Chapter 18
Public Diplomacy

A LACK OF POLITICAL SUPPORT AND LONG-TERM VISION

Jana Peterková, Eliška Tomalová

Executive Summary: In the field of Czech public diplomacy, the year 2017 did not represent an exceptional year that would bring new major topics or changes. It can be characterised as a transition period from a situation of instability and maybe even uncertainty about the future and leadership of the most visible actor of Czech cultural diplomacy – the Czech Centres (CC). In the second half of the year, however, we may identify new positive ways of strategic thinking about their future. 2017 also saw a continuous trend in the diversification of fields and practices in public diplomacy areas where new forms of diplomatic practice and fields of activity gained a greater place and more attention, such as sports diplomacy. Last, but not least, the Czech public diplomacy has remained dominated by a pragmatic view prioritising the economic potential of various public diplomacy activities without a stronger support for a longer-term vision.

BACKGROUND AND POLITICAL CONTEXT

Public diplomacy is a very broad area of diplomatic practice that covers all foreign policy dimensions. Its main characteristic is the fact that public diplomacy does not deal with diplomats as counterparts, but with foreign audiences. However, in the Czech diplomatic practice, the understanding of public diplomacy remains unclear, and in the context of Czech foreign policy, public diplomacy does not have a single institutional meaning. Contrary to the previously mentioned definition based on the difference in diplomatic actors, the Czech Ministry of Foreign Affairs frames public diplomacy in a more foreign-policy-dimensions-division-oriented context and focuses mainly on cultural affairs, branding and the positive image of the state-related activities.

This division is also reflected in the main and most up-to-date conceptual document on Czech foreign policy – Koncepce zahraniční politiky České republiky (Foreign Policy Conception of the Czech Republic), where public diplomacy falls into the
category ‘dobre jméno v zahraničí’ (a positive image or reputation abroad) without being explicitly mentioned. On one page, the document states that “one of the Czech foreign policy objectives is to contribute to a positive perception of our country in the international environment”. For the first time a Czech foreign policy conceptual framework document promises a stronger attention to branding techniques and a drafting of a new strategic document that should represent an up-to-date version of the only one existing document in the field – the Conception of the Czech Presentation Abroad (the new document was not ready until the end of 2017). It continues by enumerating the main areas of its field, such as culture and an active cultural policy, co-operation with Czech compatriots in other countries and the activities of various agencies (especially the Czech Centres and Czech Tourism).


In 2017, as in the previous years, the Czech public and cultural diplomacy did not represent a political topic; neither did it play a role in the campaigns for the parliamentary elections. This confirms a long-term trend – that of cultural policy and cultural diplomacy issues being underrepresented in the Czech political scene. For years, there has not been a single politician who would include these topics (together with the positive image of the country strategies) in her or his political vision.

AGENDA AND EVENTS

Presentation of Culture

Despite organisational and personnel changes at the top management level that occurred in the Czech Centres (Jan Závěšický left the CC and the agency remained without an official appointed general director till the end of 2017), the organisation succeeded in maintaining and developing its activities in the presenting of Czech culture abroad. One can even say that in the second half of the year, the Czech Centres were able to start a new process of internal reflection that is supposed to result in a new conceptual framework for the presentation of the Czech Republic abroad. The so-called Czech Image Project, which is perceived as a follow-up project of Czech Image, started in autumn 2017 and should culminate in 2018. The Czech Image Project will present a set of messages and values linked to the perception of the Czech Republic that can be possibly used by the cultural/public diplomacy actors in the foreign presentation of the country (its people, products, places, etc.). The process only started in 2017/2018, but the most important message here is that the Czech Centres see themselves as a central player in the domain of Czech cultural/public diplomacy and in presenting a positive image of the country, and have the ability to play an important role as a leader/coordinator of the debate about the priorities in the area in the future.
As was the case with every element in the Czech state administration, in 2017 the Czech Centres also started their preparations for the celebration of the 2018 anniversaries of the key historical years 1918 and 1968. As the main actors of Czech cultural diplomacy, the Czech Centres will play a central role in the organisation of the anniversary celebrations abroad, especially in the countries where the centres are physically present. There are two main projects representing the anniversary agenda: the Czech Innovation Expo, which links the Czechoslovak and Czech industry, technology and innovation tradition to the present day achievements and possibilities, and Czech Image (see above), whose aim is to open up a general public debate on the presentation of the country abroad. Last but not least, one of the CC’s top events – *Noc literatury* (European Literature Nights) – took place in fifty cities in the Czech Republic and more than thirty cities abroad in 2017. The project has a long tradition, as it has been organised by the Czech Centres since 2006. It constitutes an example of the Czech know-how and good co-operation among Czech and international actors, such as EUNIC (the European Union National Institutes for Culture).

As far as the top events in the field of cultural diplomacy are concerned, two major projects must be cited. The first of them is the Year of Czech Culture in Japan. This exceptional project was prepared to celebrate the 60th anniversary of diplomatic relations between the Czech Republic (Czechoslovakia) and Japan. Czech culture has been appreciated in Japan for a long time. An extraordinary event such as the Year of Czech Culture is an opportunity to raise awareness of the Czech Republic as well as to further target the promotion of Czech culture as well as Czech brands. The part of the event that attracted the greatest amount of attention was undoubtedly the exhibition of the *Slav Epic*, a set of 20 great paintings by Alfons Mucha dedicated to Slavonic mythology. The paintings were exhibited in Tokyo from March 8 to June 5, during which time the exhibition saw some 662,000 visitors.

The second top event is the Czech-German Cultural Spring 2017, which, among other things, reflected the importance of Czech-German bilateral relations. The project consisted of various activities: their common denominator, besides the cultural dimension, was youth and the promotion of innovation and cultural diversity.

The Czech public diplomacy topic that links the area of domestic and foreign relations, and the area of culture and politics is the commemoration of significant anniversaries related to the life of the country. In 2017, the Czech Republic commemorated the 80th anniversary of the death of Tomáš Garrigue Masaryk, the 100th anniversary of the birth of the writer Pavel Tigrid, the 40th anniversary of the death of the philosopher Jan Patočka and the 40th anniversary of the Declaration of Charter 77. These anniversaries were also commemorated by Czech embassies abroad – for example, the Czech Embassy in Delhi or that in The Hague. Besides these events, there were also the preparations for the celebrations of the 100th anniversary of the establishing of Czechoslovakia and the 50th anniversary of the Prague Spring in 2018. The remembrance of such anniversaries is very important for their connection with the political principles and values that the recalled events represent and which should be remembered in connection with the Czech Republic not just domestically, but also abroad.
Sports Diplomacy
One of the thematic priorities of the past period, among others, has been sport diplomacy or a wider focus of the appreciation of the role of sports in international relations and, in particular, their importance for the reputation of the country. Therefore, the Ministry of Foreign Affairs of the Czech Republic (MFA CR) and the Czech Olympic Committee (COC) started a close co-operation, which was confirmed by the Memorandum of Cooperation signed in November 2015. A specific example of this is the co-operation of the COC and Czech embassies during important sporting events abroad, where the Czech offices can help with organisational and consular issues on the ground. This co-operation is very important already at the stage of planning, for example, when the Czech sports federations apply for organising such an important event. A collaboration with the relevant embassy can be very helpful in such matters.

Another dimension of this area is the educational program which the COC implements in close co-operation with the Faculty of International Relations of the University of Economics in Prague, with the participation of the MFA CR. This program aims to strengthen the readiness of representatives of Czech sports associations, especially athletes after the end of their active career, to hold positions in international sports institutions. The aim is to strengthen the Czech presence and influence in such institutions, defend Czech interests more effectively, promote Czech sports and thus contribute to the positive perception of the Czech Republic abroad.

The XXII General Assembly of the Association of National Olympic Committees that was organised in Prague at the turn of October and November 2017 was an important event regarding the effort to strengthen the Czech sport diplomacy. Mr. Ivo Šrámek, the Deputy Minister for Security and Multilateral Issues of the MFA, greeted the participants at the opening ceremony. The feedback on the organisation of the event was very positive; therefore it is possible to assume that as a result, Czech sports, the Czech Olympic Movement and the Czech Republic itself were once again very visible on the international scene.

A related aspect is the discussion of whether to use the other official name of the Czech Republic – Czechia – during sporting events abroad, e.g. whether it should be presented on the athletes’ clothing. The representatives of the sports associations did not welcome this idea, mainly citing the financial demands of such a change and the current contractual obligations as their reasons.

Compatriot Relations and Teaching of the Czech Language
The theme of relations with the Czech diaspora is one of the permanent topics of the cultural dimension of Czech foreign policy and certainly belongs to the field of public diplomacy. In the past, the relationship between the Czech Republic and its compatriot communities abroad was rather complicated. In this respect, there has been a great deal of change in the character and intensity of this relationship in recent years.

In assessing the relationship between a state and its diaspora, one of the criteria is the existence of a specialised institution which deals with these relations at the national level. If such an institution exists, it is also appropriate to examine the specific
form, powers and scope of its activities. The Czech Republic has been paying attention to its relations with the diaspora for a long time. A number of past programmes and activities related to the issue that have been carried out by the participating actors (e.g. the Deputy Commissioner for Compatriot Relations at the MFA, the Standing Commission of the Senate for Compatriots Living Abroad, the House of Foreign Cooperation of the Ministry of Education, and others) can be mentioned. However, until recently an institution dealing exclusively with the diaspora was absent.

In 2017, however, a breakthrough occurred regarding this question when in April 2017 the Government of the Czech Republic took note of the establishment of the Interdepartmental Commission for Czechs Living Abroad. It complied with the Resolution of the Senate of the Parliament of the Czech Republic No. 43, dated 1 December 2016, to the conclusions of the Diaspora Conference as a Partner of the Parent State of September 2016. The Senate, in this resolution, asked the government to direct the coordination of relations with the diaspora at the state level by the Ministry of Foreign Affairs of the Czech Republic. Besides the Foreign Ministry, the Ministries of Education, Youth and Sports; Interior; Health; Labour and Social Affairs; Culture; Industry and Trade, and Justice are also represented in this Commission. The Commission also has the possibility of participation in the diaspora-related activities of other ministries or public institutions which also take part in the relations with the compatriots.

The purpose of the Commission’s existence is above all to share information, create a single database for all participating institutions, and provide all relevant information to Czechs abroad. Not only cultural and linguistic issues, but also consular services and, of course, various aspects of return policy play an important role in it. Other policy objectives of the Commission include recommendations and proposals for various legislative measures for participating institutions. In the course of 2017 both the Commission’s constituent meeting and its first working session were held – in June and August, respectively.

As for the coordinating level, it is also important to mention two round tables that took place in 2017. The first one was held in May and the other in November. The main theme that appeared in their titles was co-operation between politicians, academics and representatives of compatriots living abroad. In addition to critical responses to some issues, especially the issue of correspondence and that of participation of compatriots living abroad in the Czech elections, the positive results of the Programme of Support of the Czech Cultural Heritage Abroad in the field of financial support of Czechoslovak associations and especially in the area of Czech language teaching were highlighted at the round tables.

Science, Research and Education
In connection with public diplomacy and the positive perception of the country abroad, the area of science and research is generally present at several levels. The first is the level of presentation of excellent results of Czech science and research abroad. This concerns not only remarks about significant successes from the past but also presentations of current projects. For example, the Czech Centres are places for exhibitions of Czech scholars, artists and researchers; in 2017, they promoted the works of Pro-
Professor Antonín Holý and Professor Jaroslav Heyrovský, for example. Specifically, this institution also focuses on presenting and supporting the current achievements of Czech science, as illustrated by the Czech Innovation Expo co-organised with Czech Innovation o.p.s. One of the goals of the Czech Innovation Expo is to create a positive image for the Czech Republic abroad by focussing on Czech successes in terms of innovation and presenting excellent results of Czech science and research, as well as facilitating a possible co-operation with foreign partners.

Another important aspect of Czech public diplomacy is education. The Czech reputation in this sphere relates to a few dimensions. The first of these is exchange stays, which are aimed primarily at students and academics. The second area is foreign language teaching, which is focused both on the state’s relations with the diaspora and on the promotion of the Czech language among foreign degree candidates, as well as on the pursuit of a long-term positive relationship between the Czech Republic and its diaspora. The third area is the effort to attract foreign students to studies at Czech universities. The students not only take courses at the universities, but they also get the opportunity to get acquainted with the Czech environment, values and culture.

The House of Foreign Cooperation of the Ministry of Education, Youth and Sports of the Czech Republic (HFC) plays an important role in all these dimensions. Its key target groups are mainly students and the youth in general. The HFC also participates in European programmes such as Erasmus+, regional ones such as CEEPUS (the Central European Exchange Program) and bilateral programmes such as Aktion. Another aspect of this topic is the long-term effort to promote Czech educational institutions, and Czech universities in particular. The Czech Republic has a very good name in this respect, especially in the area of technical education. The activity of the HFC thus contributes to the care of the reputation of the country and to the creation of positive relations with the Czech state in a much wider range than only in the area of caring for and teaching the Czech language. Also, the area of student exchange programmes is considered to be one of the important tools of public diplomacy in the practice of many states, and the Czech Republic is no exception in this respect.

IDENTIFICATION AND CHARACTERISTICS OF KEY ACTORS

A number of key actors are relatively stable in the area of the Czech Republic’s public diplomacy and nation branding. Among the existing actors, the MFA and its various departments, such as the Department of Public Diplomacy or the Department of Special Representative for Compatriotic Relations, have an exceptional status. In the context of public diplomacy, it is necessary to also mention two agencies of the Ministry of Foreign Affairs, namely the Czech Centres and the Office of the Commissioner General of Czech Participation at the World Exhibition EXPO. The Czech Centres are perceived as a distinct institution, albeit with a strong organisational connection to the Ministry of Foreign Affairs.

Besides the MFA there is also a whole range of other, often thematically oriented actors. In the field of cultural presentation, there is the Ministry of Culture and related
institutions such as the Theater Institute / Institute of Art or the Czech Literary Centre. The Standing Senate Commission for Compatriots Living Abroad also plays a very important role in the area of state relations with the diaspora. This commission also cooperates with a number of non-governmental actors, from which we can mention, for example, the Czech School without Borders. Another important player is the Ministry of Education, Youth and Sports and its agency – the House of Foreign Cooperation. These two institutions are very important in the field of Czech language teaching for both diaspora and foreign audiences. As far as sport diplomacy is concerned, the Czech Olympic Committee should also be mentioned for its co-operation with the Ministry of Foreign Affairs. The co-operation between the two institutions started in 2015, when the *Memorandum of Understanding on Mutual Cooperation between the Ministry of Foreign Affairs and the Czech Olympic Committee* was signed.23

**Ministry of Foreign Affairs**

The Ministry of Foreign Affairs can be characterised as a guarantor and a guardian of cultural diplomacy as the cultural dimension of Czech foreign policy. In everyday activities, however, there is still a considerable space of freedom of action left for the Czech embassies. Also, extraordinary events, such as the celebration of the 100th anniversary of the founding of Czechoslovakia, have been perceived as exceptional activities and thus have been co-managed by various different actors, not only Czech ones, but also Slovak partners.24

From the point of view of the Ministry of Foreign Affairs, the coordination of activities is a key issue. Coordination is generally a major problem of Czech public diplomacy, which is repeatedly mentioned in various evaluation documents and reports.25 In the opinion of the Ministry of Foreign Affairs, there is no broader coordination of activities in Czech public diplomacy. The goal then is to create a comprehensive process for greater coordination and to concentrate both strength and money for more effective action in this respect. The first step in this regard is to update the debate on this topic.26

For the MFA, it is important not only to present the Czech Republic abroad but also to successfully communicate with the domestic audience. Its intention is to set up a cultured professional debate on Czech foreign policy. For the MFA, it is essential not only to inform about Czechia and Czech foreign policy, and to present Czech culture abroad, but also to present its own activities to the domestic audience and work on the internal branding connected to the agenda, as the ideas about the activities of the Ministry of Foreign Affairs are often distorted. It is also important to emphasise what the state is really good at. In the context of the activities of the Ministry of Foreign Affairs, for example, economic diplomacy or development co-operation can be mentioned as a strong area. It is precisely in the context of public and economic diplomacy that there is a great potential that can be formulated by the winged phrase “culture opens the door to business”.

In connection with the care for the reputation of the country, it is necessary at the beginning to formulate the image of the state as it wishes to be perceived, and only then is it possible to discuss the ways in which the desired image can be achieved. In
the day-to-day activities of the Ministry of Foreign Affairs, several basic directions can be traced in 2017. The first is the ongoing co-operation with the COC in the field of sports diplomacy. Another one is the project of Diplomatic Salons, which is organised by the Ministry of Foreign Affairs in co-operation with the student organisation Junior Diplomatic Initiative, which is aimed at the young generation and its interest in foreign policy. In the context of public diplomacy an important trend is the focus on the subject of electronic communication, the Internet, and social networks. The Internet avenues of Czech public diplomacy include the Czech.cz website as well as the MFA’s communication on Facebook, Twitter, LinkedIn and Instagram.27

**The Czech Centres**

For the Czech Centres, the year 2017 was a relatively tough period, especially with regard to the structure of the organisation and its financial security and human resources perspective. Some of the restlessness of 2016 spilled over into 2017, as in the previous year, information about the possibility of some Czech Centres abroad being placed under the control of Czech embassies, which might interfere in their functioning, resonated in the media as well.28 The break-even moment was the abovementioned dismissal of Jan Závěšický, the CEO of the Czech Centres, in April 2017. After his leaving, however, the CC managed to stabilise the situation, and also the selection procedures for the directors of the Centres in Vienna, Brussels, and Paris were held. In the second half of the year, the selection procedure for the new CEO was also held. The result was announced in December 2017 with the appointment of Ondřej Černý, the current Director of the Czech Centre in Munich, as the new CEO.29

The Czech Centres Network has its headquarters in Prague, 22 foreign Czech Centres and the Czech House in Moscow. Thus, the Czech Centres have a relatively active foreign network. This is, in the opinion of the CC’s management, their significant asset. At the same time, it is necessary for this context to emphasise the way the foreign offices of the Czech Centres work, as they work with very limited personnel resources. This situation also affects to a certain extent their preferred way of acting, which is networking, or, more specifically, establishing contacts, exchanging information and creating a permanent network of cooperating entities.30

**MEDIA AND PUBLIC SPACE**

Certain public diplomacy topics from 2016 continued to resonate in 2017. Here it is possible to mention, for example, the English version of the one-word name for the country (Czechia), although the intensity of the mentions and the evaluations of it were much lower than in the previous year.31 A related aspect is the use of this variant in electronic communication. While the website with information on events in the Czech Republic is still available at www.czech.cz, there is a profile on Facebook managed by the Ministry of Foreign Affairs with the address Czechia.eu.32 Similarly, on Twitter, there is the #Czech hashtag but it cannot be linked directly to the official country profile.33
The second major topic in 2016 was the possible changes in the direction of the Czech Centres and the further development of their foreign network. At the end of 2016 it was not clear what direction the situation was going take. A relatively unexpected reversal occurred in the first half of 2017, when Jan Závěšický, the then director of the CC, left office. This was preceded by a media dispute over the appointment of the Director of the Czech Centre in Paris. The relatively unclear situation, however, was stabilised in the remainder of the year and the management of the CC continued in the preparations for the celebration of the centenary of the founding of Czechoslovakia, among other things.

From the point of view of the Ministry of Foreign Affairs, the public and media space can be divided into the national and the foreign sphere. At the national level there is an interest in improving and intensifying the communication with the domestic public and with partners, in particular in connection with the presentation of its own work, and information on the activities of the Ministry, including, for example, the cultivation of a professional debate on the country’s foreign policy. Other relevant topics are, for example, economic diplomacy and development co-operation, where both the MFA and other stakeholders can boast of the achieved results. The intention here, which, however, cannot be evaluated yet, is to increase the link between public diplomacy activities and the priorities of Czech foreign policy, which should ideally aim at a higher degree of fulfilment of Czech interests on the international scene.

CONCLUSION AND RECOMMENDATIONS

The Czech Republic is a small country with limited financial and personnel resources for its public and cultural diplomacy activities. This is not only a reflection of real possibilities but also a result of the political prioritisation of other areas. There are two possible ways to address the issue: one lies in co-operation with other local actors (including NGOs and private companies) and international actors (such as other cultural centres – as we can already witness in the case of partnerships within EUNIC). The second one lies in the identification of long term priorities and coordination of different stakeholders on the national level. The two ways are and should be wisely combined, especially in the case of a small country.

We conclude that in Czech public diplomacy, even the year 2017 continued the upward trend of the past years. This progress was characterised by a relatively large number of implemented activities and the considerable involvement of a number of stakeholders. Nevertheless, the care for the positive acceptance of the country on the international scene, where public diplomacy is undoubtedly one of the main tools, is trampled on the ground. In a long-term observation of the situation, one can find these major problems:

- An absence of political will to address this issue;
- Acceptance of the need to address the topic in the long term;
• Accepting the fact that such an intention must have political support across the whole political spectrum. Only such support can ensure a long-term stability and support for the adopted approach.

Realising any concept of good repute and positive image building using public and cultural diplomacy tools is a long-term process that cannot be realised through ad-hoc campaigns related to individual themes or anniversaries. The basis should be a majority agreement on qualitative attributes which could be associated with the name of the country, and the ability to develop these attributes on a long-term basis in partial themes. Only then is it possible to develop a concept of visual identity and to create campaigns aimed at, for example, highlighting a particular topic in a clearly defined territory.

The Czech Republic, as evidenced by the previous lines of this chapter, devotes considerable attention to its reputation abroad. Every year there is a large number of ad hoc events as well as long-term projects to promote a positive perception of the country abroad. But a problem that does not help in the long-term horizon is the absence of a key message or a set of positive attributes with which the Czech Republic can be joined and, unfortunately, the absence of a functioning coordination mechanism that would facilitate the long-term co-operation of the involved actors.

Endnotes

1 This chapter does not deal with all fields of foreign policy where public diplomacy strategies and tools can be applied, as it would then cover all areas where diplomats deal with foreign audiences. The authors focussed their research and analysis on the cultural components of public diplomacy – cultural diplomacy in a broader (anthropological) sense: science diplomacy, art diplomacy, sport diplomacy, educational and language diplomacy, and relations with Czech compatriots living abroad. In addition to that, based on Czech foreign policy conceptual documents, these activities are closely related to the positive image building agenda for the country.


The Special Representative for Compatriotic Affairs of the Ministry of Foreign Affairs of the Czech Republic. Interviewed by: Peterková, J. (22 February 2018).


The Special Representative for Compatriotic Affairs of the Ministry of Foreign Affairs of the Czech Republic. Interviewed by: Peterková, J. (22 February 2018).

Czech Innovation o.p.s is a public service company. Apart from consulting and organisational services in the field of innovation, the institution’s activities also aim to promote and market innovations in the Czech Republic.


And also at youth workers and education staff.


The Ministry of Foreign Affairs of the Czech Republic (2015) Ministr Zaorálek podepsal Memorandum o vzájemné spolupráci s Českým olympijským výborem [Minister Zaorálek

24 The Director of the Public Diplomacy Department at the Ministry of Foreign Affairs of the Czech Republic. Interviewed by: Peterková, J. (1 March 2018).


26 The Director of the Public Diplomacy Department at the Ministry of Foreign Affairs of the Czech Republic. Interviewed by: Peterková, J. (1 March 2018).


29 Ibid.


37 The Director of the Public Diplomacy Department at the Ministry of Foreign Affairs of the Czech Republic. Interviewed by: Peterková, J. (1 March 2018).