



Procedure file

Basic information		
INI - Own-initiative procedure	2007/2211(INI)	Procedure completed
European agenda for culture in a globalising world		
Subject 4.45.02 Cultural programmes and actions, assistance		

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	CULT Culture and Education		18/06/2007
		PPE-DE GRAÇA MOURA Vasco	
	Committee for opinion	Rapporteur for opinion	Appointed
	DEVE Development		03/10/2007
		PPE-DE MAVROMMATIS Manolis	
	AFET Foreign Affairs	The committee decided not to give an opinion.	
	EMPL Employment and Social Affairs	The committee decided not to give an opinion.	
	REGI Regional Development		17/07/2007
		ALDE STANISZEWSKA Grażyna	
	ITRE Industry, Research and Energy	The committee decided not to give an opinion.	
	JURI Legal Affairs	The committee decided not to give an opinion.	
	INTA International Trade		09/10/2007
		ALDE GUARDANS CAMBÓ Ignasi	
IMCO Internal Market and Consumer Protection	The committee decided not to give an opinion.		
BUDG Budgets	The committee decided not to give an opinion.		
Council of the European Union	Council configuration	Meeting	Date
	Education, Youth, Culture and Sport	2829	15/11/2007
European Commission	Commission DG	Commissioner	
	Education, Youth, Sport and Culture	FIGEL' Ján	

Key events			
09/05/2007	Non-legislative basic document published	COM(2007)0242	Summary
27/09/2007	Committee referral announced in Parliament		
15/11/2007	Resolution/conclusions adopted by		

	Council		
27/02/2008	Vote in committee		Summary
13/03/2008	Committee report tabled for plenary	A6-0075/2008	
09/04/2008	Debate in Parliament		
10/04/2008	Results of vote in Parliament		
10/04/2008	Decision by Parliament	T6-0124/2008	Summary
10/04/2008	End of procedure in Parliament		

Technical information

Procedure reference	2007/2211(INI)
Procedure type	INI - Own-initiative procedure
Procedure subtype	Initiative
Legal basis	Rules of Procedure EP 54
Stage reached in procedure	Procedure completed
Committee dossier	CULT/6/51098

Documentation gateway

Non-legislative basic document		COM(2007)0242	10/05/2007	EC	Summary
Document attached to the procedure		SEC(2007)0570	10/05/2007	EC	
Committee draft report		PE393.960	18/09/2007	EP	
Committee opinion	INTA	PE396.732	23/01/2008	EP	
Committee opinion	REGI	PE396.712	25/01/2008	EP	
Committee opinion	DEVE	PE398.485	31/01/2008	EP	
Amendments tabled in committee		PE400.551	08/02/2008	EP	
Committee report tabled for plenary, single reading		A6-0075/2008	13/03/2008	EP	
Text adopted by Parliament, single reading		T6-0124/2008	10/04/2008	EP	Summary
Commission response to text adopted in plenary		SP(2008)3169	28/05/2008	EC	
Commission response to text adopted in plenary		SP(2008)3164	11/06/2008	EC	
Follow-up document		COM(2010)0390	19/07/2010	EC	Summary
Follow-up document		SEC(2010)0904	19/07/2010	EC	Summary

European agenda for culture in a globalising world

PRUPOSE: to set a European agenda for culture that takes account of globalisation.

CONTENT: the purpose of this Communication is to explore Europe?s cultural position in a global economy as well as to propose a revitalised EU cultural agenda. In so doing the Commission is seeking to establish a new partnership with the Member States, the European Parliament and civil society.

The EU's contribution to culture

The Commission paper recognises that 'culture' is a challenging concept to define and accepts that this policy field is, and will continue to be, the responsibility of the Member States. Nevertheless, the EU does play a role in promoting culture. For example, it already contributes to the promotion of cultural activities in Europe through:

- The Community's culture programmes. Currently the [Culture Programme 2007-2013](#) Programme.
- Other related cultural programmes that, for example, promote foreign languages learning and culture and ['European for citizens'](#) programme.
- The [MEDIA](#) Programme 2007-2013.
- Cohesion Fund support for cultural activities.

On a regulatory level, EU legislation impacts upon cultural activities in a number of ways. For example :

- A strong link exists between the promotion of cultural creativity and EU copyright legislation. This legislation protects the rights of authors, producers and artists and promotes citizens' access to Europe's rich and diverse cultural heritage.
- The Television without Frontiers Directive, which was adopted in 1989, sets transmission conditions across borders of TV broadcasts and has allowed for the free circulation of European audiovisual content within the EU.
- On the state aid front the Commission has often adopted decisions that benefit museums, national heritage, theatre and music-productions etc.
- 2008 has been designated the 'European Year of Intercultural Dialogue'. Particular attention has been given to multilingualism.
- The European Commission is seeking approval to make 2009 a European Year of Creativity and Innovation with an emphasis on education and culture.

In addition to the above the EU promotes European culture with third countries.

European Agenda for Culture

In 2006 the Commission held an extensive consultation process in order to identify a consensus for an EU Cultural Agenda. Based on this consultation process three core objectives have been identified, namely :

- Promoting cultural diversity and intercultural dialogue.
- Promoting culture as a catalyst for creativity within the Lisbon Agenda for growth and jobs.
- Promoting EU culture internationally.

Based on these three core objectives the Member States and their regions would be expected to streamline their cultural policies in line with the EU Cultural Agenda; those involved in cultural organisations would be asked to support the development of new EU policies and actions ; whilst for its part the Commission would be expected to mobilise its internal and external policies and funding programmes in order to promote best practices.

New Partnerships and working methods

In order to deliver the cultural agenda, the EU must rely on a solid partnership between all actors. This partnership is to be based on four essential dimensions :

- 1) Dialogue with the cultural sector : the Commission will continue its structured dialogue with the cultural sectors by : identifying the key actors ; setting up a cultural forum where ideas can be exchanged ; encouraging artists to express their views at a European level (cultural ambassadors) ; encouraging a social dialogue with the cultural sector ; and bringing a cultural dimension to European public debate.
- 2) Setting up an open method of co-ordination : the Commission plans to renew the joint work plan that was agreed by the Council for 2005-2007. The Commission believes that the time is ripe for the Member States to take their co-operation one step further, by using the open method of coordination (OMC). The OMC offers an appropriate framework for Member State co-operation in the field of culture. It is a non-binding, intergovernmental framework for policy exchange and concerted action. The European Parliament, the European Economic and Social Committee and the Committee of the Regions should be involved in the process.
- 3) Supporting evidence based policy making : within the context of the OMC and the Lisbon Agenda, the Commission will launch a series of studies and inter-service cooperation the purpose of which will be to support the proposed objectives. Stakeholders, who play a role in cultural impact assessments will be invited to join the dialogue.
- 4) Mainstreaming culture in all relevant policies : in order to realise the Treaty objectives of taking cultural activities into account and to respect and promote Europe's diverse cultures, the Commission will strengthen its internal inter-service co-ordination as well as deepening its analysis of cultural diversity. It will seek to strike the right balance between different legitimate public policy objectives ? including promoting cultural diversity when making decisions or proposals of regulatory and or financial nature. To that end the Commission has created a new inter-service cultural group.

Conclusions

The Commission is of the view that the time is ripe for a new European agenda for culture that takes account of globalisation. This Communication puts forward a number of concrete proposals that focus on shared objectives and new methods for stepping up cultural cooperation across the EU. The European Parliament, the Council, the Committee of the Regions and the European Economic and Social Committee are all invited to respond to the suggestions put forward in this paper. The Council is invited to decide on a set of shared objectives and the proposed open method of coordination.

European agenda for culture in a globalising world

The Committee on Culture and Education adopted the own initiative report by Vasco GRAÇA MOURA (EPP-ED, PT), examining the European agenda for culture in a globalising world proposed by the Commission and recalling the vital role of culture in the implementation of the Lisbon

strategy and sustainable development. However, this must be done in close cooperation with local, regional and national groups, which is the reason why MEPs regret the lack of reference made to the role of local groups in the Commission's European agenda for culture.

Alarmed by the persistent confusion between cultural production and development of profit-making creative industries, MEPs regret that the Commission confines itself to presenting culture under social, economic and political aspects rather than as a value in itself. They emphasise that, from their perspective, the concept of culture unites individuals and is the driving force for dialogue between citizens. It is therefore necessary to develop the whole 'dialogue with civil society' aspect of the European agenda for culture.

At EU and legislative level: towards new initiatives: MEPs recall that, through the application of article 151 of the Treaty, only cooperation policies and partnership agreements between Member States can be established in the cultural sector. However, MEPs believe that this is not sufficient and request that efforts be made to take into consideration the particular nature of the cultural sector regarding creativity, innovation and economic terms. In particular, MEPs believe that EU programmes that are currently available in the culture sector do not fully reflect the implications of the Europeans' common cultural heritage. They therefore call on the Commission to propose that specific programmes that stimulate the creativity of artists be drawn up, in order to preserve the links with the goods and values, both tangible and intangible, that constitute the European cultural heritage. In this context, a set of proposals has been put forward to reinforce the European agenda for culture, particularly:

- the implementation of a programme with a view to enhancing the prestige of the European classical heritage and the historic contributions of national cultures down through the centuries and complementing the 'Culture framework programme for 2007 to 2013';
- the intensification of policies in support of literary translation provided for in the 'Culture Programme (2007 to 2013)';
- the implementation of a programme aimed at developing the promotion of European languages in the world and their role in creative artistic activity in other continents;
- the promotion of all-encompassing international cultural exchanges and of the acquisition of intercultural skills of EU citizens;
- the implementation of the UNESCO Convention on the protection of cultural diversity and, in this context, the protection of Digital Rights Management Systems by bearing in mind both the requirements of the internal market of the Community and the principles of the Convention;
- the implementation of a specific instrument for the publishing market in order to no longer only finance best-sellers, to the detriment of all other literary works that are deemed to be less profitable;
- the implementation of an instrument for musical creation, which is threatened by piracy and illegal downloads (MEPs suggest, in particular, the creation of collective rights management);
- the deployment of new measures to ensure the respect and protection of literary and artistic property rights, particularly in the digital sphere;
- the development of initiatives aimed at reinforcing cultural tourism: MEPs suggest, in particular, the creation of a European list of 'cultural places of pilgrimage' in all Member States and the creation of a European heritage 'Label' aimed at recognising the European dimension of cultural goods, monuments, memorial sites and pieces of European history and heritage;
- the creation of a 'European patron of the arts' so as to enable the public and private sectors to enter into effective partnerships;
- the creation of prestigious European prizes, awarded on a regular basis, for every sphere of creative artistic activity.

To further reinforce the visibility of cultural action undertaken at European level and to contribute to the promotion of European cultural values, MEPs call on the EU to regularly support a European Year to celebrate a prominent figure, an artistic activity or a large-scale demonstration of European culture. They therefore suggest that, to celebrate the 200th anniversary of the birth of Frederic Chopin, the year 2010 be declared 'European Year to celebrate Frederic Chopin' and that 2011 be declared 'European Year of Greek and Latin Classics'.

Among the most emblematic cultural measure in Europe, MEPs recall the importance of 'European Capitals of Culture'. It is therefore necessary to step up efforts to implement this symbolic initiative until 2010. To promote cultural productivity and the creativity of artists, MEPs also consider it necessary to help young artists by ensuring that they can benefit from a stable social situation (particularly framework conditions in terms of tax schemes, the right to work, social security and copyrights).

Cultural mainstreaming: in more global terms, MEPs propose that the Parliament, the Council and the Commission, as well as Member States, make a stronger commitment to culture and cultural creation at all levels, particularly within families, at school, through lifelong learning, in social communication and in the world of digital technology. It is in this context that MEPs call for the establishment of voluntary initiatives for cultural education in all Member States. They suggest that, in all EU countries, a common history of the European Union teaching programme be established to promote European identity and culture in the context of globalisation. Furthermore, MEPs encourage the systematic integration of the cultural dimension and different components of culture in all external and development policies, projects and programmes.

In addition, MEPs remind the Commission that cultural heritage is of a fragile nature and therefore requires sustainable management. Therefore, it is necessary to promote an economic and sustainable management of European cultural heritage.

Budgetary level: MEPs request the revision of budgetary measures alleged to support actions envisaged in the European agenda for culture and regret that this agenda does not include any figures on the financing of the planned actions.

Local level: MEPs propose a whole raft of new measures to promote the rapid development of culture at regional level and of local groups. Among the parliamentary committee's proposals, the support of regional cooperation projects is noted, including that of small and medium sized towns via the Interreg IV C Programme. Moreover, they call for Member States to support culture at regional level via investments passing through European Structural Funds.

Commercial and multilateral level: combating piracy of cultural goods: MEPs also call for provisions governing commercial relations, on both a bilateral and multilateral level, with a view to enabling European cultural industries to develop their potential, particularly in the audiovisual, music and publishing sectors. In addition, they call on the Commission to: (i) review customs control mechanisms in order to prevent the illegal export and import of protected works of art and cultural goods; (ii) instigate an in-depth revision of the protection of intellectual property rights in order to eradicate the principal causes of counterfeiting and piracy; (iii) ensure that all commercial partners apply the endorsed obligations in

the framework of the WTO; (iv) identify the possible non-tariff barriers imposed by third countries during commercial exchanges for certain European cultural goods and services; (v) endorse the access of cultural products and services of developing countries to the European market and, a contrario, encourage the development of European cultural demonstrations in developing countries.

European agenda for culture in a globalising world

The European Parliament adopted, by 542 votes to 62, with 12 abstentions, a resolution on a European agenda for culture in a globalising world in response to the Commission Communication on this subject. The own-initiative report was tabled by Vasco GRAÇA MOURA (EPP-ED, PT), on behalf of the Committee on Culture and Education. Parliament endorses the aims set out in the Communication and welcomes the fact that it has been well received in Council. However, it regrets that no reference to the role of the large number of partnerships between cities, local authorities and regions has been made in establishing a European agenda for culture in a globalising world.

Members state that they are concerned that the communication fails to clarify the ongoing problem concerning misunderstandings about culture in terms of contemporary and traditional arts, European heritage and the profit-driven and profitable "creative industries". Moreover, the objectives set out in the agenda generally represent culture as having important social, economic, political and more generally "instrumental" value but do not incorporate the issue of culture as a value in itself (culture qua culture). Members are also concerned that in the debate on intercultural and cultural dialogue and on what is meant by "culture", it is often understood that culture unites people together rather than being a moderator of differences. The Commission's objective to develop dialogue with civil society in the cultural sector is crucial to the development of a coherent European agenda for culture, and only through such structured dialogue could European policies genuinely reflect the demands of European artists and cultural operators.

At EU and legislative level: Parliament believes that if Article 151(4) of the Treaty is to be implemented completely and coherently, the specific features of the culture sector, not least its creative and innovative potential and its social significance have to be taken into account as cultural and economic goods so that culture can fully assume its rightful place within the Lisbon strategy. Existing Community programmes in the culture sector do not fully reflect the implications of Europeans' common cultural heritage. The Commission is asked to propose that specific programmes be drawn up in order to foster artistic creativity and preserve the links with the goods and values that constitute European cultural heritage and to enable those goods and values to interact according to the humanist conception of identities and differences and in present-day cultural works. Parliament makes certain proposal to reinforce the European agenda for culture:

- the implementation of a programme with a view to enhancing the prestige of the European classical heritage and the historic contributions of national cultures down through the centuries and complementing the "Culture framework programme for 2007 to 2013";
- the intensification of policies in support of literary translation provided for in the "Culture Programme (2007 to 2013)";
- the implementation of a programme aimed at developing the promotion of European languages and their role in creative artistic activity in other continents;
- the promotion of all-encompassing international cultural exchanges and of the acquisition of intercultural skills of EU citizens;
- the implementation of the UNESCO Convention on the protection of cultural diversity and, in this context, the protection of Digital Rights Management Systems by bearing in mind both the requirements of the internal market of the Community and the principles of the Convention;
- the implementation of a specific instrument for the publishing market in order to no longer only finance best-sellers, to the detriment of all other literary works that are deemed to be less profitable;
- the implementation of an instrument for musical creation, which is threatened by piracy and illegal downloads (MEPs suggest, in particular, the creation of collective rights management);
- the deployment of new measures to ensure the respect and protection of literary and artistic property rights, particularly in the digital sphere;
- the development of initiatives aimed at reinforcing cultural tourism. Parliament suggests the creation of a European list of "cultural places of pilgrimage" in all Member States and the creation of a European Heritage Label aimed at recognising the European dimension of cultural goods, monuments, memorial sites and pieces of European history and heritage;
- the creation of a "European patron of the arts" so as to enable the public and private sectors to enter into effective partnerships;
- the creation of prestigious European prizes, awarded on a regular basis, for every sphere of creative artistic activity.

To contribute to the promotion of European cultural values, MEPs call on the EU to support a European Year to celebrate a prominent figure, an artistic activity or a large-scale demonstration of European culture. The year 2010 should be declared "European Year to celebrate Frederic Chopin" and 2011 might be declared "European Year of Greek and Latin Classics".

Cultural mainstreaming: Parliament calls for the establishment of voluntary initiatives for cultural education in all Member States. A common history of the EU teaching programme should be established to promote European identity and culture in the context of globalisation. Furthermore, MEPs encourage the systematic integration of the cultural dimension and different components of culture in all external and development policies, projects and programmes.

At the same time, Parliament reminds the Commission that cultural heritage should be managed in a sustainable manner in view of its transitory nature. The management of cultural heritage should therefore be economically viable.

Budgetary level: MEPs request the revision of budgetary measures alleged to support actions envisaged in the European agenda for culture and regret that this agenda does not include any figures on the financing of the planned actions.

Local level: Parliament proposes several new measures to promote the rapid development of culture at regional level and of local groups, including by means of the Interreg IV C programme, and investments passing through European Structural Funds.

Commercial and multilateral level: Parliament urges the Commission and Council to guarantee that the rules governing commercial relations at both the bilateral and the multilateral level are transparent, fair, open, and market-access oriented. It insists that these rules must allow European cultural industries to develop all their potential, particularly in the audiovisual, musical and publishing sectors. The Commission is asked to: (i) review customs control mechanisms in order to prevent the illegal export and import of protected works of art and cultural goods;

(ii) instigate an in-depth revision of the protection of intellectual property rights in order to eradicate the principal causes of counterfeiting and piracy; (iii) ensure that all commercial partners apply the endorsed obligations in the framework of the WTO; (iv) identify the possible non-tariff barriers imposed by third countries during commercial exchanges for certain European cultural goods and services; (v) endorse the access of cultural products and services of developing countries to the European market and encourage the development of European cultural demonstrations in developing countries.

European agenda for culture in a globalising world

The Commission presents a Staff Working Document on progress towards shared goals with respect to the European Agenda for Culture. It recalls that the EU is playing an increasing role in cultural policy and European cultural cooperation. The European Agenda for Culture in a globalising world, marking the beginning of a new era in this area. It was proposed by the European Commission in May 2007 and endorsed by the Council of the EU and by the European Council in November and December 2007 respectively. Three years on, the European Commission has published a Report on the progress made with the Agenda and the path that lies ahead (see COM(2010)0390).

This working document supplements the Report and aims to give an overview of the developments in EU policies in which culture is present in one way or another, focusing on the period from 2007 to the present. In particular, it highlights the progress in making sure that culture aspects are properly taken into account in relevant EU policies ("mainstreaming"), and examines culture in the Union's internal policies and programmes in the fields of cohesion policy, employment, education, communication and many others. The report also looks at culture in external relations and development policies and programmes.

European agenda for culture in a globalising world

This Commission report concerns the implementation of the European Agenda for Culture.

The adoption of the European Agenda for Culture in 2007 opened a new chapter of cooperation on culture policy at European level. For the first time, all partners – European institutions, Member States and culture civil society – were invited to pool their efforts on explicitly defined shared goals, which were endorsed by the Council:

- 1) promotion of cultural diversity and intercultural dialogue;
- 2) promotion of culture as a catalyst for creativity;
- 3) promotion of culture as a vital element in the EU's international relations.

This report examines progress at European and national levels towards the three objectives of the Agenda and assesses first experiences of the new working methods, drawing upon the national reports submitted by Member States and the work of the OMC groups and platforms. In the light of this analysis, the Commission has drawn the following conclusions.

The main conclusions may be summarised as follows:

First experiences: since 2007, the structured dialogue between the Commission and the sector is taking place through two main structures; thematic platforms of European associations and the European Culture Forum. Each platform has developed first policy recommendations and presented these to the broader sector during the European Culture Forum in 2009. One main benefit reported by the Platforms is deeper and broader dialogue within the culture sector. The structured dialogue has been an invitation to players in the very heterogeneous culture sector to search for common ground. The sector is better informed of policy processes and is more open to engaging with policy.

But depending on the roll out of priorities, the sector may struggle to identify the most relevant interlocutors and policy initiatives on specific topics. A closer articulation of civil society dialogue with the work of the Commission, OMC groups and Member States in Council would give a clearer picture of when and where to input recommendations.

Challenges for the future: in the light of suggestions by the Platforms and by Member States in national reports, the Commission proposes the following ways to reinforce effective cooperation:

- thematic Platforms should each "mirror" and be connected to an OMC policy field with the goal of concerted reflection and debate on priority themes. The Commission will continue its bilateral contacts with Platforms and propose an annual meeting with Platform Boards;
- the biennial European Culture Forum remains a major opportunity for dialogue between civil society and policy makers. The 2009 Forum highlighted progress on mainstreaming culture in related European policies and attracted over 1000 participants. But smaller-scale events are also needed to provide space for discussing specific issues. Future Platform-led discussion and dissemination events should unite participants from the sector, the "mirror" OMC group, Member State and European policy makers. Alternatives to operating grant funding will be explored; experience of the pilot phase indicates that project grants may be better suited to supporting Platform activities;
- in some Member States, a positive development of structured dialogue with culture civil society has emerged. In Hungary, the Cultural Sectoral Policy Council brings together representatives of government, culture professionals, funding bodies and trade unions. In Romania, a pilot dialogue platform has grown into a department for Stakeholder Engagement in the Ministry of Culture and National Heritage. A more focused dialogue with culture civil society will contribute to better articulated common efforts towards policy priorities. Thematic platforms which "mirror" the topics addressed through the OMC will make it easier for civil society practice and knowledge to transfer into policy making.

The way forward: experience since the Agenda was adopted has clearly shown the potential of cooperation on culture policy at European level, be it through exchange of experience between Member States with a view to best practice-based policy adaptations, greater input by culture civil society into the policy making process, or a more coherent approach to culture in related policies.

The current broader context makes it all the more important to reinforce cooperation. The "Europe 2020" strategy proposed by the Commission aims to put Europe back on a long-term growth path, with measures to promote smart, sustainable and inclusive growth. Within

this framework, culture can play a fundamental role, including in flagship initiatives such as Innovation Union (creative ecologies, non-technological innovation), the Digital Agenda (media literacy, new environment for creation and access to culture) and New Skills for New Jobs (intercultural competences and transversal skills). The role of culture in regional and local development should also be emphasised in the framework of cohesion policy (creative and intercultural cities and regions). Beyond EU borders, the role of culture in the enlargement policy and external relations should be further developed (branding Europe as the place to create, promoting balanced cultural exchanges and cooperation with the rest of the world). By reinforcing effective cooperation, the proposals presented in this report are intended to help ensure that culture makes its full contribution to a smart, sustainable and inclusive Europe.

In conclusion, the European Parliament, the Council, the Committee of the Regions and the Economic and Social Committee are invited to react to this report. The Commission proposes to report thematically on progress towards the agreed topics, drawing upon OMC outputs, the work of structured dialogue platforms and voluntary contributions by Member States.