

Reports

A talent campus for cultural diversity activists

**Report on the U40-Capacity Building Programme
„Cultural Diversity 2030“ Constitutive Workshop**
(September 19-20, 2008, Barcelona / Catalonia / Spain)

What is the programme and workshop about?

The interdisciplinary capacity building programme “**Cultural Diversity 2030**” was initiated by the German Commission for UNESCO in 2007 as part of the German EU Council presidency. The U40-process offers young European Under 40ies – postgraduates, PhD students, young professionals, and similarly qualified young experts – the opportunity to participate in the international debate on cultural diversity and the implementation of the UNESCO Convention on the protection and the promotion of the diversity of cultural expressions (hereinafter the Convention).

The U40-group committed itself to co-develop and participate in the U40-World Forum (to be held in summer 2009 in Paris) as well as in a European evaluation workshop to be held in Istanbul, European Capital of Culture in 2010.

The main objectives of the Convention are the following: “to protect and promote the diversity of cultural expressions; to create the conditions for cultures to flourish and to freely interact in a mutually beneficial manner; to encourage dialogue among cultures with a view to ensuring wider and balanced cultural exchanges in the world in favour of intercultural respect and a culture of peace; to foster interculturality in order to develop cultural interaction in the spirit of building bridges among peoples; to promote respect for the diversity of cultural expressions and raise awareness of its value at the local, national and international levels; to reaffirm the importance of the link

between culture and development for all countries, particularly for developing countries, and to support actions undertaken nationally and internationally to secure recognition of the true value of this link; to give recognition to the distinctive nature of cultural activities, goods and services as vehicles of identity, values and meaning; to reaffirm the sovereign rights of States to maintain, adopt and implement policies and measures that they deem appropriate for the protection and promotion of the diversity of cultural expressions on their territory; to strengthen international cooperation and solidarity in a spirit of partnership with a view, in particular, to enhancing the capacities of developing countries in order to protect and promote the diversity of cultural expressions.” (UNESCO Convention on the Protection and the Promotion of the Diversity of Cultural Expressions, 2005.)

The constitutive workshop for this two year process has been held – following the invitation of the Catalan Government – in Barcelona on 19th/20th September 2008. Over 20 young specialists from the Europe region with proven competence and interest in the area of the relevant aspects of the Convention have been identified by a Call for Contributions. This group acts as core group during the whole programme cycle 2008-2010.

As solicited in the run-up to the workshop, the participants exercised a country scanning on the respective status of the Convention in their countries regarding the following questions: Did my country of origin (and/or current place of living) ratify the UNESCO Convention on the Protection and the Promotion for the Diversity of Cultural Expressions? If so, did the Government name a national focal point (Art. 9) and/or did they install some special legal structures for its implementation? Does a Coalition for Cultural Diversity exist in my country? Who are the political, academic, and cultural professional and/or civil society leaders, journalists and other important groups in the field of the Convention in my country?

The scanning has been effected for 14 European countries. It has been considered an excellent tool for getting insights on the implementation status of the Convention in European states. Moreover, participants got in touch with the various relevant authorities – often for the first time – even though the access to information was often difficult and limited.

Cultural diversity as a multidimensional field of expertise

The U40-group has been hosted at the Representation of the European Commission in Barcelona and welcomed by its director Manuel Camós i

Grau. The European Union considers cultural diversity as advantageous in a globalized world. Àngel Cortadelles i Bacaria, Director General of International Relations, Government of Catalonia, emphasized that Catalonia has the capacity to promote Catalan culture and cultural diversity and, with its new Statute of Autonomy, it is a strong international actor in international relations.

Minister of Culture and Media of the Catalan Government, Joan Manuel Tresserras i Gaju, emphasized the crucial importance of democratic quality in modern societies in his opening statement: How can cultural diversity be democratically represented in a globalized world? How can decisions be taken in a hybrid, globalized world? Homogenisation effects of economy, markets and global institutions threaten cultural diversity. Globalisation and homogenization of cultures discriminate small cultures. Therefore, a debate about quality of democracy is needed. He stressed out two goals: 1) Democratic representation of cultural diversity: All cultures are equal at their roots, regardless of the political entities to which they belong; this equality has to be represented globally in institutions like UNESCO, 2) Struggle for internal diversity within societies.

Christine M. Merkel, head of the Division for Culture within the German Commission for UNESCO explained why the U40-programme is to look at 2030: Prospects for diversity of cultural expressions and their embeddedness in human and cultural rights need a long term view. Diversity is a key issue of the 21st Century. Therefore, it is necessary to create spaces in which diverse and innovative voices can be heard in order to avoid reinventing a common interpretation of cultures (and of history). Under 40ies will be the decisions-makers in 2030. They are those persons who have the innovative ideas and the needed energy for projects on promoting and living cultural diversity.

The results of the country scanning done by the participants followed the introductory speeches. As a summary of country scanning it might be said that: (A) the convention is ratified in almost all of the countries represented by the U40ies. However, there have been fears in several countries that the Convention might interfere too much with the WTO procedures. This has caused a tension among the authorities, e.g. between those representing Ministry of Culture and those of Ministry of economics and finances. Responsible and the most active actors in the ratification of the Convention in the represented countries have mainly been ministries of Culture, culture departments and ministries of foreign affairs, but other

national authorities and administrative instances as for instance National Commissions for UNESCO as well. Also NGO's have participated the ratification and implementation processes in these European Countries, although the legal and institutional implementation of the Convention has been relatively miniscule so far. Only 6 countries out of 17 have established Coalitions on implementation of the Convention so far, for instance.

The following main issues were raised and discussed by the workshop group after the country scanning:

- International obligations offer the chance for dialogue / domestic coherence between Ministries in member States (for example Ministry of Culture (Convention) and Ministry for Finance and Economy (WTO- or WIPO-obligations).
- How can we ensure that the Convention will not be restricted to cultural policy?
 - o Fiscal Policies can be the most effective cultural policy nowadays, cultural mainstreaming is important.
 - o Holistic approach from creation to reception of cultural expressions is needed.
 - o Operational guidelines are one important tool.
 - o EU: seven directorates involved, *inter*-service group is vital
- Maybe a critical mass of ratifications is needed before progress can be made at the WTO.

Current challenges of the Convention from a local perspective

Jordi Pascual, Coordinator of the Culture Committee of United Cities and Local Governments (UCLG) held a committed input on the local perspective of the Convention. The word "local" is used in the following articles of the Convention: 1e) promotion / awareness raising; 2.4) creating and strengthening cultural expressions on the local level; 4.6) Definition of cultural and measures; 14.a, 3) Cultural industries in development countries should be local; here local means national. According to Pascual, Local is in the position of an object in the Convention: local means sub-national. And cities are not a substantial but a declarational part of the Convention. In the context of the leap of scale brought forward by globalisation, local governments are shaken; they have difficulties in finding their place.

After the reading the Convention through the local lens, three open points remains: 1) Cities are not mentioned in the Convention; 2) How will the national reports be shaped and will they reflect the situation in cities? 3) Will

civil society groups evolve (Greenpeace for Culture)? Jordi Pascual states that questions of cultural diversity will not be solved without local governments and cities. Cities and local governments are not adequately recognised as stakeholders in the implementation process. They are often recognised as Civil Society (what they cannot be by definition).

UCLG was initiated in 2004 in order to become the "UN of Cities". It claims to be recognised and be heard on international politics and agreements, especially in the implementation process of the Convention. Cities have already been active in the drafting process of the Convention. In 2004 the UCLG adopted the Agenda 21 for culture: It is the first document with worldwide mission that advocates establishing the groundwork of an undertaking by cities and local governments for cultural development. Networking of Cities (Eurocities-Networks etc.) on the international level on cultural issues needs a common understanding and guidelines. This was the birth of the Agenda 21 for culture. The triangle (social, economy, ecology) for sustainable development does not include culture. The Agenda 21 for culture claims culture as fourth pillar of sustainable development.

Finally, Jordi Pascual defines **bottlenecks** of the local perspectives in the international context:

1. What does "local" mean, when the word is used in international standard setting instruments?
2. Lack of capacity on the local level / local Governments are rather weak.
3. Lack of research on what role local governments play in international cooperation.
4. The landscape of local governments is confusing.
5. Local Governments are not recognised as potential for the governance of cultural diversity.
6. Lack of coordination of local governments worldwide in the area of culture.

European Commission and the implementation of the Convention

The international cultural community pays special attention to the EU and its implementation of the Convention. Therefore, the implementation of the Convention through and within the European Community is a central topic of the U40-programme. Hence, the workshop organized a video-conference with Valérie Panis-Cendrowicz, Legal Expert of the Cultural

Policy and Intercultural Dialogue Unit within DG EAC, European Commission.

Valérie Panis-Cendrowicz recalled that the implementation of the Convention is effected over Article 151 EU-Treaty and other economic agreements. The Communication on a European Agenda for Culture reinforces the necessity of mainstreaming culture (Art. 151.4 EU-treaty). The three main objectives of the agenda are cultural diversity and intercultural dialogue; the promotion of creativity in the context of the Lisbon Agenda; and culture as an element in international relations. As working methods the open method of coordination within the Council has been projected, as it highlights and recommendations of best practices. Furthermore, platforms, binding reporting, and a European Cultural Forum are foreseen. The aim is to incorporate cultural diversity into all European considerations as Article 151.4 in EU-treaty requires.

The discussion between the U40ies and Valérie Panis-Cendrowicz brought up that open method of coordination tries to combine the different levels of governance and EU-objectives shall be implemented at all levels in coordination with national objectives. The Convention has implications on Media Policies, as for example the MEDIA Programme, audiovisual service media directive that coincided with the birth of the Convention. According to Panis-Cendrowicz it is always worth to stress, that the Convention is not about cultural diversity but about the diversity of cultural expressions. She said that the Convention has to be anchored in the countries that ratified the Convention. It appeared that the European Commission and EU's Intercultural Dialogue Unit are discussing and cooperating in cultural mainstreaming through internal negotiations before the ratification of the Convention. Afterwards they have built a platform to bring together key competences (from media, intellectual property rights, copyright, audiovisual media, heritage, creativity). Measures that are designed to protect the diversity of cultural expressions within EU are: Regulation for the production of local content, subsidies, training, strengthening of civil society, capacity building; co-production- and development agreements, for instance. These measures are normally taken by Governments on the legal level to make the local voices emerge. Example: Danish TV now has a market share of 38 % with the help of EU Programmes.

Finally, Valérie Panis-Cendrowicz **recommends** to the U40ies to have a look at the intraregional and local level. As many of the academics

now concentrate on the supra- and international level, the local level is often forgotten.

Main themes of the U40-programme

The Call for Contributions for the workshop defined three main topics for the focus of the U40-programme. In order to deepen the discussion, the U40-group split up into these thematic groups.

Group 1 considered “Diversity of Cultural Expressions and Sustainable development”. Its major goal is to think of the implementation of culture as the fourth pillar of sustainable development. The group expressed that culture has to be considered as a development process and should not be restricted to cultural goods. Sustainability requires long-term perspective for planning and new financial mechanisms. What is also required is the rethinking of paradigms: what will be the position of territory in the future as the states are becoming more and more “hybrid”? Other considerations moved among the relations of public and private, and developed and underdeveloped countries. The main question that group thought should be developed further was, what would be your proposals for governments and civil society and other relevant stakeholders for integrating culture in development policies (article 13)?

Group 2 split up according to two themes. Group 2a considered the implementation of the Convention through the EU and group 2b the implementation of the Convention within the EU. First, group 2a presented that U40ies should encourage coherence of EC action (between Directorate Generals, and different levels), and EC to formulate a clear and usable definition of culture and cultural diversity, as the Convention tries to provide. The group also put an emphasis on the relationship of the Convention to other legal instruments, WTO negotiations, IMF, cultural diplomacy and international support action - how to support international alliances? Emphasis was also put on the community’s internal affairs, especially in relating cultural diversity to trade issues (Directorate General Competition, Directorate General Internal Market). In addition, this group discussed about authors’ rights, net-neutrality, circulation of audiovisual content in Europe, and concrete policy practices: AVMSD, MEDIA Mundus, forthcoming Creative Content Online Recommendation. In its future discussions this group will focus on questions like, what should be the priorities for ensuring that the principles and objectives of the Convention are mainstreamed across EC policies? What policy mechanisms should be developed?

Group 2b focused on media and audio-visual policy in EU, concentrating mainly on two instruments: (1) Audiovisual service directive: explicit reference to the Convention, and (2) EU's Media Programme: ensuring diversity in production, distribution and promotion through access and training. Group aims at mapping and measuring diversity in media. In its further discussions this group will develop the question, how to ensure cultural diversity of media content in all modes of delivery through European policies?

Group 3 focused on public awareness-raising under the title "Communication strategies for the Diversity of Cultural Expressions". The discussion focused especially upon actors. There are three stakeholder groups concerned with the Convention (core group): regulatory institutions, public administrations and productive sector. They are seeking solutions for effective implementation, benchmarking and how to generate action. In its discussions about concrete action, this group ended up developing strategies on such things as the communication of the Convention goals through stories, diversity brands, diversity channel, festivals, education/training, and mobilize relevant actors as advocates. Question to be developed further: What could be combined efforts within European member states in 2009 for the promotion of the Convention at all levels?

Grasping the questions of the Convention in the World Café

The questions the World Café tables tackled were: 1) What would be your proposals for governments and civil society and other relevant stakeholders for integrating culture in development policies (Art. 13 in the Convention)? 2) How to assure cultural diversity of media content in all modes of delivery through European policies? 3) What could be combined efforts within European member states in 2009 for the promotion of the Convention at all levels? 4) How do we organize our further communication and working process? 5) How can we contribute to the development of the U40 World Forum?

By summarizing the discussions of the World Café, the main conclusions and action proposals of the discussions were the following:

State parties of the Convention have the responsibility to get the ownership and lead the awareness raising process regarding culture in development policies under the Convention at the national level. Interdepartmental coordination and coherence within the governments

should be enhanced in order to ensure effective policymaking in cultural development policies. Despite the expertise and remarkable leadership of different civil society agents in the process of implementation of the Convention, there are still too few third sector agents playing an active role in the implementation process of the Convention. There is still a lot to be done in order to motivate and coordinate all civil society agents which might be involved in cultural development policies in both national and international levels. The very concept of development should be applied internally at the national level. Culture should also be incorporated, for example, in both rural and urban development cultural policies. Hence, it is necessary to strengthen and introduce culture deeper into governmental development cooperation master plans and long-term strategies. Culture should be considered a cross-cutting approach and, furthermore, a specific line of work on cultural development policies should be established. From an organisational perspective, an interdepartmental working group on cultural development policies should be created in order to ensure coherence in governmental action as well as to improve awareness-building within governments. Good coordination with local governments is needed. Ideally, after the works of intergovernmental coordination have reinforced government's leadership, participation instruments bringing public administrations and civil society together should also be created. It is important to point out the fact that the debate around development policies might still be based on old ideas. Fair trade agreements are crucial for the achievement of the goals of the Convention, including good implementation of cultural development policies. Rather than focusing on national-based policies, the best contribution to enhance development through cultural policies would probably be a better coordination among the main International Organizations dealing with the contents of the Convention. (Table/theme 1)

What media content should be promoted along the lines of Convention? Structures of the *Audiovisual Media Services Directive* provide a good framework for action. While the scope identified in Audio Visual Media Services Directive (AVSMD) is wide, its being dependent to a large extent on EU Member States for its implementation was identified as a possible drawback on its effectiveness. The convergence of media technology supports cultural diversity in media content (small internet radio stations etc.). However, it was underlined that minority groups need to be provided with more possibilities of media content production. One of the questions raised for further discussion was how private media institutions could be motivated

to respect principles of cultural diversity. The new technological possibilities brought about by technological convergence were presented as being paralleled by the convergence of business interests in the media production chain, which needed to be counterbalanced by ensuring not only the access to but also the production of (and hence real participation in) media content which reflected society's diversity. Regarding the target group media institutions, it was underlined that all media should be considered. A campaign on Cultural Diversity could be initiated by the European Broadcasting Union. Journalist trainings on the Convention's content could be organized. (Table/theme 2)

In order to promote the Convention in the general public it was emphasised that the elaboration of a catalogue of actors in each country as well as best practices could be useful for communicating how cultural diversity can be protected. The promotion of the Convention should have four pillars. Firstly, the *political pillar*. UNESCO should create the "UNESCO Convention" label, with which all the events dealing with cultural diversity would stress the Convention project. The European Commission and/or the European Parliament should coordinate themselves with the Francophonie and Commonwealth organisations in order to promote the ratification and implementation of the Convention. Culture Ministers EU Summits should establish the Convention as a permanent topic in their meeting agendas. The EC should launch a public questionnaire to ministries and regional and local administrations on UNESCO Convention promotion. Secondly, there should exist *educational pillar*, among which didactic material for schools should be elaborated and distributed, and teacher training meetings should be organized in order to inform, form and share good practices. Thirdly, the *media pillar*. For spreading the values of Convention a TV programme should be produced, distributed and uploaded in an open web, and – especially in developing countries – it is as important to take advantage of radio. A promotional campaign should be launched in the European Broadcasting Union (EBU), which coordinates all public service broadcasters in Europe. Considering the *civil society pillar*, it was discussed in the learning café that a catalogue of institutions and professionals dealing with cultural diversity should be done and put at public disposal, as well as a catalogue of best practises and prizes. UNESCO Convention Clubs should also be created, generally hosted in cultural institutions (i.e. modern art museums, universities, etc.) These clubs would allow non-specialized people to receive information on UNESCO Convention. (Table/theme 3)

Participants of table four proposed installing an intranet site to organize the further communication and working process. The intranet – already created – includes a list of all U40 members and their CVs, and a possibility to upload central documents and documents on specific relevant topics in respective online folders, for instance. It was suggested to draft a project description on the U40-World Forum to be distributed to external partners in case of fundraising, promoting the programme etc. Moreover, the issuance of a press release on the programme / on results of the programme was proposed. Next step after the Barcelona meeting is that U40 continues its work via internet-based group work on the themes mentioned here, and communicates about “who we are” and “what we do” with Ministries, NatComs, NGOs, etc. Stakeholders to be involved in the selection process of U40 World Forum participants should be National Commissions for UNESCO, UNESCO regional / cluster offices, civil society organizations. (Table/Theme 4 & 5)

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