needs and priorities. One key implication in the field of culture is that the object of EC action must be to support the cultural activities, goods and services of developing countries themselves rather than supporting those of Europe. Another implication is that partner countries are free to decide to place culture amongst their top priorities, and even possibly as the main priority for their bilateral co-operation with the EC. A final implication is that the EC will be ready to support all forms of cultural expression, the only limit being that EC action will under no circumstances infringe human rights and fundamental freedoms as enshrined in the Universal Declaration of Human Rights or guaranteed by international law.

To ensure genuine ownership, the identification of the EC's actions in the field of culture will be based on an in-depth policy dialogue with the partner country, including government and relevant stakeholders, in particular local authorities, leading cultural actors (whether public or private), and representatives of civil society (NGOs, trade unions, associations, etc). Where genuine ownership cannot be assured, the EC may contribute to the emergence or strengthening of the full range of cultural interlocutors. Ownership must also be reflected in the outcome of EC development co-operation in the field of culture. In particular, the EC should contribute to strengthening the ownership by local populations in partner countries of their own material and immaterial cultural heritage.

##### Differentiation

Another implication of the focus on the needs and priorities of partner countries is differentiation. EC co-operation in the field of culture must reflect the particular situation of each partner country or region, particularly their cultural and linguistic specificity, their socio-economic context, their

state of development as well as their particular assets and difficulties. This will translate into a mix of aid modalities and objectives unique to each country or region.

Beyond differentiation, the coherence of the EC's approach will be secured across countries and regions based on the implementation of the core EC principles as set out in the present Strategy, and the identification of EC means of action as described below.

#### Reflecting the dual nature of culture

The EC development policy must reflect the dual nature of culture, as pinpointed above.

The horizontal nature of culture calls for the systematic integration of culture in all aspects of the development policy, regardless of the specific field of action and instrument. The mainstreaming of culture will take place in the framework of the country or regional strategy, as well as in the context of specific programmes and projects whose success depends, to varying degrees, on their integration into the local cultural context. Particular attention will have to be paid to actions in the field of human and social development, where cultural factors such as identity, mentality, values, behaviours, etc., play a determinant role. This particularly concerns the areas of education and training, health, gender equality, the environment and sustainable development. Comprehensive guidelines will be developed to ensure an optimal mainstreaming of culture. In addition, specific training will be offered to EC officials, particularly targeted at staff posted in delegations.

At the same time, culture is a self-standing issue for which partner countries or regions may wish to receive EC support. As indicated above, the Commission will be ready to respond to this demand.

#### Building on past experience and specific strengths

The Commission does not start from scratch in responding to partner countries' demand for EC support in the field of culture. It has accumulated considerable experience and expertise regarding culture in development co-operation over the last two decades through the co-financing of numerous cultural projects and programmes, primarily in the ACP and Mediterranean regions, but also in Asia and Latin America.

To draw lessons from the past, the Commission will launch an in-depth inventory of all EC actions in the field of culture in developing countries. The inventory will examine the validity of existing approaches and instruments, the extent to which they should be improved, complemented or replaced by new ones, and whether they can be extrapolated to other world regions and under which conditions. Attention will have to be devoted to new segments of cultural industries, in particular software, video games, electronics and the Internet, both in relation to their growth potential and as a vector of cultural expression.

At the same time, the Commission must draw upon its specific strengths. This concerns those areas where the EC has a unique added value linked to its particular nature, competencies, capacities and expertise. For example, the Commission could draw on its exclusive competence in the field of trade. The fact that it is itself a multicultural institution, also gives the Commission a unique capacity and legitimacy regarding the promotion of intercultural dialogue. Furthermore, the Commission must promote harmonisation with Member States and make the EU's distinctive voice heard at international level in the field of culture. To this end, the Commission intends to carry out an in-depth review of EC policies and instruments to identify those that could be activated to support the cultural dimension in its development policy.

It is planned to complete the inventory and the review by 2008. Necessary funding will be provided from the cultural envelope of the thematic programme on "Investing in people" under the financial perspectives 2007-2013, which includes a specific section on culture.<sup>7</sup>

#### C u l t u r a l   a c t i o n   a t   n a t i o n a l   l e v e l

The EC prioritises action at country level on the basis of the Country Strategy Paper (CSP) elaborated bilaterally with partner countries. The aim is to ensure an efficient channeling of development aid in support of country-owned policies and priorities on the basis of a dialogue with government and relevant stakeholders. For countries that have already completed their CSP at the time of the adoption of the present strategy, full use will be made of existing margins of manoeuvre as well as upcoming reviews to translate the present document's orientations into concrete actions. Against this background, the main areas of culture co-operation in country programming can be highlighted as follows:

- Integration of the cultural dimension into the bilateral policy dialogue as well as in all programmes and projects (mainstreaming).
- Provision of expert support to the elaboration and implementation of national cultural policies and legislation.
- Conservation and promotion of the national cultural heritage for the benefit of local populations, neighbouring countries and foreign tourists. This could include support to actions aimed at showcasing the partner country's culture in Europe.
- Promotion of cultural diversity at local and national level, including the protection of endangered cultures, cultural minorities and indigenous people. This dimension is related to good governance and conflict prevention. Of particular relevance is the fact that an ethnic majority in any given part of a country may be a minority in other parts of the same country, and that the way minorities are treated locally may be a source of tension or conflict.
- Encouraging intercultural dialogue between communities inside the partner country, or between the partner country and other partner countries as well as with the EC.
- Fostering the emergence of local markets for partner countries' cultural activities, goods and services. This would be based on the stimulation of access to, and ownership by local publics of their own culture, as well as the strengthening of the capacity of local cultural actors, including creators and intermediaries.
- Providing the partner country with trade-related assistance in relation to cultural activities, goods and services.

#### C u l t u r a l   a c t i o n   a t   r e g i o n a l   l e v e l

Action at regional level must be complementary to country programming, where and when appropriate. The regional dimension, including the Intra-ACP dimension, is particularly relevant in the case of culture, as cultures often cross national boundaries. Similarly, the regional dimension is often essential in addressing tensions or conflicts between countries that share borders. Last but not least, the EC itself is a region which, beyond its great diversity, shares a common cultural heritage and common values and aspirations on which it bases its regional integration. This makes the Commission a valid partner in any inter-regional cultural dialogue.

Regional co-operation will be based on an appropriate Regional Strategy Paper (RSP). For regions that have already completed their RSP at the time of the adoption of the present strategy, full use will be made of existing margins of manoeuvre and upcoming reviews to translate the present document's orientations into concrete actions. With this in mind, the main areas of culture co-operation in regional programming can be highlighted as follows:

- Integration of the cultural dimension into the regional policy dialogue with relevant organisations such as the Africa Union, and relevant fora, for instance Asia-Europe meetings (ASEM) and EU-Latin America, Caribbean (LAC) summits, as well as in all programmes and projects (mainstreaming).

- Conservation and promotion of the shared cultural heritage in the direction of local populations, neighbouring countries and foreign tourists. This could include support to actions aimed at showcasing the region's culture in Europe.
- Encouraging intercultural dialogue as well as common cultural activities between individual countries, groups of countries or regions, as well as between a group of partner countries or a region and the EC.
- Promoting and strengthening links between cultural stakeholders, particularly museums and national cultural bodies, as well as with their counterparts in Europe.
- Strengthening the capacity of cultural actors at regional level, particularly intermediaries, thus encouraging the emergence of regional stakeholders, who may progressively attain the critical size needed to reap the benefits of the global economy.
- Encouraging trade in cultural activities, goods and services at regional and international level, through the provision of assistance and expertise, including by integrating the cultural dimension in the Commission's Export Helpdesk for developing countries, and where appropriate trade arrangements. The trade dimension is of immediate relevance to the ACP countries, as the Economic Partnership Agreement (EPA) negotiating mandate specifically requires that EPAs between the EC and six regional groupings of ACP countries provide the latter with better access for their cultural goods and services to the EC market.

#### A s t r o n g E u r o p e a n v o i c e o n c u l t u r e a t i n t e r n a t i o n a l l e v e l

EC action at international level will complement geographical programming, where it has a genuine added value, or where action at national or regional level is not sufficient to reach the desired goals. Complementary EC actions at international level will be based on the new thematic programme on "Investing in people". This will be largely focused on promoting the intercultural dialogue, both South-South and between the EC and its developing partners.

In addition, the Commission, in close collaboration with EU Member States, will become a more active partner in relevant international fora. The negotiations on the UNESCO Convention on cultural diversity were one of the first opportunities for the Commission to appear as an interlocutor on cultural issues at international level. A more systematic representation of the Commission in relevant international fora will contribute to strengthening Europe's distinctive voice at international level.

#### C o o r d i n a t i o n a n d h a r m o n i s a t i o n

A key dimension in the EU context is the coordination and harmonisation between the Commission and the Member States. The Commission plays a particular role in this respect, based on its unique capacity to act as a broker and a facilitator with Member States. Regular meetings of Member State culture experts will be held to increase EU-wide coordination and harmonisation on cultural matters in relation to development co-operation.

Coordination and harmonisation between the EC and other donors is also essential to increase the efficiency of development aid, reduce transaction costs, avoid overlaps and duplications. EC action in this field will be based on the Paris Declaration on Aid Effectiveness,

the additional EU commitments in this respect, and the practical implementation arrangements between the Commission and Member States.

## IV Conclusion

Culture has always been an issue on the EC's development agenda. At a time of worldwide recognition of the importance of culture in development, both as an issue in its own right and as a key factor in the success of development aid, the present policy framework marks the EC's renewed and amplified commitment to culture in its development co-operation.

The new policy framework for cultural action in the EC's development policy will ensure coherence amongst EC actions at country and regional and international level through key principles, priorities and lines of actions for all developing countries. Building on the EC's extensive past experience and its own multicultural nature, the Commission will harness and expand its actions in the field of culture. At the same time, the new framework for culture in the development policy allows for a high level of flexibility necessary to accommodate the specificities and different priorities of partner countries. Finally, the EC's new policy framework will set the basis for a more powerful European voice on culture at the global level.

### Notes

- 1 Joint Statement by the Council and the Representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission of 20 December 2005.
- 2 See the Foundation's web site: <http://www.euromedalex.org/en/aboutus.htm>
- 3 Commission Communication on an "EU strategy for Africa: Towards a Euro-African pact to accelerate Africa's development" – COM(2005)489.
- 4 See: [http://portal.unesco.org/culture/en/ev.php-URL\\_ID=13066&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/culture/en/ev.php-URL_ID=13066&URL_DO=DO_TOPIC&URL_SECTION=201.html)
- 5 "Copyright industries in the US economy, The 2004 Report," International Intellectual Property Alliance (IIPA). (See [http://www.iipa.com/pdf/2004\\_SIWEK\\_FULL.pdf](http://www.iipa.com/pdf/2004_SIWEK_FULL.pdf)). Core copyright industries as defined by the World Intellectual Property Organisation (WIPO) include press and literature; music, theatrical production and operas; motion picture and video; photography; software and databases; visual and graphic arts; advertising services; and copyright collecting societies.
- 6 Study on "International flows of cultural goods, 1980-98", Paris, UNESCO, 2000. Concerns annual world trade of printed matter, literature, music, visual arts, cinema, photography, radio, television, games and sporting goods.
- 7 Communication on the thematic programme for human and social development and the financial perspectives for 2007-2013 of 25 January 2006 – COM(2006)18.