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# **DRAFT REPORT**

on Towards an EU strategy for international cultural relations  
(2016/2240(INI))

Committee on Foreign Affairs  
Committee on Culture and Education

Rapporteurs: Elmar Brok, Silvia Costa

(Joint committee meetings – Rule 55 of the Rules of Procedure)

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## MOTION FOR A EUROPEAN PARLIAMENT RESOLUTION

### on Towards an EU strategy for international cultural relations (2016/2240(INI))

The European Parliament,

- having regard to Article 167(4) of the Treaty on the Functioning of the European Union (TFEU),
- having regard to the 2005 UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions,
- having regard to the United Nations 2030 Agenda for Sustainable Development,
- having regard to the joint communication of the Commission and the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy (VP/HR) to the European Parliament and the Council of 8 June 2016 entitled ‘Towards an EU strategy for international cultural relations’ (JOIN(2016)0029),
- having regard to the Commission communication of 10 May 2007 on a European agenda for culture in a globalising world (COM(2007)0242),
- having regard to the Preparatory Action for Culture in External Relations<sup>1</sup>,
- having regard to the document entitled ‘Shared Vision, Common Action: A Stronger Europe – A Global Strategy for the European Union’s Foreign and Security Policy’ presented by the VP/HR on 28 June 2016,
- having regard to the Council resolution of 16 November 2007 on a European Agenda for Culture<sup>2</sup>,
- having regard to the Commission report on the implementation of the European Agenda for Culture (COM(2010)0390),
- having regard to its resolution of 23 November 2016 on EU strategic communication to counteract propaganda against it by third parties<sup>3</sup>,
- having regard to the Council of Europe Framework Convention on the Value of Cultural Heritage for Society (Faro Convention) of 2005<sup>4</sup>,
- having regard to the Council conclusions of 16 December 2008 on the promotion of cultural diversity and intercultural dialogue in the external relations of the Union and its Member States<sup>5</sup>,

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<sup>1</sup> [http://ec.europa.eu/culture/library/publications/global-cultural-citizenship\\_en.pdf](http://ec.europa.eu/culture/library/publications/global-cultural-citizenship_en.pdf)

<sup>2</sup> OJ C 287, 29.11.2007, p. 1.

<sup>3</sup> Texts adopted, P8\_TA(2016)0441.

<sup>4</sup> <http://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/199>

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

- having regard to its resolution of 12 May 2011 on the cultural dimensions of the EU’s external actions<sup>1</sup>,
- having regard to its resolution of 19 January 2016 on the role of intercultural dialogue, cultural diversity and education in promoting EU fundamental values<sup>2</sup>,
- having regard to the Council conclusions of 23 December 2014 on a Work Plan for Culture (2015-2018)<sup>3</sup>,
- having regard to the 1972 UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage,
- having regard to its resolution of 8 September 2015 on towards an integrated approach to cultural heritage for Europe<sup>4</sup>,
- having regard to its resolution of 13 December 2016 on a coherent EU policy for cultural and creative industries<sup>5</sup>,
- having regard to the Council conclusions of 24 November 2015 on culture in the EU’s external relations with a focus on culture in development cooperation<sup>6</sup>,
- having regard to its resolution of 30 April 2015 on the destruction of cultural sites perpetrated by ISIS/Daesh, in particular Article 3 thereof, which ‘calls on the VP/HR to use cultural diplomacy and intercultural dialogue as a tool when it comes to reconciling the different communities and rebuilding the destroyed sites’<sup>7</sup>,
- having regard to its resolution of 10 April 2008 on a European agenda for culture in a globalising world<sup>8</sup>,
- having regard to the outcome of the 3502nd Education, Youth, Culture and Sport Council meeting of 21 and 22 November 2016,
- having regard to its study entitled ‘Research for CULT Committee – European Cultural Institutes Abroad’<sup>9</sup>,
- having regard to its study entitled ‘Research for CULT Committee – European capitals of culture: success strategies and long-term effects’<sup>10</sup>,

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<sup>1</sup> OJ C 377E , 7.12.2012, p. 135.

<sup>2</sup> Texts adopted, P8\_TA(2016)0005.

<sup>3</sup> OJ C 463, 23.12.2014, p. 4.

<sup>4</sup> Texts adopted, P8\_TA(2015)0293.

<sup>5</sup> Texts adopted, P8\_TA(2016)0486.

<sup>6</sup> OJ C 417, 15.12.2015, p. 41.

<sup>7</sup> OJ C 346, 21.9.2016, p. 55.

<sup>8</sup> OJ C 247 E, 15.10.2009, p. 32.

<sup>9</sup> [http://www.europarl.europa.eu/RegData/etudes/STUD/2016/563418/IPOL\\_STU\(2016\)563418\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2016/563418/IPOL_STU(2016)563418_EN.pdf)

<sup>10</sup> [http://www.europarl.europa.eu/RegData/etudes/etudes/join/2013/513985/IPOL-CULT\\_ET\(2013\)513985\\_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/etudes/join/2013/513985/IPOL-CULT_ET(2013)513985_EN.pdf)

- having regard to the study of 2015 requested by the Commission’s Service for Foreign Policy Instruments (FPI) entitled ‘Analysis of the perception of the EU and EU’s policies abroad’<sup>1</sup>,
  - having regard to the opinion of the Committee of the Regions on towards an EU strategy for international cultural relations,
  - having regard to the opinion of the European Economic and Social Committee on towards an EU strategy for international cultural relations,
  - having regard to the proposal for a decision of the European Parliament and of the Council on a European Year of Cultural Heritage (2018) (COM(2016)0543),
  - having regard to the Commission communication on a European Solidarity Corp (COM(2016)0942),
  - having regard to Rule 52 of its Rules of Procedure,
  - having regard to the joint deliberations of the Committee on Foreign Affairs and the Committee on Culture and Education under Rule 55 of the Rules of Procedure,
  - having regard to the report of the Committee on Foreign Affairs and the Committee on Culture and Education (A8-0000/2017),
- A. whereas the EU is a prominent actor in international politics playing an ever-increasing role in world affairs, including through an enhanced capacity of promoting culture in international relations;
  - B. whereas culture has an intrinsic value, serves as a powerful bridge between people of different ethnic, religious and social backgrounds, reinforces intercultural and interreligious dialogue and mutual understanding, and should therefore be part of EU foreign policy;
  - C. whereas the EU and its Member States have common cultural roots and heritage and are united therefore in their diversity;
  - D. whereas cultural relations are fundamental drivers of social cohesion and sustainable economic and human development, while playing a crucial role in strengthening civil society capacities, reinforcing democratisation processes and in conflict prevention and resilience;
  - E. whereas human rights also include cultural rights, and whereas equal attention should therefore be given to the right of each individual to participate in cultural life and enjoy one’s culture;
  - F. whereas the joint communication on ‘Towards an EU strategy for international cultural relations’ provides a framework for the EU’s international cultural relations; whereas, however, it falls short of identifying thematic and geographical priorities, concrete objectives and outcomes, target groups, common interests and initiatives, financing

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<sup>1</sup> [http://ec.europa.eu/dgs/fpi/showcases/eu\\_perceptions\\_study\\_en.htm](http://ec.europa.eu/dgs/fpi/showcases/eu_perceptions_study_en.htm)

provisions and implementation modalities;

- G. whereas mobility of researchers, students and staff to and from third countries and alumni networks of former participants in EU programmes<sup>1</sup> are a key part of the EU's international cultural relations;
- H. whereas cooperation, training, mobility of artists and cultural professionals and of their works, including through European and international networks, and artist residencies are a key factor for the dissemination of European culture and arts and need to be promoted and enhanced;
- I. whereas it could be a useful starting point to take stock of what has been achieved under the 'EU agenda for culture' with a view to further developing the strategy, establishing clear and measurable goals, priorities and realistic outcomes, and learning from best practices;
- J. whereas coordination among EU programmes and resources should strengthen the cultural dimension of EU international relations;
- K. whereas EU initiatives and actions should be more visible in third countries and their results better assessed and disseminated<sup>2</sup>;
- L. whereas the number of products and services from the audiovisual, cultural and creative sectors is increasing, as is their contribution to GDP and international circulation;

### ***Objectives***

1. Welcomes the joint communication, which offers an overview of all instruments, actions, initiatives, programmes and projects supported or implemented by the EU and its Member States that have culture as a common denominator; calls for the development of an effective EU strategy for international cultural relations;
2. Acknowledges that the joint communication aims at fostering cultural cooperation between the EU and its partner countries and at promoting a global order based on peacekeeping, intercultural and interreligious dialogue, conflict prevention with respect for the rule of law, freedom of expression, mutual understanding, human rights, cultural diversity and fundamental values;
3. Calls for cultural rights to be promoted as integral fundamental human rights, and for culture to be considered for its intrinsic value as a fourth standalone, transversal pillar of sustainable development together with social, economic and environmental dimensions;
4. Underlines that the EU has multiple and diverse experiences in inclusive governance, that its strength is in being united in its diversity and that this is where the EU adds

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<sup>1</sup> For instance, Erasmus and Horizon 2020.

<sup>2</sup> The EU Visitors Programme (EUVP), established in 1974 by Parliament and the Commission, for instance, is an individual study programme for promising young leaders and opinion-moulders from countries outside the European Union, its motto being 'Sharing EU values around the world since 1974'.

value;

5. Recognises that the principles of subsidiarity and proportionality should be respected in the field of culture;
6. Stresses the mutual advantages of working together: the EU is an arena in which all Member States join forces to play a stronger role in the field of international cultural relations; suggests that each Member State's rotating presidency could launch joint actions together with the EU, such as exhibitions, particularly for smaller states or those with no cultural representations abroad;
7. Recalls the importance of cooperation among the Member States with respect to cultural heritage in terms of research, preservation and management and the fight against trafficking, including through regionally dedicated funds and assistance;
8. Recommends that international cultural relations be embedded in the cultural and creative sectors (CCS), thus reinforcing and promoting the role of professionals, including through regional creative hubs and clusters;

### ***Governance and tools***

9. Calls on the Commission and the VP/HR to present annual and multiannual action plans in this field, which should include actions, strategic thematic and geographical priorities and common objectives, and for a periodic review of the implementation of the joint communication, the outcome of which should be reported to Parliament;
10. Stresses the need for greater coherence among EU policies and actions involving third countries; calls for enhanced synergies between all actors involved; recommends a stocktaking exercise to guarantee an effective approach;
11. Urges the Commission, in the next multiannual financial framework, to provide for a budget line dedicated to supporting international cultural relations in existing programmes and future calls;
12. Proposes that a dedicated EU programme be designed and resources focused on international mobility and exchanges such as residency programmes especially for young cultural and creative professionals and artists;
13. Calls on the Commission and the European External Action Service (EEAS) to include international cultural relations in international cooperation instruments and programmes and in the course of the mid-term review exercises, in order to ensure coherency and to turn international cultural relations into an efficient tool;
14. Calls on the Commission to further support cultural relations with Neighbourhood countries through technical assistance and capacity-building programmes to improve governance and favour new partnerships at national, regional, local and cross-border levels, while providing a follow-up to regional programmes in Southern and Eastern Neighbourhood countries;
15. Calls on the Commission to include culture in all existing and future bilateral and

multilateral cooperation agreements with adequate budgets, taking into account the economic potential of cultural heritage and CCS for a sustainable growth and jobs; calls for EU indicators to be developed in that field;

16. Calls on the Commission to strengthen the international dimension of Erasmus, Creative Europe and Horizon 2020;
17. Highlights that Parliament should play an active role in promoting culture in the EU's external action;
18. Calls on the Commission and the EEAS to appoint a 'focal point' in each EU delegation to liaise with Member States' national cultural institutes, representatives and local civil society, actors and authorities in a collaborative approach aimed at identifying priority areas, needs and methods of cooperation, and to provide an adequate budget;
19. Calls for the allocation of appropriate human and financial resources in the EEAS for cultural international relations, empowering the EEAS with a catalytic leadership role within the different EU services dealing with the international cultural relations;
20. Advocates international cultural relations as a subject for education, training and research with a view to building the capacity of actors in that field; including providing EU staff with relevant training on cultural competences;
21. Calls for the role of Member States' cultural institutes to be clearly framed, through the EU National Institutes for Culture (EUNIC) network, and others, and advocates an inclusive and equal approach towards all stakeholders, including civil society and Member States with no cultural institutes abroad;
22. Welcomes the establishment of the Cultural Diplomacy Platform, and calls for it to be made sustainable; recognises that many different institutional and non-institutional stakeholders<sup>1</sup> are active in the area of international cultural relations, and asks the Commission to promote a structured dialogue among all stakeholders, including through the open method of coordination;
23. Calls for the setting-up of an emergency response mechanism to the destruction of cultural heritage, building on the experience of the UN's Blue Helmets for Culture task force initiative, in close and structured cooperation with UNESCO and with the technological support of Copernicus – the European Earth Observation Programme;

### ***People-to-people approach***

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<sup>1</sup> Commission Directorates-General (notably for Education and Culture (EAC), International Cooperation and Development (DEVCO), Neighbourhood and Enlargement Negotiations (NEAR), Research and Innovation (RTD) and Communications Networks, Content and Technology (CONNECT), the EEAS, the Service for Foreign Policy Instruments (FPI), EU delegations, Member State delegations, Member States' cultural institutes abroad, the Council of Europe, the European Economic and Social Committee and Committee of the Regions, EUNIC, the International Council of Museums (ICOM), the International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM), UNESCO, international organisations, civil society organisations, non-governmental organisations, local cultural actors, street artists and other platforms and networks.

24. Agrees with the proposal of the joint communication to shift from a top-down showcasing approach to a people-to-people (P2P) approach;
25. Recognises young people, as future decision-makers, to be one of the main target groups in the EU and partner countries, and acknowledges that music, film, literature, social media and digital trends in general are the best channels to reach them;
26. Advocates allowing third countries to participate in cross-border and joint projects<sup>1</sup> such as the European Capital of Culture, Lux Prize or the Cultural Routes of the Council of Europe, as well as including them as players in the future strategy; recalls that digital tools, technological platforms such as Europeana and cultural networks<sup>2</sup> can play a crucial role in reaching larger audiences and disseminating best practices;
27. Recognises the need for an in-depth knowledge of the field, local actors and civil society, in order to improve these actors' access to programmes and funding and to ensure that the multiplying effect of their participation in EU programmes and initiatives is exploited; recommends consulting local actors with a view to co-designing programmes; calls for the development of innovative collaborative approaches relying on tools and networks already in place (grants, sub-grants)<sup>3</sup>, and for them to be followed up, taking gender balance into account;
28. Acknowledges that development strategies and programmes focus heavily on material and sociocultural deprivation; calls for better outreach to vulnerable communities, including in rural and remote areas, with a view to fostering social cohesion;
29. Urges improved visibility and better dissemination of EU activities in the field of culture at international level, including by setting up common guidelines<sup>4</sup>;
30. Calls for a paradigm shift in media coverage with the launch of an EU cultural portal, the European Houses of Culture and festivals, including through engagement with local media<sup>5</sup>;

### ***EU Global Strategy***

31. Highlights the important role of culture in EU external policy as a soft power tool and as an engine for socio-economic development;
32. Praises the fact that the EU Global Strategy highlights the importance of intercultural

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<sup>1</sup> The EU delegations should play a greater role by working with local artists and civil society actors, focus their efforts, involve more local artists and serve as key contact points in order to create synergies with EU projects.

<sup>2</sup> For example, the Cultural Innovators Network and the Cultural Leaders Network.

<sup>3</sup> For example, the EU-funded programme MEDCULTURE, which is working on developing and improving cultural policies and practices related to the cultural sector. The participative approach involves civil society actors, ministries and private and public institutions working in the field of culture, as well as other related sectors.

<sup>4</sup> One suggestion could be the creation of 'Ambassadors for Culture' who are committed to and supportive of both European integration and international relations (in a similar manner to UN Goodwill Ambassadors). These could be artists, musicians, writers, etc.).

<sup>5</sup> In cooperation with EURONEWS and EURANET, among others.

and interreligious dialogue in enhancing mutual understanding; regrets, however, that the intrinsic value of culture and art as restraints against radicalism, terrorism and marginalisation is not mentioned;

33. Calls on the VP/HR to give a specific role to cultural issues in the implementation road map of the EU Global Strategy;
34. Underlines that Europe, whose foundations are based on peace, rule of law, freedom of expression, mutual understanding and respect for fundamental rights, should build on experience and lessons learnt when it comes to external policy, which should be reflected in the development of relations with third countries through culture and cultural heritage;
35. Calls for targeted cultural and educational policies that can support key EU foreign and security policy objectives and contribute to reinforcing democracy, the rule of law and the protection of human rights;
36. Calls for strengthening international cultural relations in the discussions on ‘migration’ and refugee policies; urges that the EU, whose strength is in being united in diversity, adopt a balanced approach that fully respects cultural differences, and in which diasporas play a crucial role; stresses that culture should be a bridge for mutual understanding with a view to living together in greater harmony;
37. Calls on the Commission and the EEAS to foster cultural relations with the EU’s direct neighbours with a view to promoting concrete actions aimed at stimulating intercultural dialogue<sup>1</sup> and tackling the issues of migration, security and radicalisation that the EU is facing;
38. Recommends that the EU work with local partners to pursue its objectives in the field of international cultural relations both through multilateral cooperation in international organisations and through partnerships with key actors on the ground;
39. Encourages the EU to work closely with all states that share its goals and values and are prepared to act in their support; stresses that this is particularly important in order to establish a legitimate and stable action for the EU to be recognised as a ‘global player’;
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40. Instructs its President to forward this resolution to the Council, the Commission, the Vice-President of the Commission / High Representative of the Union for Foreign Affairs and Security Policy, the European External Action Service and the governments and parliaments of the Member States.

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<sup>1</sup> Such as the EU-funded project Young Arab Voice.

## EXPLANATORY STATEMENT

Together with its partner countries and its Member States, the European Union promotes peace, stability and the well-being of their people. With the destabilisation and several crises the world is facing, thinking of new ways of approaching diplomacy is essential.

Therefore, the European Union, which strength is to be united in its diversity, needs to find innovative ways to engage by creating a space of dialogue and awareness. Culture is a fundamental right for individuals: it helps to create individual and collective fulfilment in societies. Culture has long been a strategic standard feature of EU international relations<sup>1</sup> and is a recognised sector of cooperation with a cross-cutting approach in both developing and developed countries<sup>2</sup>. The promotion of international cultural relations as a soft power tool is essential in a positive manner. This has to go hand in hand with reciprocity: international cultural relations aims both at to contribute to enhancing European values in the rest of the world and raising awareness of other cultures among European citizens and our capacity to learn from them.

The European Commission and the High Representative presented, on 8 June 2016, the Joint Communication “Towards an EU strategy for international cultural relations”<sup>3</sup>. It aims at encouraging cultural cooperation between the EU and its partner countries; and promoting a global order based on peace, the rule of law, freedom of expression, intercultural and interreligious dialogue, mutual understanding and respect for fundamental values.

In 2011, in its resolution of 12 May 2011 on the cultural dimensions of the EU’s external actions (2010/2161(INI)) the European Parliament reaffirmed the importance of culture in external policies and expressed concerns at the fragmentation of external EU cultural policy and projects. It therefore asked for “the development of a visible common EU strategy on the cultural aspects of the EU’s external relations”. It called for a central internet portal that should carry information on relevant funding programmes and cultural events and asked for structures dedicated to culture in the European External Action Service (EEAS) and dedicated staff in the EU delegations.

In addition, in the preparation for the budget for 2013, the EP voted for a preparatory action for Culture in External relations. Under this preparatory action, a study was drawn up that was based on an extensive mapping and consultation process which involved a wide variety of stakeholders from inside and outside the EU. It was presented and discussed in a conference in April 2014 and fed into the development of the strategy at hand.

In the Council Conclusions of 23 December 2014 on a Work Plan for Culture (2015-2018), the Council scheduled further steps working towards a strategic approach to culture in EU external relations, such as a study on existing programmes available for culture for European Neighbourhood Policy (ENP) countries and joint informal meetings of senior Member State officials working in Ministries of Culture and/or Foreign Affairs and follow-up activities on the preparatory action.

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<sup>1</sup> “European agenda for culture in a globalising world” (COM(2007)0242)

<sup>2</sup> Commission report on the implementation on the implementation of the European Agenda for Culture (COM(2010)0390)

<sup>3</sup> <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1465397367485&uri=JOIN:2016:29:FIN>

As a response to the joint Communication, the European Parliament decided to prepare, under the umbrella of the CULT and AFET Committees, the present own-initiative report. The report presents its objectives and proposes a series of concrete actions and recommendations, under the ‘governance and tools’ part; recommendation that the EU should adopt in view of the establishment of a future strategy on international cultural relations.

The joint report is structured around four strands:

- Objectives
- Governance and tools
- People to people approach
- The EU global strategy

The report asks to promote cultural rights as an integral part of the fundamental human rights; and to consider culture for its intrinsic value as a fourth stand-alone and transversal pillar of the sustainable development together with social, economic and environmental dimensions.

After recognising that an improved coherence among EU policies and actions for third countries is needed, the report calls for enhanced synergies between all involved actors, including Member States, international organizations and local authorities, to ensure resources’ efficiency. The report calls for the EU and Member States to join their forces: each Member States ‘rotating presidency could launch joint actions together with the EU, such as exhibitions, and festivals, particularly for countries with no cultural representations abroad. It also recommends to dedicate the appropriate human and financial resources to EEAS and the Commission and to name a ‘focal point’ in each EU delegations to liaise with relevant stakeholders and to advocate that international cultural relations becomes a subject for education, training and research in order to improve capacity building of actors in that field. The report also calls for a clear framing of the role of Member States cultural institutes, through EUNIC, and other networks and advocates an inclusive and equal approach towards all stakeholders.

The report asks the Commission and the VP/HR to present annual and multiannual action plans with actions, strategic thematic and geographic priorities and common objectives and for a periodic review of the implementation of the Joint Communication and to report to the EP;

It also asks to include culture in all existing and future cooperation bilateral and multilateral agreements with adequate budgets, and to strengthen the international dimension particularly in Erasmus, Creative Europe and Horizon2020.

The report proposes the design of a dedicated EU programme and resources focused on international mobility and exchanges especially for young cultural and creative professionals and artists such as residency programmes;

Another important axis tackled by the report is the need to involve citizens, stakeholders, networks, civil society and NGOs, in order to improve their access to programmes and funding, particularly the importance of shifting from a top-down show-casing approach to a people-to-people (P2P) approach. More consideration must be given to the power of civil society to pursue

intercultural exchange, people to people dialogue, peace-building initiatives and the strengthening of social cohesion. The arts are a powerful tool to bring this about. The EU can be a key player in such exchanges: it is able to develop, support and exchange best practices.

Particular attention should be given to young people activities (e.g. local artists, grassroots sport) and the ways in which their activities do constitute highly critical and independent thinking and influence both their daily life and the relations between peoples.

Therefore, the report recommends the early consultation of local actors, civil society organisations, and to rely on already existing expertise and networks, through the promotion of a structured dialogue; On top of the recommendations cited above, the report reminds that EU activities in the field of culture at international level should be more visible and better disseminated.

Furthermore, the link to the EU Global Strategy is fundamental in the report. It is more than necessary when it comes to intercultural and interreligious dialogue. Enhancing dialogue between religious communities is essential to foster mutual understanding in the view of preventing and combatting extremism, radicalisation and marginalisation. The emphasis is on acknowledgment, understanding and tolerance of other cultures on the basis of a binding global ethic founded on universal values and mutual respect across cultural boundaries (UNESCO).

The report asks the EU to closely collaborate with all those states that share its goals and values and are prepared to act in their support; this is particularly important in order to establish a legitimate and stable action for the EU to be recognised as a “global player”.