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INDICATOR FRAMEWORK ON CULTURE AND DEMOCRACY (IFCD)  
PROJECT ACHIEVEMENTS AND NEXT STEPS

For action

*Framework on Culture and Democracy (IFCD)  
Policymaker's guidebook*

Secretariat Memorandum  
prepared by the  
Directorate of Democratic Governance  
Democratic Institutions and Governance Department

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Indicator  
Framework on Culture and Democracy (IFCD) – Policymaker’s guidebook<sup>1</sup>

## 1. THE CONTEXT

A link has been made in recent years between a strong, well-functioning democracy and an abundance of cultural opportunities for citizens. Societies are said to be more open, tolerant, well-functioning and economically successful where people have easy access to a wide range of cultural activities and participation rates in these activities are high. Cultural activities seem to be an important part of building citizens’ skills to express themselves, inform themselves, think critically and hold opinions – skills that are essential for a democracy to work. And respect for the need to support a wide range of cultural activities requires a strong sense of openness and tolerance.

In the framework of the European Cultural Convention (1954), the Council of Europe has been active for more than 60 years on cultural and cultural heritage issues. In the cultural policy sector, this work included, inter alia, evaluations of national, regional and sectoral policies and drawing-up of respective expert recommendations; transversal analyses and studies on cultural diversity; the development of a permanently updated cultural policy information system offering succinct country profiles (Compendium) and capacity-building projects for the management of cultural diversity at local level (Intercultural Cities).

A Council of Europe Conference of Ministers of Culture was held in 2013 on “Governance of Culture – Promoting Access to Culture”. In the Final Statement, Ministers agreed:

“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 a pan-European level with special regard to access to and participation in culture and help generate harmonized national and European surveys.”

As part of the process, the Council of Europe has been working with the Hertie School of Governance to prepare an Indicator Framework on Culture and Democracy (IFCD). Based on an indicator mapping study prepared by Helmut Anheier in 2013, the Hertie School team worked during 2014 to develop a draft indicator framework, strengthen its conceptual basis, assess the

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<sup>1</sup> Legal Disclaimer

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availability of data, and present the draft framework to the Council and other audiences. In 2015, the Hertie School team proceeded to expand the framework, populate it with comparable, reliable data, explore a number of promising policy relationships that could be examined with the data, and develop a proposal for an online interface that should facilitate the practical application and use of the framework's contents. The result of this work is a framework filled with 191 variables covering a wide range of issue areas and concerns for 37 CoE member states.

The purposes of this Guidebook are:

- to introduce policymakers to the Indicators Framework on Culture and Democracy and its underlying conceptual and analytical framework
- to offer ideas for ways that policymakers can use the Indicator Framework to examine their countries' current situation and potential, both within the country and in comparison with other countries.

More generally, the framework and findings extracted from it can then be used by governments to adjust cultural policy so as to spend money where it is most needed, make access to culture easier where required, assist marginal and excluded groups where necessary, and let the private sector and civil society take responsibility where needed and possible. The framework can eventually also serve as a continual feedback loop, enabling governments to map participative democratic progress, and continue adjusting their cultural policies.

## 2. THE FRAMEWORK

### 2.1 Purposes

The main purposes of the framework are:

- to assemble indicators on culture and democracy and the economic efficiency of financing culture that provide a stronger evidence base for policymaking
- to enable policymakers to examine their own position in terms of culture and democracy and in comparison with other countries
- to contribute information to Council of Europe reports and projects and to relevant initiatives by other international and national bodies.

### 2.2 The main concepts

Definitions of 'culture' and 'democracy' fill libraries, and the proposed indicator framework could easily become overwhelmed by engaging in debates about the exact meanings and operationalization of each term, and how both could or should relate. Therefore, it seems best to acknowledge the richness of the debate, and that the project will take insights originating from the broad range of relevant research into account.

### 2.2.1 Culture

With regard to culture, most policy-inspired frameworks for measuring it use a rather narrow definition (e.g. Eurostat, 2011). This narrow concept focuses on the arts, artefacts and cultural expression, as can be found in the sectors of theatre, literature, music, dance, etc., often complemented by heritage issues. For a long time, this concept has also been at the heart of what we call cultural policy. An extension to the so-called creative and cultural industries can be seen here during the last decades.

However, we think that a broader understanding of culture (e.g. Williams 1967; Griswold 2012) is needed to grasp and understand its relationship with democracy. Since the IFCD analyses the process and formation of culture, the working definition used to develop the framework does not focus on 'existing' culture but on the process of cultural production, which is called 'cultural activity' hereinafter.

Culture in a narrow understanding is defined as cultural activity that is based on cultural values emphasizing cultural freedom, equality, and pluralism. Cultural activity includes cultural action, products, services, and intellectual property. They include market- and non-market activities which are carried out by any type of individual or collective actor. Furthermore, cultural activity is generated in the policy, civic, and economic dimensions, and as an aspect of freedom and equality.

### 2.2.2 Democracy

How to conceptualize and measure democracy is the subject of ongoing, lively debate among political scientists and other social science researchers. Broadly speaking, there are two general approaches to developing quantitative measures of democracy. The first approach uses a minimalist definition that primarily concentrates on the electoral processes in a country. Scholars using this approach look at electoral competition and participation and investigate questions such as whether there is universal suffrage for all citizens, whether elections are conducted in a fair and meaningful manner, and how fairly and competitively the executives are selected (see e.g. Alvarez et. al. 1996; Vanhanen 2000). However, a narrower definition might

not necessarily be valid in the sense of capturing what democracy really means to people. Other scholars, by contrast, adhere to a maximalist notion of democracy. In this second approach, measurements of a wide range of features regarded as characteristic of democracy are used to construct a quantitative measure of it. Aspects of social justice, basic freedoms and mutual constraints on constitutional powers are considered to be as central for democracy as the features of electoral processes are (see e.g. the indices of Freedom House or Democracy Barometer). The problem with this definition is the difficulty to assess which aspects are essential to include and which of them are beyond the actual meaning of democracy (Munck 2009: 16-17).

In light of these considerations, we apply an abstract concept that leaves room for heterogeneous realizations and avoids more normative accounts. Our working definition is thus:

Democracy is a form of government where citizens have opportunities to choose the representatives that reflect their values and opinions and influence decisions via direct democratic participation (civic dimension); where party competition is institutionalized and executive power is controlled (policy dimension), and where basic civil rights and liberties (freedom) are protected by an independent and impartial judiciary (rule of law dimension).

### 2.3 Framework Elements

The IFCD sees culture and democracy as separate domains or systems that shape society both independently and in concert. In other words: culture has an independent and dependent (via democracy) effect on how society works; just as democracy has an independent and dependent (via culture) effect on the workings of societies.

To enable closer examination of these relationships and to systematize the data collection and analysis, the IFCD identifies for each domain a set of dimensions, or analytical lenses, which are further broken down into one or more components, each comprising a number of indicators. Table 1 offers an overview of the entire framework. The dimensions, components, and indicators are described in greater detail below as well as in the Appendix.

Table 1. IFCD Dimensions, Components and Indicators

CULTURE		DEMOCRACY	
DIMENSION	COMPONENTS/INDICATORS	DIMENSION	COMPONENTS/INDICATORS
Civic	Cultural Participation <ul style="list-style-type: none"> <li>• Artistic Expression and Creation</li> <li>• Interest in Foreign Cultures</li> <li>• Non-Partisan Citizen Involvement</li> <li>• Online Creativity</li> <li>• Online Cultural Participation</li> <li>• Passive Cultural Participation</li> <li>• Students in the Arts</li> </ul>	Civic	Political Participation <ul style="list-style-type: none"> <li>- Institutionalized Participation</li> <li>- Non-Institutionalized Participation</li> </ul>
Policy	Cultural Funding <ul style="list-style-type: none"> <li>• Cultural Funding Legislation</li> <li>• Direct Funding of Culture</li> </ul> Cultural Openness <ul style="list-style-type: none"> <li>• Support &amp; Promotion of Cultural Diversity</li> </ul> Cultural Policy <ul style="list-style-type: none"> <li>• Cultural Education Policy</li> </ul>	Policy	Government Capability <ul style="list-style-type: none"> <li>- Analytical Capacity</li> <li>- Central Bank Independence</li> <li>- Confidence in Political Institutions</li> <li>- Political Independence</li> </ul> Political Competition <ul style="list-style-type: none"> <li>- Political Competitiveness</li> <li>- Political Party Finance</li> <li>- Rules for Contestation &amp; Competition</li> </ul> Safeguards & Checks & Balances <ul style="list-style-type: none"> <li>• Constraints on Government Powers</li> <li>• Judicial Review</li> </ul> Transparency <ul style="list-style-type: none"> <li>• Absence of Corruption</li> <li>• Informational Openness</li> </ul>
Economic	Cultural Industries <ul style="list-style-type: none"> <li>• Cultural Industry Outputs</li> <li>• Intangible Assets</li> <li>• Size of the Cultural Industry</li> </ul> Cultural Infrastructure <ul style="list-style-type: none"> <li>• Size of the Cultural Infrastructure</li> </ul>	Rule of Law	Equality Before the Law <ul style="list-style-type: none"> <li>• Judicial Impartiality</li> <li>• Judicial Independence</li> </ul> Quality of the Legal System <ul style="list-style-type: none"> <li>• Confidence in the Justice System</li> <li>• Judicial Efficiency &amp; Professionalism</li> </ul>
Freedom & Equality	Cultural Access & Representation <ul style="list-style-type: none"> <li>• Access to Cultural Sites &amp; Events</li> <li>• Public Measures for Equality</li> </ul>	Freedom & Equality	Individual Freedoms <ul style="list-style-type: none"> <li>• Freedom &amp; Neutrality of the Press</li> <li>• Freedom of Association</li> <li>• Freedom of Opinion</li> </ul> Individual Liberties <ul style="list-style-type: none"> <li>• Free Conduct of Life</li> <li>• Security &amp; Physical Integrity</li> </ul> Political Representation <ul style="list-style-type: none"> <li>• Equality of Participation</li> </ul>

### 2.3.1 Dimensions

As noted above, both culture and democracy are complex phenomena that are related directly or indirectly to virtually every aspect of everyday life. To narrow the focus, but still allow for rich analysis, the IFCD divides the two domains according to a set of four analytical lenses, or dimensions. Three of the four lenses, i.e., civic, policy, and freedom and equality, are applied to in both domains. The culture domain includes an economic dimension, while the democracy domain includes a separate dimension for rule of law.

4 Dimensions of Culture	Encompass...
Civic	Primarily aspects of participation, both passive (interest in other cultures and attendance) and active (making of art), related to various cultural events and fields.
Policy	Various governmental measures that have a direct or indirect impact on creative expression and production and on cultural diversity.
Economic	Both the direct economic output of culture-related industries and the indirect, or spillover, impact of cultural activity on the overall economy. Specific to culture domain.
Freedom & Equality	The equality of access to culture, both in terms of actual access to cultural sites and events and in terms of programs and measures promoting equality of access to culture.

4 Dimensions of Democracy	Encompass...
Civic	A classical notion of 'political participation' that includes individual or collective activities that aim to influence the election of political leaders or otherwise provide feedback in relation to policy-making. Such engagement ranges from more conventional political participation, such as voting, to non-institutional or unconventional activities, such as demonstrating or petitioning.
Policy	Many aspects considered to be part of 'good governance' in a well-functioning democracy. Among them are factors relating to a government's ability to solve public problems efficiently, to institutions and rules shaping the way a democracy works, and to accountability mechanisms.
Rule of Law	Elements considered to be crucial to a system that both imposes limits on the exercise of power by the state, individuals and private entities, and ensures that the state fulfills its basic duties toward its population. Though a form of rule of law might exist in non-democratic systems, then often called 'rule by law', it serves in democracies to restrict the use of arbitrary power and is the basis for a system of rules to keep citizens safe, resolve disputes, and promote prosperity and well-being.
Freedom & Equality	The freedoms and liberties expected within a democracy. Like its counterpart in the culture domain, this dimension also considers aspects relating to equality of participation in the democratic process.

While these dimensions do not cover all aspects of either phenomenon, they do allow for exploration of core themes and critical issues.

### 2.3.2 Components and indicators

Each dimension reflects at least one aggregated component that highlights key elements measured for each of the two domains, culture and democracy. These components (underlined) are based upon measurement of a number of conceptually related indicators (in italics), as described below. Appendix 1 provides detailed information on the components and indicators, along with variables, data sources, and coverage.

CULTURE → Civic → [Cultural Participation](#)

Taking the operational definition from UNESCO's Framework for Cultural Statistics Handbook (2012: 51), cultural participation can be defined as 'participation in any activity that, for



individuals, represents a way of increasing their own cultural and informational capacity and capital, which helps define their identity, and/or allows for personal expression.' Such activities may take many forms, including active, such as creating art, or passive, such as watching a movie, or even volunteering for a cultural organization, and may occur through a variety of formal or informal channels, including the internet. Also included within this component are indicators that foresee the potential for cultural participation, such as interest in foreign cultures and students taking art instruction in schools.

#### → *Artistic Expression and Creation*

As Farida Shaheed, UN Special Rapporteur in the field of cultural rights, noted (2013), "Artistic expressions and creations are an integral part of cultural life." As such, artistic expression and creativity contribute to both the development of vibrant cultures and, by allowing for the expression of and exposure to multiple viewpoints, the functioning of democratic societies. This indicator assesses the vibrancy of a country's cultural life according to the share of people engaged actively in a broad variety of artistic forms.

#### → *Interest in Foreign Cultures*

Interest in other cultures, be it by taking up a foreign language or by viewing a foreign film, indicates receptiveness to forms of cultural expression that are not necessarily one's own. Where interest in foreign cultures is high, the expectation is that acceptance, respect, and tolerance for others is also relatively high and, more important here, that engagement alongside those others might be possible and even desirable. This indicator assesses this interest and potential by way of variables relating to people's knowledge of and willingness to learn another language, general interest in arts and culture in other Council of Europe countries, and students studying abroad.

#### → *Non-Partisan Citizen Involvement*

Non-partisan citizen involvement informs us about the extent to which citizens care about contributing to finding solutions to societal problems through channels distinct to those of the political competition process. It draws upon data regarding the share of people who are volunteers of organizations engaged in cultural activities, as well as those who donate money to charity. In the future and should sufficient comparable data become available, the indicator might also include information on membership in cultural and artistic organizations and more specific information on individual donations to culture and arts organizations.

#### → *Online Creativity*

Online creativity refers to people's usage of digital media in order to distribute cultural content that they have created themselves. This indicator takes into account the share of people who

put their cultural content online or do creative computing, as well as other variables such as Wikipedia monthly edits, video uploads on YouTube and top-level domains.

#### → *Online Cultural Participation*

Online cultural participation refers to the citizens' online engagement with a country's cultural creations. In this sense, this indicator takes into account variables such as visits to museum websites and cultural blogs, online purchases of cultural products as well as online consumption of movies, music and newspaper articles.

#### → *Passive Cultural Participation*

Passive cultural participation is important because it tells us the extent to which citizens are consumers of what a country's cultural industry is producing. In this sense, this indicator takes into account people's engagement with different cultural creations and institutions as well as the share of people who claim to be very interested in arts and culture.

#### → *Students in the Arts*

Arts education is believed to develop individual skills including cognitive and creative skills, implement human and cultural rights to education, and improve the quality of education. Furthermore, arts education fosters the appreciation of different cultural expressions and diversity and might therefore stimulate enhanced cultural participation. As a consequence, the number of students in the arts can be used as a proxy to estimate the potential for young people in a given country to participate in culture.

#### CULTURE → Policy → [Cultural Funding](#)

One of the many instruments available to policymakers for pursuing objectives in the cultural field is funding. Such financial support may take the form of legislation or tax rules that encourage others to support culture and the arts or more direct measures that address specific sectors or types of culture.

#### → *Cultural Funding Legislation*

Cultural funding legislation refers to the incentives for cultural expression, creation, and participation that are to be found among the enacted laws and regulations of a given country. This informs us about the relevance that country's government gives to the cultural sector. This indicator takes into account variables regarding the promotion of business sponsorship as well as tax reductions for sponsorship in the arts and culture sectors.

### → *Direct Funding of Culture*

Direct funding of culture reflects how important the cultural sector is perceived to be by a given country's government. Public cultural funding may also be important to make sure that not only certain groups, e.g. the rich, the well-educated, or urban residents, in a society can be involved in artistic expression, creation, and enjoyment. In this sense, direct funding refers both to the general level of public sector spending in the cultural sector, as well as the tax advantages for people involved in the arts.

### CULTURE → Policy → [Cultural Openness](#)

Cultural diversity, a key objective of the Council of Europe, is a fact in (almost) all modern societies. When this diversity is accepted, valued and even encouraged, it can be a resource to be drawn on to encourage creativity and participation in cultural activities, as well as to foster economic development and conflict reduction. An individual's or society's openness to the many cultures existing within the country's territorial boundaries as well as beyond them is one sign of such acceptance and respect. Though this attitude is expressed most fully at the individual level, openness is also reflected in measures enacted or encouraged by governments.

### → *Support & Promotion of Cultural Diversity*

A society open to cultural diversity will nurture that diversity via public measures and policies that at the very least recognize and in the best case support minority, immigrant, and foreign groups. Such measures range from broader initiatives, such as laws covering direct or indirect discrimination against minorities or immigrants, to more specific, targeted interventions, such as public funding for national immigrant bodies and the production of integration policy reports. These and similar measures are not only a sign of a society's cultural openness; they also lay the groundwork for those within these groups to participate freely, openly, and actively in producing and enjoying cultural activities.

### CULTURE → Policy → [Cultural Policy](#)

Through its policies, a government can focus attention and resources on achieving any number of objectives, be they promoting cultural diversity, cultural industry and output, or cultural participation. Due to the lack of cross-nationally comparable data, this component focuses primarily on policy relating to cultural education, although other types of policy measures, such as public measures to ensure more equal involvement in culture, can be found elsewhere in the framework.

### → *Cultural Education Policy*

Cultural education relates to encouraging both creativity through arts instruction in schools and interest in other cultures through intercultural education. Arts education contributes to developing individual skills and talent as well as to building a basis for the appreciation of cultural expressions and diversity. For its part, intercultural education not only introduces information about different cultures but also provides practical tools and experiences for understanding and living different value systems, traditions, and ways of life. This indicator combines variables relating to time spent on arts education and the existence of intercultural education to assess the significance of cultural education policy in a given country.

### CULTURE → Economic → [Cultural Industries](#)

Acknowledging the debate about the definition and scope of the term, cultural industries is used here to refer to 'a set of activities that produce and distribute cultural goods or services, which at the time they are considered as a specific attribute, use or purpose, embody or convey cultural expressions irrespective of the commercial value they may have' (UNESCO-UIS 2012b). It is generally considered to encompass a wide range of fields, such as music, art, writing, fashion and design, and media industries, e.g. radio, publishing, film and television production. Over the past decades, the cultural industries are becoming one of the most dynamic segments of the global economy, and their contribution toward GDP has continued to grow. The indicators in this component seek to capture the phenomenon from different perspectives, including tangible or monetary output, intangible assets such as intellectual property, and the size of the cultural sector in terms of employees and enterprises.

### → *Cultural Industry Outputs*

The main statistics regarding the level of cultural creation in a given country constitute its total level of cultural industry outputs, which is useful to give us a sense of how vibrant and important the cultural sector is in that country. This indicator takes into account the level of cultural trade, the turnover of the entertainment and the publishing industries, as well as the total number of national feature films produced.

### → *Intangible Assets*

Intangible assets, such as those related to intellectual property or the development of new ways of doing things, can be considered the outputs of creativity and innovation and thus a reflection of the vibrancy of a country's creative activity and production. This indicator measures that vitality by taking into account variables such as the number of national and international trademark applications, as well as the extent to which information and communication technologies enable new business and organizational models.

### → *Size of the Cultural Industry*

The economic significance of culture in a given country is very likely to be reflected in the size of its cultural industry, that is, the number of cultural facilities as well as employees in the cultural sector, both in the public and private spheres. This indicator is built upon data regarding the number of new cultural enterprises and employees in the cultural sector, the share of employees that work in the cultural and creative sectors, as well as the average annual growth rate of the publishing sector.

### CULTURE → Economic → [Cultural Infrastructure](#)

Cultural infrastructure refers not only to the space in which cultural activities take place, but also to heritage sites that represent are considered of particular physical or cultural significance.

### → *Size of the Cultural Infrastructure*

The extent of a country's cultural infrastructure, i.e., buildings and sites, gives a sense of the significance of the cultural sector. In this sense, cultural infrastructure refers to the total number of cultural facilities, both publicly and privately operated, as well as the number of heritage sites that a country has.

### CULTURE → Freedom & Equality → [Cultural Access & Representation](#)

As noted in Marland-Militello's report to the PACE Committee on Culture, Science and Education (2012), 'the right to access culture is, essentially, the right to fulfil oneself freely, to construct one's cultural identity in relation to that of others.' It involves both the freedom to seek out, choose and develop one's own cultural identity as well as the right to contribute to cultural life through art and creative expression. Access to culture is said to help promote social cohesion through enhanced mutual understanding and to contribute to the development of critical thinking and thus to reinforcing democratic citizenship. In its recommendation stemming from that report (PACE, 2012), the Parliamentary Assembly noted that the right of everyone to take part in cultural life presupposes equal and free access for all to a variety of cultural resources. This component groups indicators that measure effective access to cultural sites and events and examine government programs to promote equality of access and representation.

### → *Access to Cultural Sites and Events*

Regardless of a country's level of cultural expression and creation, access to cultural sites and events may not be equal, that is, some groups may still lack cultural rights. Participation in and

access to cultural activities constitute the backbone of human rights related to culture. In this sense, this indicator measures the level of equality of cultural access in a given country in relation to various socio-economic factors. Ideally, the indicator could be expanded in the future to include other factors of interest, such as ethnicity, religion, etc.

→ *Public Measures for Equality*

Government action is fundamental to guaranteeing that minorities and disadvantaged groups have equal participation and representation in the activities and institutions of the cultural sector. Thus, public measures for equality can provide a more level playing field, broadening access to the right to artistic expression and creation. This indicator is built upon data regarding the existence of government programs for equality and integration of women in the cultural sector, as well as studies on the level and conditions of women working in the cultural sector. Ideally, the indicator could be extended in the future, depending on data availability, to include information on such programs and studies on the access and participation of other groups of interest, e.g., youth and the elderly, immigrants, etc.

DEMOCRACY → Civic → [Political Participation](#)

Political participation refers to action by ordinary citizens directed towards influencing some political outcome either directly by affecting the making or implementation of public policy or indirectly by influencing the selection of individuals who make that policy. Political participation takes a number of different forms, including both conventional or institutionalized forms which involve electoral processes (e.g., voting, election campaigning, etc.) and non-conventional or non-institutionalized forms which occur outside electoral processes (e.g., signing petitions, participating in political demonstrations, etc.). Such political involvement is a defining feature of a vibrant democracy.

→ *Institutionalized Participation*

A fundamental prerequisite for any democracy is the effective use of rights to participate through various established institutions such as referenda, elections and organizations such as political parties and unions. If, for example, more citizens vote, the turnout is also more likely to be equal (Lijphart 1997). Disproportional turnout, by contrast, could signal a lack of social cohesion and cultural resources related to the acquisition of knowledge about the political system. This indicator assesses the vibrancy of participation in established democratic institutions by measuring the number of referenda taking place, the percentage of registered voters who cast their ballots in elections, and the membership of political parties and unions.

### → *Non-Institutionalized Participation*

Participation via rather non-institutionalized avenues such as petitions and demonstrations can enhance the quality and vibrancy of democracy since citizens can gain more opportunities to shape political decision-making. As citizens use alternative forms of participation effectively, political representatives can be expected to become more responsive to the interests of diverse social groups. This indicator evaluates the extent to which citizens have taken part in alternative ways by signing petitions or participating in lawful demonstrations.

## DEMOCRACY → Policy → [Government Capability](#)

Government capability can be thought of in terms of 'good governance' and a democratic government's ability to solve public problems in effective and legitimate ways. The capabilities currently considered in the framework include, among others, a government's capacity to gather and assess 'intelligence' regarding society's problems, concerns and possible solutions, the ability of government's organs to operate effectively free of undue influence, as well as the confidence bestowed on key government entities that both reflects satisfaction with their performance and gives them legitimacy to continue.

### → *Analytical Capacity*

Analytical capacity refers to the ability of a government to mobilize resources to generate ideas and insights in order to address challenges (Stanig, 2014). These resources can be located within the government itself, or can be drawn from non-governmental sources, e.g. think-tanks and research organizations. Though such non-governmental sources cannot be said to provide unbiased information, a vibrant research marketplace might improve the analytical capacity of a government because the existence of diverse views leads to a fact-based debate on policy alternatives, and factual information is released as a by-product of the policy debate. This indicator combines variables related to the existence of an active marketplace of ideas for policy-making and experimentation on which a government can draw.

### → *Central Bank Independence*

The independence of a country's central bank is said to be related to its ability to control inflation and, more specifically, to ensure that monetary policy is not subject to changing political cycles. As such, the extent of central bank independence is considered an indicator of government capability, in particular, a system's ability to implement policy efficiently.

### → *Confidence in Political Institutions*

The central institutions of democratic states require a high level of public support to ensure their legitimacy. Confidence in governments, parliaments, and political parties is both a signal of the success these institutions have had in satisfying the needs of the populace and a basis of

legitimacy that can be drawn on in implementing policies and programmes in the present and future. The purpose of this indicator is to evaluate the extent to which citizens have confidence in political institutions such as governments, parliaments, and political parties.

→ *Political Independence*

Government capability is commonly associated with independence from non-elected political actors and interests. The key idea behind this indicator is that governments are less independent when non-elected actors such as the military interfere with political decision-making. Similarly, religious tensions can result from the political interference of a dominant religious group that intends to exclude other religious groups from the democratic process. Political independence means that the political involvement of actors such as military and religious groups is constitutionally and effectively limited. The purpose of this indicator is to assess the level of political independence in an individual country.

DEMOCRACY → Policy → Political Competition

Free, fair, and competitive elections are considered to be a minimal precondition in order for a country to be a democracy. Political competition plays a crucial role in the process, both as a focal point for stimulating political participation and as a key element that ensures democratic accountability and responsiveness. Indeed, only competition offers the citizens a real choice. Political competition is affected not only by the balance of power between political parties, but also by rules that ensure a level playing field in political party and campaign financing as well as those that facilitate or create obstacles to voting or standing for election.

→ *Political Competitiveness*

The competitiveness of the electoral system reflects the spectrum of options available to voters in choosing their leadership and representatives. Researchers have associated political competitiveness with a low degree of concentration of parliamentary seats, which indicates that electoral outcomes are indeed susceptible to peaceful change through elections. This indicator focuses on the electoral concentration of votes and the seat shares of parties in the lower house of parliaments as a proxy for political competitiveness.

→ *Political Party Finance*

Political parties need resources in order to have a chance to win contested elections. At the same time, there must be ceilings on expenditure or income of political parties so that electoral results are not simply the result of one party or candidate outspending its rivals. This balanced access to resources is a core component of democratic competition. This indicator evaluates the extent to which there is a relatively level playing field for political parties to access and use resources when competing in elections.



→ *Rules for Contestation & Competition*

Electoral participation can be enhanced through clear rules outlining who can be a candidate and who can vote, as well as how participation in elections as candidate or voter should take place. The purpose of this indicator is to capture whether countries have implemented administrative rules that make it easier for citizens to enter and participate in electoral contests and to cast their votes.

DEMOCRACY → Policy → [Safeguards & Checks & Balances](#)

Within a democracy, checks and balances and other safeguards serve to ensure that no person or group in any part of government abuses power. Checks include the ability, right and obligation of each person, group, or branch of government to monitor the activities of the others, while balances enable each to use its authority to limit the powers of the others.

→ *Constraints on Government Powers*

Beyond elections, representative democracy critically depends on constitutional and institutional constraints on government power that hold government and all its agents accountable. In some countries, such constraints are achieved through formal separation of powers. The key is that authority is distributed in such a way that ensures that no single organ of government, whether executive, legislative, judicial, can exercise unchecked power (World Justice Project, Rule of Law Index). This indicator focuses on various measures that foresee checks and balances in order to assess the level of constraints on government powers, especially at the executive level. A low value indicates a relative lack of constraint and imbalance of power, while a high value reflects a balanced distribution of authority.

→ *Judicial Review*

Alongside elections and other constraints to government powers, judicial review is essential to safeguard democratic principles enshrined in a country's constitution and laws. This entails that courts must have, at a minimum, the possibility to review the laws and other measures passed by the legislature or enacted by the executive. This indicator analyzes the power of courts in controlling political decisions and government powers.

DEMOCRACY → Policy → [Transparency](#)

Transparency is crucial within a democracy to give citizens insight into the policies and actions of government and its actors and to enable citizens thus to monitor, assess and ultimately control government. Transparency requires that public officials, civil servants, and others act visibly and understandably and report on their activities. Such open disclosure of information also serves to establish and nurture confidence and trust.

→ *Absence of Corruption*

The absence of corruption is a common proxy measure for transparency, since a highly transparent system, in which the actions and intent of people entrusted with power are visible and understandable, is considered to be the best safeguard against corruption. Researchers have associated the absence of corruption with effective oversight of a government's economic decision-making, enhanced abilities for the press to provide checks on government action, and a greater willingness on the part of the general public to engage in political participation. This indicator assesses the perception of corruption within a given country, thus providing insights into its transparency.

→ *Informational Openness*

Informational openness is a key facet of transparency in democratic states, but can also serve the purposes of improving public service delivery, enhancing government legitimacy, and encouraging citizens to engage with the government and monitor its performance. For example, citizens should have access to information about the content and intent of new laws and other measures that affect them directly or even indirectly. The purpose of this indicator is to evaluate the level of government transparency, especially in terms of public availability of information, in a given country.

DEMOCRACY → Rule of Law → [Equality Before the Law](#)

A central feature of the rule of law is the equality of all before the law, as enshrined in Article 7 of the Universal Declaration of Human Rights, Article 20 of the EU Charter of Fundamental Rights, and in constitutions throughout Europe and many other parts of the world. As part of this equality, all persons are entitled to equal protection of the law. This implies that courts operate fairly and impartially, without making arbitrary or irrational distinctions based on economic or social status. It also implies that the court and judges are free from outside influence.

### → *Judicial Impartiality*

Equality before the law depends on constitutional provisions for the impartiality of courts in both the civil and criminal systems. By virtue of these provisions, a court's operation has to be fair and trials have to be public. Consequently, individuals are more assured of formal and procedural justice when respective rights are guaranteed by a state. While constitutional provisions for judicial impartiality are essential, courts also must be effectively impartial. This indicator assesses the quality and effectiveness of constitutional provisions which exist to ensure the impartiality of the justice system.

### → *Judicial Independence*

Judicial independence is important as it secures the rights of citizens against the state. This means in practice that no pressure is exerted on judges by the government or by private or partisan interests. Judges should be able to interpret and review existing laws without interference. This indicator evaluates the extent to which the judiciary is independent from influences of members of government, citizens, or firms and free of corruption.

### DEMOCRACY → Rule of Law → [Quality of the Legal System](#)

The quality of the legal system determines in many ways how the principle of equality before the law can be and is put into practice. On the one hand, the people's confidence in the justice system reflects how well the system has been working and lays the foundation for its continued legitimate functioning. On the other hand, the practicalities of the legal system, e.g. reasonable and professional processes, ensure effective results.

### → *Confidence in the Justice System*

In a democracy, citizens need confidence in the justice system, including the courts, the police, and the related administrative arms. Without such confidence, the justice system lacks legitimacy and might then be unable to uphold basic human rights and the rule of law. The fair administration of citizens' legal concerns is of crucial importance in sustaining that trust, as well as citizens' willingness to uphold the law the system is intended to protect and enforce. The purpose of this indicator is to assess the level of confidence in a country's judicial system and societal rules in general and the police in particular.

### → *Judicial Efficiency & Professionalism*

Living in a democratic society means not only that citizens have access to courts and other legal administrative bodies, but also that they can reliably assume that judges and the system as a whole will apply the law in a skillful, timely and impartial manner. An efficient and professional legal system requires competent investigators, prosecutors, and other judiciary authorities,

including judges, working with adequate resources to solve crimes and resolve disputes effectively and without unreasonable cost or delay. This indicator thus measures the degree of judicial efficiency and professionalism in an individual country.

DEMOCRACY → Freedom & Equality → [Individual Freedoms](#)

Democracy's functioning is built on a set of freedoms ensuring its citizens the rights to voice their needs, concerns, and opinions and to join together with others who share those concerns and interests. The ideal result is a citizenry that is equipped with the information and the individual and collective resources to shape the democracy's goals and policies and to hold government accountable to its citizens.

→ [Freedom & Neutrality of the Press](#)

A free and neutral press allows citizens to make up their own mind about political issues and decide whom to support. For this reason, press neutrality is a key enabling condition for the development of democratic publics and democratic institutions. This indicator assesses the ideological balance of regional and national newspapers, and also takes into account the share of neutral/independent newspapers' circulation.

→ [Freedom of Association](#)

The freedom of association is a universal human right and enshrined in the European Convention on Human Rights, which states, "Everyone has the right to freedom of peaceful assembly and to freedom of association with others" (art. 11). The freedom to exert this right is essential for robust democratic participation. By joining political or non-political organizations, individuals can voice their concerns and advocate for specific or public interests. Moreover, through attending community meetings, citizens can learn to treat other citizens who have interests and values different from themselves with respect and tolerance. This indicator evaluates the constitutional provisions guaranteeing that citizens can freely join associations and participate in gatherings.

→ [Freedom of Opinion](#)

The freedom of opinion and expression is a human right anchored in the European Convention on Human Rights (art. 10), which states, "Everyone has the right to freedom of expression. This right includes freedom to hold opinions and to receive and impart information and ideas without interference from public authority and regardless of frontiers." In practical terms, this means that a free flow of information must be allowed, and the possibility of citizens to engage in public discourse must be legally ensured. This indicator assesses the existence of constitutional and other provisions concerning the freedom of opinion and speech.

DEMOCRACY → Freedom & Equality → [Individual Liberties](#)

Within a democracy, the government has the obligation to protect the basic rights of individuals to conduct their lives and pursue their interests without undue interference and without threat to their personal security, as laid out in numerous international declarations, conventions, and national constitutions.

→ *Free Conduct of Life*

The right to free conduct of life is an important prerequisite for democratic self-determination and mutual respect between citizens. It encompasses freedom of movement within a country and the freedom to leave a country. This indicator evaluates the extent to which citizens' free conduct of life is subject to actual government restrictions.

→ *Security & Physical Integrity*

The right to physical integrity is an essential condition for citizen's protection from state violence; it helps ensure that states cannot legally resort to torture, degrading treatments, or punishments. Without this right, a society lacks the legal foundation on which democratic governance builds. The indicator analyses whether constitutional provisions banning torture and inhuman treatment exist and whether the respective human rights treatment has been ratified. It also evaluates the extent to which a country's laws protect private property rights and the degree to which these rights are actually enforced.

DEMOCRACY → Freedom & Equality → [Political Representation](#)

Ideally decision-making systems within a democracy are structured so that the voices of all its citizens can be taken into account or at least heard. In principle, barriers to participation in the political process, whether as a candidate, a voter, or an interested party, should not exist, or should at least be reasonable and understandable within the country context.

→ *Equality of Participation*

Modern democracies require that all citizens' preferences have the potential to be represented in the political decision-making process. Neither the level of education nor the income nor the gender of individuals should restrict or enhance their ability to participate in elections as candidates or voters. This indicator evaluates the extent to which potential participation barriers related to education, income, and gender are overcome within a particular country.

## 2.4 Key Features of the IFCD

The IFCD has been built to take into account a diversity of concepts and approaches. Key features include:

- Units of analysis: Each of the framework's main elements incorporate different units of analysis:
  - Institutions (e.g., rules and regulations, social and cultural patterns)
  - Organizations (e.g., formal structures and tools to enact institutions)
  - Individuals, also as aggregates (e.g., groups, professions)
- Analytical phases: For analytical purposes, the process unfolding within each of the two domains can be viewed in separate phases, i.e., inputs (i.e., prerequisites in terms of values, laws, rules and regulations, and resources), throughputs (i.e., patterns, processes, and practices applying inputs to some effect), and outputs (i.e., the results of inputs and throughputs).

The analytical phases serve as an organizing heuristic primarily. For in reality, culture and democracy are ongoing processes and have neither clear starting points nor easily identifiable intermediary markers and end products. There are complex time sequences in the sense that beginnings and ends of how they impact society are hard to identify; they are riddled with attribution problems. What is more, there are conceptual as well as methodological ambiguities and overlaps in allocating factors as inputs rather than throughputs or outputs.

In the framework's current form, these analytic phases have been used to guide data collection to ensure that indicators and variables were chosen that cover all parts of the entire process.

- Aggregation to the nation state or country: There are good reasons for aggregating to the level of the nation state or country:
  - The concept of culture refers explicitly to something shared. Individuals can have attitudes, values, beliefs, certain lifestyles, etc., but they cannot have a culture. They can, however, belong to a certain culture, shared by a community or group of people. In many scientific approaches, this group of people is identified on the national level. From a historical perspective, Gellner argues that the development of a shared culture was an important prerequisite for the emergence of the nation

- state (Gellner, 1992, 2006). From more recent empirical evidence we know that the belonging to a certain country is one of or even the single most important predictor for many values and attitudes (Hoelscher, 2006; Immerfall, 1996). So there are ample reasons why there would be something like a national culture.
- From a political or governance perspective, the national government is in many countries still an important funder of cultural institutions and sets cultural policy. An additional influence of central governments can be exerted through laws, support programs, public-private partnerships, etc. So the question of how to govern culture at the national level is, and will probably continue to be, of special interest.
  - Last but not least, the domains of culture and democracy are heavily interrelated on the level of the nation state.

Despite these compelling reasons to look at the relationship between culture and democracy at a national level, there are also some problems related to this perspective. For example, the mechanisms of causal relationships are difficult to grasp at this highly aggregated level. Furthermore, the restricted number of available cases does not allow the quantitative empirical testing of complex models. Only a limited number of variables can be analyzed at a time. Nevertheless, the information available on the national level provides a useful starting point and could be supplemented by regional/local analyses at a later stage of the IFCD process.

- Calculation of scores, aggregation and weighting: The scores for each of the 177 variables were calculated using z-score transformation, which assigns all variables a mean of zero and a standard deviation of one. This makes it easy to identify countries that perform above (positive scores) and below the average (negative scores) for the entire set of countries in the framework. All individual variables are aggregated into single indicators, which are in turn aggregated to components, which are finally aggregated to the level of the four dimensions for both culture and democracy. The different scores are aggregated by taking the simple, even-weighted average of each data point. The IFCD includes aggregated scores for the indicators, components, dimensions, and domains, but not for each individual variable.

## 2.5 The Whole Framework

As of 30 April, 2016, the IFCD contained 177 variables covering a wide range of issue areas and concerns for the CoE member states, though data coverage varies among countries. For 37 CoE member states, the framework includes data for at least 50% of the variables (see Table 2).

The data are available in various formats (Excel, Stata, etc.) for further individualized analyses and may eventually be accessible via a user interface (IFCD online tool).

Table 2. CoE Member States Covered by IFCD, as of May 2016

Albania	Finland	Luxembourg	Slovakia
Austria	France	Macedonia	Slovenia
Belgium	Georgia	Malta	Spain
Bosnia & Herzegovina	Germany	Moldova	Sweden
Bulgaria	Greece	Netherlands	Switzerland
Croatia	Hungary	Norway	Turkey
Cyprus	Ireland	Poland	United Kingdom
Czech Republic	Italy	Portugal	
Denmark	Latvia	Romania	
Estonia	Lithuania	Serbia	

### 3. USING THE FRAMEWORK

There are few indicator frameworks (if any) that are as comprehensive in issue and country coverage as the IFCD. The question remains: How can the wealth of data best be used? Below are suggestions and guidance regarding potential uses.

#### 3.1 Examining Country Performance and Potential

The IFCD currently contains the most recently available data—in both disaggregated form as well as aggregated to various levels of subindices and indices—for 37 CoE member states. This wealth of data allows each country to examine its own performance and identify potential opportunities for policy action.

##### 3.1.1 Examining Country Performance

The IFCD country indicators matrix makes it possible to both examine individual country scores across the different dimensions, components and indicators and compare performance across different country groups. In general, one could test how indicator performance varies within and across countries by conducting performance comparisons and systematic associations.

Examining an individual country's performance can be as easy as reading the row of scores pertaining to the country and assessing the country's relative strengths and weaknesses in the two domains and the various dimensions, as well as at the component and indicator levels. If



we were to take the case of Finland: Although Finland's scores in both the culture and democracy domain are well above average, it faces a number of challenges on the dimension and component level. The country is performing particularly well in both of the policy dimensions as well as the civic dimension in the culture domain and the rule of law and freedom and equality dimensions within the democracy domain. However, Finland scores only slightly above average in the economic dimension of the culture domain and the civic dimension in the democracy domain. Most striking is the country's well below average scores in the freedom and equality dimension in the culture domain, which places Finland in the lower third of the 37 countries currently included in the IFCD. Although Finland has instituted public measures intended to promote equality in the cultural sector, those measures do not seem to be fully effective, judging by the country's low scores in the access to cultural sites and events indicator.

Another issue that may be of interest for Finland is how it compares to the other Nordic countries, for example, to Sweden. Since the two countries share some economic and cultural similarities,, it might be expected that they should score similarly across the different dimensions and components. Based on the IFCD, Sweden achieves higher overall scores on the culture and democracy domains mainly due to its outstanding performance in the civic dimension in the culture domain and the freedom and equality dimension in the democracy domain. Sweden also scores higher than Finland in the economic dimension of the culture domain and the civic dimension in the democracy domain. Interestingly, Sweden's scores in the freedom and equality dimension in the culture domain also put the country near the lower third.

Of course, in order for the scores to be applied to policymaking, they must be put into context and require interpretation based on in-depth knowledge of the particular country or additional research. Staying with the case of Finland and focusing on the cultural domain, if the scores in the civic, economic and policy dimension are above average, why are the scores in the freedom and equality dimension clearly below average? Are parts of the population prevented from participating in cultural activities because of they cannot afford them or because they are disadvantaged by their geographic location, or because what is being offered is not relevant or not appealing to them?

These are only a few examples of the ways policymakers and researchers can draw information from the IFCD to examine a country's performance alone or in comparison with other countries or sets of countries.

### 3.1.2 Examining the Opportunity for Intervention

Reading the scores for each component and indicator gives interesting insight regarding where a country stands. Yet, to move toward actions, the basic performance scores need to be placed in the context of the relevance of particular indicators for achieving better performance. One way in which users can use the IFCD to identify areas where policy intervention would have the greatest impact on a country's performance in the culture and democracy domains is to calculate 'opportunity sores'. A country would first identify a component or indicator on which it would like to improve its score such as *Cultural Access & Representation* and to then calculate the degree of association between this component and the other components or indicators in the framework. The stronger the association with the area of interest and the lower the country's performance on the correlated components or indicators, the higher the opportunity for action. In simple terms, this approach highlights where a policy or other intervention might have the most impact given the country's performance on a particular component or indicator and given that component's relevance to the selected component index of interest.

### 3.2 Exploring Policy Relationships and Dynamics

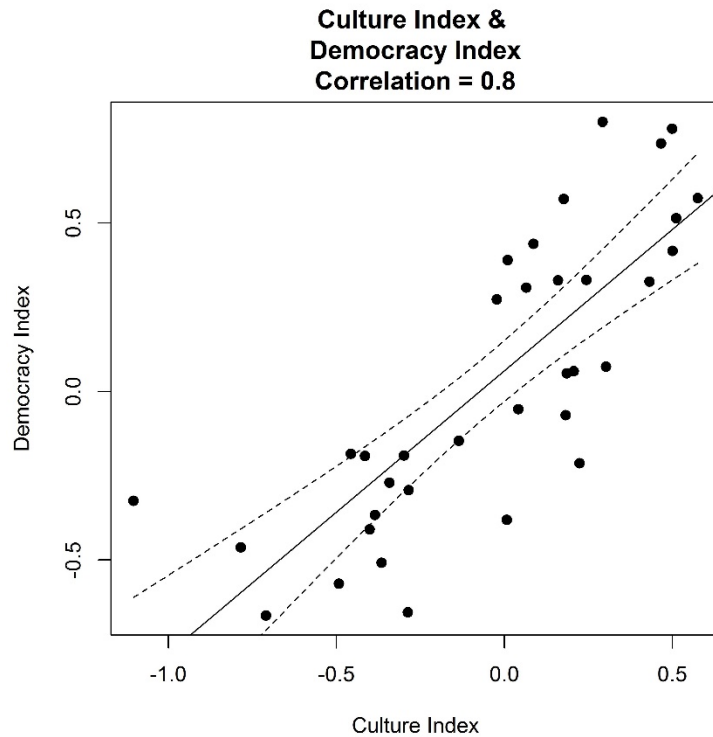
Because the IFCD includes indicators for a multitude of member states, it can be used to explore relationships among the various components and indicators, as well as complementary information, in order to point to possible areas in which policy or other intervention might have more or less impact. It should be clear, however, that the empirical associations shown here as examples are not causal relationships in a straightforward way, i.e., more of X definitely leads to more of Y. Rather, the correlations should be interpreted as interlinkages, i.e. plausible explanations or as evidence of some underlying mechanism or dynamic, and thus as potential avenues toward achieving policy objectives.

#### 3.2.1 Culture's relationship with democracy

Much academic literature and today's 'common wisdom' indicate that a country's level of democratic performance in terms of institutions and actual practice is driven by or at least closely related to its performance in the cultural domain, including cultural industries, diversity, access, participation and general vibrancy. To test this relationship, one can aggregate the overall scores of each country in each of the four dimensions of the culture and democracy domains. Figure 1 shows the results of an estimation of the strength of the association between the two domains for the set of 37 countries. The dots represent individual countries, the solid line in the middle is the regression line (a single line that best fits the data points) and the dotted lines are confidence bands (depicting the area in which data points should fall if they fit the specified distribution). The correlation coefficient ( $r=0.80$ ) suggests that culture is strongly

associated with democracy and the slope of the linear regression line portrays a positive linear relationship.

Figure 1: The relationship between culture and democracy.



In substantive terms, this means that culture does indeed appear to have a strong relationship with democracy. *Policymakers might use this general finding to underpin arguments that investment in culture and enhancement of cultural policies are supportive of, or at least highly likely to be related to sustaining and strengthening democracy.*

### 3.2.2 Does participation in culture influence participation in democratic activities?

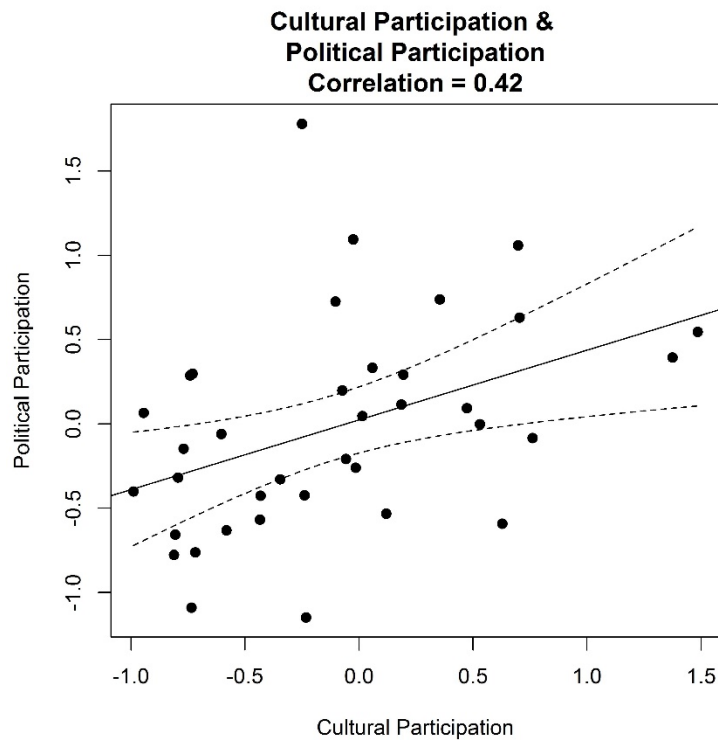
Since Tocqueville underlined the importance of culture for democratic development, few studies examined the interrelationship between these two categories. One notable exception is the study from Silva and colleagues, who point out that democratic politics is promoted by membership in culture-related associations. They conclude that “cultural organizations nurture a wider range of civic virtues than most other types of associations” (Silva, Clark, & Cabaço, 2014: 343).

Political participation as a concept has to account for country differences in political institutions and legal opportunities to become politically involved. Therefore, different indicators such as

voter turnout and the effective use of public petitions and referendums are important measures for explaining differences in political activities across countries, but each might be biased or only grasp a certain aspect of participation. To avoid such bias in the example, aggregate component scores for political participation are used.

Figure 2 shows the aggregate relationship between participation in cultural activities and participation in political activities. Both are positively linked, and the correlation is moderate ( $r = 0.42$ ).

Figure 2: Active cultural participation and political participation.



This lends some support to the argument that active cultural participation might enhance the awareness of community and civic virtues, and in turn political engagement. Though, admittedly, the positive association does not prove causality in one direction or the other, *decision makers might extrapolate that policies, programs and funding supportive of active participation in cultural activities and organizations might contribute to activating or sustaining political participation.*

### 3.2.3 Cultural and political participation in relation to well-being

With the worldwide financial and economic crisis, governments and researchers began to argue that economic growth is not the only, and perhaps not even the most important, goal for a society. Instead, concerns of well-being such as health and happiness have moved into the center of attention. Many studies contend that democracy is an important ingredient for citizens' well-being (Owen, Videras, & Willemsen, 2008). Orviska and colleagues, for example, argue that democracy has a positive impact on subjective well-being. Using data from the World Values Survey, they observe that democratic satisfaction impacts both individual happiness and life satisfaction (Orviska, Caplanova, & Hudson, 2014). Along the same vein, Dorn and colleagues find a significant effect of democracy on well-being and life satisfaction after controlling for socioeconomic, demographic and cultural variables (Dorn, Fischer, Kirchgässner, & Sousa-Poza, 2007).

We can also assume that culture has an important influence on this outcome. Reuband, for example, shows that life satisfaction (and well-being) in three German cities is correlated with cultural participation, also when taking into account gender, age and education (Reuband, 2013). The argument is that participation in cultural activities goes hand in hand with the accumulation of social capital. This echoes the argument made by Gundelach und Krainer, who emphasize that social capital is the most important predictor of happiness (Gundelach & Kreiner, 2004).

To test these arguments, the measures on cultural and democratic participation in the IFCD can be combined with data from the OECD Better Life Index (OECD, 2015) that allows people to compare countries' performances according to their own preferences in terms of what makes for a better life. Figure 3 displays the average score on the Better Life Index<sup>2</sup> in comparison to the IFCD component of cultural participation. The results indicate a strong positive relationship between the two ( $r = 0.72$ ), supporting the hypothesis that cultural participation may contribute to more life satisfaction. As shown in Figure 4, we find a similar positive relationship between political participation and life satisfaction, although the level of association is much weaker ( $r = 0.46$ ).

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<sup>2</sup> The Better Life Index is not part of the IFCD dataset.

Figure 3: Active cultural participation and life satisfaction.

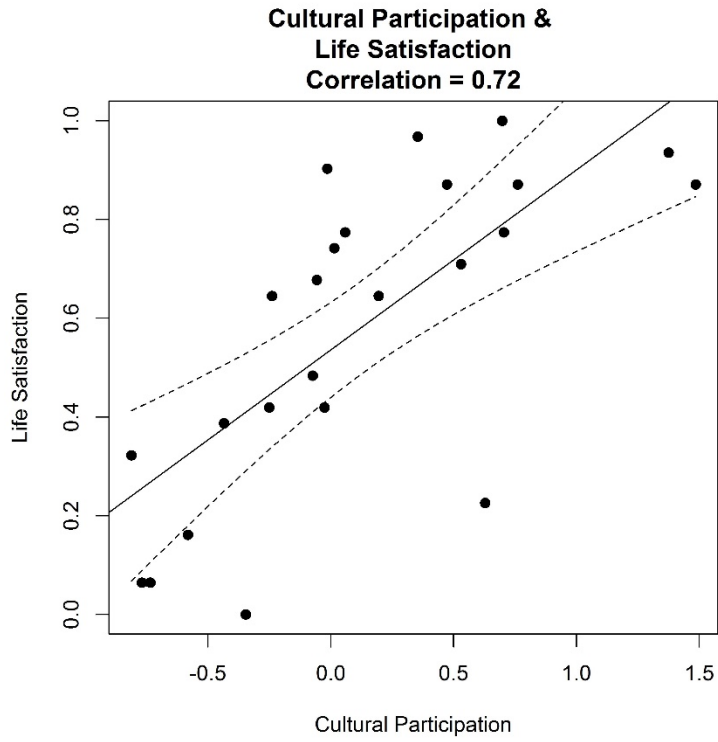
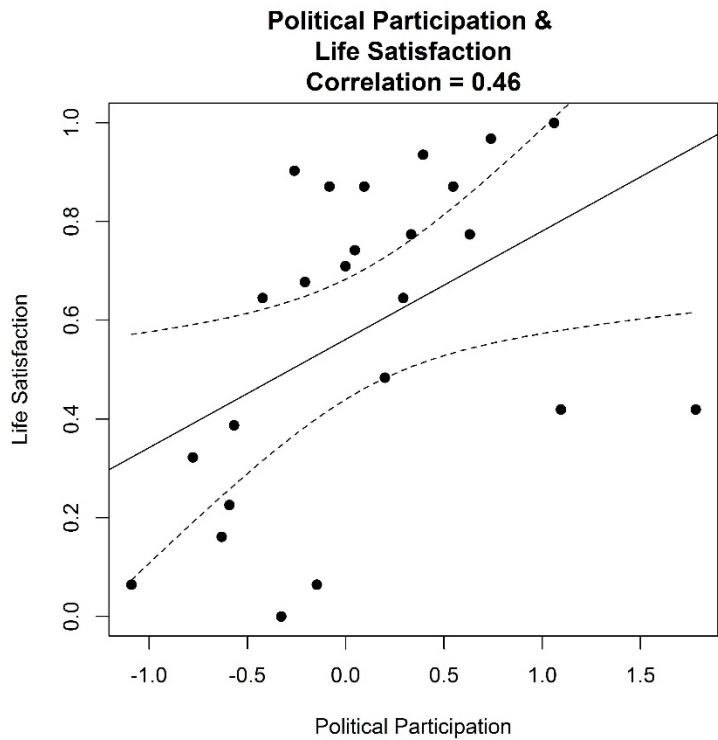


Figure 4: Political participation and life satisfaction.



*From a policymaking perspective, policies and programs that promote active participation in cultural activities and organizations would seem to enhance the perceived overall well-being of citizens. Policies to enhance political participation appear to also have such potential, though more moderate.*

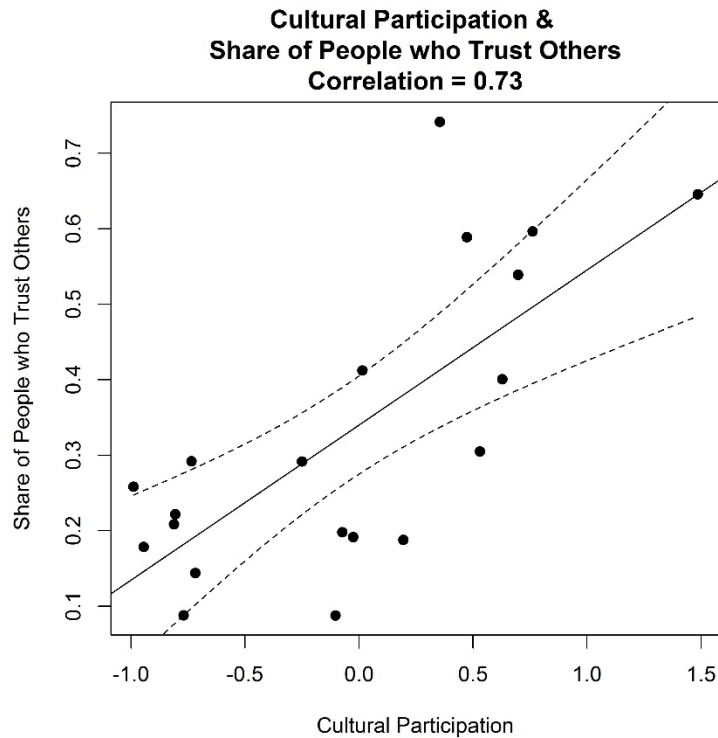
### 3.2.4 Cultural participation and a trusting society

Generalized interpersonal trust, a value based on shared identity and trust, is considered to be an integral part of a society's social capital and essential to a functioning society as it reduces personal fears and increases security and cohesion within communities. Many have looked at the connection between generalized or social trust and political participation, finding varying links to different forms of political activism (see e.g., Bäck & Christensen 2016). More generally, social trust may encourage people to get involved in their communities since 'trusting people are more likely to join civic groups and have more social connections than people who don't trust others' (Uslaner 2002, pp. 4, 24).

But is there also a link between cultural participation and interpersonal trust? Cultural participation is measured as above using data within the IFCD, while the level of interpersonal trust in a country is assessed using the response in the World Values Survey to the question: 'Generally speaking, would you say that most people can be trusted, or that you can't be too careful in dealing with people?'

Figure 5 provides supportive evidence that participation in cultural activities is strongly linked to levels of trust in others ( $r = 0.73$ ). Countries with high cultural participation rates also show high levels of interpersonal trust among the population.

Figure 5: Cultural participation and trusting society.



*Given the strength of the relationship but the uncertainty regarding the causal direction, policymakers can consider working on either side or even both sides of the cultural participation-social trust equation. Where the objective is increased participation in cultural activities, measures such as intercultural education can be taken to enhance trust and social cohesion. And where greater social cohesion is the primary objective, efforts can be made to extend participation in cultural activities or groups.*

### 3.2.5 Do integrative policies impact equality in cultural access?

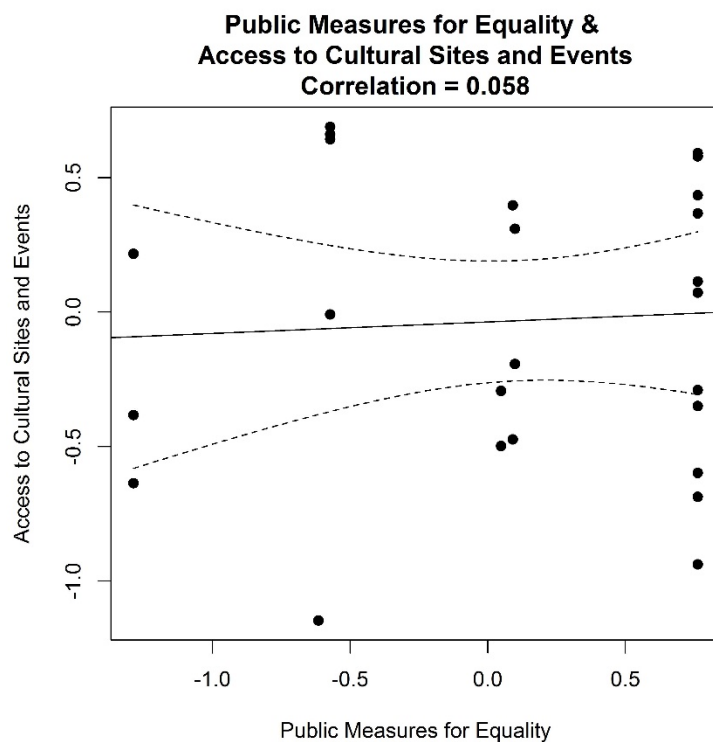
The IFCD's structure also allows for fruitful analyses within each domain separately. For example, within the culture domain, relationships between specific types of policies and selected outcomes can be examined.

A number of studies on cultural participation have provided evidence that cultural activity varies with individuals' level of education, occupation status and affluence (Coulangeon, 2013; Danielsen, 2008; DiMaggio & Useem, 1978). Here the analysis examines whether the existence of government measures for equality and integration of women in the cultural sector, as well as studies on the level and conditions of women working in the cultural sector, is related to a



lower degree of inequality in cultural access and representation (Moghadam & Senftova, 2015). As can be seen in Figure 6, there is no clear relationship ( $r = 0.06$ ) between the two 'Freedom & Equality' indicators, one measuring the degree of equality in cultural access ('Access to Cultural Sites & Events') and the other that captures the existence of governmental programs promoting equality in the cultural sector ('Public Measures for Equality'): There is no evidence that would suggest that governmental policies that address issues of inequality in the cultural sector may induce higher levels of equality in cultural access.

Figure 6: The effect of integrative policies on equality of cultural access.



*Ensuring basic legal rights and freedoms is generally found to be an important element in tackling unequal participation (Danielsen, 2008; Jancovich, 2011; Looseley, 2004). Increasing equality in cultural access and participation, however, requires more than minimum institutions and policies that establish and protect such rights and freedoms.*

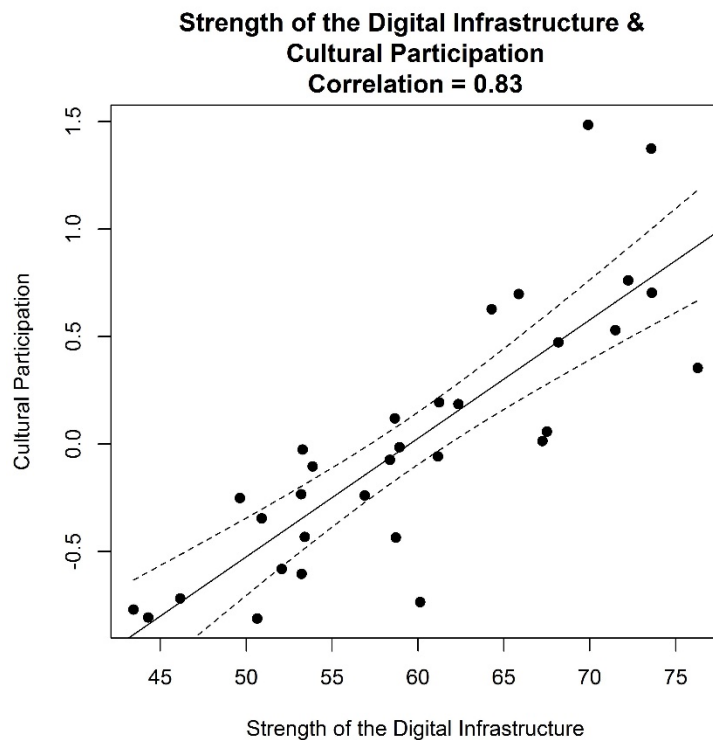
### 3.2.6 Do higher levels of digitalization encourage higher levels of cultural participation?

The internet has become an important platform for cultural workers and artists to present their work. At the same time, cultural institutions are faced with the challenge of becoming relevant to a wider group of people with diverse backgrounds. To achieve this goal, cultural institutions

must try to meet new demands in terms of how they communicate. Artists' and cultural institutions' ability to attract new audiences largely depends on the availability of a strong digital infrastructure. Digitalization also allows people who are immobile or have limited resources to participate in cultural activities, both actively and passively. It might be expected then that higher levels of digitalization lead to higher levels of cultural participation.

As shown in Figure 7, this expectation seems to be valid. Digitalization (measured among others by variables complementary to, but not within, the IFCD dataset relating to the share of households with internet access, the percentage of individuals using the internet, and activity on social media platforms) correlates strongly ( $r = 0.83$ ) with cultural participation and, as indicated by the regression line, has a large linear impact on it.

Figure 7: Digitalization and cultural participation.

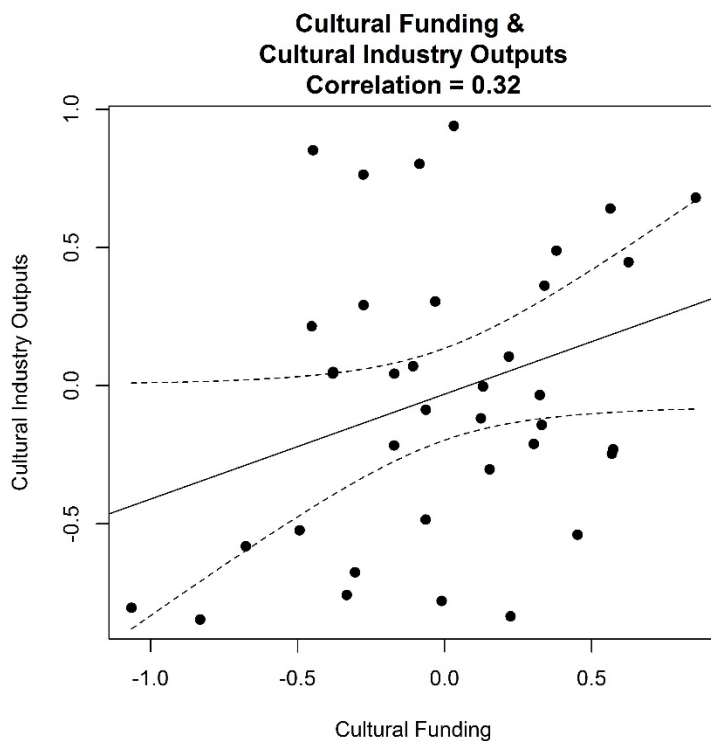


*It would appear then that programs and funding that ensure internet access and promote usage of the internet and even social media would serve to enhance participation in cultural activities and organizations.*

### 3.2.7 Does public cultural funding lead to higher cultural output?

The general assumption would be that higher levels of government funding for cultural activities would necessarily promote greater output on the part of cultural industries. To test this assumption, measures of direct (public sector) funding of culture are analysed in relation to cultural industry outputs, including trade in cultural goods and turnover of the publishing and entertainment industry.

Figure 8: Public cultural funding and cultural industry outputs.



The variation between the different countries in Figure 8 suggests that cultural industry outputs and public cultural funding are positively associated, but only weakly (0.32). A few countries achieve below average outputs despite high levels of investment, suggesting that increased funding does not automatically result in higher cultural industry outputs.

*The weak relationship suggests the need for closer examination of the objectives and strategies for public investment in cultural activities at the individual country level. Where the objective of public investment is indeed increased cultural output, there might be potential for increased efficiency in public cultural funding. Where increased output is a minor objective or only one of many, the relationship needs to be placed in that broader context to assess value for money.*

### 3.2.8 Testing other relationships

These are but a few of the many potentially fruitful analyses that can be conducted within the IFCD and in conjunction with other existing datasets to examine relationships among the various elements and policies covered in the IFCD. Though it must be stressed again that these relationships cannot be proven to be causal and that the focus on the country level might overlook important subnational variations, such testing can be useful not only for strengthening the evidence base for current and future policymaking, but also for social science research more generally.

## 4. FURTHER DEVELOPMENT OF THE IFCD

The Indicator Framework on Culture and Development, as well as this guidebook, is a tool that can and should be used and further developed in many directions. A selection of just a few of these avenues is presented below.

### 4.1 Expanding IFCD Coverage

As noted above, the IFCD contained, as of 30 April 2016, 177 variables covering a wide range of issue areas and concerns for 37 of the 47 CoE member states, making the IFCD one of the most comprehensive and extensive databases on culture and democracy today. In the process of populating the framework, data was sought and collected on several hundred possible variables and for all CoE member states. Ultimately, in order to ensure that the aggregated scores on indicators, components, and dimensions had any meaning and were not too biased, variables for which data was available for less than 50% of the member states were removed from the framework. For similar reasons, the current framework covers only those 37 CoE member states for which data was available for at least 50% of the variables.

Thus, to the extent data becomes available, there is room to expand the framework to incorporate additional countries or additional variables of interest. This can be done in various ways:

- **National-level Data Collection:** The data contained in the IFCD have been assembled from a broad variety of sources that contain information that either is already reliable and comparable or that has been made comparable (ex-post harmonization). It may well be that additional data sources exist or that additional data related to the indicators

could be collected at the national level. The data could then either be harmonized and incorporated into the framework directly or used at the national level in conjunction with the data in the framework.

- Harmonized Data Collection Tools: A further extension could be the development of harmonized data collection tools that can be implemented by national offices (or relevant international bodies) to fill in any missing data.

Lastly, it has to be noted that the data on each of the variables represents a single point in time, i.e., the latest information available from the respective data sources. Plans for regularly updating the IFCD are under development. Evidently, such updates depend on the availability of updated data from relevant national or European sources, too.

#### 4.2 The IFCD Interactive Tool

In the advanced planning stages is an interactive interface for the IFCD database that would allow users –policymakers and their staff, researchers, and civil society groups, among others – to explore the database more fully. This would enhance the possibility and ease of using the IFCD to examine one’s own country’s current situation and to compare with peer countries. An additional proposed feature would allow the user to see the relevance of one component or indicator in relation to another component or indicator, a country’s performance on that element, and, most innovative, an ‘opportunity’ score that helps the user determine which of the factors both are relevant to the selected index of interest, and have significant room for improvement in terms of current performance. In other words, the feature would help sort out which areas might be most appropriate targets for policy intervention.

Further, the interactive tool would enable users to explore the database for policy relationships beyond those presented here in section 3.2. Any set of indices, indicators, or variables can be combined to generate a scatter plot that graphically shows the relationship and, if desired, where a particular country or group of countries is located within the plot.

Ultimately, the full development of this interface will depend on resources available. It is hoped that Council of Europe member states support the initiative by means of voluntary contributions, in addition to partnerships with European institutions and foundations, mainly the EU and the European Cultural Foundation.

#### 4.3 Thematic Reports on Culture and Democracy

The wealth of indicators should provide fruitful ground for exploration of a variety of themes in greater depth that would be useful for policymakers, in particular, as well as researchers, civil

society actors, and others. A first thematic report on culture and democracy, with special reference to the findings on participation in culture and trusting society, is already planned and will become available in October 2016. The topics of future reports will be determined by the IFCD stakeholders.

#### 4.4 Annual Report by the Secretary General on the State of Democracy, Human Rights, and the Rule of Law in Europe and other Council of Europe reporting

Following a first input by the IFCD to the 2016 Report by the Secretary General on the *State of Democracy, Human Rights, and the Rule of Law in Europe* on aspects of cultural vibrancy and participation in the section of chapter V (Inclusive Societies) dealing with education and culture for democracy, it is expected that the IFCD will make systematic future contributions to the series of SG reports on a number of key indicators, especially those dealing with issues of access to and participation in culture. Also, a forthcoming report by the Parliamentary Assembly of the Council of Europe on Culture and Democracy<sup>3</sup> cites some of the IFCD's insights and highlights its importance as a tool to measure cultural vitality and promote political commitment and investments in the cultural sphere. The IFCD can be used for a range of Council of Europe reports, research, projects and monitoring by fully exploiting the data it offers in both the culture and democracy area.

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<sup>3</sup> The rapporteur is Vesna Marjanovic, MP/ Serbia and the report will be launched in June 2016.

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## 6. APPENDIX: DETAILED INFORMATION ON COMPONENTS AND INDICATORS

Example: DOMAIN → Dimension → Component → *Indicator*

CULTURE → Civic → [Cultural Participation](#)

Taking the operational definition from UNESCO's Framework for Cultural Statistics Handbook (2012: 51), cultural participation can be defined as 'participation in any activity that, for individuals, represents a way of increasing their own cultural and informational capacity and capital, which helps define their identity, and/or allows for personal expression.' Such activities may take many forms, including active, such as creating art, or passive, such as watching a movie, or even volunteering for a cultural organization, and may occur through a variety of formal or informal channels, including the internet. Also included within this component are indicators that foresee the potential for cultural participation, such as interest in foreign cultures and students taking art instruction in schools.

CULTURE → Civic → Cultural Participation → [Artistic Expression and Creation](#)

Description: As Farida Shaheed, UN Special Rapporteur in the field of cultural rights, noted (2013), "Artistic expressions and creations are an integral part of cultural life." As such, artistic expression and creativity contribute to both the development of vibrant cultures and, by allowing for the expression of and exposure to multiple viewpoints, the functioning of democratic societies. This indicator assesses the vibrancy of a country's cultural life according to the share of people engaged actively in a broad variety of artistic forms.

Collected Variables:

Acted

*Share of people who in the past 12 months have acted on stage or in a film | 2013*

Danced

*Share of people who in the past 12 months have danced | 2013*

Played Instrument

*Share of people who in the past 12 months have played a musical instrument | 2013*

Produced Art

*Share of people who in the past 12 months have done any artistic activities like sculpture, painting, handicrafts, drawing | 2013*

Produced Film

*Share of people who in the past 12 months have made a film, done some photography | 2013*

Sang

*Share of people who in the past 12 months have sung | 2013*

Wrote

*Share of people who in the past 12 months have written a poem, an essay, a novel | 2013*

Data Sources:

Eurobarometer 79.2

Measurement Notes: Each variable is based on the following question Please tell me if, in the last 12 months, you have either on your own or as part of an organized group or classes...?.

Minimum Coverage: The indicator covers at least 28 Council of Europe member states.

CULTURE → Civic → Cultural Participation → [Interest in Foreign Cultures](#)

Description: Interest in other cultures, be it by taking up a foreign language or by viewing a foreign film, indicates receptiveness to forms of cultural expression that are not necessarily one's own. Where interest in foreign cultures is high, the expectation is that acceptance, respect, and tolerance for others is also relatively high and, more important here, that engagement alongside those others might be possible and even desirable. This indicator assesses this interest and potential by way of variables relating to people's knowledge of and willingness to learn another language, general interest in arts and culture in other European countries, and students studying abroad.

Collected Variables:

Foreign language knowledge

*Share of the population aged 25-64 stating they know at least one foreign language | 2011*

Interest in arts and culture in other European countries

*Share of people who claimed that they are "very interested" in arts and culture in other European countries | 2007*

Willingness to learn new languages

*Share of people who would be willing to learn a new language or improve a command of another language(s) | 2007*

Student mobility (outflow)

*Share of students (ISCED 5-6) studying in another EU-27, EEA or candidate country | 2012*

Data Sources:

Compendium of Cultural Policies and Trends in Europe; EU-Adult Education Survey; Eurobarometer 67.1; Eurostat [educ\_thmob]; Eurydice; UNESCO UIS.Stat

Minimum Coverage: The indicator covers at least 26 Council of Europe member states.

CULTURE → Civic → Cultural Participation → [Non-Partisan Citizen Involvement](#)

Description: Non-partisan citizen involvement informs us about the extent to which citizens care about contributing to finding solutions to societal problems through channels distinct to those of the political competition process. It draws upon data regarding the share of people who are volunteers of organizations engaged in cultural activities, as well as those who donate money to charity. In the future and should sufficient comparable data become available, the indicator might also include information on membership in cultural and artistic organizations and more specific information on individual donations to culture and arts organizations.

Collected Variables:

Donations to charity

*Share of people who donated money to charity in the last month | 2015*

Unpaid voluntary work

*Share of people involved in unpaid voluntary work for cultural organizations | 2008*

Data Sources:

CAF World Giving Index; European Values Study 2008

Minimum Coverage: The indicator covers at least 39 Council of Europe member states.

CULTURE → Civic → Cultural Participation → [Online Creativity](#)

Description: Online creativity refers to people's usage of digital media in order to distribute cultural content that they have created themselves. This indicator takes into account the share of people who put their cultural content online or do creative computing, as well as other variables such Wikipedia monthly edits, video uploads on YouTube and top-level domains.

Collected Variables:

Putting own cultural content online

*Share of people who use internet for putting own cultural content online, e.g. on an online social network or sharing site | 2013*

Creating a website or blog

*Share of people who use the internet for creating a website or blog with cultural content | 2013*

Cultural activity – Creative computing

*Share of people who in the past 12 months have done creative computing such as designing websites or blogs, etc. | 2013*

Generic top-level domains

*Generic top-level domains per thousand population 15–69 years old | 2014*

Country-code top-level domains

*Country-code top-level domains per thousand population 15–69 years old | 2014*

## Wikipedia monthly edits

*Wikipedia monthly page edits per million population 15–69 years old | 2014*

## Video uploads on YouTube

*Number of video uploads on YouTube scaled by population 15–69 years old | 2014*

### Data Sources:

Eurobarometer 79.2; Global Innovations Index

Measurement Notes: Generic top-level domain includes the five generic domains biz, info, org, net, and com. Country-code top-level domains are two-letter domains especially designated for a particular economy and includes the total number of registered domains.

Minimum Coverage: The indicator covers at least 28 Council of Europe member states.

CULTURE → Civic → Cultural Participation → [Online Cultural Participation](#)

Description: Online cultural participation refers to the citizens' online engagement with a country's cultural creations. In this sense, this indicator takes into account variables such as visits to museum websites and cultural blogs, online purchases of cultural products as well as online consumption of movies, music and newspaper articles.

### Collected Variables:

#### Visiting museum websites

*Share of people who use the internet for visiting museum, library or other websites to improve their knowledge | 2013*

#### Playing computer games

*Share of people who use the internet for playing computer games | 2013*

#### Downloading movies

*Share of people who use the internet for downloading movies, radio programmes (podcasts) or TV programmes | 2013*

#### Watching streams

*Share of people who use the internet for watching streamed or on demand movies or TV programmes | 2013*

#### Reading newspaper articles online

*Share of people who use the internet for reading newspaper articles online | 2013*

#### Downloading music

*Share of people who use the internet for downloading music | 2013*

#### Listening to music

*Share of people who use the internet for listening to radio or music | 2013*

### Reading cultural blogs

*Share of people who use the internet for reading or looking at cultural blogs | 2013*

### Buying cultural products

*Share of people who use the internet for buying cultural products such as books, CDs or theatre tickets | 2013*

### Searching for cultural events online

*Share of people who use the internet for searching for information on cultural products or events | 2013*

## Data Sources:

Eurobarometer 79.2

Minimum Coverage: The indicator covers at least 28 Council of Europe member states.

CULTURE → Civic → Cultural Participation → [Passive Cultural Participation](#)

Description: Passive cultural participation is important because it tells us the extent to which citizens are consumers of what a country's cultural industry is producing. In this sense, this indicator takes into account people's engagement with different cultural creations and institutions as well as the share of people who claim to be very interested in arts and culture.

## Collected Variables:

### Visits to museums

*Total number of visits to museums per 100,000 inhabitants | 2003-2014*

### Interest in national arts and culture

*Share of people who claimed that they are "very interested" in arts and culture in their country | 2007*

### Read a book

*Share of people who in the last 12 months at least once read a book | 2013*

### Been to concert

*Share of people who in the last 12 months at least once have been to a concert | 2013*

### Been to historical site

*Share of people who in the last 12 months at least once visited a historical monument or site (palaces, churches, castles,) | 2013*

### Been to library

*Share of people who in the last 12 months at least once visited a public library | 2013*

### Been to museum

*Share of people who in the last 12 months at least once visited a museum or gallery | 2013*

### Been to performance

*Share of people who in the last 12 months at least once saw a ballet, a dance performance or an opera | 2013*

### Been to theatre

*Share of people who in the last 12 months at least once have been to the theatre | 2013*

### Been to cinema

*Share of people who in the last 12 months at least once have been to the cinema | 2013*

### Watched cultural broadcast

*Share of people who in the last 12 months at least once watched or listened to a cultural programme on TV or the radio | 2013*

### Data Sources:

European Group on Museum Statistics; Eurobarometer 67.1; Eurobarometer 79.2

Minimum Coverage: The indicator covers at least 27 Council of Europe member states.

CULTURE → Civic → Cultural Participation → [Students in the Arts](#)

Description: Arts education is believed to develop individual skills including cognitive and creative skills, implement human and cultural rights to education, and improve the quality of education. Furthermore, arts education fosters the appreciation of different cultural expressions and diversity and might therefore stimulate enhanced cultural participation. As a consequence, the number of students in the arts can be used as a proxy to estimate the potential for young people in a given country to participate in culture.

### Collected Variables:

#### Culture students

*Share of tertiary students in fields of education related to culture (humanities, arts, architecture and building) | 2012*

#### Number art college graduates

*Share of graduates in the fields of arts | 2012*

#### Cultural education

*Share of pupils and students enrolled in art classes | 2014*

### Data Sources:

Eurostat [educ\_enr15]; [educ\_grad5]; [educ\_uoe\_enra03]

Minimum Coverage: The indicator covers at least 33 Council of Europe member states.

CULTURE → Policy → [Cultural Funding](#)

One of the many instruments available to policymakers for pursuing objectives in the cultural field is funding. Such financial support may take the form of legislation or tax rules that encourage others to support culture and the arts or more direct measures that address specific sectors or types of culture.

CULTURE → Policy → Cultural Funding → [Cultural Funding Legislation](#)

Description: Cultural funding legislation refers to the incentives for cultural expression, creation, and participation that are to be found among the enacted laws and regulations of a given country. This informs us about the relevance that country's government gives to the cultural sector. This indicator takes into account variables regarding the promotion of business sponsorship as well as tax reductions for sponsorship in the arts and culture sectors.

Variables:

Promotion of business sponsorship in the arts and culture

*Existence of government schemes to promote business sponsorship in the arts and culture | 2014*

Tax reduction for sponsorship in the arts and culture

*Existence of a legislative base that outlines tax deductions to private sponsors of arts and culture | 2011*

Data Sources:

Compendium of Cultural Policies and Trends in Europe

Measurement Notes: The variables are binary measures that capture whether each of the policies exist in a country.

Minimum Coverage: The indicator covers at least 38 Council of Europe member states.



CULTURE → Policy → Cultural Funding → *Direct Funding of Culture*

Description: Direct funding of culture reflects how important the cultural sector is perceived to be by a given country's government. Public cultural funding may also be important to make sure that not only certain groups, e.g. the rich, the well-educated, or urban residents, in a society can be involved in artistic expression, creation, and enjoyment. In this sense, direct funding refers both to the general level of public sector spending in the cultural sector, as well as the tax advantages for people involved in the arts.

Collected Variables:

Public funding for publishers

*Existence of direct public funding to book publishers | 2011*

Tax reduction for artists

*Reduction of Standard VAT rate for works/services of visual artist | 2011*

Tax reduction for writers

*Reduction of Standard VAT rate for works/services of writers/composers | 2011*

Public cultural expenditure gdp

*Recreation and culture expenditure as percentage of GDP in Euro | 2011*

Data Sources:

Compendium of Cultural Policies and Trends in Europe

Measurement Notes: Public funding for publishers is a binary measure that capture whether the policy exists in a country. Tax reductions are measured on a three-category scale with no reduction=0, tax reduction=1, and tax exemption=2.

Minimum Coverage: The indicator covers at least 37 Council of Europe member states.

CULTURE → Policy → [Cultural Openness](#)

Cultural diversity, a key objective of the Council of Europe, is a fact in (almost) all modern societies. When this diversity is accepted, valued and even encouraged, it can be a resource to be drawn on to encourage creativity and participation in cultural activities, as well as to foster economic development and conflict reduction. An individual's or society's openness to the many cultures existing within the country's territorial boundaries as well as beyond them is one sign of such acceptance and respect. Though this attitude is expressed most fully at the individual level, openness is also reflected in measures enacted or encouraged by governments.

CULTURE → Policy → Cultural Openness → [Support & Promotion of Cultural Diversity](#)

Description: A society open to cultural diversity will nurture that diversity via public measures and policies that at the very least recognize and in the best case support minority, immigrant, and foreign groups. Such measures range from broader initiatives, such as laws covering direct or indirect discrimination against minorities or immigrants, to more specific, targeted interventions, such as public funding for national immigrant bodies and the production of integration policy reports. These and similar measures are not only a sign of a society's cultural openness; they also lay the groundwork for those within these groups to participate freely, openly, and actively in producing and enjoying cultural activities.

Collected Variables:

Legally recognized languages of minorities

*Existence of legally recognized languages of minority cultural groups | 2011*

Multilingual education

*Annual instruction time for foreign languages in full-time compulsory education in Europe | 2014*

Minority language promotion

*Existence of legal provisions to promote the use of languages of minority cultural groups in radio/TV programming | 2011*

Funding for immigrant bodies

*Public funding or support of immigrant organizations on the national level | 2014*

Integration policy reports

*Existence and regularity of integration policy reports | 2014*

Marriage and civil partnership

*Family reunion policy ensures eligibility for spouses and partners | 2014*

Internationally co-produced films

*Percentage of feature films that are majority coproductions | 2013*

#### Data Sources:

Compendium of Cultural Policies and Trends in Europe; Migrant Integration Policy Index

Minimum Coverage: The indicator covers at least 32 Council of Europe member states.

#### CULTURE → Policy → [Cultural Policy](#)

Through its policies, a government can focus attention and resources on achieving any number of objectives, be they promoting cultural diversity, cultural industry and output, or cultural participation. Due to the lack of cross-nationally comparable data, this component focuses primarily on policy relating to cultural education, although other types of policy measures, such as public measures to ensure more equal involvement in culture, can be found elsewhere in the framework.

#### CULTURE → Policy → Cultural Policy → [Cultural Education Policy](#)

Description: Cultural education relates to encouraging both creativity through arts instruction in schools and interest in other cultures through intercultural education. Arts education contributes to developing individual skills and talent as well as to building a basis for the appreciation of cultural expressions and diversity. For its part, intercultural education not only introduces information about different cultures but also provides practical tools and experiences for understanding and living different value systems, traditions, and ways of life. This indicator combines variables relating to time spent on arts education and the existence of intercultural education to assess the significance of cultural education policy in a given country.

#### Collected Variables:

##### Intercultural education in schools

*Intercultural education (ICE) is part of the curriculum in primary and high schools | 2013*

##### Higher intercultural education

*Existence of special programmes or experiences for intercultural education (ICE) at higher education institutions | 2013*

##### Valorization of creativity at school

*Annual instruction time for arts in full-time compulsory education in Europe | 2013*

#### Data Sources:

Compendium of Cultural Policies and Trends in Europe; Eurydice

Measurement Notes: Primary and higher intercultural education are measured on a three-category scale with 0=no, 1=partly, 2=yes.

Minimum Coverage: The indicator covers at least 29 Council of Europe member states.

#### CULTURE → Economic → [Cultural Industries](#)

Acknowledging the debate about the definition and scope of the term, cultural industries is used here to refer to 'a set of activities that produce and distribute cultural goods or services, which at the time they are considered as a specific attribute, use or purpose, embody or convey cultural expressions irrespective of the commercial value they may have' (UNESCO-UIS 2012b). It is generally considered to encompass a wide range of fields, such as music, art, writing, fashion and design, and media industries, e.g. radio, publishing, film and television production. Over the past decades, the cultural industries are becoming one of the most dynamic segments of the global economy, and their contribution toward GDP has continued to grow. The indicators in this component seek to capture the phenomenon from different perspectives, including tangible or monetary output, intangible assets such as intellectual property, and the size of the cultural sector in terms of employees and enterprises.

#### CULTURE → Economic → Cultural Industries → [Cultural Industry Outputs](#)

Description: The main statistics regarding the level of cultural creation in a given country constitute its total level of cultural industry outputs, which is useful to give us a sense of how vibrant and important the cultural sector is in that country. This indicator takes into account the level of cultural trade, the turnover of the entertainment and the publishing industries, as well as the total number of national feature films produced.

#### Collected Variables:

Trade in cultural goods

*Ratio of intra and extra-EU trade in total cultural goods | 2014*

Turnover of the entertainment industry

*Turnover per person employed by enterprises in motion picture, video, and television programme production activities | 2013*

## Turnover of the publishing industry

*Turnover of a publishing sector as a share of manufacturing | 2008*

## Cultural activity carried out by the cultural industry

*Cultural and creative services exports as a share of total trade | 2012*

## National feature films produced

*Number of national feature films produced per million population 15–69 years old | 2013*

### Data Sources:

Eurostat [cult\_trd\_prd]; [sbs\_na\_1a\_se\_r2]; [sbs\_na\_2a\_dade]; Global Innovations Index

Minimum Coverage: The indicator covers at least 24 Council of Europe member states.

CULTURE → Economic → Cultural Industries → [Intangible Assets](#)

Description: Intangible assets, such as those related to intellectual property or the development of new ways of doing things, can be considered the outputs of creativity and innovation and thus a reflection of the vibrancy of a country's creative activity and production. This indicator measures that vitality by taking into account variables such as the number of national and international trademark applications, as well as the extent to which information and communication technologies enable new business and organizational models.

### Collected Variables:

#### National trademark applications

*Number of trademark applications issued to residents by the national office per billion PPP\$ GDP | 2013*

#### International trademark applications

*Number of international trademark applications issued through the Madrid System per billion PPP\$ GDP | 2014*

#### ICT business model creation

*Extent to which Information and communications technology enable new business models | 2014*

#### ICT organizational model creation

*Extent to which Information and communications technology enable new organizational models | 2014*

### Data Sources:

Global Innovations Index

Measurement Notes: ICT business model creation is based on the average answer to the question: In your country, to what extent do ICTs enable new business models? [1 = not at all; 7 = to a great extent]. ICT organizational model creation is based on the average answer to the question: In your country, to what extent do ICTs enable new organizational models (e.g. virtual teams, remote working, telecommuting) within businesses? [1 = not at all; 7 = to a great extent].

Minimum Coverage: The indicator covers at least 39 Council of Europe member states.

CULTURE → Economic → Cultural Industries → [Size of the Cultural Industry](#)

Description: The economic significance of culture in a given country is very likely to be reflected in the size of its cultural industry, that is, the number of cultural facilities as well as employees in the cultural sector, both in the public and private spheres. This indicator is built upon data regarding the number of new cultural enterprises and employees in the cultural sector, the share of employees that work in the cultural and creative sectors, as well as the average annual growth rate of the publishing sector.

Collected Variables:

New enterprises in cultural industries

*Number of birth of enterprises at time in arts, entertainment and recreation | 2013*

Employment in cultural sectors

*Number of persons employed in selected cultural sectors as a share of total employment | 2015*

Employee share in creative sector

*Share of employees that work in creative, arts and entertainment activities | 2013*

Employee share in culture sector

*Share of employees that work in libraries, archives, museums and other cultural activities | 2013*

Growth rate publishing sector

*Average annual growth rate of number of (publishing) enterprises | 2013*

Data Sources:

Eurostat [bd\_9bd\_sz\_cl\_r2]; [lfsq\_egan2]; [sbs\_na\_1a\_se\_r2]

Minimum Coverage: The indicator covers at least 26 Council of Europe member states.

CULTURE → Economic → [Cultural Infrastructure](#)

Cultural infrastructure refers not only to the space in which cultural activities take place, but also to heritage sites that represent are considered of particular physical or cultural significance.

CULTURE → Economic → Cultural Infrastructure → [Size of the Cultural Infrastructure](#)

Description: The extent of a country's cultural infrastructure, i.e., buildings and sites, gives a sense of the significance of the cultural sector. In this sense, cultural infrastructure refers to the total number of cultural facilities, both publicly and privately operated, as well as the number of heritage sites that a country has.

Collected Variables:

Number of museums

*Total number of museums per 100,000 inhabitants | 2003-2014*

Number of cinema screens

*Screen per capita per 100,000 inhabitants | 2013*

Heritage sites

*Number of heritage sites on the World Heritage List | 1978-2015*

Data Sources:

European Group on Museum Statistics; UNESCO UIS.Stat; UNESCO World Heritage List

Minimum Coverage: The indicator covers at least 28 Council of Europe member states.

CULTURE → Freedom & Equality → [Cultural Access & Representation](#)

As noted in Marland-Militello's report to the PACE Committee on Culture, Science and Education (2012), 'the right to access culture is, essentially, the right to fulfil oneself freely, to construct one's cultural identity in relation to that of others.' It involves both the freedom to seek out, choose and develop one's own cultural identity as well as the right to contribute to cultural life through art and creative expression. Access to culture is said to help promote social cohesion through enhanced mutual understanding and to contribute to the development of critical thinking and thus to reinforcing democratic citizenship. In its recommendation

stemming from that report (PACE, 2012), the Parliamentary Assembly noted that the right of everyone to take part in cultural life presupposes equal and free access for all to a variety of cultural resources. This component groups indicators that measure effective access to cultural sites and events and examine government programs to promote equality of access and representation.

CULTURE → Freedom & Equality → Cultural Access & Representation → [Access to Cultural Sites and Events](#)

Description: Regardless of a country's level of cultural expression and creation, access to cultural sites and events may not be equal, that is, some groups may still lack cultural rights. Participation in and access to cultural activities constitute the backbone of human rights related to culture. In this sense, this indicator measures the level of equality of cultural access in a given country in relation to various socio-economic factors. Ideally, the indicator could be expanded in the future to include other factors of interest, such as ethnicity, religion, etc.

Collected Variables:

Equality of cultural access

*Level of equality of access to cultural sites and events in terms of age, income, gender, location and education | 2013*

Data Sources:

Eurobarometer 79.2

Measurement Notes: Cultural access is calculated as the aggregated share of respondents who indicated that they at least once in the past twelve months have seen a ballet, a dance performance or an opera [qb1\_1]; been to the cinema [qb1\_2]; been to the theater [qb1\_3]; been to a concert [qb1\_4]; visited a public library [qb1\_5]; visited a historical monument or site [qb1\_6]; or visited a museum or gallery [qb1\_7]. Equality is the absolute distance between the percentage share of the respective subgroup and everyone else. The six subgroups are respondents below the age of 25 [d11], above the age of 64 [d11], who most of the time have had trouble paying bills at the end of the month [d60], women [d10], live in rural areas or villages [d25], and received no full-time education past the age of 15 [d8r2].

Minimum Coverage: The indicator covers at least 28 Council of Europe member states.



CULTURE → Freedom & Equality → Cultural Access & Representation → [Public Measures for Equality](#)

Description: Government action is fundamental to guaranteeing that minorities and disadvantaged groups have equal participation and representation in the activities and institutions of the cultural sector. Thus, public measures for equality can provide a more level playing field, broadening access to the right to artistic expression and creation. This indicator is built upon data regarding the existence of government programs for equality and integration of women in the cultural sector, as well as studies on the level and conditions of women working in the cultural sector. Ideally, the indicator could be extended in the future, depending on data availability, to include information on such programs and studies on the access and participation of other groups of interest, e.g., youth and the elderly, immigrants, etc.

#### Collected Variables:

Government programs for equality in the culture sector

*Existence of government working group addressing equality in the culture sector | 2013*

Public measures to promote women in cultural institutions

*Existence of public measures to promote women in decision-making positions in cultural institutions | 2013*

Studies on women working in the cultural sector

*Existence of studies on women working in the cultural sector | 2013*

#### Data Sources:

Compendium of Cultural Policies and Trends in Europe

Measurement Notes: The variables are binary measures (yes/no) that capture whether each of the policies exist in a country.

Minimum Coverage: The indicator covers at least 40 Council of Europe member states.

DEMOCRACY → Civic → [Political Participation](#)

Political participation refers to action by ordinary citizens directed towards influencing some political outcome either directly by affecting the making or implementation of public policy or indirectly by influencing the selection of individuals who make that policy. Political participation takes a number of different forms, including both conventional or institutionalized forms which involve electoral processes (e.g., voting, election campaigning, etc.) and non-conventional or non-institutionalized forms which occur outside electoral processes (e.g., signing petitions, participating in political demonstrations, etc.). Such political involvement is a defining feature of a vibrant democracy.

DEMOCRACY → Civic → Political Participation → [Institutionalized Participation](#)

Description: A fundamental prerequisite for any democracy is the effective use of rights to participate through various established institutions such as referenda, elections and organizations such as political parties and unions. If, for example, more citizens vote, the turnout is also more likely to be equal (Lijphart 1997). Disproportional turnout, by contrast, could signal a lack of social cohesion and cultural resources related to the acquisition of knowledge about the political system. This indicator assesses the vibrancy of participation in established democratic institutions by measuring the number of referenda taking place, the percentage of registered voters who cast their ballots in elections, and the membership of political parties and unions.

Collected Variables:

Effective use of direct democratic instruments

*Sum of national non-mandatory referenda per year | 2014*

Previous voter turnout

*Share of registered electorate in elections of respective or previous years (only first ballot considered if more were held) | 2014*

Participating in political parties or unions

*Share of people participating in activities of political parties or trade unions at least once in the past year | 2014*

Data Sources:

Democracy Barometer; World Value Survey Wave 6

Minimum Coverage: The indicator covers at least 27 Council of Europe member states.

DEMOCRACY → Civic → Political Participation → [Non-Institutionalized Participation](#)

Description: Participation via rather non-institutionalized avenues such as petitions and demonstrations can enhance the quality and vibrancy of democracy since citizens can gain more opportunities to shape political decision-making. As citizens use alternative forms of participation effectively, political representatives can be expected to become more responsive to the interests of diverse social groups. This indicator evaluates the extent to which citizens have taken part in alternative ways by signing petitions or participating in lawful demonstrations.

Collected Variables:

Effective non-institutionalized participation

*Share of respondents who indicate having signed petitions or attending lawful demonstration | 2014*

Data Sources:

Democracy Barometer

Measurement Notes: Alternative participation includes signing petitions and attending lawful demonstrations.

Minimum Coverage: The indicator covers at least 38 Council of Europe member states.

DEMOCRACY → Policy → [Government Capability](#)

Government capability can be thought of in terms of 'good governance' and a democratic government's ability to solve public problems in effective and legitimate ways. The capabilities currently considered in the framework include, among others, a government's capacity to gather and assess 'intelligence' regarding society's problems, concerns and possible solutions, the ability of government's organs to operate effectively free of undue influence, as well as the confidence bestowed on key government entities that both reflects satisfaction with their performance and gives them legitimacy to continue.

DEMOCRACY → Policy → Government Capability → *Analytical Capacity*

Description: Analytical capacity refers to the ability of a government to mobilize resources to generate ideas and insights in order to address challenges (Stanig, 2014). These resources can be located within the government itself, or can be drawn from non-governmental sources, e.g. think-tanks and research organizations. Though such non-governmental sources cannot be said to provide unbiased information, a vibrant research marketplace might improve the analytical capacity of a government because the existence of diverse views leads to a fact-based debate on policy alternatives, and factual information is released as a by-product of the policy debate. This indicator combines variables related to the existence of an active marketplace of ideas for policy-making and experimentation on which a government can draw.

Collected Variables:

Number of policy schools

*(Log) number of policy graduate programs | 2013*

Number of think tanks

*(Log) number of think tanks listed in the NIRA directory adjusted by (log) population of the country | 2013*

Think tanks

*Public or private think tanks produce analyses, forecasts and proposals on major national issues | 2013*

Social science research funding

*Research funding to the social sciences as a share of GDP | 2013*

Data Sources:

Governance Report 2014; Institutional Profiles Database; UNESCO Institute for Statistics

Measurement Notes: Think tanks is a binary measure.

Minimum Coverage: The indicator covers at least 28 Council of Europe member states.

DEMOCRACY → Policy → Government Capability → *Central Bank Independence*

Description: The independence of a country's central bank is said to be related to its ability to control inflation and, more specifically, to ensure that monetary policy is not subject to

changing political cycles. As such, the extent of central bank independence is considered an indicator of government capability, in particular, a system's ability to implement policy efficiently.

Collected Variables:

Independence of central banks

*Assessment of the independence of the central bank | 2014*

Data Sources:

Democracy Barometer

Minimum Coverage: The indicator covers at least 39 Council of Europe member states.

DEMOCRACY → Policy → Government Capability → *Confidence in Political Institutions*

Description: The central institutions of democratic states require a high level of public support to ensure their legitimacy. Confidence in governments, parliaments, and political parties is both a signal of the success these institutions have had in satisfying the needs of the populace and a basis of legitimacy that can be drawn on in implementing policies and programmes in the present and future. The purpose of this indicator is to evaluate the extent to which citizens have confidence in political institutions such as governments, parliaments, and political parties.

Collected Variables:

Trust in government

*Average level of trust / confidence in government | 2010-2014*

Trust/ confidence in parliament

*Average level of trust / confidence in parliament | 2010-2014*

Trust/ confidence in political parties

*Average level of trust / confidence in political parties | 2010-2014*

Data Sources:

World Values Survey

Measurement Notes: The variables are measured on a four-category (reversed) scale 1=none at all, 2=not very much, 3=quite a lot, 4=a great deal.

Minimum Coverage: The indicator covers at least 24 Council of Europe member states.

DEMOCRACY → Policy → Government Capability → *Political Independence*

Description: Government capability is commonly associated with independence from non-elected political actors and interests. The key idea behind this indicator is that governments are less independent when non-elected actors such as the military interfere with political decision-making. Similarly, religious tensions can result from the political interference of a dominant religious group that intends to exclude other religious groups from the democratic process. Political independence means that the political involvement of actors such as military and religious groups is constitutionally and effectively limited. The purpose of this indicator is to assess the level of political independence in an individual country.

Collected Variables:

No political interference by religion

*Degree of freedom from risk of political interference by organized religion | 2014*

No political interference by the military

*Degree of freedom from risk of political interference by the military | 2014*

Data Sources:

Democracy Barometer

Minimum Coverage: The indicator covers at least 37 Council of Europe member states.

DEMOCRACY → Policy → [Political Competition](#)

Free, fair, and competitive elections are considered to be a minimal precondition in order for a country to be a democracy. Political competition plays a crucial role in the process, both as a focal point for stimulating political participation and as a key element that ensures democratic accountability and responsiveness. Indeed, only competition offers the citizens a real choice. Political competition is affected not only by the balance of power between political parties, but also by rules that ensure a level playing field in political party and campaign financing as well as those that facilitate or create obstacles to voting or standing for election.

DEMOCRACY → Policy → Political Competition → [Political Competitiveness](#)

Description: The competitiveness of the electoral system reflects the spectrum of options available to voters in choosing their leadership and representatives. Researchers have associated political competitiveness with a low degree of concentration of parliamentary seats, which indicates that electoral outcomes are indeed susceptible to peaceful change through elections. This indicator focuses on the electoral concentration of votes and the seat shares of parties in the lower house of parliaments as a proxy for political competitiveness.

Collected Variables:

Concentration of seats

*Difference between largest and second largest lower house party as a share of all seats | 2014*

Political party seat share in the lower house

*The sum of the squared seat shares of all political parties in the lower house of parliament | 2014*

Capture of house by one political party

*Difference between largest and second largest lower house political party as a share of all votes | 2014*

Margin of electoral concentration of votes

*Margin of electoral concentration of votes | 2014*

Small parties can win a seat

*Degree to which small parties can win a seat | 2014*

Data Sources:

Democracy Barometer

Measurement Notes: The margin of electoral concentration of votes is calculated as 100% - percentage of votes obtained by strongest party. The chance for small parties to win a seat is

measured as vote share of smallest party in the lower house of national parliament multiplied with -1.

Minimum Coverage: The indicator covers at least 39 Council of Europe member states.

DEMOCRACY → Policy → Political Competition → [Political Party Finance](#)

Description: Political parties need resources in order to have a chance to win contested elections. At the same time, there must be ceilings on expenditure or income of political parties so that electoral results are not simply the result of one party or candidate outspending its rivals. This balanced access to resources is a core component of democratic competition. This indicator evaluates the extent to which there is a relatively level playing field for political parties to access and use resources when competing in elections.

Collected Variables:

Ceilings on political party expenditure

*Existence of ceilings on expenditure and income of political parties | 2014*

Disclosure of political party financing

*Existence of legal provision for contributions to/expenditures of political parties | 2014*

Public funding of political parties

*Existence of provisions for direct and indirect public funding of political parties | 2014*

Data Sources:

Democracy Barometer

Measurement Notes: The variables are binary measures that capture whether each of the policies exist in a country.

Minimum Coverage: The indicator covers at least 39 Council of Europe member states.

DEMOCRACY → Policy → Political Competition → [Rules for Contestation & Competition](#)

Description: Electoral participation can be enhanced through clear rules outlining who can be a candidate and who can vote, as well as how participation in elections as candidate or voter



should take place. The purpose of this indicator is to capture whether countries have implemented administrative rules that make it easier for citizens to enter and participate in electoral contests and to cast their votes.

#### Collected Variables:

##### Facilitating participation

*Degree of facilitation of electoral participation | 2014*

##### Gerrymandering

*Existence of possibilities to delimit electoral districts | 2014*

##### Legal hurdles for political entry

*Degree of administrative hurdles to become an electoral competitor | 2014*

##### Mean district magnitude

*(Log) of mean district magnitude in lower parliamentary chamber at the highest level of seat allocation | 2014*

##### Suffrage

*Sum of requirements for and disqualifications of active suffrage | 2014*

##### Competitiveness of participation

*Extent to which alternative preferences for policy and leadership can be pursued in the political arena | 2013*

##### Regulation of participation

*Extent to which there are binding rules on when, whether, and how political preferences are expressed | 2013*

#### Data Sources:

Democracy Barometer; Polity IV Project

Measurement Notes: Facilitation of electoral participation is measured on a three-category scale with 0=voters can vote at specific polling station only, 1=voters can vote everywhere in the same district, 2=voters can vote everywhere in the country. Gerrymandering is a binary measure.

Minimum Coverage: The indicator covers at least 37 Council of Europe member states.

DEMOCRACY → Policy → [Safeguards & Checks & Balances](#)

Within a democracy, checks and balances and other safeguards serve to ensure that no person or group in any part of government abuses power. Checks include the ability, right and obligation of each person, group, or branch of government to monitor the activities of the others, while balances enable each to use its authority to limit the powers of the others.

DEMOCRACY → Policy → Safeguards & Checks & Balances → [Constraints on Government Powers](#)

Description: Beyond elections, representative democracy critically depends on constitutional and institutional constraints on government power that hold government and all its agents accountable. In some countries, such constraints are achieved through formal separation of powers. The key is that authority is distributed in such a way that ensures that no single organ of government, whether executive, legislative, judicial, can exercise unchecked power (World Justice Project, Rule of Law Index). This indicator focuses on various measures that foresee checks and balances in order to assess the level of constraints on government powers, especially at the executive level. A low value indicates a relative lack of constraint and imbalance of power, while a high value reflects a balanced distribution of authority.

Collected Variables:

Balance between executive and legislative powers

*Degree of balance between executive and legislative powers | 2014*

Executive constraints – decision rules

*Extent of institutionalized constraints on the decision-making powers of chief executives | 2013*

Checks on government powers

*Degree to which government powers are subject to non-governmental checks | 2014*

Effective limits to government power through auditing

*Degree to which government powers are effectively limited by independent auditing and review | 2014*

Effective limits to government power through legislation

*Degree to which government powers are effectively limited by the legislature | 2014*

Sanctions for government official misconduct

*Degree to which government officials are sanctioned for misconduct | 2014*

Transition of power is subject to the law

*Degree to which transition of power is subject to the law | 2014*

Institutional constraints on government powers

*Extent to which government officials are held accountable for official misconduct | 2015*

Data Sources:

Democracy Barometer; Polity IV Project; Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Policy → Safeguards & Checks & Balances → [Judicial Review](#)

Description: Alongside elections and other constraints to government powers, judicial review is essential to safeguard democratic principles enshrined in a country's constitution and laws. This entails that courts must have, at a minimum, the possibility to review the laws and other measures passed by the legislature or enacted by the executive. This indicator analyzes the power of courts in controlling political decisions and government powers.

Collected Variables:

Power of judiciary

*Effective possibility of the judiciary to control political decisions | 2014*

Government powers are effectively limited by the judiciary

*Degree to which government powers are effectively limited by the judiciary | 2015*

Data Sources:

Democracy Barometer; Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Policy → [Transparency](#)

Transparency is crucial within a democracy to give citizens insight into the policies and actions of government and its actors and to enable citizens thus to monitor, assess and ultimately control government. Transparency requires that public officials, civil servants, and others act visibly and understandably and report on their activities. Such open disclosure of information also serves to establish and nurture confidence and trust.

DEMOCRACY → Policy → Transparency → *Absence of Corruption*

Description: The absence of corruption is a common proxy measure for transparency, since a highly transparent system, in which the actions and intent of people entrusted with power are visible and understandable, is considered to be the best safeguard against corruption.

Researchers have associated the absence of corruption with effective oversight of a government's economic decision-making, enhanced abilities for the press to provide checks on government action, and a greater willingness on the part of the general public to engage in political participation. This indicator assesses the perception of corruption within a given country, thus providing insights into its transparency.

Collected Variables:

Absence of corruption

Degree of absence of corruption within the political system | 2014

Lack of corruption in executive branch

Degree to which government officials in the executive branch do not use public office for private gain | 2015

Lack of corruption in judicial branch

Degree to which government officials in the judicial branch do not use public office for private gain | 2015

Lack of corruption in legislative branch

Degree to which government officials in the legislative branch do not use public office for private gain | 2015

Lack of corruption in police and military

Degree to which government officials in the police and the military do not use public office for private gain | 2015

Data Sources:

Democracy Barometer; Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Policy → Transparency → *Informational Openness*

Description: Informational openness is a key facet of transparency in democratic states, but can also serve the purposes of improving public service delivery, enhancing government legitimacy, and encouraging citizens to engage with the government and monitor its performance. For example, citizens should have access to information about the content and intent of new laws

and other measures that affect them directly or even indirectly. The purpose of this indicator is to evaluate the level of government transparency, especially in terms of public availability of information, in a given country.

#### Collected Variables:

Transparency of government policy

*Degree of transparency of government policy | 2014*

Availability of laws

*Laws are publicized and accessible | 2014*

Availability of official information

*Official information is available on request | 2014*

#### Data Sources:

Democracy Barometer; Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

#### DEMOCRACY → Rule of Law → [Equality Before the Law](#)

A central feature of the rule of law is the equality of all before the law, as enshrined in Article 7 of the Universal Declaration of Human Rights, Article 20 of the EU Charter of Fundamental Rights, and in constitutions throughout Europe and many other parts of the world. As part of this equality, all persons are entitled to equal protection of the law. This implies that courts operate fairly and impartially, without making arbitrary or irrational distinctions based on economic or social status. It also implies that the court and judges are free from outside influence.

#### DEMOCRACY → Rule of Law → Equality Before the Law → [Judicial Impartiality](#)

Description: Equality before the law depends on constitutional provisions for the impartiality of courts in both the civil and criminal systems. By virtue of these provisions, a court's operation has to be fair and trials have to be public. Consequently, individuals are more assured of formal and procedural justice when respective rights are guaranteed by a state. While constitutional provisions for judicial impartiality are essential, courts also must be effectively impartial. This

indicator assesses the quality and effectiveness of constitutional provisions which exist to ensure the impartiality of the justice system.

#### Collected Variables:

Constitutional provisions for impartial courts

*Existence of constitutional provisions for fair organization of the court system | 2014*

Effective impartiality of the legal system

*Degree of efficiency of the legal framework in settling disputes and strength and impartiality of the legal system | 2014*

Equal treatment before the law

*Degree of equal treatment of citizens before the law. | 2012*

Accessible and affordable civil justice

*Degree to which civil justice system is accessible and affordable to people | 2015*

Civil justice is free of discrimination

*Degree to which civil justice system is free of discrimination | 2015*

Criminal system is impartial

*Degree to which criminal justice system is impartial and non-discriminatory | 2015*

Due process of law and rights of the accused

*Degree to which the rights of both victims and the accused are effectively protected | 2015*

Equal treatment and absence of discrimination

*Degree of equal treatment and absence of discrimination | 2015*

Criminal system is free of corruption

*Degree to which criminal justice system is free of corruption | 2015*

#### Data Sources:

Democracy Barometer; Institutional Profiles Database; Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Rule of Law → Equality Before the Law → [Judicial Independence](#)

Description: Judicial independence is important as it secures the rights of citizens against the state. This means in practice that no pressure is exerted on judges by the government or by private or partisan interests. Judges should be able to interpret and review existing laws

without interference. This indicator evaluates the extent to which the judiciary is independent from influences of members of government, citizens, or firms and free of corruption.

#### Collected Variables:

##### Judicial independence

*Extent to which the judiciary is independent from influences of members of government, citizens, or firms | 2015*

##### Civil justice is free of corruption

*Degree to which the civil justice system is free of corruption | 2015*

##### Civil justice is free of improper government influence

*Degree to which the civil justice system is free of improper government influence | 2015*

##### Criminal system is free of improper government influence

*Degree to which the criminal justice system is free of improper government influence | 2015*

#### Data Sources:

Global Competitiveness Report; Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Rule of Law → [Quality of the Legal System](#)

The quality of the legal system determines in many ways how the principle of equality before the law can be and is put into practice. On the one hand, the people's confidence in the justice system reflects how well the system has been working and lays the foundation for its continued legitimate functioning. On the other hand, the practicalities of the legal system, e.g. reasonable and professional processes, ensure effective results.

DEMOCRACY → Rule of Law → Quality of the Legal System → [Confidence in the Justice System](#)

Description: In a democracy, citizens need confidence in the justice system, including the courts, the police, and the related administrative arms. Without such confidence, the justice system lacks legitimacy and might then be unable to uphold basic human rights and the rule of law. The fair administration of citizens' legal concerns is of crucial importance in sustaining that trust, as well as citizens' willingness to uphold the law the system is intended to protect and

enforce. The purpose of this indicator is to assess the level of confidence in a country's judicial system and societal rules in general and the police in particular.

#### Collected Variables:

Trust in the justice system

*Share of survey respondents indicating high confidence in the legal system and in the fair administration of justice | 2014*

Confidence in the police

*Share of survey respondents indicating high confidence in the police | 2014*

Rule of law

*Extent to which agents have confidence in and abide by the rules of society | 2014*

#### Data Sources:

Democracy Barometer; Worldwide Governance Indicators

Measurement Notes: The issues included in the Rule of Law variable are the quality of contract enforcement, property rights, the police, and the courts, as well as the likelihood of crime and violence.

Minimum Coverage: The indicator covers at least 36 Council of Europe member states.

DEMOCRACY → Rule of Law → Quality of the Legal System → *Judicial Efficiency & Professionalism*

Description: Living in a democratic society means not only that citizens have access to courts and other legal administrative bodies, but also that they can reliably assume that judges and the system as a whole will apply the law in a skillful, timely and impartial manner. An efficient and professional legal system requires competent investigators, prosecutors, and other judiciary authorities, including judges, working with adequate resources to solve crimes and resolve disputes effectively and without unreasonable cost or delay. This indicator thus measures the degree of judicial efficiency and professionalism in an individual country.

#### Collected Variables:

Civil justice is effectively enforced

*Degree to which civil justice system is effectively enforced | 2015*



### Civil justice is not subject to unreasonable delays

*Degree to which court proceedings are conducted in a timely manner and not subject to unreasonable delays | 2015*

### Correctional system is effective

*Degree to which correctional system is effective in reducing criminal behavior | 2015*

### Criminal adjudication system is effective

*Perpetrators of crimes are effectively prosecuted and punished and judicial officers are competent | 2015*

### Criminal investigation system is effective

*Perpetrators of crimes are effectively apprehended and charged and police, investigators, and prosecutors have adequate resources, are free of corruption, and perform their duties competently | 2015*

### Resolving civil disputes

*Alternative dispute resolution mechanisms are affordable, efficient, enforceable, and free from corruption | 2015*

### Judicial professionalism

*Professionalism is a precondition for appointment of judges to highest courts | 2015*

### Data Sources:

Rule of Law Index; Democracy Barometer

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Freedom & Equality → [Individual Freedoms](#)

Democracy's functioning is built on a set of freedoms ensuring its citizens the rights to voice their needs, concerns, and opinions and to join together with others who share those concerns and interests. The ideal result is a citizenry that is equipped with the information and the individual and collective resources to shape the democracy's goals and policies and to hold government accountable to its citizens.

DEMOCRACY → Freedom & Equality → Individual Freedoms → [Freedom & Neutrality of the Press](#)

Description: A free and neutral press allows citizens to make up their own mind about political issues and decide whom to support. For this reason, press neutrality is a key enabling condition for the development of democratic publics and democratic institutions. This indicator assesses the ideological balance of regional and national newspapers, and also takes into account the share of neutral/independent newspapers' circulation.

### Collected Variables:

#### Political neutrality of the press

*Share of neutral newspapers' circulation (weighted by frequency of publication) of a country's total newspaper circulation | 2014*

#### Competitiveness of the media market

*Degree of genuine media pluralism | 2012*

#### Press freedom

*Global score on the World Press Freedom Index | 2015*

### Data Sources:

Democracy Barometer; Institutional Profiles Database; World Press Freedom Index

Minimum Coverage: The indicator covers at least 34 Council of Europe member states.

DEMOCRACY → Freedom & Equality → Individual Freedoms → [Freedom of Association](#)

Description: The freedom of association is a universal human right and enshrined in the European Convention on Human Rights, which states, "Everyone has the right to freedom of peaceful assembly and to freedom of association with others" (art. 11). The freedom to exert this right is essential for robust democratic participation. By joining political or non-political organizations, individuals can voice their concerns and advocate for specific or public interests. Moreover, through attending community meetings, citizens can learn to treat other citizens who have interests and values different from themselves with respect and tolerance. This indicator evaluates the constitutional provisions guaranteeing that citizens can freely join associations and participate in gatherings.

### Collected Variables:

#### Government limitations to freedom of association

*Extent to which the freedoms of assembly and association are subject to actual governmental limitations or restrictions | 2011*

#### Constitutional provisions for freedom of association

*Degree of constitutional provisions guaranteeing freedom to associate | 2014*

#### Freedom of association is effectively guaranteed

*Degree to which freedom of assembly and association is effectively guaranteed | 2015*

Data Sources:

CIRI Human Rights Data Project; Democracy Barometer; Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Freedom & Equality → Individual Freedoms → *Freedom of Opinion*

Description: The freedom of opinion and expression is a human right anchored in the European Convention on Human Rights (art. 10), which states, "Everyone has the right to freedom of expression. This right includes freedom to hold opinions and to receive and impart information and ideas without interference from public authority and regardless of frontiers." In practical terms, this means that a free flow of information must be allowed, and the possibility of citizens to engage in public discourse must be legally ensured. This indicator assesses the existence of constitutional and other provisions concerning the freedom of opinion and speech.

Collected Variables:

Constitutional provisions for freedom of opinion

*Degree of constitutional provisions guaranteeing freedom of speech | 2014*

Consequences of informing media about power abuse

*Degree to which public sector employees risk severe negative consequences if they pass on information about abuses of public power to the media | 2015*

Freedom of opinion is effectively guaranteed

*Degree to which freedom of opinion and expression is effectively guaranteed | 2015*

Data Sources:

Democracy Barometer; Quality of Government Expert Survey Data, Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Freedom & Equality → [Individual Liberties](#)

Within a democracy, the government has the obligation to protect the basic rights of individuals to conduct their lives and pursue their interests without undue interference and without threat to their personal security, as laid out in numerous international declarations, conventions, and national constitutions.

DEMOCRACY → Freedom & Equality → Individual Liberties → [Free Conduct of Life](#)

Description: The right to free conduct of life is an important prerequisite for democratic self-determination and mutual respect between citizens. It encompasses freedom of movement within a country and the freedom to leave a country. This indicator evaluates the extent to which citizens' free conduct of life is subject to actual government restrictions.

Collected Variables:

Freedom from interference with private life

*Degree of constitutional provisions guaranteeing right to freedom of conduct of life | 2014*

Freedom of domestic movement

*Degree of citizens' freedom to travel within their own country | 2011*

Freedom of foreign movement

*Degree of citizens' freedom to leave and return to their country | 2011*

Data Sources:

Democracy Barometer; CIRI Human Rights Data Project

Minimum Coverage: The indicator covers at least 39 Council of Europe member states.

DEMOCRACY → Freedom & Equality → Individual Liberties → [Security & Physical Integrity](#)

Description: The right to physical integrity is an essential condition for citizen's protection from state violence; it helps ensure that states cannot legally resort to torture, degrading treatments, or punishments. Without this right, a society lacks the legal foundation on which democratic governance builds. The indicator analyses whether constitutional provisions banning torture and inhuman treatment exist and whether the respective human rights treatment has been

ratified. It also evaluates the extent to which a country's laws protect private property rights and the degree to which these rights are actually enforced.

#### Collected Variables:

Freedom from deprivation of life

*Degree of constitutional provisions guaranteeing physical integrity | 2014*

Right to life and security

*Degree to which the right to life and security of the person is effectively guaranteed | 2015*

Security across the territory

*Degree to which the state ensures security across the national territory | 2012*

Crime is effectively controlled

*Degree to which crimes (homicide, kidnapping, burglary and theft, armed robbery, extortion) are effectively controlled | 2015*

Violence is not used to redress personal grievances

*Degree to which people do not resort to violence to redress personal grievances | 2015*

Freedom from arbitrary interference with privacy is effectively guaranteed

*Degree to which freedom from arbitrary interference with privacy is effectively guaranteed | 2015*

#### Data Sources:

Democracy Barometer; Institutional Profiles Database; Rule of Law Index

Minimum Coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Freedom & Equality → [Political Representation](#)

Ideally decision-making systems within a democracy are structured so that the voices of all its citizens can be taken into account or at least heard. In principle, barriers to participation in the political process, whether as a candidate, a voter, or an interested party, should not exist, or should at least be reasonable and understandable within the country context.

DEMOCRACY → Freedom & Equality → Political Representation → [Equality of Participation](#)

Description: Modern democracies require that all citizens' preferences have the potential to be represented in the political decision-making process. Neither the level of education nor the income nor the gender of individuals should restrict or enhance their ability to participate in elections as candidates or voters. This indicator evaluates the extent to which potential

participation barriers related to education, income, and gender are overcome within a particular country.

#### Collected Variables:

##### Political rights of women

*Political rights of women are guaranteed by law | 2014*

##### Alternative participation

*Degree to which representative participation in alternative forms of participation is non-selective | 2014*

##### Equality in voter turnout

*The share of respondents who turned out to vote based on education and income | 2014*

#### Data Sources:

##### Democracy Barometer

Measurement Notes: Political rights of women include the right to vote, the right to run for political office, the right to hold elected and appointed government positions, the right to join political parties and the right to petition government officials. Calculation of gaps in terms of education and income are calculated as the mean share of respondents with high/middle/low education/income minus the share of voting respondents with high/middle/low education/income (differences in absolute values). The degree of non-selective participation is calculated as the sum of education gap + income gap.

Minimum Coverage: The indicator covers at least 38 Council of Europe member states.