UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions (2005) / Drafting of Operational Guidelines (080930)

Non-paper based on working papers for the German contribution to EU concept paper on implementation of Art. 13 of the 2005 Convention on Diversity of Cultural Expressions.

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I.

The relationship between culture and development has been subject of international debate dating back to the nineties, i.a. in the report of Perez de Cuellar on "Our Creative Diversity" (1995) and the World Conference on "Culture and Development" (Stockholm 1998).

However, the 2005 convention establishes for the first time a binding international framework. The understanding of development in the context of the 2005 convention is clearly that of <u>sustainable</u> development:

The preamble "*emphasises* the need to incorporate culture as a strategic element in national and international development policies, as well as in international development cooperation, taking into account also the United Nations Millennium Declaration (2000) with its special emphasis on poverty eradication" and *is aware* "that cultural diversity creates a rich and varied world, which increases the range of choices and nurtures human capacities and values, and therefore is a mainspring for sustainable development for communities, peoples and nations".

The *principle of sustainable development* is one of eight guiding principles of the Convention.
= **Article 2.6** underlines that "cultural diversity is a rich asset for individuals and societies. The protection, promotion and maintenance of cultural diversity are an essential requirement for sustainable development for the benefit of present and future generations"

= **Article 13** asks Parties ("shall endeavour"):
  "to integrate culture in their development policies at all levels for the creation of conditions conducive to sustainable development, and, within this framework to foster aspects relating to the protection and promotion of the diversity of cultural expressions"

The text of the Convention has thus incorporated the role of culture in sustainable development in a visible and prescriptive way.

"The creation of conditions conducive to sustainable development"

Literature and policy debate on sustainable development is extensive. There is a lot of controversy on the assessment criteria of the outcomes of planned sustainable development.

A certain consensus can be identified on the following: The overarching objective is to raise the *quality of life* (Human development programs, a (basic) need approach). The urgency of sustainable development derives from the notion of limits of the natural environment, and of the limits of social and technical innovations, to meet present and future needs.

The concept of sustainable development used to be described as consisting of 'pillars', traditionally the three pillars of economy/ecology/social development, and, in an advanced

understanding, adding culture as a fourth pillar. Sustainable development strategies, planning and management on a systems base is needed.

The *sustainable development framework*, read in the perspective of the 2005 UNESCO Convention, could combine activities in five areas which are interrelated and reinforce each other mutually:

- Good governance (diversity/integrity, public sector reform, a greater use of rules-based systems to govern economic, political, environmental, social and cultural affairs)
- The emergence of a dynamic cultural sector
- Economic well-being (pro poor equitable growth)
- Social development (social services, social innovation)
- Ecological and environmental aspects (e.g., management, zero emission, behavioural attitudes, lifestyle-changes)

Equality between men and women is a transversal issue which is relevant in all five areas as well as for the overall framework of sustainable development.

The integration of culture into development policies that aim at sustainable development requires a reappraisal of development policies and strategies in place. In this context following elements may be considered as building on the sustainable framework outlined above.

- Culture as an *asset*: Protection, promotion and maintenance of cultural diversity as essential requirement for sustainable development

- Culture and *cultural liberty* (human rights and democracy as standards and as transversal activities, contributing to governance reform)

- Culture as a *sector approach* (governance), e.g. country strategies and other public policy measures which foster the emergence of a dynamic cultural sector (specified in more detail in the draft Operational Guidelines of Articles 6 and 7 in particular)

- Culture stimulating the *creative and entrepreneurial spirit*, thus broadening the knowledge base, the imagination and the search for solutions and *change* towards more sustainable modes of production, use of energy, transport, reproduction, consumption and life styles, including social innovation

- Culture in the sense of promoting the idea of *independent cultural industries*, drawing inspiration from sustainability strategies in other sectors, i.e. the development of small and medium enterprise, the development of regional marketing structures

- Culture as contributing to *innovation and change* towards more sustainable modes of production, use of energy, transport, reproduction, consumption and life styles, including social innovation

- The importance of culture for activating, safeguarding and transmitting *knowledge systems* which are a prerequisite for sustainable modes of production, distribution and consumption in all spheres of society (farming, crafts, industry, services etc)

- Culture in the sense of providing *role models and leadership* for sustainable development

- Culture in the sense of developing an understanding of *the sustainability dimension* of the modes of creation, production, distribution, dissemination, access / enjoyment / consumption *of cultural goods and/or services and of cultural activities* at large,
- using *assessment and audit tools* e.g. on emission, e.g. on the use of natural resources, e.g. on energy consumption, e.g. transportation distances, e.g. solid waste treatment, e.g. green purchasing etc
- to make *the "ecological rucksack"* of cultural activities, goods and services visible (e.g. performance, e.g. popular carnivals, e.g. films, e.g. books, e.g. CDs vs. MP3s) and *document good practice*.

II.

The (Draft) Operational Guidelines for the 2005 Convention should aim to be as precise as possible to guide policy initiatives of Parties and action by Civil Society and Private partners. Ideally, they should indicate how to transform the *Principles and Objectives* of the Convention into *targeted action*, establishing a base line and setting standards how to advance in achieving those objectives.

However, the Draft Operation Guidelines are not a stand-alone document. At this point in time, their key elements can only reflect the current state of achievements in the field of development policy and of sustainable development strategies, including the empirical indicators available so far.

The **notion of development policies** refers to

- National development strategies where they exist, with a focus on developing countries (compare e.g. the 2005 Paris Declaration)

- Development policies in the broader sense, i.e. reaffirm the importance of the link between culture and development for all countries, hence including innovation policies, sustainability strategies, regional and social policies, economic and trade policies, Education and Research policies, Communication and Information strategies (compare the Lisbon Strategy and similar frameworks)
- Development Cooperation policies (as a central mode of delivery in international cooperation between OECD countries and Developing countries).

Over the last twenty years, there has been major evolution regarding the measurement of the state of development. The Human Development Indicator, launched in 1990, has quickly become a key benchmark, more recently developed further into the notion of Sustainable Human Development Indicator. OECD has begun to include a chapter on "the quality of life" in its annual fact books, giving more detailed data on the relations between culture, economic prosperity and quality of life (OECD Fact book 2007). A number of indicators has also been developed in order to better assess the state of inequality in a given country / society (e.g. the GINI indicator and others).

As a *medium-term perspective in the intent of developing further and monitor results efforts in the area of "culture and development"*, including notably the implementation of the 2005

convention it may be useful to further develop the (Sustainable) Human Development Indicator, elaborating its Cultural Diversity dimension or coupling it with a *Cultural Diversity Indicator*. This approach could give a boost to the implementation of the 2005 UNESCO Convention in one of its key areas, i.e. the principle of the complementarity of economic and cultural aspects of development (Principle 5, Article 2). Such an approach must include by also go beyond a mere Statistical Framework for Data Collection on cultural activities, goods and services.

III.

In the meantime a couple of immediate tasks lying ahead could be addressed:

- Creation of conditions for the production and distribution of cultural goods (i.e. national legal frameworks; mobility of artists)
- Capacity building through support of national cultural policy reviews in target countries (this proven approach supports countries in a sustainable way in their efforts to optimize cultural policies. Such cultural policy reviews are already implemented by the Council of Europe in 28 countries. A proven methodology exists).
- Support in developing cross sectoral cultural organizations and platforms in order to enable stakeholders to contribute to cultural policies and the developments of creative industries.
- Promotion of co-productions; support and promotion of the distribution of co-productions;
- Development and promotion of public broadcasting structures; strengthening of education systems in selected areas such as journalism.
- Support in the establishment of "cultural contact points" to advise and assist stakeholders of cultural and creative industries with regional support programmes.