

| ROADMAP   |   |                 |               |
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| TITLE OF THE INITIATIVE   | A Strategy on Cultural Diplomacy                      |                 |               |
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| LIKELY TYPE OF INITIATIVE   | Joint Communication                                   |                 |               |
| INDICATIVE PLANNING   | 23 May 2016   |                 |               |
| ADDITIONAL INFORMATION  |   |                 |               |
| <b>This indicative roadmap is provided for information purposes only and can be subject to change. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content and structure.</b> |   |                 |               |

| A. Context, Subsidiarity Check and Objectives  |
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| <p><b>Context</b></p> <p>1. <b>The context:</b> Culture<sup>1</sup> is taking an increasingly important place in international relations. Small and big global powers compete for cultural and soft power clout. Globalisation and the exponential expansion of social media have accelerated cultural exchanges and interaction. More and more, culture is a feature in conflicts and tensions – and can play a role in their prevention and solution. Culture - and creative industries - is also increasingly recognised as a means to promote economic growth and societal progress.</p> <p>2. <b>The objective:</b> In this context, the EU should fully exploit the potential of culture in external relations in line with <u>two major objectives of the Commission</u>:</p> <ul style="list-style-type: none"> <li>i. First, culture, the potential of creative industries to create jobs, growth and investment can and should be better exploited. Culture and creative industries represent a key part of Europe's current and future economic performance. Creative industries contribute 2.6% to EU GDP and have a higher growth rate than the rest of the economy. In the EU these industries represent more than 7 million jobs, substantially more than the automobile or chemical sectors. By helping EU cultural exports and especially exports of European creative industries, this initiative will strongly contribute to the Commission's <b>priority number one: to stimulate investment for the purpose of job creation.</b></li> <li>ii. Secondly, culture – and the use of Europe's substantial soft power – will make Europe <b>a stronger global actor</b>. Culture can support the Union's foreign policy objectives from human rights and enhancing the rule of law, through democratisation processes and strengthening civil society to economic development. Culture can shape the EU's action through the promotion of our values and cultural heritage, as a vehicle to promote mutual understanding, respect for human rights and freedom of expression. Cultural diplomacy should be considered in conjunction with a number of other geographically-based policy initiatives such as the Global Strategy, and notably the Review of the European Neighbourhood Policy (November 2015), as differentiation is at the heart of the reviewed ENP and enhanced cross-cultural dialogue will be key to its success. This initiative will therefore strongly contribute to <b>Commission priority number nine: to make the EU a stronger global actor.</b></li> </ul> <p>3. <b>The basis for policy action:</b> The importance of culture in the EU's external relations was confirmed by the European Council in June 2008. In November 2008 Council adopted conclusions on the promotion of cultural diversity and intercultural dialogue in external relations called for the elaboration of a European strategy in this field. A similar call was echoed in the 2011 European Parliament Resolution on the cultural dimensions of the EU external action, leading to the Preparatory Action “Culture in EU external relations”<sup>2</sup>, carried out in 2013-2014.</p> |

<sup>1</sup> "Culture lies at the heart of human development and civilisation []. It is what brings people together [], in a way that unites rather than divides. Culture should be regarded as a set of distinctive spiritual and material traits that characterize a society and social group. It embraces literature and arts as well as ways of life, value systems, traditions and beliefs." Communication from the Commission on a European agenda for culture in a globalizing world, COM(2007) 242 final

<sup>2</sup> [http://ec.europa.eu/culture/policy/international-cooperation/external-relations\\_en.htm](http://ec.europa.eu/culture/policy/international-cooperation/external-relations_en.htm)

The Preparatory Action showed EU actions and policies - by EU institutions and Member States (governments and institutes) - in this field to be scattered, uncoordinated and too often exclusively focused on the simple projection of European national cultures abroad. It identified the challenge for Europe in a multi-polar globalised world of fluid and multiple identities and permanent cultural and social transformation. The Preparatory Action also showed the need for EU institutions, Member States and European civil society actors to engage with partners in a different way and to respond more effectively to the cultural interests and practices of young people. In addition, in 2015, a survey<sup>3</sup> amongst 122 EU delegations indicated needs and priorities for intensifying and improving cultural cooperation with third countries.

On 24 November 2015, the Council invited "the Commission to develop and present, jointly with the High Representative of the Union for Foreign Affairs and Security Policy, to the Council a more strategic approach to culture in external relations based on the principles outlined above and which should support *inter alia* artistic freedom, freedom of cultural expression and respect for cultural diversity and heritage."<sup>4</sup>

## Issue

1. The overall aim of the initiative is for the EU to **fully exploit the potential of the global cultural landscape**. The problems that this initiative would seek to address are twofold:
  - Firstly, better promoting the growth potential of cultural industries both in the EU and in partner countries. UNESCO's Culture for Development Indicators (CDIS) reveal how culture and development interact. The Indicators show that culture contributes 1.5% to 5.7% of GDP in low and middle income countries (the level of impact of culture on growth depends on many factors, such as the policy and institutional framework, the level of social participation and education and the degree of freedom of expression). EU cultural industries are well-placed to grow internationally, boosting growth and jobs and enhancing the global perception of the European Union.
  - Secondly, better harnessing the potential of culture in the EU foreign policy toolbox. Cultural actions and projects will support EU foreign policy objectives, for instance in areas like the rule of law, human rights and democracy (for example, free artistic and cultural expression promotes broader freedom of expression). Vibrant cultures, cultural diversity and cultural exchanges can help create mutual understanding and also to promote socio-economic progress and democracy – all EU objectives. Cultural exchanges contest stereotypes and prejudice, nurture dignity and respect for others and thus help develop new narratives countering radicalisation.
2. The EU Strategy will involve **several stakeholders**, including
  - *Member States and their cultural institutes*. The EU will step up coordination with EU Member States and their cultural institutes, both in Brussels and in third countries. The EU will increase cooperation with EUNIC, the network of Member States' cultural institutes, and its 80 clusters around the world to create synergies, pool resources and benefit from their useful experience on the ground.
  - *The EU delegations* will be encouraged to play a more active and prominent role coordinating the action of other stakeholders, providing an EU added value to their initiatives and nurturing policy reflections with their experience in the field. The Commission will – within the existing budgetary and administrative framework - appoint Cultural focal points in major EU delegations to exploit the full potential of action at EU level.
  - *Third countries*: creating a sense of ownership of the strategy – in terms of cultural policy and intercultural dialogue - in EU partner countries is key.
3. The Commission will set up in early 2016 a "Cultural Diplomacy Platform". The Platform, operated by a consortium of Member States' cultural institutes will act as an inter-face and sound board for the Cultural Diplomacy Strategy.
4. By coordinating and facilitating the work amongst these different stakeholders, the EU will **add value and help consolidate** their efforts.

## Subsidiarity check

<sup>3</sup> "Cultural Diplomacy Survey", 1 October 2015

<sup>4</sup> <http://data.consilium.europa.eu/doc/document/ST-14443-2015-INIT/en/pdf>

1. In line with the provisions of the **Treaty on the Functioning of the EU** (article 167.3 and 167.4), the EU should support and complement the efforts of the Member States in the field of culture, education, sport and youth: "The Union and the Member States shall foster cooperation with third countries and the competent international organisations in the sphere of culture, in particular the Council of Europe" and "The Union shall take cultural aspects into account in its action under other provisions of the Treaties, in particular in order to respect and to promote the diversity of its cultures."
2. The EU is also Party to the **2005 UNESCO Convention on the Protection and the Promotion of the Diversity of Cultural Expressions**. As such, the EU is committed to making cultural diversity an essential element of its external action and to developing a new and more active cultural role for Europe in international relations.
3. In many instances, Europe's cultural relations with third countries are already strong. EU Member States, often through national cultural institutes, have developed ties that date back many decades. The EU should encourage and facilitate synergies and cooperation among national cultural institutes and foundations, private and public enterprises worldwide and thus strengthen the EU dimension of projects.

### Main policy objectives

1. The first priority is to **foster culture as an engine for social progress and job creation** both within the EU and third countries. Cultural exchanges will allow the EU and third countries to foster innovation and enhance a society's capacity to adapt and to prosper. Creative industries contribute substantially to economic growth.  
  
Actions would include assistance to partner countries in developing sound cultural policies, based on the 2005 UNESCO Convention, support to local authorities (e.g. cultural twinning, promotion of urban social cohesion through culture) and to creative industries both in the EU and in developing countries.
2. The second priority is the **preservation and promotion of cultural heritage**. Cultural heritage – tangible and intangible – is crucial for our collective memory and for the safeguard of cultural diversity. Recent events in the Middle East have drawn attention to the need to protect cultural heritage from ideologically-based destruction as well as from natural disasters. Cultural heritage can also be an important source of local and regional socio-economic development.  
  
Actions will include the support of cultural heritage for economic and social benefit, the protection and reconstruction of heritage and the prevention and combatting of trafficking cultural goods.
3. The third priority is to **promote intercultural dialogue**. Such dialogue is an essential tool for an effective EU external action. Inter-cultural dialogue is a vector to promote respect and appreciation for cultural diversity, social inclusion and artistic and creative freedom. It can defuse tensions, prevent situations from escalating and, in the after-math of conflicts, encourage reconciliation and restore confidence.  
  
Intercultural dialogue can be promoted through various channels. This initiative focuses mainly on promoting intercultural dialogue through two strands: (i) dialogue in the cultural / creative sphere and (ii) people-to-people, notably exchanges amongst youth, students and researchers.

## B. Option Mapping

### Option 1 – No policy changes: baseline scenario

The Commission and the EEAS would continue to undertake ad-hoc measures in the field of cultural diplomacy. This option would not give the EU the necessary strategic direction. In this way there would be no coordination of actions, no clear vision of overall actions and of results to be pursued with EU policies and the risk of an ineffective use of resources and of duplication. Different national policies would lack a collective EU dimension, at the risk of overlapping and being more costly and less effective.

### Option 2: The Commission adopts targeted policy frameworks.

The Commission would for example adopt a dedicated policy framework on the promotion of cultural heritage, on development and culture or on economic development. As Option 1, this option would not address the lack of overall coherence and vision of the EU actions. The separate frameworks would be unable to correct the dispersion of resources, duplication and overlapping. They would not offer the opportunity for synergies and cooperation between different actors that a joint EU strategic approach would have.

### Option 3: The Commission adopts an overarching strategic framework for EU Cultural Diplomacy.

Such a strategy would create synergies between Member States' actions, address inefficiencies and lack of coherence and most importantly promote not only cultural, but also economic and strategic interests of the EU worldwide.

No legislative action or revision is foreseen directly through this Communication since EU actions will be undertaken in full complementarity with the policies of the EU Member States and relevant international bodies.

#### Proportionality check

EU action will support and complement the efforts of the Member States by improving the effectiveness of its own instruments and acting as an enabler by encouraging synergies and cooperation among Member States, national cultural institutes and foundations, and with private and public enterprises. EU action would not go beyond what is necessary to address the identified problems.

### C. Data collection and Better Regulation instruments

#### Data collection

The Communication will draw on a large body of internal and independent analyses and studies carried out or commissioned by different European Commission services, the EEAS, European Parliament Committees and Council Working Groups, in particular:

- European Parliament DG for internal policies, Research for Cult Committee – European Cultural Institutes Abroad (January 2016).
- The study "Analysis of the perception of the EU and of EU's policies abroad", focused on the 10 strategic partners of the EU (FPI, 2015).
- Final report and country reports of the EP Preparatory Action "Culture in EU external relations" (2014).
- Study on projects using cultural expressions as a lever for employment, human rights, democracy and other human development areas (2014)
- Report and recommendations of the Council working group on EU-China cultural relations (2012).

#### Consultation approach

The centre piece of the consultation strategy is the Preparatory action (PA) on culture in the EU external relations<sup>5</sup>, which was implemented by the European Commission in 2013-14 with the support of a consortium of cultural institutes and organisations. The PA issued a report based on a sixteen-month inquiry covering 54 countries – the 28 EU Member States, the 16 countries included under the European Neighbourhood Policy and the 10 Strategic Partnership countries. It uncovered a very considerable potential for culture in Europe's international relations and also explored the ways in which culture and cultural expression have been deployed already by European actors in multiple relationships with their counterparts elsewhere. At the same time, the inquiry analysed how third country stakeholders have partnered with these European cultural actors and how they view their relationships with Europe. It uncovered their aspirations and expectations for the future. It confirmed that many people across the world have a strong interest in engaging culturally with Europe.

As a contribution to the development of the Strategy, the European Parliament research department held in-depth consultations with 29 Cultural Institutes of the Member States.<sup>6</sup> On this basis, the study made a number of concrete recommendations to reinforce synergies between these different cultural actors. The study shows that there are many possibilities for the EU Delegations, Cultural Institutes as well as EUNIC clusters to pool resources and make cost savings by working together in third countries. The direct benefits are: cost effectiveness, mitigation of risks of common projects, more impact and visibility through joint activities, better market information as well as opportunities for learning.

In addition, the Commission consulted

- public and private cultural stakeholders (9 June 2015, meeting at the BOZAR),
- EU Delegations and third countries on their priorities for intensifying and improving cultural cooperation (survey amongst 122 EU delegations, issued October 2015),
- Strategic partners on their perception and expectations vis-à-vis the EU (study "Analysis of the perception of the EU and of EU's policies abroad", commissioned by the Commission, Partnership

<sup>5</sup> <http://cultureinexternalrelations.eu/>

<sup>6</sup> European Parliament DG for internal policies, Research for CULT Committee – European Cultural Institutes Abroad, January 2016.

Instrument, issued December 2015)

- Member States (discussions at Council's Cultural Affairs Committee in November and December 2015).

**Will an Implementation plan be established?**

Yes  No

No Implementation Plan is foreseen as this type of initiative does not require transposition measures.

**Will an impact assessment be carried out for this initiative and/or possible follow-up initiatives?**

No ex-ante impact assessment is foreseen since the actions proposed would fall into the scope of existing instruments.

No impact foreseen on the EU budget as the actions under this Communication will be financed through programmed funds. As regards EU delegations, existing resources will be used for the purpose of actions listed in this initiative.