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Capacity building for culture and development – Using new UNESCO policy and programming tools

Guide for the analysis of the "culture and development" dimension of cultural policies

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The purpose of this document is to serve as a tool for the analysis of public policies and strategies in the field of culture, in particular with regard to the culture and development dimension.

The analysis of national cultural policy is not a matter of merely identifying policy and regulatory texts applicable to culture, which is but one of the factors to be taken into account in the general dynamics and expansion of the culture sector.[1] It is more generally a matter of determining the actual scope of the cultural sphere and cultural sectors in the policies and activities of public authorities and in society at large, and more specifically, the way in which the sector is taken into account in policy decision-making and in the formulation and implementation of national development programmes and strategies in the various spheres of State action.

The purpose of the analysis is to identify strengths and weaknesses, characteristic of the political, economic and social environment, which determine the weight and potential of culture as a factor of sustainable human development. This analysis should bring to light the main problems and obstacles that hinder full integration of the cultural dimension into development strategies and public action, smooth interaction between cultural operators and other sectors of the society, and the emergence of structured sectors of cultural activity. The goal will be to recognize opportunities for action and priorities to be set in order to enhance the potential and maximize the contribution of culture to holistic societal development.

The guide is presented as a series of questions and analytical factors that are not exhaustive but together determine the importance given to culture in community development policy lines and the extent to which the political, institutional, regulatory and economic environment is conducive to the development of cultural activity sectors.

Each point identified is a potential line of action and may be considered a weakness or strength specific to the national context.

The legislative and regulatory environment

Availability of the texts of laws, policy documents and specific regulations on cultural sectors.

- Is there a strategic national cultural policy document dealing generally with the cultural dimension in the country?

    o Is it a law, regulation or a government policy document?

    o What procedure was followed in drafting, validating and adopting this/these text(s)?

- Do the existing texts explicitly address national cultural policy subjects, in particular (depending on the context)?

    o the conditions guaranteeing freedom of creation, dissemination and universal expression?

    o the conditions guaranteeing the free flow and exchange of ideas, works, cultural goods and services, both within and outside the country?

    o access by all population categories to the various forms of expression and manifestation and to cultural goods and services?

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[1]   Annex I contains a tentative list of cultural activity sectors.

o the protection, preservation and promotion of tangible and intangible cultural heritage, including traditions and national/minority languages?

o recognition of the distinctive characteristics of operators, firms and institutions in the culture sector and the status of artists?

o identification and acknowledgment of all components of cultural sectors: creation, production, reproduction, dissemination, promotion, conservation, training?

o recognition and enhancement of professions and trades in the art and cultural sectors?

o the links between education and culture and between the education system and cultural institutions?

o policy on schools, institutions and training centres specialized in the arts and culture?

o rights and freedom of expression of women and minorities and conditions under which they have access to all forms of cultural creation and expression?

o the conditions for active participation by young people in creation and cultural dynamics?

o promotion of intercultural dialogue nationally and internationally?

o the role of new information and communication technologies?

– Other specific regulatory texts, for example:

o legislation on intellectual property and implementing regulations thereof;

o regulation for the promotion of sponsorships and the patronage of culture;

o legislation on the media and communication.

The political and institutional environment

This involves an assessment of whether the contribution of culture and cultural activity sectors is explicitly recognized and promoted as a factor of improving the quality of life, social integration and the sustainable development of the society.

– Are strategies in support of cultural sectors effectively implemented as public policies in their own right? In particular, in terms of:

o the amount of financial and human resources allocated to culture sectors;

o the operational application of existing texts in the field of culture;

o public institutions and specialized bodies/agencies covering cultural sectors: organization, institutional capacity, effectiveness;

o training of public servants working in the cultural sphere.

– What role do local authorities play in the cultural field? Are cultural activity sectors specifically taken into account in State decentralization policies?

- Is the cultural dimension integrated into the other spheres of government action and policy, in particular:

  o all levels of education?

  o health, in particular public health policies?

  o economic development: support for economic activities, industrial policy, etc. (acknowledgment of the distinctive characteristics of cultural firms)?

  o the social field: promotion of the social integration of disadvantaged categories (young people, persons with disabilities, etc.) and minorities, conflict resolution, promotion of equality, etc.?

  o the environment: link between culture and environment?

  o international trade, international relations and diplomacy?

The process of integrating culture into national development strategies

The Ministry of Culture is responsible for promoting an environment conducive to the development of cultural sectors, but policy implementation in this field is incumbent upon many stakeholders. Several ministries and institutions must participate so that policies/strategies in cultural sectors will be duly significant, effective and sustainable and will be integrated into national development strategies. In general, apart from the ministry in charge of culture, the other ministries and bodies concerned are directly or indirectly responsible for education, crafts, tourism, social development, the economy, finance, taxation, trade, small and medium-sized enterprises (SMEs), local authorities, communications and foreign affairs. The analysis should therefore determine:

- whether there are inter-ministerial/inter-institutional bodies to coordinate cultural and sectoral policies;

- whether the Ministry of Culture has acted to raise awareness and communicate with other ministries/political decision-makers/local authorities;

- what mechanisms are in place for the revision, adaptation and development of current cultural development policies;

- the extent to which the Ministry of Culture and culture sector representatives participate in formulating national development policies.

All stakeholders such as artists and designers, field operators, professional associations, public servants, political authorities, institutions and the private sector must participate actively and sustainably in the formulation and implementation of a far-reaching cultural policy. The analysis should therefore determine whether provision has been made for:

- national/regional/local consultation of all parties concerned on national cultural policy or sectoral policies;

- arrangements for operators and civil society to participate actively in the drafting/revision/implementation of policies in the field of culture;

- action to be taken to promote the active participation of citizens in cultural activity in the country.

The international dimension

–	Culture in the State's external affairs and foreign policy:

o	ratification policy and participation in the drafting of international legal documents relating to the field of culture: UNESCO Conventions signed/ratified at the national level? UNESCO Declarations adopted at the national level?

o	participation and commitments made within the framework of international organizations operating in cultural sectors: UNESCO and WIPO, among others;

o	cultural exchange policies and international circulation of goods, services, events, and operators in the culture sector;

o	bilateral cultural cooperation – which countries/programmes are concerned?

–	Do the country's representatives participate regularly in international forums on cultural subjects, in particular on issues linking culture and development?

o	Which international meetings/bodies are concerned?

o	Which representatives (of the State, private sector, civil society, etc.); what is the level of representation (ministerial, administrative, protocol, etc.)?

o	What commitments have been entered into and what international action has been taken to protect copyright and defend national intellectual property interests?

–	Culture in the regional integration policies in which the country participates, in particular in terms of:

o	the acknowledgment of culture and distinctive characteristics of cultural activity sectors in regional integration policies;

o	the drafting and implementation of specific policies by regional integration organizations in support of cultural sectors;

o	the coordination of national/sectoral policies at the regional level.

–	To what extent are international texts and commitments incorporated into national legislation/regulation and how do public authorities apply the provisions of international conventions and agreements on the subject?

–	What measures have been taken nationally to facilitate operators' access to programmes and resources available internationally for the development of culture?

–	What role do foreign partners/institutions/donors play in cultural development? Which support programmes are being implemented?

The economic dimension

–	Do national policies provide for the following:

o	specific public sectoral and support policies in order to organize and develop cultural activity sectors – which cultural activity is concerned?

- o drawing up, implementing and financing a regulatory and operational framework so that they can develop and contribute fully to economic development efforts and action to combat poverty;

- o vocational training policy for artists, designers, operators, entrepreneurs, technicians, administrators and public servants operating in cultural sectors;

- o specific tools for the integration of cultural sectors into formal economic networks;

- o specific support measures for the distribution and dissemination of cultural goods and services;

- o taxation measures taking into account the distinctive features of both market and non-market cultural activities, for example:

  - ▪ tax reductions or exemptions for cultural goods and services;

  - ▪ taxation of cultural events;

- – Are the distinctive features of cultural activity sectors taken into account when:

- o formulating national economic and commercial policies?

- o establishing specific financing sources?

- – In terms of intellectual property:

  - o is there any legislation and effective measure to guarantee protection of works and the rights of designers and cultural firms?

  - o institutions responsible for the defence of rights – institutional capacity.

The private sector and civil society active in cultural sectors

- – Development of operators and firms operating in cultural sectors in the last few years:

  - o emergence of new operators and/or new sectors of activity;

  - o which cultural activity sectors seem to be the most dynamic?

  - o role of the private sector in the establishment of new cultural firms and events.

- – Do the professionals and firms operating in the culture sector belong to a professional association?

  - o What associations are there and which sectors do they cover?

  - o What is the level of representation of professional associations? How many professionals from each sector belong to associations? Arrangements for the election of leaders, etc.;

  - o Is there a national league or federation of professional culture associations?

  - o To what extent are associations considered contact points for public authorities and international partners?

–   Role and interaction with public authorities:

o   support policy on the constitution and functioning of representative professional organizations;

o   interference by public authorities in the functioning of professional associations;

o   arrangements for professional organizations to participate in the formulation and implementation of national cultural development strategies and policies;

o   arrangements for the private sector and civil society to participate in efforts to combat piracy of cultural goods and services.

Information available on the sector

Information and communication are cross-cutting aspects of the governance of culture, encompassing production, processing and dissemination of information and data required to inform political decision-makers, civil society, operators and other economic sectors of the role of culture.

–   Availability of information, skill, studies and statistics:

o   on the importance and potential of cultural activity sectors, in particular in economic terms and as a factor of sustainable development;

o   to draft and implement effective cultural policies;

o   in order to strengthen the role and acknowledgment of the distinctive features of cultural sectors in public policies;

o   to guide international cooperation and aid programmes.

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ANNEX

Cultural activity sectors

The definition of cultural activity sectors varies according to the definition used and the institutional, economic, social, geographical and other context. The list below draws on the sector's artistic and/or cultural content as the crucial element of the definition. It is tentative and must be modified/adapted to fit the context.

I.   Cultural activity sectors

➢   **Music**

- Creation

- Production and reproduction of all music media

- Technical music industries (laboratories, auditoriums, etc.)

- Marketing: promotion, commercialization, distribution, public sale

- Dissemination by all means and media, including music shows

➢   **Film and audiovisual**

- Production of cinematographic works, videos and other audiovisual products

- Technical audiovisual industries

- Distribution and commercialization of cinematographic and audiovisual works

- Dissemination: cinemas and other screening locations, television channels

➢   **Publishing and books**

- Literary creation, production, graphic creation, literary translation

- Publishers, including electronic publishing on the Internet

- Technical publishing industries

- Marketing: promotion, commercialization, distribution, public sale

- Specialized cultural press

- Libraries

➢   **Radio**

- Radio programmes

- Production of radio programmes

➢ **Heritage**

- Built heritage

    – conservation, restoration

    – management of historical heritage

    – archaeology

- Intangible heritage

    – conservation, development, dissemination

    – popular traditions

    – archives

- Natural heritage

    – parks and natural reserves

    – zoos, aquariums, botanical gardens

    – conservation and protection

    – heritage management

➢ **Performing arts**

- Theatre and dance troops and other live performances

- Theatres and halls

- Organization of performances

➢ **Visual arts**

- Fine arts: painting, sculpture, engraving, drawing, etc.

- Photography

- Contemporary art

- Dissemination; Galleries and exhibition and sale areas, organization of events, fairs and exhibitions

➢ **New technology applied to culture**

- Cultural and educational software

- Cultural and educational Internet sites

- Other cultural and educational electronic media

➢ **Art trades**

- Artistic and creative crafts, production of cultural objects

- Manufacture of musical instruments

- Distribution and dissemination: galleries and exhibition and sale areas, fairs

➢ **Fashion and culturally oriented creative design**

- Manufacture and production of designer objects

- Distribution and dissemination: galleries and exhibition and sale areas, fairs

➢ **Scientific and technical culture**

- Research and development

- Specialized publishing

- Dissemination

➢ **Architecture**

- Contemporary architecture

- Architecture applied to cultural infrastructure

- Conservation of architectural heritage

- Landscaping

II. Cross-cutting sectors

Cross-cutting sectors correspond to:

- activities linked primarily to culture that cut across various lines of activity (cultural infrastructure);

- activities not directly cultural, but dependent on activities in cultural sectors (cultural tourism);

- activity sectors that have a major impact on all lines of cultural activity (communication, training).

➢ **Cultural tourism**

- Activities linked directly to cultural tourism

➢ **Cultural infrastructure**

- Multicultural centres

- Other cultural dissemination facilities

- Museums

> ## Dissemination and cultural events

- Festivals
- Holding of cultural events

> ## Training (all sectors of cultural activity)

- Institutions specialized in cultural sectors
- Education system
- Continuing and technical education
- Artistic and cultural education providers and professionals
- Professional exchange activities

> ## Communication

- Media (press, audiovisual, radio, the Internet)
- Production of artistic and cultural content in the media
- Development of new technology for the dissemination of cultural goods

> ## Conservation, protection and archives (all sectors)

> ## Governance of culture

III.   The value chain

Each cultural activity sector comprises a series of interconnected activities that together enable the spirit of creativity – the basic raw material of all cultural processes – to be transformed into a good or service that can be provided to the public/consumer. A book, sound recording, show, craft item or the built heritage give rise perforce to a series of economic or non-economic activities that combine effectively to give "consumable" form to the specific cultural content.

The various functions required for a sector to operate efficiently depend, of course, on the nature of the activity, but the following tasks must generally be undertaken in order to build a structured and sustainable line of activity:

- creation
- production
- reproduction
- technical support industries
- conservation
- promotion and communication
- circulation and dissemination
- marketing
- information, exchange and professional organization.