

# GENERAL ARTICLES

Żaneta Gwardzińska\*

---

zanetagwardzinska@gmail.com  
UNESCO Chair on Cultural Property Law  
University of Opole  
ul. Katowicka 87a  
45-060 Opole, Poland

## Cultural Heritage Objectives of the Eastern Partnership of the European Union\*\*

**Abstract:** Since 2009 the Eastern Partnership has become an important element of the European Union (EU) external policy. It constitutes an institutionalized forum of cooperation and dialogue between the EU, its Member States, and six states which emerged in the process of dissolution of the Soviet Union: Armenia, Azerbaijan, Belarus, Georgia, Moldova, and Ukraine. It brings a new dimension to the European Neighbourhood Policy, complementing its Northern Dimension and the Union for the Mediterranean. Arguably, its establishment also marks a new dimension of the EU's international cultural cooperation. Now is a good time to reflect upon and evaluate the decade-long period of operation of the Eastern Partnership initiative. This article addresses the following questions with respect to the Eastern Partnership: What is the nature of the cultural cooperation?; How does it address the cultural heritage objectives of the EU?; and Has the Partnership contributed to the development of the EU's Eastern Neighbourhood?

---

---

\* **Żaneta Gwardzińska** (Ph.D.) is Researcher at the UNESCO Chair on Cultural Property Law, Faculty of Law and Administration of the University of Opole (Poland). She has authored many publications on the legal functioning of museums and international trade in cultural property, including *Egzekucja nadzoru konserwatorskiego* [Conservation Supervision under Polish Law], Gdańsk 2019. She also works at the Department of Cultural Heritage of the Ministry of Culture and National Heritage, Poland.

\*\* The author wishes to acknowledge that some of the research for this article was carried out and co-funded by the European Union within the project *HEURIGHT - The Right to Cultural Heritage - Its Protection and Enforcement through Cooperation in the European Union*, ERA-NET, JPI Heritage Plus "Cultural Heritage and Global Change".

**Keywords:** Eastern Partnership, European Neighbourhood Policy, cultural heritage, Eastern Partnership Culture Programmes

---

## Introduction

Since its establishment in 1993,<sup>1</sup> the European Union (EU) has been committed to strengthening relations with its closest neighbourhood. In 2004, the European Commission published its communication on the European Neighbourhood Policy (ENP).<sup>2</sup> The document covered three groups of countries:<sup>3</sup> 1) the Republic of Belarus,<sup>4</sup> Ukraine, and the Republic of Moldova,<sup>5</sup> i.e. countries of Eastern Europe; and 2) Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, the Palestinian Authority, Syria, Tunisia, and the countries of the Mediterranean Basin,<sup>6</sup> identified since 1995 with the so-called Barcelona Process of the EU;<sup>7</sup> 3) and the Republic of Armenia,<sup>8</sup> the Republic of Azerbaijan,<sup>9</sup> Georgia, i.e. countries of the Southern Caucasus.<sup>10</sup>

---

<sup>1</sup> Treaty on European Union (consolidated version), OJ C 326, 26.10.2012, p. 13.

<sup>2</sup> European Commission, *Communication from the Commission: European Neighbourhood Policy. Strategy Paper*, COM(2004) 373 final, 12.05.2004. The ENP has affected 17 countries extending from Gibraltar to the Caucasus, inhabited by over 400 million people representing a wide range of civilizations, a different degree of socio-economic development, and other political systems. It should be emphasized that participation in the ENP is associated with inviting the addressees to join the EU. This view is consistently propagated by representatives of analysts of the doctrine, in particular: H. Maurer, L. Simão, *From Regional Power to Global Power? The European Neighbourhood Policy after the Lisbon Treaty*, in: A. Boening, J.F. Kremer, A. van Loon (eds.), *Global Power Europe*, Vol. I: *Theoretical and Institutional Approaches to the EU's External Relations*, Springer, Berlin – Heidelberg 2013; P. Marcinkowska, *Europejska Polityka Sąsiedztwa. Unia Europejska i jej sąsiedzi – wzajemne relacje i wyzwania* [European Neighbourhood Policy. The European Union and its neighbours – mutual relations and challenges], Wydawnictwa Uniwersytetu Warszawskiego, Warszawa 2011; T. Casier, *European Neighbourhood Policy: Living up to Regional Ambitions?*, in: F. Bindi, I. Angelescu (eds.), *The Foreign Policy of the European Union. Assessing Europe's Role in the World*, Brookings Institution Press, Washington 2012.

<sup>3</sup> For more, see: E. Cziomer, *Geneza, struktura oraz przesłanki wdrażania Partnerstwa Wschodniego Unii Europejskiej w latach 2008–2010* [Genesis, structure, and premises for the implementation of the Eastern Partnership of the European Union between the years 2008 and 2010], in: J. Sawczuk (ed.), *Partnerstwo Wschodnie: wielka szansa Europy*, Wydawnictwo Wyższej Szkoły Bankowej, Poznań – Chorzów 2011, p. 40.

<sup>4</sup> Hereinafter referred to as Belarus.

<sup>5</sup> Hereinafter referred to as Moldova.

<sup>6</sup> The Mediterranean countries are those that surround the Mediterranean Sea. These include Spain, France, Monaco, Italy, Slovenia, Croatia, Bosnia and Herzegovina, Montenegro, Albania, Greece, Turkey, Syria, Lebanon, Israel, Egypt, Libya, Tunisia, Algeria, Morocco, Malta, and Cyprus.

<sup>7</sup> See: G. Joffé, A. Vasconcelos (eds.), *The Barcelona Process: Building a Euro-Mediterranean Regional Community*, Routledge, London – New York 2014.

<sup>8</sup> Hereinafter referred to as Armenia.

<sup>9</sup> Hereinafter referred to as Azerbaijan.

<sup>10</sup> The South Caucasus Countries, also called the Transcaucasia Countries, include Armenia, Azerbaijan, and Georgia. Transcaucasia is a geographical region in the vicinity of the southern Caucasus Mountains on the border of Eastern Europe and Western Asia.

The main objectives of the ENP included: the promotion of EU values; political dialogue; cooperation for socio-economic development; financial and technical assistance established in order to bring these countries closer towards the European Single Market; and cooperation in the fields of justice and home affairs, energy, transport, environmental protection, research and development, and information technology. Based on this document it was possible to create a free trade zone with Ukraine under the EU-Ukraine Association Agreement, signed in 2014, and to construct an EU visa centre in Moldova.

The ENP has become the basis for deliberations regarding the cultural aspects of the implementation of the EU foreign policy within the Eastern Partnership. The aim of this article is to examine and define the role of the Eastern Partnership Culture Programme in the implementation of the ENP. Accordingly, this article focuses on the share of projects concerning culture in individual programmes, thus making it possible to reach more general conclusions.

## The Objectives of the ENP and the Eastern Partnership

With the collapse of the Soviet Union in the late 1980s and early 1990s, the question arose: In what form should the Western European countries engage in the post-Soviet area? In June 2008, the European Council asked the Commission to propose a partnership vision that would support regional cooperation and serve to strengthen EU relations with partners in the East.<sup>11</sup>

The legal basis for the creation of the ENP was Article 212(1) of the Treaty on the Functioning of the European Union,<sup>12</sup> which states that: “[t]he Union shall conduct activities in the field of economic, financial and technical cooperation, including assistance, in particular in the financial field, with third countries”; Article 8(1) of the Treaty on European Union, introduced by the Treaty of Lisbon and creating a framework for cooperation: “The Union develops a special relationship with neighbouring countries, seeking to create an area of prosperity and good neighbourliness based on Union values and characterized by close and peaceful relations based on cooperation”; and special agreements with interested States, creating the possibility of increasing the effectiveness of their activities. The provisions of these latter agreements may include reciprocal rights and obligations and the joint performance of agreed-upon activities. However, this requires the adaptation of EU’s and Member States’ policies so that the message is common and consistent, which will increase the effectiveness of the actions undertaken.

---

<sup>11</sup> Source: European Council, *Eastern Partnership*, <http://www.consilium.europa.eu/en/policies/eastern-partnership> [accessed: 15.03.2019].

<sup>12</sup> Treaty on the Functioning of the European Union (consolidated version), OJ C 326, 26.10.2012, p. 47.

The Eastern Partnership was established in 2009.<sup>13</sup> It is a joint initiative of the EU and six Eastern European partner countries – Armenia, Azerbaijan, Belarus, Georgia, Moldova, and Ukraine – which aims to bring Eastern European countries closer to the EU. It builds on existing bilateral relations between the EU and its partner countries and covers the eastern dimension of the ENP. It should be emphasized that the EU seeks to strengthen its relations with its neighbours on both its southern and eastern borders, and it is aware of the benefits of cooperation, mainly economic, with the post-Soviet area. This eastern dimension of the ENP is a component of the EU's overall policy towards its eastern neighbourhood and is included in the Union's external policy. As a result, it should be treated as a component of the Common Foreign and Security Policy, but at the same time it is important that it maintains its individuality.

During the Polish Presidency<sup>14</sup> in 2011, a major emphasis was placed on the Eastern Partnership project, which also appeared in the Foreign Cultural Programme of the Polish Presidency. Adam Mickiewicz Institute in Warsaw<sup>15</sup> was responsible at that time for the development and implementation of the Foreign Cultural Programme of the Polish Presidency.<sup>16</sup> Even before the Polish Presidency commenced, the Institute created a special internet portal at [culture.pl](http://culture.pl), which referred to the slogan of the Polish Presidency. Its main task was to promote the creators of Polish culture and provide much reliable information about cultural events in the country and abroad. The portal also included artists' biographies, essays, descriptions of history, etc.<sup>17</sup> The expression of solidarity with the Partnership countries was the arrangement of the "I, Culture Orchestra" Project, i.e. initiatives of young musicians from Armenia, Azerbaijan, Georgia, Ukraine, Belarus, Moldova, and Poland, which was established by the Adam Mickiewicz Institute in 2011.<sup>18</sup>

---

<sup>13</sup> Source: European Council, *Eastern Partnership*.

<sup>14</sup> The Polish Presidency in the EU lasted from 1 July to 31 December 2011. For more, see: J. Barcz, *Prezydencja w Radzie Unii Europejskiej. Podstawy prawne i ramy instytucjonalne wraz z podstawowymi dokumentami* [The Presidency in the Council of the European Union. Legal basis and institutional framework, together with basic documents], Instytut Wydawniczy Europrawo, Warszawa 2010.

<sup>15</sup> The Adam Mickiewicz Institute is a national cultural institute, whose mission is to build and communicate the cultural dimension of the Poland brand through active participation in international cultural exchanges. The Institute is organized by the Minister of Culture and National Heritage. The purpose of the Institute is to present the Polish culture abroad and initiate international cooperation and cultural exchange in line with the foreign policy and foreign cultural policy of the Republic of Poland.

<sup>16</sup> The Foreign Cultural Programme of the Polish Presidency 2011 was held under the slogan: "I, CULTURE" and was the largest programme promoting Polish culture abroad so far implemented by the Adam Mickiewicz Institute.

<sup>17</sup> Ministry of Foreign Affairs of the Republic of Poland, *Polish Presidency of the Council of the European Union 1 July – 31 December 2011. Final Report: Preparations, Achievements, Conclusions*, April 2012, [http://www.mf.gov.pl/en/documents/764034/1137013/Report\\_Polish\\_presidency.pdf](http://www.mf.gov.pl/en/documents/764034/1137013/Report_Polish_presidency.pdf) [accessed: 15.03.2019].

<sup>18</sup> Read more about the Project at: <http://auditions.orchestra.culture.pl/about/en> [accessed: 20.03.2019].

According to the European Parliament, the Council, the European Economic and Social Committee, and the Committee of the Regions, the Eastern Partnership made progress in 2014.<sup>19</sup> The new Association Agreements signed with Georgia, Moldova, and Ukraine are already being provisionally applied.<sup>20</sup> For Georgia and Moldova their provisional application includes the Deep and Comprehensive Free Trade Area, while for Ukraine the provisional application of this part of the agreement was postponed until the end of 2015.<sup>21</sup> The Agreements involve an ambitious political, economic, and social reform agenda aimed at drawing the Eastern Partnership Countries concerned closer to the EU.<sup>22</sup>

Considerations regarding the Eastern Partnership should take into account the views of the Eastern Partners in the ENP and the Eastern Partnership, EU membership, and their expectations concerning the EU.<sup>23</sup> It should be noted that for the Southern Caucasus Countries, as well as the Eastern Europe Countries,<sup>24</sup> European integration is not a foreign policy priority, especially in Ukraine and Moldova.<sup>25</sup> The post-Soviet countries are still heavily influenced by Russia, which stems not only from cultural connections, but also economic ones. These countries are still economically dependent on Russia, which is their main supplier of oil, gas, and energy.<sup>26</sup>

Regardless of the pro-Russian policies pursued by these countries (with the exception of Ukraine), the aspect of economic benefits resulting from cooperation with the EU is an interesting direction for international cooperation for all

---

<sup>19</sup> European Union, *Joint Staff Working Document Implementation of the European Neighbourhood Policy Eastern Partnership Implementation Report Accompanying the document Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Implementation of the European Neighbourhood Policy in 2014*, SWD (2015) 76 final, 25.03.2015.

<sup>20</sup> Ibidem.

<sup>21</sup> Ibidem.

<sup>22</sup> Ibidem.

<sup>23</sup> B. Wojna, M. Gniazdowski (eds.), *Partnerstwo Wschodnie – raport otwarcia* [Eastern Partnership – preliminary report], Polski Instytut Spraw Międzynarodowych, Warszawa 2009, pp. 57-68.

<sup>24</sup> There is no consensus on the precise area covered by the “eastern part of the European continent”, because the term has a wide range of geographical, geopolitical, cultural, and socioeconomic connotations. In this paper the author used the definition created by B. Wojna and M. Gniazdowski, op. cit., who consider Belarus, Moldova, and Ukraine to be Eastern Europe Countries.

<sup>25</sup> For more, see: A. Zielińska, K. Longhurst, *Partnerstwo Wschodnie – kontekst i reakcje niespokojnego regionu* [Eastern Partnership – context and reactions from a troubled neighbourhood], in: K. Longhurst (ed.), *Kształtowanie się nowej europejskiej polityki wschodniej – ocena Partnerstwa Wschodniego*, Collegium Civitas Press, Warszawa 2009, pp. 43-46.

<sup>26</sup> A.A. Strelkov, *Kiyev i Minsk mezhdū Moskvoy i Bryusselem: uravneniye s chetyr'mya neizvestnymi* [Kiev and Minsk between Moscow and Brussels: The equalization with the four unknowns], “Aktual'nyye problemy Yevropy” 2011, Vol. 2; for more, see: Ł. Rotarski, *Surowce energetyczne w polityce zagranicznej Federacji Rosyjskiej* [Energy resources in the foreign policy of the Russian Federation], “Kultura i Polityka. Zeszyty Naukowe Wyższej Szkoły Europejskiej im. ks. Józefa Tischnera w Krakowie” 2008, Vol. 2/3, pp. 267-298.

the post-Soviet countries. It should be emphasized that the most involved country in spreading the Eastern Partnership is Poland, with which the Eastern Europe Countries have political and socio-economic ties, and they have occupied a special place in Poland's foreign policy.<sup>27</sup> Polish efforts invested in promoting the EU's eastern policy can be observed in the current EU policy.<sup>28</sup> But has Poland really influenced the idea of the Eastern Partnership policy? The enlargement of the eastern borders of the EU brought the Union and Russia geographically closer. Thus, the Union's foreign policy had to evolve.<sup>29</sup> The geographical proximity of these two large subjects of international law increases the importance of building positive relations with neighbouring countries.

During the fifth Eastern Partnership Summit on 24 November 2017, the President of the European Commission, Jean-Claude Juncker, said:

The Eastern Partnership is first and foremost a partnership of people. It is about bringing our societies closer together. I was attending all the Eastern Partnership Summits so far, and this was the very first time that leaders, after having read their speeches, because they are in love with their papers, were discussing openly and frankly, not hiding away divergences and differences which may exist. This was the day where we took stock of the progress achieved since we last met in Riga two years ago.<sup>30</sup>

---

<sup>27</sup> Starting from 1989, the Polish authorities have emphasized that there is a need to increase EU efforts to strengthen relations between the EU and the post-Soviet States covered by the ENP. Moreover, Poland for many years has promoted the EU's "open door" policy towards Eastern Europe (for more, see: A. Barabasz, M. Piechocki, *Partnerstwo Wschodnie jako instrument polityki wschodniej UE?* [Eastern Partnership as an instrument of the EU's eastern policy?], "Rocznik Integracji Europejskiej" 2012, Vol. 6, pp. 259-268). The Polish involvement in the creation of European eastern policy is not accidental. It is connected not only with historical aspects, but also with guaranteeing Polish national interests in the spheres of politics, economy, or security as broadly understood. In order to guarantee these interests, it is crucial to shape the group of pro-European countries behind the Polish eastern border, which will provide a natural barrier of protection against the neo-imperialist policy of Russia (for more, see: O. Barbarska, *Wpływ polskiej dyplomacji na kształtowanie i realizację polityki wschodniej UE* [The influence of Polish diplomacy on the shaping and implementation of the EU's eastern policy], "Studia Europejskie / Centrum Europejskie Uniwersytetu Warszawskiego" 2013, Vol. 4, pp. 64-65). For more about the perception of the ENP by Russian politicians and Russian expert circles, see: I. Gretskiy, E. Treschenkow, *Europejska Polityka Sąsiedztwa i Rosja* [European Neighbourhood Policy and Russia], "Stosunki Międzynarodowe" 2013, Vol. 47, pp. 33-146.

<sup>28</sup> For more, see: B. Wojna, M. Gniazdowski, op. cit., pp. 41-43.

<sup>29</sup> During the conference: "Eastern Partnership: towards a European community of democracy, prosperity and a strong civil society", which accompanied the Eastern Partnership summit, Polish Minister of Foreign Affairs Radosław Sikorski, while opening the debate, stressed that although the Eastern Partnership is not a geostrategic project, its fulfilment will have geopolitical consequences (vide: A. Barabasz, M. Piechocki, op. cit., p. 268). *Nota bene*, I do not agree with the assertion that the Eastern Partnership is not a geostrategic project – it is and always has been, although no one has admitted this publicly.

<sup>30</sup> European Commission, *Remarks by President Juncker at the Press Conference Following the 5th Eastern Partnership Summit*, 24 November 2017, [http://europa.eu/rapid/press-release\\_SPEECH-17-4950\\_en.htm](http://europa.eu/rapid/press-release_SPEECH-17-4950_en.htm) [accessed: 15.03.2019].

The current international situation has increased the EU's vigilance towards the Russian international policy.<sup>31</sup> There is no doubt that the rise of the Eastern Partnership is related to the implementation of European Security Strategy, which was adopted in 2003.<sup>32</sup> However, the Eastern Partnership also has a cultural dimension. The promotion of art and culture is the basis for developing a common understanding and dialogue between countries.

## The EU's Programmes Related to Cultural Heritage Implemented under the Eastern Partnership

In first years of the Eastern Partnership initiative for co-operation with the six Partner Countries in the East, the Commission earmarked €600 million for the period 2010-2013, including €350 million of fresh funds, which adds to the existing funds for Countries within the framework of the European Neighbourhood and Partnership Instrument.<sup>33</sup>

Two cultural programmes have been implemented as part of the Eastern Partnership. The first cultural programme in the field of Eastern Partnership, with a €12 million budget,<sup>34</sup> was realized in 2011-2015, and the second programme, with a €5 million budget,<sup>35</sup> was realized in 2015-2018. The table below (Table 1) contains information about these programmes.

---

<sup>31</sup> T. Stępniewski, *Partnerstwo Wschodnie Unii Europejskiej: W poszukiwaniu nowego modelu integracji* [Eastern Partnership of the European Union: In search of a new model of integration], "Myśl Ekonomiczna i Polityczna" 2015, Vol. 4(51), p. 242.

<sup>32</sup> Council of the European Union, *A Secure Europe in a Better World. European Security Strategy*, 12 December 2003, <https://europa.eu/globalstrategy/en/european-security-strategy-secure-europe-better-world> [accessed: 15.03.2019].

<sup>33</sup> European External Action Service, *Vademecum on Financing in the Frame of the Eastern Partnership*, 24 September 2010, [http://eeas.europa.eu/archives/docs/eastern/docs/eap\\_vademecum\\_en.pdf](http://eeas.europa.eu/archives/docs/eastern/docs/eap_vademecum_en.pdf) [accessed: 15.03.2019].

<sup>34</sup> G. Lisack, *European External Cultural Relations: Paving New Ways?*, 1 December 2014, [http://moreeurope.org/sites/default/files/european\\_external\\_cultural\\_relations\\_paving\\_new\\_ways\\_10.12.2014.pdf](http://moreeurope.org/sites/default/files/european_external_cultural_relations_paving_new_ways_10.12.2014.pdf) [accessed: 15.03.2019].

<sup>35</sup> The amount of the EU budget contribution was €5 million, but this action was co-financed in joint co-financing by the Council of Europe for an amount of €170,000; European Commission, *Annex 11 of the Commission Implementing Decision on ENPI East Regional Action Programme 2013 Part II. Action Fiche for the Eastern Partnership Culture Programme II*, [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/enpi\\_2013\\_c2013\\_8293\\_rap\\_east\\_partii\\_culture.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/enpi_2013_c2013_8293_rap_east_partii_culture.pdf) [accessed: 15.03.2019].

## GENERAL ARTICLES

Żaneta Gwardzińska

**Table 1.** Programmes related to cultural heritage implemented under the Eastern Partnership

Name	Timeframe	Budget	Eligible countries
Eastern Partnership Culture Programme Part I	2011-2015	€12 million	Armenia, Azerbaijan, Georgia, Moldova, Ukraine, Belarus, Russia
Eastern Partnership Culture Programme Part II: EU-Eastern Partnership Culture and Creativity Programme	2015-2018	€5.17 million	Armenia, Azerbaijan, Georgia, Moldova, Ukraine, Belarus, Russia

Source: Own elaboration.

The Eastern Partnership Culture Programme Part I concerned supporting the role of culture in the region's sustainable development and promoting regional cooperation among public institutions, civil society, and cultural and academic organizations in the Eastern Partnership region and with the EU. It was aimed at assisting the Partner Countries in their cultural policy reform at the governmental level, as well as capacity-building and improving the professionalism of cultural operators in Armenia, Azerbaijan, Georgia, Moldova, Ukraine, Belarus, and Russia. It contributed to the exchange of information and experiences among cultural operators at both the regional level and within the EU. The programme sought to support regional initiatives which demonstrated positive cultural contributions to economic development, social inclusion, conflict resolution, and intercultural dialogue. The main goals this project dealt with were:

- providing technical assistance to the Ministries of the region in their policy reforms in the cultural sector and helping overhaul the legal and regulatory framework to foster cultural sector modernization;
- organizing trainings to address the identified skills' shortages in the cultural sector;
- facilitating the increase of public access to cultural resources;
- supporting the conservation and valorization of regional cultural resources and heritage;
- encouraging multi-disciplinary and cross-sectoral exchanges between government, civil society, and the private sector;
- helping to cultivate regional culture through support in developing strategic management, business planning, communications, advocacy, fundraising, and other relevant capacities.

The adopted objectives were achieved through concrete actions. The table below (Table 2) summarizes the programme's goals and actions.



**Table 2.** The objectives and actions of the Eastern Partnership Culture Programme Part I

OBJECTIVE	ACTION
Supporting and promoting cultural policy reforms at the governmental level; building capacities of cultural organizations; and improving “professionalization” of the culture sector in the region	Reforming the cultural sector and helping overhaul the legal framework to foster cultural sector modernization
	Encouraging multi-disciplinary and cross-sectoral exchanges between government, civil society, and the private sector
	Supporting the conservation and valorization of regional cultural resources and heritage
Contributing to exchanges of information, experiences, and best practices among cultural operators both at the regional level and with the EU	Training to address the identified skills’ shortages in the cultural sector
Supporting those regional initiatives/partnerships which demonstrate positive cultural contributions to economic development, social inclusion, conflict resolution, and intercultural dialogue	Establishing a regional monitoring and capacity-building unit (RMCBU) to forward certain issues to the governments, to increase communication among the countries and among the beneficiaries of the small grants, and to increase the visibility of the programme. The RMCBU also monitors the implementation of the grants
	Facilitating the increase of public access to cultural resources
	Helping cultivate cultural operators in the region through support in developing strategic management, business planning, communications, advocacy, fundraising, and other relevant capacities

Source: Own elaboration based on G. Lisack, *European External Cultural Relations: Paving New Ways?*, 1 December 2014, pp. 95-96, [http://moreeurope.org/sites/default/files/european\\_external\\_cultural\\_relations\\_paving\\_new\\_ways\\_10.12.2014.pdf](http://moreeurope.org/sites/default/files/european_external_cultural_relations_paving_new_ways_10.12.2014.pdf) [accessed: 16.03.2019].

The main objectives were promoting cultural policy as well as demonstrating the positive cultural contributions to economic development. These goals were implemented through many actions which could be considered as the basis of modern economic societies. Nowadays, business is influenced by culture and culture is connected with business. Currently we can observe the dynamic development of the creative sector, which is related to culture.

Through this programme 15 regional projects were realized, so all the eligible countries were involved in at least one project. Seven of them cooperated with partners from an EU Member State, and six of these were led by an EU-partner

## GENERAL ARTICLES

Żaneta Gwardzińska

(including Austria, Bulgaria, Croatia, the Czech Republic, Lithuania, Luxembourg, the Netherlands, Poland, and Romania).<sup>36</sup>

The second cultural programme supported the role of culture in the sustainable development of the region and promoted regional cooperation between state institutions, civil society, cultural and academic organizations in both the region of the Eastern Partnership and in the EU.<sup>37</sup> Its purposes included:

- supporting and facilitating cultural policy reform on the governmental level, capacity building of cultural organizations, and improving the “professionalism” of the cultural sector in the regions;
- facilitating the exchange of information and good practices between cultural figures at the regional level and in the EU;
- supporting regional initiatives or partnerships that make positive contributions to economic development, social integration, conflict resolution, and cultural dialogue.

These objectives were achieved through concrete actions. The table below (Table 3) summarizes the programme’s goals and actions.

**Table 3.** The objectives and actions of the Eastern Partnership Culture Programme Part II

OBJECTIVE	ACTION <sup>38</sup>
Developing and further strengthening the cultural and creative industries as vectors of cultural, social, and economic development	<ul style="list-style-type: none"> <li>- The structure of the Programme’s Functional Review of the Ministry of Culture was used by Ukraine’s Cabinet of Ministers as a template for evaluations of the other ministries;</li> <li>- Georgia’s Culture 2025 Strategy and Georgia’s Roadmap for Culture were developed jointly with the support of the Programme;</li> <li>- A policy brief by Associates in Ukraine influenced the Ministry of Foreign Affairs’ decision making in the development of the new Ukrainian Institute;</li> <li>- Three trainees were founders of the Creative Industries Association in Moldova, which will be responsible for running Moldova’s first Creative Hub.</li> </ul>
Creating synergies between public and private actors for a more efficient cultural sector	
Enhancing the contribution of civil society to cultural policy development and reform in the region by bridging the gap between state institutions and the independent sector	
Strengthening the capabilities of Eastern Partnership Countries to facilitate their participation in international culture cooperation initiatives, including the MEDIA and the Culture strand of the EU Creative Europe programme and UNESCO activities	

Source: Own elaboration.

<sup>36</sup> G. Lisack, *op. cit.*, p. 96.

<sup>37</sup> The Eastern Partnership Culture Programme Part II (EU-Eastern Partnership Culture and Creativity Programme) is currently implemented by a consortium led by the British Council in partnership with the Soros Foundation Moldova, the National Centre for Culture of Poland, and the Goethe-Institut, which are following a competitive EU tendering process of the Programme.

<sup>38</sup> Source: <https://www.culturepartnership.eu/en/article/key-numbers-impact> [accessed: 17.03.2019].

The scope of activities covered by the Eastern Partnership Culture Programme Part II was much smaller than in the previous programme, mainly due to the smaller amount of funds allocated for its implementation.

Throughout the duration of the Programme (36 months), it has run 252 events attended by 33,977 people. The Programme produced 870 website articles, 171 case studies, and also 14 online courses. More than 4 million people read about this Programme in the local media, 570,000 visited the website, 436,692 read the case studies, 27,267 joined the Facebook page, and 5,300 received certificates for online courses.

Despite the reduction of funds for culture in the European Partnership cultural programmes, they are becoming increasingly social. This is due to the speed of information flow on the internet. In Jana Kobzova's opinion, "[f]or much of the past six years, Europe's resources and political attention have shifted and zigzagged in the region, depending on which country was at the time seen as being the most pro-reform or pro-European".<sup>39</sup> It should be noted that culture will never be the first priority in EU policy, as is reflected in the allocation of EU funds for cultural programmes.

## Main Projects Funded

In October 2010, the EU launched a call for proposals dedicated to the culture sector, especially for the Eastern Partnership Countries. As a result, a number of regional projects were contracted for financing through the Eastern Partnership Culture Programme.

The Eastern Partnership Culture Programme Part I was implemented via 15 projects,<sup>40</sup> but the most important of them was the Regional Co-operation for the Cultural Heritage Development. For the purposes of this study, detailed anal-

---

<sup>39</sup> J. Kobzova, *Eastern Partnership after Riga: Rethink, Reforms, Resilience*, "ECFR Riga Series", 19 May 2015, p. 1.

<sup>40</sup> The projects realized under the Eastern Partnership Culture Programme Part I include: Caucasus Cultural Initiatives Network; Cultural Development is the Source for Prosperity of Communities; Directors across Borders; Equal Opportunities for National Minorities and Disadvantaged Groups in Realising Cultural Rights: Richness Through Diversity; Let's Talk About Films in South Caucasus; New Breath of Culture: Fill Heritage with Life of Arts; Regional Co-operation for the Cultural Heritage Development; SAY CHEESE: Eastern Family Album: Capacity Building, Networking and Promotion of Thematic Eastern Partnership Photography; Sharing History, Cultural Dialogue; SOS Culture: Saving Endangered Cultural Assets in Remote Regions of Armenia and Georgia by Involving Local Youth in Their Preservation; Strengthening Creative Industries in Armenia and Azerbaijan, Georgia: Heritage Crafts – Common Platform for Development; Sustainable Development of Local Communities Through the Actualisation of the Cultural Heritage; Sustainable Public Areas for Culture in Eastern Countries (SPACES); The Book Platform; Valorisation and Improving of Management of Small Historic Centres in the Eastern Partnership Region (VIVA EAST). European Parliament, *Press Packs: Support for Culture in the Eastern Neighbourhood*, 27 June 2013, [http://www.europarl.europa.eu/meetdocs/2009\\_2014/documents/nest/dv/nest\\_20140213\\_14/nest\\_20140213\\_14en.pdf](http://www.europarl.europa.eu/meetdocs/2009_2014/documents/nest/dv/nest_20140213_14/nest_20140213_14en.pdf) [accessed: 15.03.2019].

ysis will be limited to the above-mentioned Regional Co-operation for the Cultural Heritage Development Project.

Regional Co-operation for the Cultural Heritage Development is intended to improve the management of cultural heritage and to ensure its integration into the economic development of the Eastern Partnership region. This project concentrates mainly on Georgia and Armenia. As stated, its main purpose is to improve the management of cultural heritage and ensure its integration into the economic development of the Eastern Partnership region.<sup>41</sup> This project also focuses on the development of national policy for heritage; capacity building of the heritage sector stakeholders with the aim of enhancing the role of heritage in sustainable economic development; promotion of the regional co-operation and exchange of experiences within the Eastern Partnership region and between the region and EU countries; and the support of civil society's involvement in the planning and decision-making processes.<sup>42</sup> The project carries out four major activities: 1) development of national policies for cultural heritage to support the reform and strengthening of the heritage preservation institutions; 2) capacity building for heritage sector stakeholders of the Eastern Partnership region aimed at strengthening the capacity of public, semi-public, and private actors and at addressing the objectives of creating conditions for the regional co-operation and strengthening dialogue within the Eastern Partnership region; 3) regional professional networking to support co-operation in the context of regional integration and international networking to strengthen Eastern Partnership regional links and cultural dialogue within the region; 4) public awareness activities to contribute to the democratization of the decision-making and planning processes and activate the involvement of civil society in the elaboration and implementation of cultural heritage policies in the Eastern Partnership region.

It should be noted that the project partners are ICOMOS Georgia, ICOMOS Armenia, The Directorate for Cultural Heritage (Riksantikvaren),<sup>43</sup> and Arkhytektura y Prestyzh.<sup>44</sup> The partners expect that the project will bring results in line with following: a produced draft National Policy for Cultural Heritage in Georgia and Ukraine; targeted workshops carried out for stakeholder groups from Azerbaijan, Armenia, Georgia, and Ukraine; an established qualified regional centre for cultural heritage development; the creation of a strong Eastern Partnership regional network of heritage professionals through E-magazine and forums; the carrying

---

<sup>41</sup> For more, see: <http://rcchd.icomos.org.ge/?l=E&m=1> [accessed: 15.03.2019].

<sup>42</sup> *Ibidem*.

<sup>43</sup> The Directorate for Cultural Heritage (Riksantikvaren) is a Norwegian government agency responsible for the management of cultural heritage in Norway. For more, see the official website of The Riksantikvaren: <https://www.riksantikvaren.no> [accessed: 15.03.2019].

<sup>44</sup> Arkhytektura y Prestyzh is a private agency which has gained considerable experience in the post-Soviet reality in terms of practical urban planning and architectural and interior design, with a special focus on historic and environmental heritage.

out of public awareness campaigns in Georgia and Armenia, elaboration of awareness-raising guidelines, and publication and dissemination of a teacher's manual.

Within the project, a *National Policy of the Cultural Heritage Sector of Georgia*<sup>45</sup> was created, as well as the project of *National Policy of Cultural Heritage Development in Ukraine*,<sup>46</sup> both of which are acts with internal force (soft law) in the concerned countries.

Under the Eastern Partnership Culture Programme Part II three projects were implemented: Creative Europe, Cross-Border Cooperation, and the EU-Eastern Partnership Culture and Creativity Programme,<sup>47</sup> the latter of which is the most important and is discussed in more detail below (owing to space limitations of this article, the discussion of the other projects is omitted).

The EU-Eastern Partnership Culture and Creativity Programme was created in 2015 within the framework of an EU Programme and also funded under the European Neighbourhood Instrument. The aims of this Programme are: 1) to strengthen national cultural policies, as well as the capacities of the culture and creative sectors and of culture operators in partner countries; 2) to increase the links between public institutions and private actors in the field of culture and creativity; 3) to foster the inclusion of civil society in the decision-making process, thus enhancing the role of culture as a driving-force for reform; and 4) to support the participation of partner countries in international cultural initiatives.<sup>48</sup>

Bearing in mind the above, it should be stated that the objectives of the programme are associated with supporting the contribution of the cultural and creative sectors to sustainable humanitarian, social, and economic development in Armenia, Azerbaijan, Belarus, Georgia, Moldova, and Ukraine.

It should be noted that the Culture and Creativity Programme is associated with: 1) the development of United Nations national statistics on culture in Georgia, Ukraine, Armenia, and Azerbaijan; 2) research papers focused on: developing creative industries; cultural heritage; models of performing arts; and development of the film industry; 3) development of a cultural mapping model for small towns and six pilot reports; 4) support for policy development initiatives; 5) developing partnerships between EU and Eastern Partnership cultural organizations; 6) creation of a network of 260 mid-career cultural managers; 7) capacity-building of journalists in cultural journalism; 8) development of online courses for cultural

<sup>45</sup> M. Bochoidze (ed.), *sak'art'veloskulturuli memkvidreobiserovnulipolitika* [Georgian Cultural National Policy of Heritage], ICOMOS, t'bilisi 2014, [http://rcchd.icomos.org.ge/img/multimedia/pub\\_1417006213125685.pdf](http://rcchd.icomos.org.ge/img/multimedia/pub_1417006213125685.pdf) [accessed: 15.03.2019].

<sup>46</sup> O.P. Oliynyk (ed.), *Kontseptsiya natsional'noyi politykyshchodo kul'turnoyi spadshchyny v Ukrayini (Proekt)* [The concept of national policy on cultural heritage in Ukraine (project)], Arkhytektura y Prestyzh, Kyiv 2014, [http://rcchd.icomos.org.ge/img/multimedia/pub\\_1420656106628705.pdf](http://rcchd.icomos.org.ge/img/multimedia/pub_1420656106628705.pdf) [accessed: 15.03.2019].

<sup>47</sup> For more, see: <https://www.euneighbours.eu/en/east/eu-in-action/projects> [accessed: 18.03.2019].

<sup>48</sup> Source: <https://www.euneighbours.eu/en/east/eu-in-action/projects/eu-eastern-partnership-culture-and-creativity-programme> [accessed: 18.03.2019].

managers; 9) workshops on the Creative Europe programme and consultations with organizations applying for funding; 10) development of websites and social media platforms highlighting trends in the culture and creative industries sector; and 11) the translation into regional languages of key manuals and reference documents on modern practices in the cultural sector in Europe.<sup>49</sup>

After the end of Culture and Creativity Programme, the website created by this programme will continue to operate with funding from the British Council. This is important to continue developing the potential of the cultural and creative industries of the Eastern Partnership Countries and to post and update best practices, tools, and opportunities on a daily basis.

### Conclusions

In summary, it should be noted that the EU's foreign policy focuses on five guiding principles for the EU's external action, among which are: 1) the promotion of cultural diversity and respect for human rights; 2) fostering mutual respect and inter-cultural dialogue; 3) ensuring respect for complementarity and subsidiarity; 4) promoting culture through existing frameworks for cooperation; and 5) encouraging a cross-cutting approach to culture. It should be noted that all these principles affect the development of EU relations with the Eastern Partnership Countries.

The objective of the Eastern Partnership is to bring partner countries closer to the EU through deeper cooperation and integration activities based on EU values, norms, and standards. The Eastern Partnership aims to support reforms focusing on the strengthening of institutions and the modernization of partner countries for the benefit of their citizens. In order to achieve these goals, the Eastern Partnership develops in two ways: bilaterally, focused on strengthening relations of individual countries with the EU; and multilaterally, which refers to actions and initiatives common to all partners.

Moreover, two cultural projects under the Eastern Partnership Cultural Programme Part I and the Eastern Partnership Cultural Programme Part II have been implemented under the Eastern Partnership. The Eastern Partnership's partners are confronted with numerous challenges to ensuring the sustainable management of cultural heritage, including the need to ensure adequate funding for the conservation and protection of these assets. The Regional Cooperation for Cultural Heritage Development – realized under the Eastern Partnership Cultural Programme Part I – focused on the cultural and economic development of the beneficiary countries of the programme. It created the basis for the protection of heritage in the post-Soviet States through the development of technical and organizational measures to protect heritage, including legal provisions and policies of the State. Therefore it focused on cultural exchanges, cooperation, and knowledge transfer.

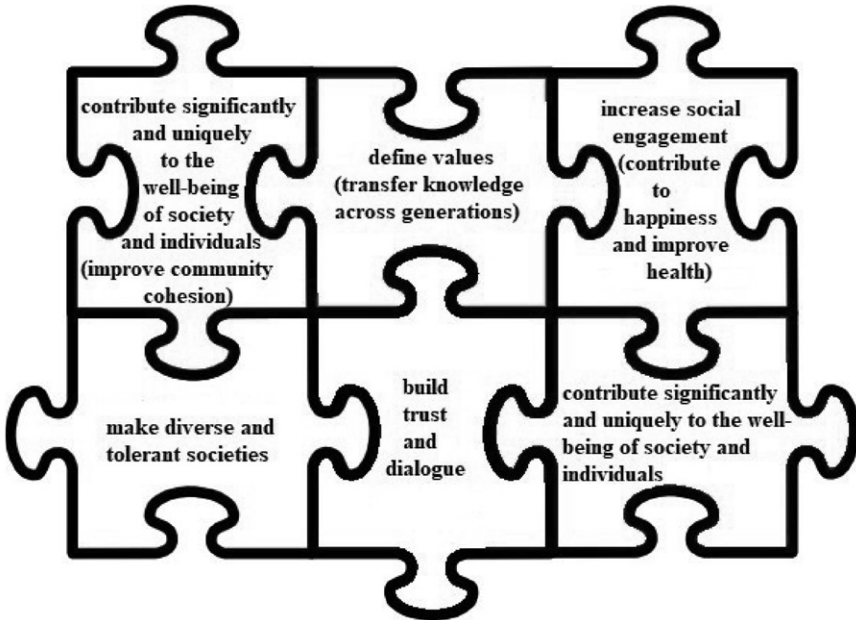
---

<sup>49</sup> Source: *ibidem*.

The material protection of cultural heritage was not the main goal of the first cultural programme. This changed starting in 2015, during the implementation of the second cultural programme. At that time the EU began to have a social impact on the cultural development of the eastern part of the region through the creation of a qualified team of cultural managers. Spreading the awareness of national heritage and showing ways of its promotion began to turn around the economic situation of the regions, and in the end contributed to their economic development.

Attention should also be paid to the importance of culture and heritage protection in cooperation projects under the Eastern Partnership of the EU. The figure below (Figure 1) shows the influence of culture on the implementation of the Eastern Partnership, which can be presented in the form of a puzzle.

Figure 1. Influence of culture in the Eastern Partnership



Source: Own elaboration based on <https://www.euneighbours.eu/en/east/eu-in-action/projects/eu-eastern-partnership-culture-and-creativity-programme> [accessed: 20.02.2019].

Expanding the knowledge and awareness of cultural heritage increases social engagement, which not only contributes to happiness but also improves health. Culture contributes significantly and uniquely to the well-being of society and individuals; in effect it builds trust and dialogue. This in turn translates into creating diverse and tolerant societies. Cultural actions also contribute significantly and uniquely to the well-being of society and individuals by allowing for the transfer of knowledge across generations.

International cooperation has contributed to the creation of ties between countries and the dissemination of knowledge about heritage. However, it is currently difficult to assess the impact of the programmes on cultural cooperation within the Eastern Partnership, but it is known that it influenced the furtherance of partners spreading knowledge about their national heritage.

### References

- Barabasz A., Piechocki M., *Partnerstwo Wschodnie jako instrument polityki wschodniej UE?* [Eastern Partnership as an instrument of the EU's eastern policy?], "Rocznik Integracji Europejskiej" 2012, Vol. 6.
- Barburska O., *Wpływ polskiej dyplomacji na kształtowanie i realizację polityki wschodniej UE* [The influence of Polish diplomacy on the shaping and implementation of the EU's eastern policy], "Studia Europejskie / Centrum Europejskie Uniwersytetu Warszawskiego" 2013, Vol. 4.
- Barcz J., *Prezydencja w Radzie Unii Europejskiej. Podstawy prawne i ramy instytucjonalne wraz z podstawowymi dokumentami* [The Presidency in the Council of the European Union. Legal basis and institutional framework, together with basic documents], Instytut Wydawniczy Europrawo, Warszawa 2010.
- Bochoidze M. (ed.), *sak'art'velos kulturuli memkvidreobis erovnuli politika* [Georgian Cultural National Policy of Heritage], ICOMOS, t'bilisi 2014, [http://rcchd.icomos.org.ge/img/multimedia/pub\\_1417006213125685.pdf](http://rcchd.icomos.org.ge/img/multimedia/pub_1417006213125685.pdf) [accessed: 15.03.2019].
- Casier T., *European Neighbourhood Policy: Living up to Regional Ambitions?*, in: F. Bindi, I. Angelescu (eds.), *The Foreign Policy of the European Union. Assessing Europe's Role in the World*, Brookings Institution Press, Washington 2012.
- Council of the European Union, *A Secure Europe in a Better World. European Security Strategy*, 12 December 2003, <https://europa.eu/globalstrategy/en/european-security-strategy-secure-europe-better-world> [accessed: 15.03.2019].
- Cziomer E., *Geneza, struktura oraz przesłanki wdrażania Partnerstwa Wschodniego Unii Europejskiej w latach 2008–2010* [Genesis, structure, and premises for the implementation of the Eastern Partnership of the European Union between the years 2008 and 2010], in: J. Sawczuk (ed.), *Partnerstwo Wschodnie: wielka szansa Europy*, Wydawnictwo Wyższej Szkoły Bankowej, Poznań – Chorzów 2011.
- European Commission, *Annex 11 of the Commission Implementing Decision on ENPI East Regional Action Programme 2013 Part II. Action Fiche for the Eastern Partnership Culture Programme II*, [https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/enpi\\_2013\\_c2013\\_8293\\_rap\\_east\\_partii\\_culture.pdf](https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/enpi_2013_c2013_8293_rap_east_partii_culture.pdf) [accessed: 15.03.2019].
- European Commission, *Communication from the Commission: European Neighbourhood Policy. Strategy Paper*, COM(2004) 373 final, 12.05.2004.
- European Commission, *Remarks by President Juncker at the Press Conference Following the 5th Eastern Partnership Summit*, 24 November 2017, [http://europa.eu/rapid/press-release\\_SPEECH-17-4950\\_en.htm](http://europa.eu/rapid/press-release_SPEECH-17-4950_en.htm) [accessed: 15.03.2019].
- European Council, *Eastern Partnership*, <http://www.consilium.europa.eu/en/policies/eastern-partnership> [accessed: 15.03.2019].



- European External Action Service, *Vademecum on Financing in the Frame of the Eastern Partnership*, 24 September 2010, [http://eeas.europa.eu/archives/docs/eastern/docs/eap\\_vademecum\\_en.pdf](http://eeas.europa.eu/archives/docs/eastern/docs/eap_vademecum_en.pdf) [accessed: 15.03.2019].
- European Parliament, *Press Packs: Support for Culture in the Eastern Neighbourhood*, 27 June 2013, [http://www.europarl.europa.eu/meetdocs/2009\\_2014/documents/nest/dv\\_nest\\_20140213\\_14/nest\\_20140213\\_14en.pdf](http://www.europarl.europa.eu/meetdocs/2009_2014/documents/nest/dv_nest_20140213_14/nest_20140213_14en.pdf) [accessed: 15.03.2019].
- European Union, *Joint Staff Working Document Implementation of the European Neighbourhood Policy Eastern Partnership Implementation Report Accompanying the document Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Implementation of the European Neighbourhood Policy in 2014*, SWD (2015) 76 final, 25.03.2015.
- Gretskiy I., Treschenkow E., *Europejska Polityka Sąsiedztwa i Rosja* [European Neighbourhood Policy and Russia], "Stosunki Międzynarodowe" 2013, Vol. 47.
- Joffé G., Vasconcelos A. (eds.), *The Barcelona Process: Building a Euro-Mediterranean Regional Community*, Routledge, London – New York 2014.
- Kobzova J., *Eastern Partnership after Riga: Rethink, Reforms, Resilience*, "ECFR Riga Series", 19 May 2015.
- Lisack G., *European External Cultural Relations: Paving New Ways?*, 1 December 2014, [http://moreeurope.org/sites/default/files/european\\_external\\_cultural\\_relations\\_paving\\_new\\_ways\\_10.12.2014.pdf](http://moreeurope.org/sites/default/files/european_external_cultural_relations_paving_new_ways_10.12.2014.pdf) [accessed: 15.03.2019].
- Marcinkowska P., *Europejska Polityka Sąsiedztwa. Unia Europejska i jej sąsiedzi – wzajemne relacje i wyzwania* [European Neighbourhood Policy. The European Union and its neighbours – mutual relations and challenges], Wydawnictwa Uniwersytetu Warszawskiego, Warszawa 2011.
- Maurer H., Simão L., *From Regional Power to Global Power? The European Neighbourhood Policy after the Lisbon Treaty*, in: A. Boening, J.F. Kremer, A. van Loon (eds.), *Global Power Europe*, Vol. I: *Theoretical and Institutional Approaches to the EU's External Relations*, Springer, Berlin – Heidelberg 2013.
- Ministry of Foreign Affairs of the Republic of Poland, *Polish Presidency of the Council of the European Union 1 July – 31 December 2011. Final Report: Preparations, Achievements, Conclusions*, April 2012, [http://www.mf.gov.pl/en/documents/764034/1137013/Report\\_Polish\\_presidency.pdf](http://www.mf.gov.pl/en/documents/764034/1137013/Report_Polish_presidency.pdf) [accessed: 15.03.2019].
- Oliyynyk O.P. (ed.), *Kontseptsiya natsional'noyi politykyshchodo kul'turnoyi spadshchyny v Ukraini (Proekt)* [The concept of national policy on cultural heritage in Ukraine (project)], Arkhytektura y Prestyzh, Kyiv 2014, [http://rcchd.icomos.org/ge/img/multimedia/pub\\_1420656106628705.pdf](http://rcchd.icomos.org/ge/img/multimedia/pub_1420656106628705.pdf) [accessed: 15.03.2019].
- Rotarski Ł., *Surowce energetyczne w polityce zagranicznej Federacji Rosyjskiej* [Energy resources in the foreign policy of the Russian Federation], "Kultura i Polityka. Zeszyty Naukowe Wyższej Szkoły Europejskiej im. ks. Józefa Tischnera w Krakowie" 2008, Vol. 2/3.
- Stępniewski T., *Partnerstwo Wschodnie Unii Europejskiej: W poszukiwaniu nowego modelu integracji* [Eastern Partnership of the European Union: In search of a new model of integration], "Myśl Ekonomiczna i Polityczna" 2015, Vol. 4(51).
- Strelkov A.A., *Kiyev i Minsk mezhdou Moskvoy i Bryusselem: uravneniye s chetyr'mya neizvestnyimi* [Kiev and Minsk between Moscow and Brussels: The equalization with the four unknowns], "Aktual'nyye problemy Yevropy" 2011, Vol. 2.

## GENERAL ARTICLES

Żaneta Gwardzińska

---

Treaty on European Union (consolidated version), OJ C 326, 26.10.2012, p. 13.

Treaty on the Functioning of the European Union (consolidated version), OJ C 326, 26.10.2012, p. 47.

Wojna B., Gniazdowski M. (eds.), *Partnerstwo Wschodnie – raport otwarcia* [Eastern Partnership – preliminary report], Polski Instytut Spraw Międzynarodowych, Warszawa 2009.

Zielińska A., Longhurst K., *Partnerstwo Wschodnie – kontekst i reakcje niespokojnego regionu* [Eastern Partnership – context and reactions from a troubled neighbourhood], in: K. Longhurst (ed.), *Kształtowanie się nowej europejskiej polityki wschodniej – ocena Partnerstwa Wschodniego*, Collegium Civitas Press, Warszawa 2009.