

# Culture in development cooperation

## Cultural sectors in sustainable development policy

Publications of the Ministry on Education and Culture, Finland 2011:5



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<p><b>Abstract</b></p> <p>The purpose of development co-operation in the field of culture is to strengthen the cultural sector and resources in partner countries and promote active social participation and economic development. This work is integrally linked with promoting human rights, improving intercultural understanding and good governance. Cultural freedom and diversity are also development targets in their own right.</p> <p>Culturally sustainable development is based on freedom of expression and creativity and it enhances the preservation and development of cultural diversity from one generation to the next. Cultural sustainability demands that development work be carried out in line with the culture and values of the community in question. Culturally sustainable development must be based on the cultural heritage and set of values of each individual nation, in order for it to have the capacity to continue to develop. Limits on consumption, culturally sustainable development and just global wealth distribution are fundamentals in the paradigm based on the principle of sustainable development.</p> <p>The present memorandum prepared by an unofficial working group of the Ministry of Education and Culture and the Ministry for Foreign Affairs suggests elements to be used as content for the theme of culture and development. The memorandum provides opinions and objectives on the role and potential of culture in development co-operation in general and more specifically from the perspective of capitalising on the strengths and resources of the Finnish cultural sector. These sectors include libraries, communications, creative industries, the system of intellectual property, research into the information society and intercultural interaction as part of public diplomacy.</p> <p>The document also discusses the European Union's development policy and investments from the perspective of culture and the foci of Finland's contribution to international organisations, particularly UNESCO and WIPO. The increasing reach of globalisation and multiculturalism is creating unprecedented opportunities for strengthening intercultural exchange, as well as new challenges for preserving cultural diversity, especially between rich and poor countries. The UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions plays a crucial role in this context.</p> <p>The memorandum serves to promote co-operation between administrative sectors and ministries in order to secure effective development policy and it proposes a number of measures to develop co-operation and structures from the perspective of cultural policy. The memorandum is not intended to serve as an action programme or policy; instead, its role is to suggest general guidelines for future actions and provide new perspectives for the basis of co-operation.</p>		
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# Cultural sectors in sustainable development policy – from aims to action

## **Culture and development policy – operating environment**

### Background

Cultural sector has been steadily gaining more importance in international development cooperation. Multiculturalism is growing at an exponential rate. Each nation is multicultural in various ways. This entails a better understanding and greater consideration of cultural issues both in development policy action targeted to developing countries and in the cultural policies of these countries.

In Finland, background work has been done with a view to organising and stepping up the development policy action taken by the Ministry of Education and Culture and the Ministry for Foreign Affairs. Because of the disparity in the concepts of culture, there has been no common policy line: for historical reasons, the Ministry of Education and Culture has applied a narrower definition of culture, whereas development cooperation and development policy in the Ministry for Foreign Affairs entail a broader definition attuned to the way of life in the partner communities.

In November 2004, Mr Markku Linna, Permanent Secretary of the Ministry of Education, and Mr Pertti Majanen, Under-Secretary-of-State of the Ministry for Foreign Affairs, discussed development policy and collaboration between the Ministries relating to development cooperation, including cultural cooperation. They noted that the Ministries should find new paradigms for collaboration. The Department for Cultural, Sport and Youth Policy of the Ministry of Education undertook to collect information about development cooperation in the cultural fields and started preparations for the development of policy and action. The discussion of these matters was carried on in the autumn of 2005 at a meeting of preparing officials and the development cooperation leadership of the Ministry for Foreign Affairs.

In May 2007 a seminar arranged by the Ministry of Education, the Ministry for Foreign Affairs and the Hanasaari Swedish-Finnish Cultural Centre on the theme "Fair

Culture - Culture for Sustainable Development” convened nearly 200 operators and officials working within development cooperation and the cultural fields in the Nordic countries and in Africa. The conference discussed and compared Nordic applications and processes for enhancing the status of culture in development cooperation. Other Nordic countries have already made significant input into this.

In the aftermath of the seminar, the Ministry of Education and the Ministry for Foreign Affairs set up an informal working group in 2007 to recommend further action.

The Paris Declaration issued by the OECD countries in 2005 calls upon financiers to assign larger ownership to developing countries in development processes. Successful implementation of the sustainable economic, ecological and societal development programme needs to rest on a base which is also culturally sustainable. This joint policy line of the Ministry of Education and Culture and the Ministry for Foreign Affairs aims to define societally and culturally sustainable development both in its broad and narrower sense.

## Culture in development cooperation

- Culture is a resource for societal, cultural, economic and ecological sustainability.<sup>1</sup>
- Culture is one of the components of development policy and development cooperation.
- The cultural sector has clear links with the promotion of democracy and the alleviation of poverty.

The Government’s Development Policy Programme is a programme of sustainable humanity policy. Policies are formulated, implemented and evaluated by people guided by global aims, which are recorded in a number of international treaties as well as by cultural values and paradigms stemming from their own societies.

According to the policy, economically and societally sustainable development must particularly benefit the poorest population groups and regions in a society. For sustainable development, it is especially important to secure development in rural areas. Measures empowering population groups threatened by exclusion help safeguard democracy.

Understanding development as a broad-based societal, political and economic change requires that people are aware of their own knowledge, skills, values and world views. It is through this that they can consciously change the cultural attributes that enhance and hold back development in their societies.

Expanding globalisation and multiculturalism not only engender unprecedented opportunities for enhancing cross-cultural exchanges, but also pose challenges to cultural

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<sup>1</sup> Mexico City Declaration on Cultural Policies, 1982: ‘...culture may now be said to be the whole complex of distinctive spiritual, material, intellectual and emotional features that characterize a society or social group. It includes not only the arts and letters, but also modes of life, the fundamental rights of the human being value systems, traditions and beliefs: that it is culture that gives man the ability to reflect upon himself. It is culture that makes us specifically human, rational beings, endowed with a critical judgement and a sense of moral commitment. It is through culture that we discern values and make choices. It is through culture that man expresses himself, becomes aware of himself, recognizes his incompleteness, questions his own achievements, seeks untiringly for new meanings and creates works through which he transcends his limitations.’

diversity, especially between rich and poor countries. The UNESCO Cultural Diversity Convention is an important tool in this context.

Development cooperation relating to cultural industries seeks to strengthen the cultural sector and the cultural capacity of the partner countries and promote active engagement in society and economic development. This work has a clear interface with the promotion of human rights, cross-cultural understanding and good governance. Cultural freedom and diversity are also development aims in their own right.

## Sustainable development

- Societally and culturally sustainable development must be based on each nation's own cultural heritage and set of values.
- Development is only sustainable if the cultural environment is nurtured and diversity respected.

Culture is a resource for societal, cultural, economic and ecological sustainability. In its broadest sense, it is seen as a force guiding and validating human action. In this sense, it is one of the fundamental factors in development policy and cooperation. Culture is important for the effectiveness of development policy that underscores the ownership of the recipients and partner countries. Understood broadly, culture has an overarching role in the planning, implementation and evaluation of development cooperation.

The Government's Development Policy Programme (2007) sets ecological sustainability as an aim in all development. This concerns equally the industrialised and the developing countries. Achieving this aim entails a number of changes, especially in the cultural values governing production and consumption in industrialised countries. In this way, it challenges cultural policy to contribute to the implementation of sustainable humanity policy in Finland.

Culturally sustainable development makes for free intellectual activities, ethical growth and the preservation and development of cultural diversity from generation to generation. Cultural sustainability requires that development is in tune with the culture and values of the society concerned. In order to be able to continue and evolve, culturally sustainable development must be grounded in each nation's cultural heritage and set of values.

The culture of sustainable development challenges development policy thinking and practice. Finnish development cooperation has grown in a culture of technological aid and growth, with stress on the economy, and the demand for ecologically sustainable development puts a totally different light on it. This is reflected in the new development policy programme. The limit to consumption, culturally sustainable development and fair distribution of wealth in the world are elements in this new paradigm based on the idea of sustainable development.

Incorporating new, culture-centred thinking into interaction between countries providing development aid and between partner countries is a demanding task. This associates sustainable development with education, the right to development and one's own culture, respect of human value and identity, and the promotion of a culture of peace in line with the UN and UNESCO principles. Whether Finland is able to work actively towards these aims depends on our capacity to develop our own governance culture in a more holistic direction. It also requires the creation of networks between the companies

operating within the purview of development policy, the central government, the local government and the civil society on the North-South axle<sup>2</sup>.

The concept of culture for sustainable development also entails making visible and utilising the different gender systems in cultures. This, too, is a positive challenge in the Nordic perspective, as our own development towards a more democratic society has historically involved both societal culture and the input of different forms of art.

Neither development nor culture can be sustainable if it only benefits one half of the humankind at the expense of the other half. The new joint challenge for the North and the South to espouse more holistic thinking, to proceed in a direction that caters for the cultures and resources of both men and women, requires interaction. Interaction of this kind also generates shared benefits. Culture highlights challenges common to the North and the South in efforts to bring about development using all resources in a society, the resources of both women and men.

The importance to respect cultural pluralism is taken into account in many international documents and processes promoting sustainable development, such as the Action Agenda of the Johannesburg Summit 2002, the final acts of the World Summit on the Information Society (WSIS 2003, 2005), and the final act of the UN World Summit 2005.

The Johannesburg Agenda underscores the cultural environment and respect of cultural diversity in many contexts as indispensable factors committing people to sustainable development aims.

## **Development towards democracy and cultural identity**

- An effective civil society is the foundation of a democratic society, the key factors being access to information, participation, self-expression and communication.
- People are tied to their communities through culture, cultural heritage and language.

Humanitarian, societally sustainable development requires that the government recognises the citizens' cultural identity as well as providing an adequate standard of living, political rights and education. The government must be able to reconcile the coexistence of different identities. Cultural freedom is a human right which requires action in order to be realised. Culture is not a fixed entity of values and mores – culture is constantly being recreated when people question, adjust and redefine their values and mores in relation to changes in the environment.

The various cultural groups in developing and developed countries must be able to build their own humanity and strengthen their identity safely in a climate that respects human rights. In development towards democracy, pluralism is a resource to be cherished.

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<sup>2</sup> One step in this direction is the 2004 Barcelona Declaration on the promotion of the cultural industries drafted by the Agenda21 cultural and local authorities.

## Culture and language

- The protection of the languages of the world is a central component of pluralism.

Languages constitute the foremost reservoir of human knowledge. In spoken and written language, humankind has compiled, stored, altered and transferred in time and place all the knowledge and skills and given them meaning. Languages and usages reflect people's affiliation with countless social groups: ethnic, ideological, geographical, hierarchical and age groups.

Spoken languages in particular are the reflection of cultural diversity. It is through language that people are anchored to their communities. In childhood, they learn to understand and analyse their surroundings through meanings incorporated in language. As adults, people participate in the development of their societies through language by assessing, questioning and changing meanings, values and mores

The right to one's own language is the key to many human rights. Freedom of speech and expression, access to knowledge, the right to education, the availability of societal services in one's own language are all contingent on language learning and language use.

In its development policy, Finland has consciously chosen groups of people under threat of exclusion as a special target. The circumstances of various ethnic groups, indigenous peoples and many disabled people can be essentially improved by means of securing services in their own language that are crucial for their characteristic development, for their continued existence and for their future. Such services include basic education, literature, newspapers and radio programmes, access to cultural services and other accessibility in their environment.

## Cross-cultural dialogue - crisis prevention

- Cross-cultural dialogue and respect are indispensable for
  - peace-building and maintenance,
  - the prevention of conflicts and
  - the creation of broad-based security.

Cross-cultural dialogue and cross-cultural respect are indispensable elements both in building and maintaining peace and in preventing conflicts. Cultural differences are often at the core of conflicts and therefore it is vital to understand them. The need to revive and strengthen dialogue in the field has grown. Finland takes initiative for the conduct and concretisation of the dialogue in different forums, making use of the development policy tool pack, in which education for internationalisation and media education occupy a central place.<sup>3</sup>

International migration is gaining more and more momentum. Multiculturalism is considered to be one of the foremost challenges for our time. Countries are increasingly

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<sup>3</sup> For example the UN Alliance of Civilization /[www.unaoc.org](http://www.unaoc.org) and UNESCO/[www.unesco.org](http://www.unesco.org)

dependent on one another in economic terms and cannot succeed unless cultural diversity is respected. Cross-cultural dialogue and understanding are also an essential component in development cooperation. Intrinsic to them are cross-cultural competence and cultural sensitivity. Indeed, the promotion of cross-cultural dialogue should be the aim at all levels of education. An understanding of one's own culture underpins an understanding of others. Multilingualism is one of the keys to this.

## Policy coherence for development

- The aims and results of development policy must not be compromised by other policies affecting developing countries.
- Also other policies contribute to development aims.

The Paris Declaration, endorsed on 2 March 2005, is an international agreement by which over one hundred donor countries, recipients and international organisations committed themselves to working more efficiently for development aid. The Paris Declaration rests on the attainment of the UN Millennium Development Goals and its main themes are ownership, alignment of aid with the recipients' development strategies, harmonisation of actions, management by results and mutual accountability. Efforts will be made to enhance cooperation between donor and recipient countries, and aid recipients are encouraged to assume greater responsibility in project management. The achievement of aims is measured by 12 indicators, with specific targets to be met by 2010.

Policy coherence for development, PCD, means "working to ensure that the objectives and results of a government's development policies are not undermined by other policies of that same government which impact on developing countries, and that these other policies support development objectives where feasible." (OECD's working definition).

The EU is committed to policy coherence for development as part of the EU legal basis and is informed by development policy aims in all policies that are likely to affect development countries.

The Commission Communication of May 2005 expanded on policy coherence for development and specified 12 policy areas as priorities in the promotion of coherence. The priority policies are: 1) trade, 2) environment, 3) climate change, 4) security, 5) agriculture, 6) fisheries, 7) the social dimension of globalisation, employment and decent work, 8) migration, 9) research and innovation, 10) information society, 11) transport and 12) energy. Five priority issues have been identified out of these policy areas, all with a strong impact on MDGs. Intellectual property rights and copyright are classified as one priority. The European Parliament Committee on Development has stated that this must not entail that intellectual property rights are bolstered only in the interests of developed countries; on the contrary, the developing countries' perspective must be taken into account (cf. WIPO development strategy, p. 20).<sup>4</sup> Cultural policy is cross-sectoral by nature.

<sup>4</sup> European Commission Communication 15.9.2009 COM(2009) 458 final [http://ec.europa.eu/development/icenter/repository/COM\\_2009\\_458\\_part1\\_en.pdf](http://ec.europa.eu/development/icenter/repository/COM_2009_458_part1_en.pdf); the working paper of the European Parliament Committee on Development concerning policy coherence for development and the 'Official Development Assistance plus concept' <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//NONSGML+COMPARL+PE-430.409+01+DOC+PDF+V0//EN&language=EN>

In December 2005, this was confirmed in "The European Consensus on Development" jointly issued by the Council, Parliament and Commission: "We reaffirm our commitment to promoting policy coherence for development, based upon ensuring that the EU shall take account of the objectives of development cooperation in all policies that it implements which are likely to affect developing countries, and that these policies support development objectives."

Policy coherence is thus one of the pillars of Finnish development policy. Achieving the aims entails better coordination in domestic policy, in multilateral cooperation and in EU policy. In addition, cooperation between authorities is needed to improve coherence in practical implementation. The development policy viewpoint must be included in all programmes and reviews that define lines of action taken by Finland in questions affecting development.

## **Cross-sectoral nature of culture**

- Culture extends its influence widely
  - rural development
  - health
  - human rights
  - gender equality
  - education
  - information society
  - forests
  - environmental threats

The final act of the Rio Earth Summit in 1992 recognised the role of ethnic groups, local communities and indigenous peoples in the management of the environment and in development, calling upon states to support and protect their identity and culture. One of the challenges is growing tourism in developing countries and the need to channel tourism to protect local cultural heritage and nature.

Cultural heritage bolsters the identity of communities. For example, the inscription of a site on the World Heritage List has a positive effect on people's appreciation of their own cultural heritage and thereby on their identity. Identity-building measures are of especial importance in regard of the more vulnerable groups, such as women and indigenous peoples.

## **Key policy lines and strategies for achieving Finland's aims**

### **Government Programme**

- The aim to enhance broad-based security and the special attention paid to human rights in the Government Programme entail an understanding and consideration of culture.

As stated in its programme, Prime Minister Matti Vanhanen's Second Government seeks to develop a safer and a more just world through closer international cooperation: "As an active member of the international community, Finland contributes to global solidarity and attends to its own opportunities to exert influence."

The aim is that "Finland supports the promotion of human rights, democracy, rule of law and sustainable development in all parts of the world".

Relating to the review in hand, the Government Programme further specifies that

- The Government considers the United Nations to be the foremost instrument of multilateral cooperation.
- Enhanced comprehensive security requires broad-based international cooperation and effective inter-agency action in the whole country.
- Finland pays particular attention to the position of women in conflicts and in crisis management.
- The Government will continue to improve policy coherence for development in different policy sectors.

In development policy, Finland will focus more on environmental and climate issues, crisis management and support of peace processes. The Government will promote the realisation of Finnish interests in the international economy. In trade policy, consideration will be given to the special needs of developing countries. The Government actively promotes respect for human rights worldwide.

At their best, cultural activities included in development cooperation advance Finland's interests and should be used to the full. The aim in the Government Programme to promote broad-based security and pay special attention to human rights entail bearing in mind the important role of culture.

In an interim review of the government term, the Ministry for Foreign Affairs will report on the implementation of the Government's Strategy Document and on the role of Finnish culture in development cooperation (Government Strategy Document 2007, 8.2.5 Strengthening Finland's international image).

## **UN strategy and development policy programme**

- As well as military security and civil crisis management, broad-based security entails economically, socially and ecologically sustainable development and human rights, democracy and international law.
- Finland supports the "upstream role" of the UN specialised agencies (inc. UNESCO), which do valuable norm-setting work and in addition provide member states with technical expert assistance.

In May 2008 the Ministry for Foreign Affairs adopted its UN strategy "World of Cooperation", which updates the aims set in the 2001 UN strategy.<sup>5</sup> Apart from the new Government Programme, the need for updating arose from the developments taking place in the international operating environment and in the UN system. The strategic point of departure is the Government's Development Policy Programme (2007)<sup>6</sup> and the

<sup>5</sup> <http://formin.finland.fi/public/download.aspx?ID=32706&GUID={1B856728-AA93-4EA4-8136-311B5E839E54}>

<sup>6</sup> <http://formin.finland.fi/public/download.aspx?ID=24014&GUID={41C62727-0F60-4794-B744-F40E9460D79F}>

Government Programme. Under preparation is a human rights report (2009), which will highlight a broad conception of human rights in development cooperation.

The basic premise in Finland's UN policy is to define security broadly in line with the Government Programme. The Government's Development Policy Programme also underlines a wide concept of security, confirming the interlinkage between security, development and human rights. Broad-based security encompasses economically, socially and ecologically sustainable development and human rights, democracy and international law as well as military security and civil crisis management. This approach is in line with the UN Millennium Declaration and the Final Act of the 2005 UN Summit.

The wide concept of security supports the aims of the document in hand. In chapter "Channels of influence and stakeholders", Finland's UN Strategy notes that "Finland supports the role of UN specialised agencies, including the World Health Organization, WHO, the International Labour Organization, ILO, and the UN Educational, Scientific and Cultural Organization, UNESCO, because they do valuable norm-setting work and in addition provide the member states with technical expert assistance." The specialised agencies play a vital role, for which they need the support of both developing and developed countries.

# Cultural sectors in development cooperation

## Culture in Finland's multilateral cooperation

- In the action outlined for multilateral cooperation, culture could be incorporated as an intrinsic part of societally sustainable development.
- Cultural diversity lies at the core of action and policy.
- Finland's non-statutory support to UN agencies of key relevance to cultural sectors must be looked upon favourably when they support the implementation of our development policy.

The policy line "Multilateral Cooperation in Finland's Development Policy" (June 2008)<sup>7</sup> largely rests on the Development Policy Programme (2007). It is also directly connected with the UN Strategy, supplementing it especially as regards the development activities of the UN special agencies and financing organisations.

The implementation of this policy line requires close cooperation between the Ministry for Foreign Affairs, other central government agencies, stakeholders and the civil society. "The sector ministries have a prominent role and responsibility as experts in the preparation of Finland's stands and views on development policy issues concerning their own sectors."

In development policy, Finland is committed to promoting the coherence, supplementary nature and the impact of development policy as a means of improving cooperation outcome. Finland promotes the improvement of women's and girls' status and rights, the strengthening of societal and gender equality and the promotion of the rights and equal participation of easily marginalised groups (such as children, disabled persons, indigenous people and ethnic minorities). These aims also guide multilateral cooperation, which on its part contributes to Finland's bilateral operations.

This line of policy highlights the significance of the Ministry of Education and Culture sector in contexts relating to societally sustainable development, especially as regards the promotion of cross-cultural interaction and media development. Cultural diversity lies at the core of this activity. UNESCO is an important cooperation partner in

<sup>7</sup> <http://formin.finland.fi/public/download.aspx?ID=38985&GUID={209B4639-430B-419C-9E45-3FDE0AEA2E9B}>

the implementation of the policy line: “The United Nations Educational, Scientific and Cultural Organization (UNESCO) holds a key position in achieving the UN Millennium Development Goals and identifying the development challenges and strategies supporting development within its own mandate. The current international situation and the need for cross-cultural dialogue have further increased the weight of the UNESCO mandate.” (5.2.1., p. 17)

The priorities of Finnish operation support the main priorities of the UNESCO Programme in its five main sectors: Education for All, water resources and ecosystems, the ethical dimensions of science and technology, promotion of cross-cultural dialogue and cultural diversity, freedom of expression and information, and media development.

The voluntary financing of development cooperation is the responsibility of the Ministry for Foreign Affairs. The Ministry of Education and Culture is responsible for Finland’s contribution.

- Support to cultural sectors according to the principles of sustainable development bolsters the promotion of democracy and the alleviation of poverty.

Support to cultural sectors provided according to the principles of sustainable development boosts both the realisation of human rights and the alleviation of poverty. The alleviation of poverty and the promotion of democracy are key aims in Finnish development policy.

Through support to culture, it is possible to promote social justice and equality and strengthen the identity and self-esteem of the indigent and the excluded. Even aid given to small cultural projects or activities may help create prerequisites for a person to rise out of poverty. This is especially true of measures improving women’s situations and activating at-risk youth.

Development is sustainable only if culture is seen as a resource for society. Culture influences the internal processes of change in society. Even the management of natural resources, such as water and forests, is associated with cultural values, practices and institutions. Societally sustainable environmental and agricultural initiatives are based on an understanding of these.

Culture-related development cooperation seeks to enhance the cultural sector and the capacity of the partner countries and to promote active engagement in society and economic development. This work has clear connections with the promotion of human rights, enhanced cross-cultural understanding and good governance. Cultural freedom and diversity are also development aims in their own right.

## **Cultural sectors and democratic right to self-expression**

Opportunities for self-expression by way of culture and arts is vital for individuals’ well-being, identity and self-esteem. In a globalising world, cultures and cultural heritage help people feel part of their community. Indeed, the development of communities should rest on their own cultural heritage and its renewal through creative activity.

Participation, self-expression and communication through culture are crucial factors in free, democratic societies. Cultural activities and cultural heritage can be used as an instrument in the attainment of other cultural policy aims, for example activating children and young people, improving the status of ethnic minorities and preventing conflicts.

## Cultural sectors and dialogue in the prevention of conflicts

Culture and arts have potential for enhancing mutual understanding. However, it is important not to present alien cultures in an exotic light but to make input into true, living interaction, neither stressing otherness nor overlooking diversity.

### Development and commerce - impact of the cultural sectors

- The production of cultural products and services is economic activity and their distribution forms a growing part of commerce in developing countries.
- Cultural production and the distribution of cultural products and services may be a means of combating poverty.
- In promoting cultural production and commerce, it is necessary to unequivocally safeguard the democratic rights of communities to the economic utilisation of their knowledge and skills.

Differentiating development of society often brings about an art production sector based on the purchase and sale of products and services and, further, a body of professional artists. The partial detachment of cultural sectors from their roots in the community must be seen as a development trait. It also develops art producers and agents and a services market in a society.

The production of cultural products and services is economic activity and their distribution forms a growing part of commerce in developing countries. With a view to safeguarding the individuality of cultures, it is vital to analyse the impact of the cultural market and consumers on local identities in developing countries. The interests of the inhabitants should be the primary criterion in support to cultural sectors in the developing countries.

Culture, cultural production and the distribution of cultural products and services can be regarded as one element in the fight against poverty. Culture could thus be an active tool in support provided to poor and developing countries. The aim is to enhance access to cultural products and create better conditions for the diffusing of cultural expressions. At the same time, it is crucial to safeguard nations' right to the knowledge and skills recorded in their cultural heritage and culture.

Support given to the production and distribution of cultural products and services consolidates the freedom of expression and speech in the media and backs up social debate and the right to knowledge in the civil society. Training in the arts sector and the development of infrastructure of culture and the media, including statistics, are components in the support of these areas. These encompass the promotion of both material and immaterial cultural heritage and internationalisation.

Thus, culture should be understood broadly as a resource for development. Through support to cultural activity, it is possible to create conditions conducive to cultural diversity, creative activity and sustainable development based on human rights with a view to counteracting the harmonising effect of globalisation. At the same time, it is necessary to be aware of the challenges that the commercialisation of arts and the products and media of internal interaction poses to the indigenous communities and their cultures. A particular effort must be made to safeguard the rights of indigenous peoples to control and decide on changes affecting their own tradition.

## UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions

- Under the UNESCO Cultural Diversity Convention, the contracting parties pledge to include culture in their development policies at all levels.
- The specific needs of developing countries are taken into account through the promotion of
  - the emergence of a dynamic culture sector
  - cultural sectors and economic prerequisites in the developing countries
  - technology and knowledge transfer.
- To this end UNESCO has an International Fund for Cultural Diversity.

The Convention on the Protection and Promotion of the Diversity of Cultural Expressions adopted by the UNESCO General Conference in 2005 is the first international treaty governing multilateral cultural policy. It provides a basis for cultural cooperation of a new kind. By November 2009, 103 countries and the European Community had acceded to the Convention.

The Convention commits the states to safeguard and promote cultural diversity and facilitate the development of cultural policies. In addition, measures are to be taken to promote a wider distribution of cultural products and services and facilitate their access to markets. One aim is to support developing countries in their efforts to strengthen the position of artists and creative industries. The Convention is the first instrument to consolidate the principle of sustainable development in an internationally legally binding manner.

The Convention stresses the principle of co-responsibility and cooperation, especially in regard of developing countries. It contains a specific provision under which the contracting parties seek to include culture in their development policies at all levels with a view to creating favourable conditions for sustainable development and to advancing the protection and promotion of the diversity of cultural expressions.

Developing countries are rich in their creativity and cultural expressions but there is a blatant disparity in the ability of developed and developing countries to produce and distribute the products of their cultures. This in turn undermines the possibilities of developing countries to take actively part in the promotion of diversity at the international level. This is why the Convention caters for the developing countries in many ways.

The contracting parties seek to support cooperation aimed at sustainable development and poverty reduction, with special focus on the specific needs of the developing countries, in order to promote the emergence of a dynamic cultural sector. The means for this include measures bolstering cultural sectors and the operating environment in the developing countries, knowledge and technology transfer and financial support. To this end, the Convention provides for the establishment of an international fund for the purpose.

## WIPO development agenda

- WIPO also has an important development policy dimension in its activities, especially in relation to the WTO.
- The development of the intellectual property system will strengthen the operational structures of cultural sectors and create conditions conducive to the creative economy.

WIPO (World Intellectual Property Organisation) stresses the importance of the cultural sector, especially the creative industries, as economic activity and as a strong production area both in developed and developing countries. For example in Mexico and in the United Kingdom, the cultural sectors represent up to eight per cent of the GDP. Cultural products and services have potential to become a crucial employment and competition factor in developing countries. Developing countries themselves are also interested in giving more focus to culture, notably with a view to cultural exports.

The enhancement of the operational structures of the cultural sectors and the development of the intellectual property system, among others, will help create conditions for the growth of a creative economy based on intellectual capital and its positive impact on the economic and social development in the countries.

In September 2007 the WIPO General Assembly adopted a new Development Agenda and appointed an intergovernmental Committee on Development and Intellectual Property (CDIP) to implement it. The committee will supervise, evaluate, discuss and report on the implementation of the 45 recommendations adopted by the General Assembly, 19 of which are to be implemented immediately, while the remaining 26 need to be developed into a programme.

The recommendations concern technical assistance and capacity building; voluntary assistance for the least developed countries; creative / knowledge economy; differentiation between technical assistance and norm-setting; the neutrality of the assisting experts; access to information and knowledge; consideration of the priorities of the least developed countries in all action; open cooperation projects; the establishment of a digital solidarity fund; technology transfer, evaluation and research; studies into the economic, cultural and social significance of the intellectual property system; help to African states; establishment of a partnership office; and participation in civil society.

The implementation of the Development Agenda will have an effect on the international copyright treaty policy. Participation in it is a confidence building action in an environment where the prerequisites for cooperation are influenced by tensions emerging from trade policy negotiation rounds, among others. Finland seeks to work for a climate of trust.

## EU – The 2007 Communication – Conclusions of the French Presidency

- The significance of culture in development policy is also understood at the European union level.
- The aim of the Union is to consolidate the status of culture in its external relations.
- This also encompasses accession to the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions.

The Commission Communication on a European agenda for culture in a globalizing world (2007) shows that the role of culture in development policy is also appreciated at the European Union. It recommends facilitating the entry of cultural products and services to European and other markets by means of both targeted action and agreements providing for preferential treatment or for supportive trade-related action.

During its presidency, France chose the consolidation of culture in EU external relations as one of its main themes. In the spring of 2008, the Council adopted Conclusions on the promotion of cultural diversity and cross-cultural dialogue in external relations. The theme is based on the European cultural agenda adopted in 2007 and the work plan in the field of culture 2008-2010 through which it is implemented. In the background are also the Year of Intercultural Dialogue 2008 and the Conclusions adopted during the Slovenian Presidency concerning cross-cultural competencies.

The aim of the conclusions was to strengthen the status of culture in external relations, to step up the implementation of the UNESCO Cultural Diversity Convention and to promote cross-cultural dialogue and the exchange of cultural products and services between the member states and third countries.

The Conclusions call upon the Commission and the member states to give culture a stronger role in their foreign policies, to enhance synergy in international cultural development cooperation and intensify cultural cooperation and cross-cultural dialogue especially with third countries through international organisations (such as the Council of Europe and UNESCO) and to utilise existing action programmes and instruments.

Further, the Commission was called upon to draw up a strategy for systematically including culture in the Community external relations and to create cultural development cooperation strategies for different geographical areas and for third countries. These measures are to complement the member states' ongoing and future measures.

The Commission took action and organised an International Colloquium 'Culture and Creativity as Vectors of Development', in spring 2009. It was attended by 40, primarily African and Caribbean, ministers and nearly 300 cultural and development officials, experts, researchers and artists from all over the world. After this, the Commission has arranged several informal senior officials' meetings relating to culture and development. Spain also highlighted the theme of culture and development during its Presidency in spring 2010.

### **Nordic frame of reference**

- For other Nordic countries, culture is an important development policy sector on a par with health, the environment, education and agriculture.
- Nordic cooperation strengthens all the countries' action. Cooperation areas abound. What we need is to share information, coordinate action, agree on a division of work and seek synergies.

A review which looked at the status of cultural sectors in development cooperation, showed that Sweden, Norway and Denmark have undertaken significant, systematically organised and planned measures relating to culture in development cooperation. For them, culture is an important development policy sector on a par with health, the environment, education and agriculture. These countries also have formulated new policy lines on culture and development. It is important to stress the significance of culture even when strategies and actions include a great variety of different elements.

Finland needs the Nordic frame of reference in efforts to promote North-South interaction between cultural sectors. Closer Nordic networking in questions relating to culture for sustainable development requires that Finland actively takes initiative. As the structures in the Nordic countries differ, this requires a creative approach to assembling different operators to work towards an aim. The Nordic countries clearly want to intensify cooperation and need to share information and coordinate action. There is no lack of opportunities for cooperation, as the Nordic countries often operate in the same developing countries.

An example of ongoing joint Nordic project which merits further elaboration and more action in development cooperation is "The effect of climate change on cultural monuments and cultural milieu". It looks into and assesses challenges for cultural milieus arising from climate change, using various scenarios, ongoing studies and the report of a study undertaken by the Finnish National Board of Antiquities, the Forest and Park Service and the Ministry of the Environment.

The Nordic World Heritage Foundation, based in Oslo, and its projects also provide a potential tool in the action.

## **Development funding for cultural sectors**

The allocation of development cooperation funding is governed by the development policy programme, country-specific plans, etc. The cultural sector receives funding through several financing instruments by the Ministry for Foreign Affairs.

# Possible further action

## **Orientations**

The point of departure for a culturally sustainable development policy must be to maintain the vitality of the cultures of the developing countries and, further, it must stress the responsibility of the countries for the development of their societies and cultures.

The role of the cultural sectors in Finland's development cooperation has been up for discussion from time to time. Culture has been taken up as an overarching theme. The cultural sectors have been given attention to a varying degree. However, the potential for discerning, effective measures for promoting sustainable development exists. The aim could be attained through more consistent programmes and priorities.

One precondition for increasing development cooperation in the field of culture is thorough knowledge of the cultures and cultural sectors of the recipient countries. Culture-related development undertaken so far has often been in the form of individual projects and their true development impact and conformity with development policy aims may be difficult to assess.

Finland's particular strengths in the field of culture and development are the promotion of literacy in the native language and information society development. Finland is internationally recognised as a forerunner in the library field and in information services. Similarly, copyright matters and the associated economic foundation of cultural industries are our assets.

Finland used to have an internationally prominent role in the study of foreign cultures. Over the decades, the relative importance of this field has unfortunately been waning and at present in-depth knowledge of the cultures of developing countries is more sporadic in nature.

Culture-related development policy measures can be built on knowledge about the situation in cultural industries and about existing needs and circumstances in developing countries, and some action could be targeted to the accumulation of the knowledge base itself.

The Ministry for Foreign Affairs has several development cooperation instruments at its disposal, which can be used in developing the operation of the agencies, institutes and other operators working in development cooperation. The instruments relate to bilateral development cooperation (including projects carried out by an international organisation in a country), sectoral support, support to development cooperation carried out by local authorities (intended for local administrators in Africa) and the North-South-South

mobility programme of the Finnish Centre for International Mobility, which is targeted to higher education institutions as well as appropriations for local collaboration (PYM). The instrument for inter-institutional development cooperation can be used to complement these in certain cases.

Development cooperation in the cultural field can be carried out both bilaterally, multilaterally and through NGOs and the EU; it often rests on existing structures and organisations. Multilateral and bilateral cooperation can be mutually complementary.

The content of development cooperation within the cultural policy sector may concern

- Traditional cultural expressions (TCE), folklore and traditional knowledge (TK) and safeguarding these from unfair economic utilisation
- The preservation of cultural heritage, both immaterial and material
- Archiving and systems of culture and cultural history, and the museum system
- Availability of information and knowledge, the library sector, libraries in information society
- Communications, digitalisation and the information society development
- Publishing (music, literature, cinema)
- The audiovisual field, film and television content, production
- The creative industries and the creative economy, cultural contents on the internet
- The utilisation of the intellectual property system in development, copyright and the creative economy, prerequisites for trade in culture, cultural products and services
- The development of an organisational base for culture, arts, youth work and sports.

## **Platforms for multilateral cooperation**

### **UNESCO**

Effective implementation and utilisation of the Convention on the Protection and Promotion of the Diversity of Cultural Expressions.

The Fund established under the Convention supports action protecting and promoting cultural diversity.

The Convention on the Protection and Promotion of the Diversity of Cultural Expressions stresses the principle of international solidarity and cooperation, especially in regard of developing countries. The contracting parties seek to incorporate culture as an element in their development policies at all levels (cf. policy coherence for development) in order to create favourable conditions for sustainable development and boost factors relating to the diversity of cultural expressions in this context.

As a contracting party, Finland seeks to support cooperation aiming at sustainable development and the reduction of poverty, with special emphasis on the specific needs of developing countries. The emergence of a dynamic cultural sector is promoted through measures geared to strengthen cultural industries and prerequisites for their operation in developing countries through technology and knowledge transfer and financial support.

The creative industries reside at the core of the Convention. The aim is to promote the production and diffusion of cultural products and services, including trade, the

mobility of artists and cultural actors and the enhancement of structures and knowledge in the industries. The Convention contains provisions on cooperation for the advancement of development and the majority of the measures are targeted to developing and the least developed countries.

The Ministry of Education and Culture and the Ministry for Foreign Affairs seek to develop a common standpoint in the implementation of the UNESCO Convention. Finland's input into the implementation could be as follows:

- Finland makes an input into the implementation of the UNESCO Diversity Convention by contributing to the International Fund for Cultural Diversity or by means of an instrument external to the UNESCO Budget. The implementation could take place, for instance, by means of a three-year period of operation; possible further action could be undertaken after this.
- The focus of action should be on operations which strengthen the economy of the target countries through culture. Possible action supported by Finland could relate to the creation, piloting and adoption of a methodology needed to take stock of the economic requisites for the production and distribution of cultural products and services.

## WIPO

The World Intellectual Property system makes it possible for poor countries to enhance their capacity to exploit the creative capital inherent in their cultures and the economy based on this. In October 2007 WIPO adopted a Development Agenda, through which the Organisation seeks to promote the development dimension both in its own and in its member states' operations. The Agenda comprises 45 recommendations the implementation of which forms a major part of WIPO's work at present. Finland could contribute to this work by concluding a partnership and cooperation agreement with WIPO concerning the creative industries, the creative economy and intellectual property. The financing thus agreed upon would be used to implement elements on the Agenda best suited for Finland's resources and expertise.

On Finland's initiative, WIPO has developed and published a methodology for researching the economy of copyright fields, which enables developments in the creative industries and their significance for the national economy to be monitored. Another ongoing project is the development of a new methodology for evaluating the economic, social and cultural impact of copyright on the creative industries. The application of these methodologies will make it possible to put in place a knowledge base for policy, decision-making and action supporting development.

Finland's cooperation project within the WIPO Development Agenda could be as follows:

- A multilateral cooperation project on culture and information society in a globalising world will be undertaken as part of Finnish development cooperation, with focus on ethically sustainable cultural production, the creative industries and the performance of the intellectual property system. Finnish experts will take part in the implementation of the project.

## Bilateral cooperation

The toolbox for cultural cooperation also includes bilateral projects. To be efficiently and effectively implemented the projects require good operationalisation, careful planning and detailed examination of each cooperation area in terms of cultural policy needs. In this context it is necessary to follow the operations of the other Nordic countries (and the European Union, its member states and other countries) in order to avoid doubling, to make use of cooperation networks and to ensure synergies and impact.

The Department for Communications and Culture of the Ministry for Foreign Affairs allocates development cooperation funds to support cooperation networks in the field of culture between Finland and developing countries and training for journalists from developing countries.

The aim of cultural projects is to realise aims accordant with the Finnish development policy programme by means of culture. The initiators and implementers of the projects may be cultural personages, organisations, local or national cultural bodies and education institutions in Finland and in the target countries. The recommended forms of action include workshops which develop the skills and earning opportunities of young people, women, disabled persons or other target groups in the developing countries.

The sensible way to channel larger cultural support is through institutions in the developing countries concerned. In addition to these, it is important to enhance cooperation and partnerships between cultural institutions and cultural operators in the developing countries and the donor countries. It would also be worthwhile to find out if there are inadequately covered sectors in development cooperation internationally.

## Development of governance and cooperation

### Exchange of information and communications

- The Ministry for Foreign Affairs and the Ministry of Education and Culture will put in place a communications mechanism for matters relating to culture and development policy. These contacts provide a vehicle for carrying on the discussion and coordinating the Ministries' actions and resources.
- With a view to the flow of information and communications, it is possible to convene operators and experts in the field to a discussions forum at regular intervals.

### Nordic cooperation

- Nordic cooperation and coordination is needed in the field of culture and development.
- Representatives of the ministries and authorities concerned could convene to discuss matters. Finland could consider convening the first meeting.
- Efforts will be made to make this operation part of the globalisation process of the Nordic Council of Ministers.

**Opetus- ja kulttuuriministeriön työryhmämuistioita ja selvityksiä -sarjassa vuonna 2011 ilmestyneet**

- 2 Korkeakoulujen kansainvälistymiseen liittyvät asumispalvelut
- 4 Visuaalisten taiteiden kansainvälisen yhteistyön ja viennin organisointia koskeva selvitys



Opetus- ja kulttuuriministeriö

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