



## STEERING COMMITTEE FOR CULTURE, HERITAGE AND LANDSCAPE (CDCPP)

CDCPP(2014)9

Strasbourg, 5 March 2014

**3<sup>rd</sup> meeting**  
**Strasbourg, 19-21 March 2014**

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### **PROGRESS REPORT ON FOLLOW-UP ACTIVITIES TO THE 10<sup>th</sup> CONFERENCE OF MINISTERS OF CULTURE “GOVERNANCE OF CULTURE – PROMOTING ACCESS TO CULTURE”, MOSCOW, 15-16 April 2013:**

- **BUILDING AN INDICATOR FRAMEWORK ON CULTURE AND DEMOCRACY**
  - **UNDERSTANDING THE IMPACT OF DIGITISATION ON CULTURE**
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### **DOCUMENT FOR INFORMATION and DISCUSSION**

Item 6.2 of the draft Agenda

The Committee:

- noted the progress report submitted by the Secretariat on the state of implementation of the activities derived from the 2013 Conference of Ministers of Culture;
- welcomed the forthcoming two conferences also related to the follow-up to the Moscow Ministerial conference, thanked the Authorities of Azerbaijan and the Russian Federation for organising these and invited the Secretariat to circulate invitations and background papers in good time;
- appointed the following three CDCPP members ( .....,.....,....) to participate in the working party following-up on the Ministerial Conference on the understanding that meetings are open to other interested CDCPP members, without refunding by the Council of Europe of any costs incurred in their participation;
- underlined the necessity to increase financing of the Moscow follow-up works including through voluntary contributions by member states;
- invited the Secretariat to submit a report on progress made on building an indicator framework on culture and democracy and studying the impact of digitisation on culture at the next Bureau meeting of the CDCPP.

## BACKGROUND

Following positive feedback on the 10<sup>th</sup> Council of Europe Conference of Ministers of Culture “Governance of Culture – Promoting Access to Culture” (Moscow, 15-16 April 2013) by member states, endorsement of the Secretary General’s Conference Report at the Committee of Minister’s GR-C on 2 July 2013 and inclusion of activities set out in the Conference’s Action Plan for the Organisation’s Programme and Budget 2014/15, the Secretariat prepared a roadmap for implementation. This contains detailed information on the mission, expected results, schedule, method and output of the two activities and was approved by the CDCPP’s Bureau in autumn 2013 (CDCPP-BU(2013)10). Conference follow-up activities involve:

1. ***To launch a medium-term working process that should include work on indicators of the impact of cultural activities on democracy as well as the economic efficiency of financing culture in order to improve the effectiveness of cultural policies, to map related trends and developments at pan-European level with special regard to access to and participation in culture and help generate harmonized national and European surveys;***
2. ***To offer a platform for the exchange of experiences and good practices for policy makers, for co-operation for practitioners and civil society, on the impact of digitisation on culture and to study common European orientations for promoting – in full respect of the rights and freedoms guaranteed by the European Convention for Human Rights, and of cultural diversity, especially on the Internet – the democratic governance of culture by ensuring, in particular, citizens’ access to, and participation in, culture in the digital era.***

## PROGRESS ACTION 1:

### BUILDING AN INDICATOR FRAMEWORK ON CULTURE AND DEMOCRACY

#### *Mission and project aims*

As the preparatory work to the Moscow Ministerial Conference showed, the nature of cultural policies is changing, with a focus on cultural democracy and citizen involvement. Although a multitude of statements on culture’s role in democracy are available, empirical evidence, measurement tools and accepted proofs are still scarce in contrast to the increasing demand for evidence-based policy making. The Council of Europe, in partnership with its member States and leading research institutes, including the “Hertie School of Governance” in Berlin, is working to remedy this situation, by devising a set of indicators for assessing culture’s contribution to democracy. The envisaged indicator framework will help understand the interplay between culture and democracy and provide European governments with an effective tool for policy making including with regards to issues of resources and finance<sup>1</sup>. Whilst the identification of clear causal relations may prove elusive due to methodological considerations<sup>2</sup>, measures of association and illustrations of potential causality will be produced and the “numbers be brought alive” by concrete examples.

<sup>1</sup> A fully-fledged analysis of the economic efficiency of financing culture as suggested by the Moscow final conference statement may be generated in a second step.

<sup>2</sup> Especially, ambiguities in allocating factors -such as participation in culture- as inputs rather than throughputs or outputs of the relation between culture and democracy.

### *Expected results*

These comprise:

- An indicator framework on the impact of culture on democracy for use by member States to help shape cultural policies and offer more profound insights into relevant patterns and processes, stretching possible analysis across policy fields, countries and over time.
- Mappings of European trends on, inter alia, cultural access and participation -as well as updates of the Council of Europe information systems and related methodological contributions- will strengthen the European knowledge base on culture and democracy alike.
- A strong statement on the value of culture for democracy will be derived from the indicator work. It will be disseminated in form of a guidebook proposing a set of principles for cultural policy-making which will stimulate cultural participation for the promotion of democracy and active citizenship.

### *Progress made*

A first informal meeting of experts took place in Vienna on 13 December 2013, back-to-back with the Compendium Authors' session and the Public Forum on "Culture and Democracy in the Digital Era – Hopes and Threats" (11-12 December) - both held in the framework of the Austrian Chairmanship of the Committee of Ministers of the Council of Europe. It brought together three designated CDCPP members with representatives from leading European cultural policy research institutions to elaborate on initial conceptual reflections on the indicator framework.

Following from the meeting, a comprehensive mapping of relevant terms, indicators and data sources has started with the assistance of Prof. H. Anheier, "Hertie School of Governance" (Berlin), which also offered a methodological frame for the indicator work. This frame has had its focus refined further in January 2014.

### *Forthcoming action: method, schedule*

The 2014 action plan foresees the following steps and respective parameters between January and December:

- Start of the active research phase in February and production of the indicators by the "Hertie School of Governance" following design principles for indicators such as conceptual focus, policy relevance, parsimony, significance, valid operational definitions, and transparency;
- From summer 2014 onwards, systematic analysis of the associations among potentially all four dimensions envisioned -i.e. inputs, throughputs, outputs and outcomes- related to culture and democracy, including:

- measurement of various units of analysis: institutions, organisations and individuals; as required, and with countries (nation states) being the final aggregation level;
  - use of comprehensive sets of relevant sub-indicators for indicators, as needed;
  - use of different data types and sources, including: cross-national survey data, third party expert data, and existing cultural, economic, political and social indicators and other data that might be relevant;
- Once a “prototype” of the indicator framework and required data has become available and first analyses have been conducted by researchers of the “Hertie School of Governance”, additional statistical tests will be applied from late summer 2014 by the research team around Prof. Sacco, Milan University. These will include methods based on SOM (Self-Organising Maps) techniques and dynamic network analyses to further increase the meaningfulness of the new indicator framework;
  - Following this, in autumn 2014, test-run of the indicator framework in five European countries and initial exploration of variations between countries, within countries and within relevant policy fields, as feasible.

A group of experts from leading European cultural research bodies -including from the Budapest Observatory, ERICarts institute, KEA Consultancy- as well as interested Universities will follow the work through the year and comment on progress and interim results. Designated CDCPP members will be part of the review group that is to ensure the highest possible standards and practical relevance of the work. A meeting will be organised in June to review, and refine as fit, the draft indicator framework established by the “Hertie School of Governance”.

A conference session shall be organised in late 2014 in the Russian Federation to present the indicator framework and first test results and discuss these and the wider application potential with representatives of all member states (government officials, cultural practitioners, researchers).

Subject to the availability of budgetary resources, further refinements of the indicator framework and testing in a larger number of member states could take place in 2015. In a longer-term perspective, the indicators could be followed up by a dedicated space within the Compendium information system. The new space is currently being conceived.

### *Resources*

Voluntary contributions by member States would be invaluable and a special account has been opened at the Council of Europe in this respect. Information from CDCPP delegates on possible national funding opportunities (e.g. foundations) and help with contacting these would be appreciated. Detailed information exchanges with interested partners from other International Organisations (EU, OECD, UNESCO) will be organised from early 2014 to identify shared conceptual and/or application interests and possible partnerships in the work process.

Progress made will be reported on regularly to the CDCPP Bureau and Plenary sessions in 2014/2015 and thereafter.

## **PROGRESS ACTION 2: UNDERSTANDING THE IMPACT OF DIGITISATION ON CULTURE**

### *Mission and project aims*

Digitisation is shaping the 21<sup>st</sup> century: not only in terms of new technology, but also in terms of our information environment's culture, which is having a significant impact on our societies. Several recently published global reports underline the importance of the knowledge society and the related role of culture for development<sup>3</sup>.

In its preparation of the 2013 Ministerial Conference, which focused on access to and governance of culture, the Council of Europe highlighted the importance of users' individual and collective needs vis-à-vis digital media. Its analyses hinted at risks for European cultural diversity and the need for adequate conditions for cultural content production and creativity in the digital age. If ensuring the widest possible access to and participation in culture is the objective and opportunities for individual and collective creativity are to be fully used, digitisation must be accompanied by enlightened cultural policies, tuned into the new digital world. Data, information and knowledge have to be acquired and exchanged to develop such policies. The role and function of cultural infrastructures and of public service are key issues of interest to governments., Media education and the challenge of "trans-literacy" are equally important: without the latter, digitisation may not unfold its potential as an engine for democratisation, for the democratisation of culture and individual self-empowerment.

### *Expected results*

Ministers of Culture invited the Council of Europe to set up a platform for exchange on the impact of digitisation on culture and prepare policy orientation papers for member states on promoting the democratic governance of culture in the digital context. Such policy orientations could inspire future Council of Europe recommendations and toolboxes in this area as well as possible transversal work initiatives that would relate cultural, media and educational policy concerns.

### *Progress made*

The Public Forum on "Culture and Democracy in the Digital Era – Hopes and Threats" (Vienna, 12 December) addressed several exemplary cases and positions, including libraries and their ability to serve the public, virtual museums, the field of music production and dissemination, and the possible need for a new right to remix cultural content. The Forum offered a meeting place for experts from research, policy and practice and endorsed the pertinence of the Ministerial suggestion to create a novel platform for such exchanges.

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<sup>3</sup> E.g. UNESCO Knowledge Societies Report (2013), IFLA Trend Report (2013), UNDP Creative Economy Report (2013), Hangzhou Declaration on Culture (2013)

Following the Forum meeting, Prof. Divina Meigs (Sorbonne Nouvelle University) started work on a mapping of the impact of digitisation on the cultural sector and specifically, the role, functioning, outreach, performance and key challenges faced by public cultural institutions. The preliminary results of this mapping as regards global trends, sector findings and transversal themes of interest suggest that the Moscow follow-up action plan for 2014/15 could focus on the creation of an enabling environment for digital culture and for empowering citizens.

*Forthcoming action: method, schedule*

Following consultations held in February 2014 between specialists and the designated CDCPP members and in co-operation with the Council of Europe's Internet Governance Task Force (IGTF), the thematic focus for a first Platform Meeting in June 2014<sup>4</sup> was elaborated. It would be on "Creating an enabling environment for digital culture and for empowering citizens" and approach the conference theme from two main angles:

(1) how best to bridge existing gaps between digital and pre-digital cultural institutions and infrastructures with a view to ensuring the widest possible access to them and participation in them by citizens<sup>5</sup>, thus enhancing inclusion and cohesion?

(2) how best to reconcile digital and pre-digital cultural expression, creation, production?

The first issue would cover aspects of respective missions, mind-sets, legislation, professional roles of those working in institutions, resources for transferring from the pre-digital to digital era, governance of institutions and sector specifics as related to open data and content. The second issue would explore the question of new practices and the need for a right for remix, the role of creative commons, roles of creative actors, the convergence of art forms and the role of cities / regions / *terroirs* in view of the socio-economic impact of their digitized cultural activity.

The first Platform meeting will take place in the framework of the Chairmanship of Azerbaijan of the Council of Europe's Committee of Ministers and be kindly hosted by Azerbaijan in Baku. It aims at bringing together representatives of Parties - i.e. Ministries of Culture - of all signatory states to the European Cultural Convention<sup>6</sup>, cultural/media practitioners and researchers focusing in their work on the cultural aspects of digitisation. A conference website will be available from April 2014, offering comprehensive information and background papers to participants. The event will be very interactive in nature and held in the form of a hearing with additional thematic panels and plenary sessions.

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<sup>4</sup> The dates retained for the event are 20-21 June; however, these are subject to final confirmation.

<sup>5</sup> Meaning the members of the community, not the citizens in the strict legal sense.

<sup>6</sup> Invitations would be geared at senior policy makers in Ministries of Culture involved with digitisation issues. If budgetary resources allow, each governmental representative could be accompanied by a leader of a cultural institution or digital artist/ cultural practitioner.

The envisaged output will comprise:

- first elements for policy orientation papers/guidelines<sup>7</sup>,
- elements for a possible future Council of Europe toolkit for creating an enabling environment for digital culture and for empowering citizens, offering good practices, lessons learnt and results of case-studies,
- ideas for possible future transversal Council of Europe initiatives - e.g. on digitisation and a new culture of democracy
- and recommendations by participants on the future format of Platform meetings.

In preparation of the event, a short questionnaire will be send together with the invitation letter to Ministries of Culture. It will gather information on interesting case-studies, good practices, lessons learnt, as well as on major concerns of governments as regards the digitisation of culture.

Designated CDCPP members, in co-operation with experts, a representative of the host country and the Secretariat will oversee the further preparation of the conference.

### *Resources*

Whilst the generous hospitality by the authorities of Azerbaijan allows for swift implementation of the first phase of Action 2 derived from the Moscow Ministerial Conference, voluntary contributions by member states and other potential donors are welcome to support the necessary ground work in the forthcoming months.

Optimal links between the work carried out under actions 2 and 1 of the Moscow Agenda will be ensured - e.g. as regards participation indicators reflecting digital participation - and progress regularly reported to the CDCPP.

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<sup>7</sup> Two policy orientation papers shall be produced in 2014/15.