**Council of the
European Union**

**Brussels, 29 June 2022
(OR. en)**

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**CULT 73
AUDIO 63
SAN 426
SUSTDEV 121
RELEX 913
GENDER 123
DIGIT 134
SOC 414
PI 81
ENV 702
JEUN 135
EDUC 265
RECH 418
FIN 724**

COVER NOTE

From:	Secretary-General of the European Commission, signed by Ms Martine DEPREZ, Director
date of receipt:	29 June 2022
To:	General Secretariat of the Council
No. Cion doc.:	COM(2022) 317 final - ANNEX I
Subject:	ANNEX to the Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on the Work Plan for Culture 2019-2022

Delegations will find attached document COM(2022) 317 final - ANNEX I.

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Encl.: COM(2022) 317 final - ANNEX I

Brussels, 29.6.2022
COM(2022) 317 final

ANNEX

ANNEX

to the

**Report from the Commission to the European Parliament, the Council, the European
Economic and Social Committee and the Committee of the Regions**

on the Work Plan for Culture 2019-2022

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Survey on the implementation of the Work Plan for Culture 2019-2022

Analysis of replies from EU Member States

**Annex to the Commission Report
on the Work Plan for Culture 2019-2022**

Summary of Survey results

The Commission consulted the Member States (MS) on the implementation of the Work Plan for Culture 2019-2022 (WP) through a questionnaire sent via the EUSurvey IT tool. The survey included rating questions (attributing a score between 1 and 6), yes/no questions and qualitative open text questions. The inputs were received until 28 January 2022.

The Commission presented a summary of the replies to this Survey to the Council's Cultural Affairs Committee, meeting on 10 February 2022.

This document presents an analysis of the replies following the structure of the Survey. The data analysis was supported by the European Expert Network on Culture.[1]

1. PRIORITIES OF THE WORK PLAN FOR CULTURE

The 2019-2022 WP for Culture defines six thematic priorities.

The MS were asked to assess the **relevance** of these priorities to cultural policies at the EU and country level. The 27 replies show that three priorities are considered of top relevance to cultural policy at <u>EU level</u>: (1) Sustainability in cultural heritage, (2) Culture as a driver of sustainability development and (3) An ecosystem supporting artists, cultural and creative professionals, and European content.

Figure 1: Ranking of the six current priorities of the WP for Culture 2019-2022 according to how relevant they are / were to cultural policy at the EU and country levels
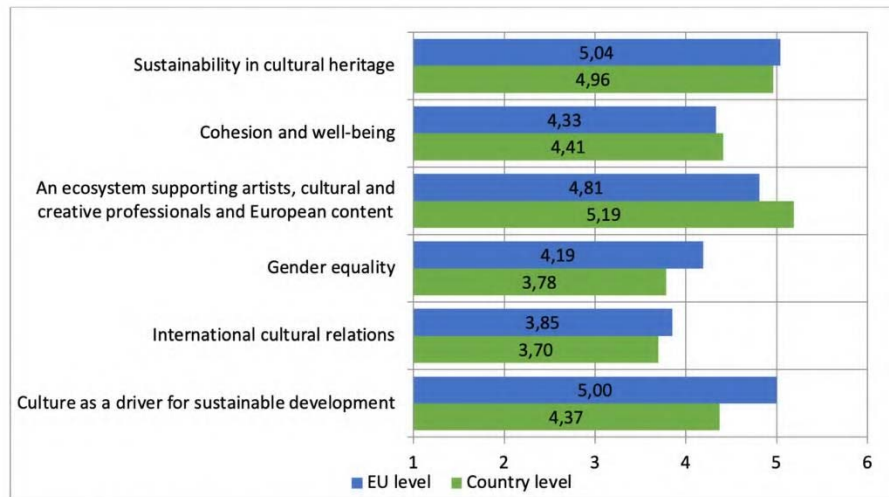
[questions 1.1. A/B, average, n=27]

The thematic priority "An ecosystem supporting artists, cultural and creative professionals and European content" ranked first in terms of relevance to cultural policy at <u>national level</u>, followed by thematic priorities "Sustainability in cultural heritage" and "Cohesion and well-being".

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[1] European Expert Network on Culture (EENC); expert providing the data analysis: Marcin Poprawski.

The thematic priority "Culture as a driver for sustainable development" is perceived to be more relevant to the EU level than to the country level. "Gender equality" and "International cultural relations" are seen as the least relevant for both levels. Only two of the six thematic priorities seem to be perceived as more relevant to the national level. This could be interpreted as an indication that the WP may be an instrument more appropriate for policy making at European rather than national level.

2. ADDED VALUE OF WORK PLANS FOR CULTURE

For the MS, the added value of the WPs seems to lie primarily in that they help improve the place and role of culture in other policies and programmes; also in that they inform and inspire culture policymaking in new areas. On the contrary, the WPs are perceived to have the lowest added value when it comes to the improvement of how cultural policies are evaluated and implemented at national level.

Figure 2: Ranking of different aspects of the Work Plans' added value for the national/sub-national levels
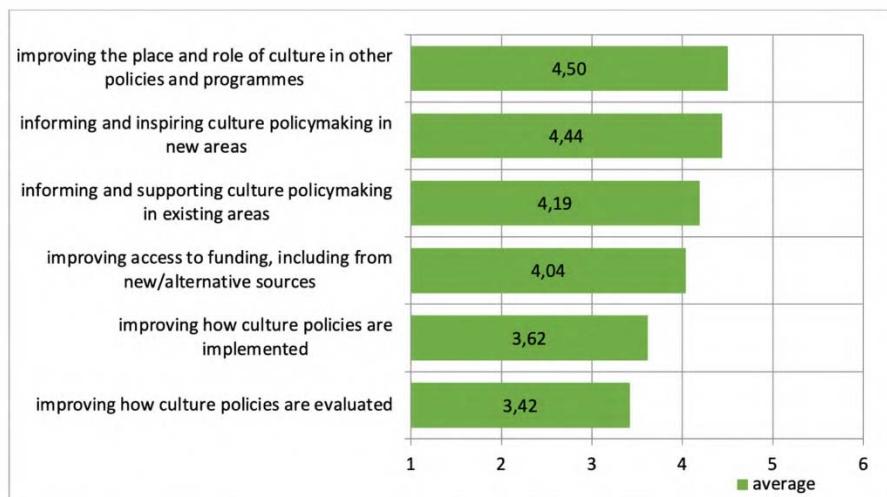
[question 2.1, average, n=27]

The survey gave an opportunity to the representatives of the MS to share opinions and suggestions about the added value of the WPs for national or subnational policies. Most of the twelve representatives, who responded on this point, found that: (1) The WPs can inspire cultural policy reform processes and guide new policy development at national level since the challenges are often similar in MS even if the context may differ; (2) the WPs provides a broader horizon, a bigger picture and a value in discussing horizontal issues like the environment, gender, the digital shift, and mobility at EU level; (4) the WPs strengthened the links between funding and policy making; (5) the WPs helps consolidate the existing framework, outline new priorities, have a strong impact on mainstreaming culture in other policy areas, especially by improving inter-institutional cooperation; (6) the WPs can raise awareness about issues either taken for granted or marginalised in national policies and strengthen cross-sectoral co-operation, co-creation, and mobility for smaller countries or regions; and, finally (7) the WPs' priority is not to evaluate public policies but to foster availability and accessibility of culture.

Special focus was put to the role of Open Method of Coordination (OMC) groups which gave the opportunity to all MS to participate in mutual exchanges and learning, sharing of best practices, and interactions with experts on issues of common interest. Survey

respondents indicate that communities and networks have developed as a result. Another respondent highlights that the added value of an OMC depends on how much the OMC topics relate to the policy priorities of a Member State.

Some respondents made suggestions related to transferability, effective communication and reflection on the WPs' key themes and outputs at national and sub-national levels, stressing that special efforts are needed on this front. The second important suggestion concerns frameworks of evaluation that could be added to the future WP as part of a methodological approach for monitoring its implementation.

A separate question focused on the added value of the WPs in terms of cultural policy collaboration. The results show that the collaborative dimension of the WP seems to improve collaboration between MS and with the Commission. The effect at the national level might be that of improving collaboration with other government departments and sectors. What seems less advantageous is the improvement of collaboration with stakeholders or among authorities of different administrative levels within the MS.

Figure 3: Ranking of different aspects of the Work Plan's added value for cultural policy collaboration
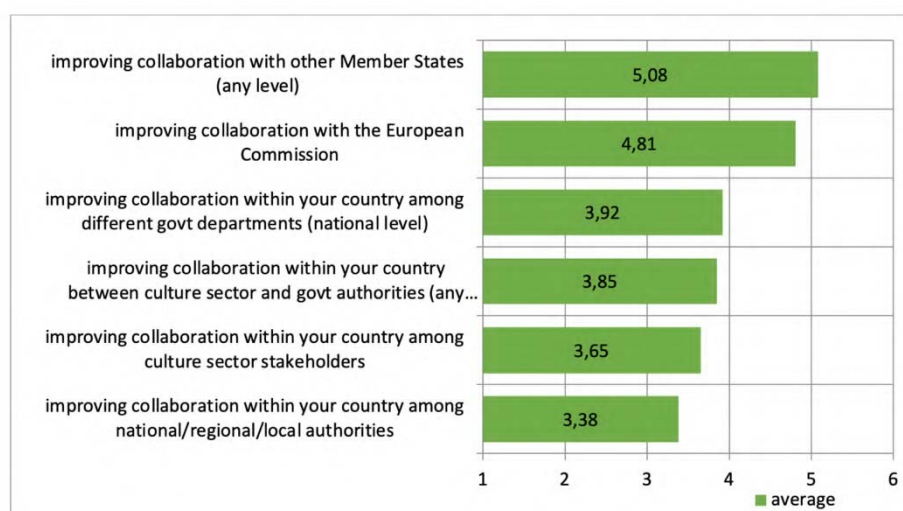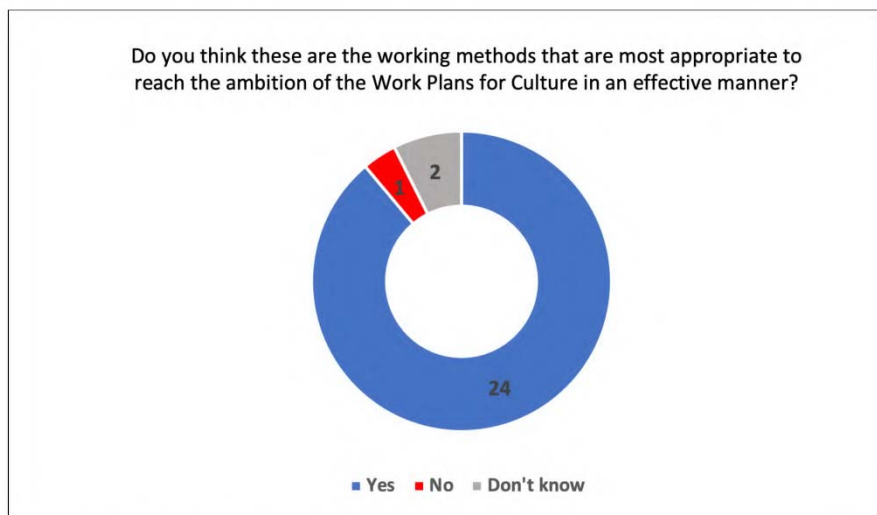

[question 2.3, average, n=27]

In the qualitative part of the survey, some MS considered that the value of the WP should be clearly stated in its text. Another related suggestion points towards the advantages of providing clear definitions and discussing indicators at an initial stage of the work.

3. WORKING METHODS

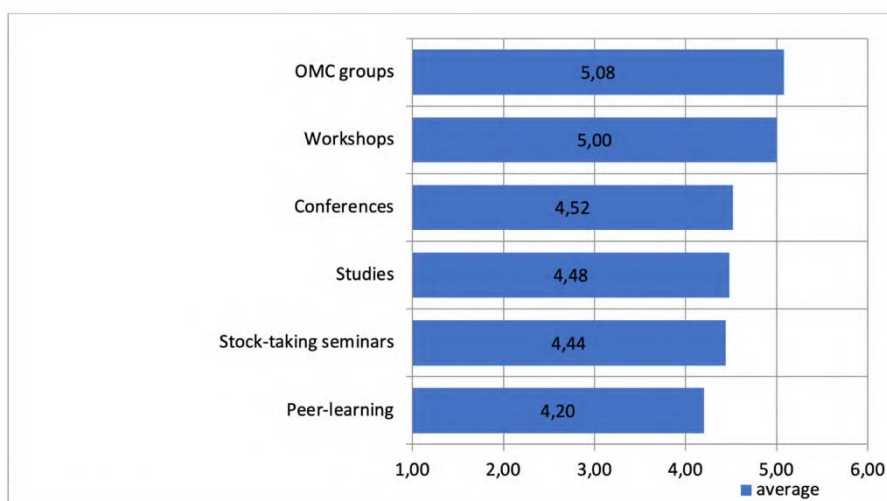A separate section of the survey collected opinions about the working methods of the WP.

Figure 4: Opinion on the suitability of the working methods

Do you think these are the working methods that are most appropriate to reach the ambition of the Work Plans for Culture in an effective manner?

2

24

■ Yes ■ No ■ Don't know

[question 3.1, number of answers, n=27]

The responses collected show that the large majority of MS (24) find the current working methods to be the most appropriate for reaching the goals of the WP.

Figure 5: Ranking of working methods according to their suitability for achieving the Work Plan's goals

Method	average
OMC groups	5,08
Workshops	5,00
Conferences	4,52
Studies	4,48
Stock-taking seminars	4,44
Peer-learning	4,20

[question 3.2, average, n=27]

More specifically, the MS express a preference for the OMC method, followed closely by workshops as a second-preferred method. Peer-learning activities, conferences, studies, and stock-taking seminars rank lower in the preference list. Peer-learning seems slightly less preferred than the other methods.

5

Figure 6: Opinion on the need for additional working methods

In your view, is there any working method missing?

5
10
12

■ Yes ■ No ■ Don't know
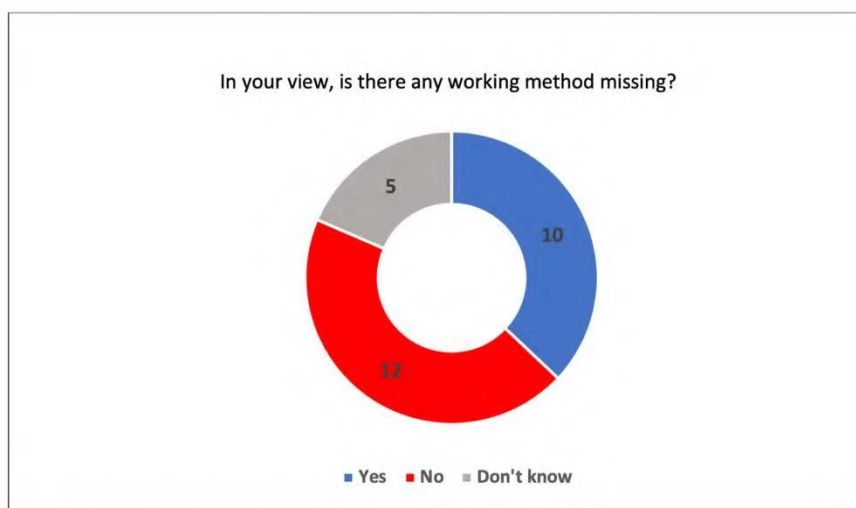
[question 3.3, number of answers, n=27]

Ten MS expressed the view that some working methods may be missing and proposed other methods that include: (1) Experimental and pilot actions offered as short (6 months) working groups on specific issues, comprised of 5-7 MS sub-groups. It means smaller, shorter working groups to test ideas, with less reporting demands and more flexibility. (2) Expert or think-tank meetings as these give the opportunity to test ideas. (3) Format: Less formal CAC meetings as a useful working method for strategic guidance and evaluation, e.g. MS task groups or joint meetings of preparatory bodies. In general, a repeated suggestion proposes shorter and more effective peer-learn activities. (4) Organisation of study visits complementary to OMC groups. (5) A structured, consolidated dialogue with the cultural sector and civil society as a working method of the WP.

4. WORK PLAN TOPICS

The fourth area of the survey was related to the relevance of the **topics to be tackled in the future**.

The topic that was most frequently mentioned as a topic to be **revisited** in the next WP is **the relationship of culture with sustainability values**. That includes not only climate change related issues but also the sustainability of the culture and cultural heritage ecosystem in different value chains.

Respondents proposed that this topic could be approached by a variety of angles that could include: (1) The contribution of culture to the attainment of SDGs; (2) Arts, culture and heritage in relation or adaptation to climate change; (3) Reference to culture as a driver for sustainable transition; (4) The notion of sustainability of the culture and cultural heritage ecosystem in different value chains.

The two other existing themes that were mentioned several times as worth revisiting are **the status, working and social conditions or resilience of cultural and creative professionals** and **the strategic approach to EU international cultural relations**.

All the other existing topics were mentioned less in the responses.

In what concerns **new topics** to be developed in the future WP, three clusters emerge from the survey responses:

The first cluster reflects a wish to use culture and the arts to address **climate change** in a proactive manner, namely through sustainable cultural tourism; sustainable heritage management; circular economy in value chains in cultural sector; green transformation in the Cultural and Creative Sectors (CCS) and design processes for a sustainable society.

The second cluster is gathering topics related to **democracy** and **education**, for instance: culture, democracy and cohesion; intercultural education; synergies with education, especially arts education; cultural and creative education for everyone; exchanges on the implementation of the Faro Convention.

The third (larger) cluster is related to **digital technology issues**, including topics such as: cultural and artistic diversity in the digital environment; digitalisation of cultural heritage; cultural creation in the digital markets/environment (focus on blockchain and Artificial Intelligence) as well as digital transformation in CCS (impacts on value chain, business models, digital audiences).

A separate block of proposal refers to the post-pandemic reality, namely: the **recovery, resilience and sustainability of the CCS**, including firmer, continuous and long-term positioning in financing resources; and culture as a key factor in promoting **mental health and well-being**. The number of answers suggest it as a popular and current topic today; however, it should be reformulated to encompass resilience to a global crisis of any kind in order to maintain its relevance.

A separate section in the survey was dedicated to gathering opinions on the possibility of a more sector-specific approach in the WP. All the MS responded.

Figure 7: Opinion on a more sectoral approach for the future Work Plan
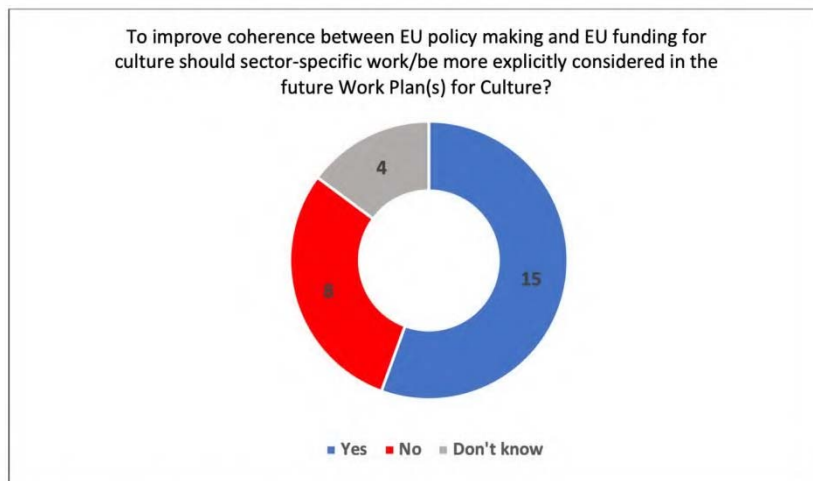
[question 4.2, number of answers, n=27]

Although the MS representatives seem to be divided on this issue, the majority (15 of 27 responses) are in favour of the sectoral approach.
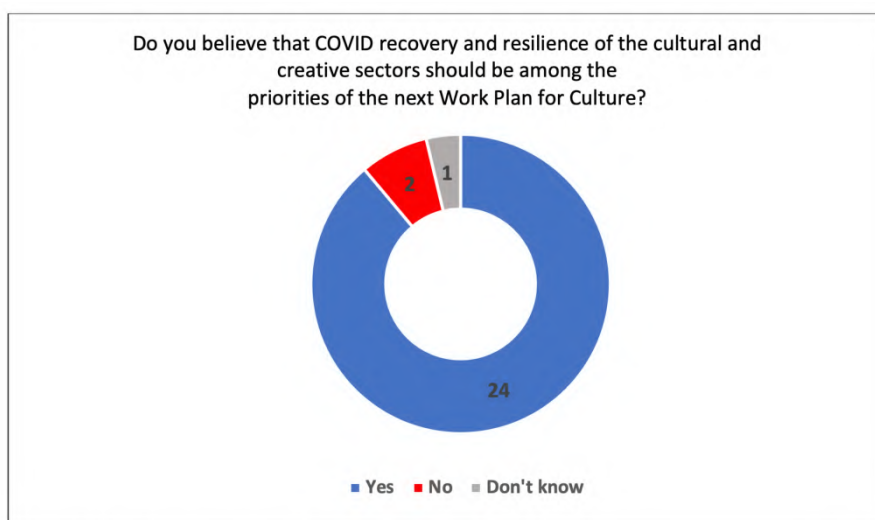
Those in favour of the sectoral approach underlined the need to act in a more targeted, more concrete and more effective way, able to address specific needs and problems with tailored measures, namely informing the development of funding programmes.

Those in favour of a horizontal approach find it more suitable unless there is a concrete sector-related matter that demands attention. Some argue that many of the contemporary challenges are transversal to several CCSs. Others claim that sectoral specificities and capacities are too diverse in the MS and that there is an evident difference in objectives and approaches between a WP (policy cooperation plan) and a funding programme such as Creative Europe. Also, there are some concerns related to the risk of focusing on some sectors to the expense of others. Another argument in favour of the horizontal approach is that culture is getting more and more interdisciplinary.

One of the responses argued that a thematic or a sector specific approach do not need to be mutually exclusive.

The survey also focused on the pandemic and the resilience of the CCS. This topic seems likely to remain as a possible key priority in the next WP for Culture as the sectors have not fully recovered from the heavy impact of the crisis.

*Figure 8: Opinion on recovery and resilience being among the priorities of the next Work Plan*

Do you believe that COVID recovery and resilience of the cultural and creative sectors should be among the priorities of the next Work Plan for Culture?

■ Yes ■ No ■ Don't know

[question 4.3, number of answers, n=27]

5. STATISTICS

The responses unequivocally show that statistics on culture should remain as a cross-sectoral priority.

Figure 9: Opinion on cultural statistics as a cross-sectoral priority in a future Work Plan

Do you believe cultural statistics should remain a cross-sectorial priority in any future Work Plan?

■ Yes ■ No ▪ No view
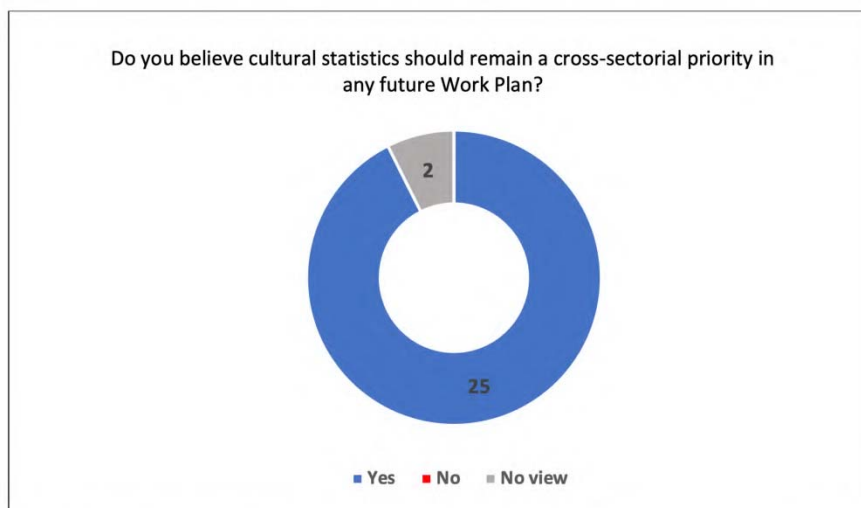
[question 5.1, number of answers, n=27]

Regarding the Eurostat's Culture Statistics Working Group, although all MS are represented in the group, some replied that they do not know (if their country is represented in this group) or did not reply at all (figure 10).

Figure 10: Representation of Member States in the cultural statistics working group


Is your Member State represented in Culture Statistics Working Group?

■ Yes ■ No ▪ Don't know
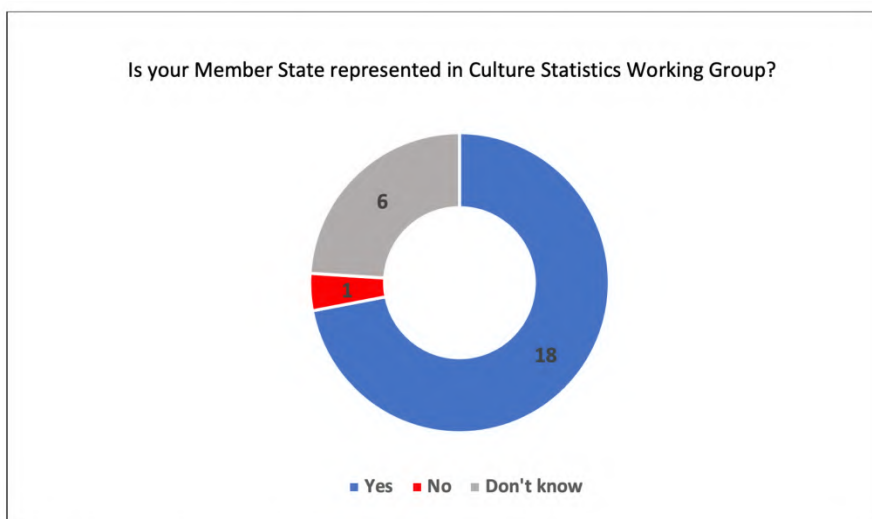
[question 5.2, number of answers, n=25]

6. OMC ACTIVITIES AND OUTPUTS

One of the elements of the survey was the question that is intended to collect the opinions about the OMC and its outputs in the frame of the WP process.

Figure 11: Opinion on the usefulness of the OMC regarding listed activities and outputs
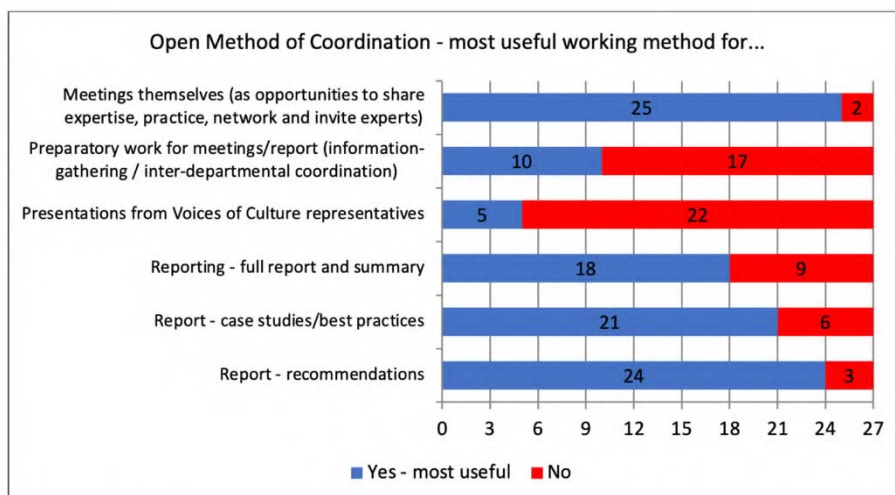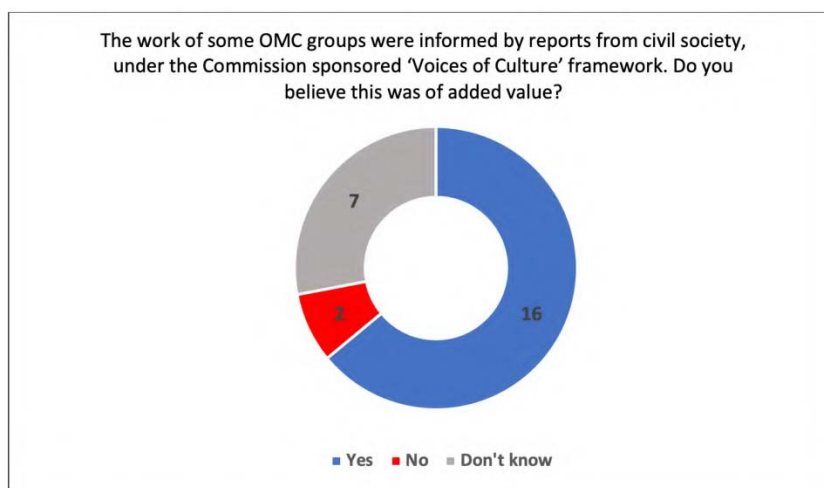

[question 6.1, number of answers, n=27]

OMC meetings (seen as opportunities to share knowledge and experience, exchange good practices, meet and network with experts), and **OMC reports** emerge as the most useful elements of this working method. The value of the reports lies mostly in the policy recommendations they put forward, as well as in the case studies and best practices they present. OMCs seem less useful as a forum for presentations from Voices of Culture representatives, whose contributions probably need another platform to be addressed properly.

7. CIVIL SOCIETY / STAKEHOLDER INPUT TO THE OMCs

The survey also asked the opinion of the MS about the input of stakeholders and civil society to the OMC process. Most MS consider this input useful.

*Figure 12: Opinion on the added value of civil society inputs for OMC groups*

[question 7.1, number of answers, n=25]

10

8. THIRD COUNTRIES PARTICIPATION TO THE OMCS

The survey asked also about the participation of third countries in the implementation of the WP. A large majority of MS are in favour of the participation of EFTA/EEA countries in OMC groups.

Figure 13: Opinion on the usefulness of EFTA/EEA countries representatives taking part in OMC groups

Do you believe it was useful to have EFTA/EEA countries representatives taking part in OMC groups?

3

24

■ Yes ■ No ■ Don't know
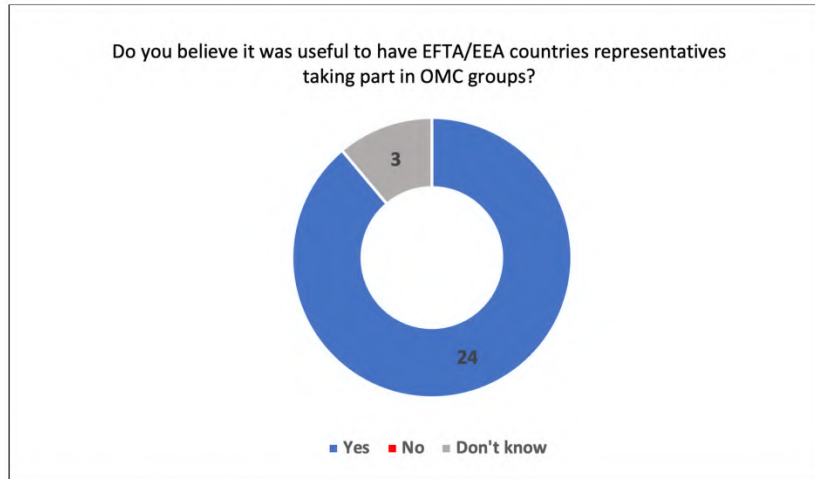
[question 8.1, number of answers, n=27]

Regarding the participation of Western Balkan countries, MS seem to be generally in favour, but note that it depends on the pertinence of the topic to be tackled. One comment reminded also about the possibility of UK's participation.

*Figure 14: Opinion on the opening of OMC groups to the Western Balkans*

Do you think the OMC groups should be open to Western Balkans representatives?

7

1

19

■ Yes ■ No ■ Don't know
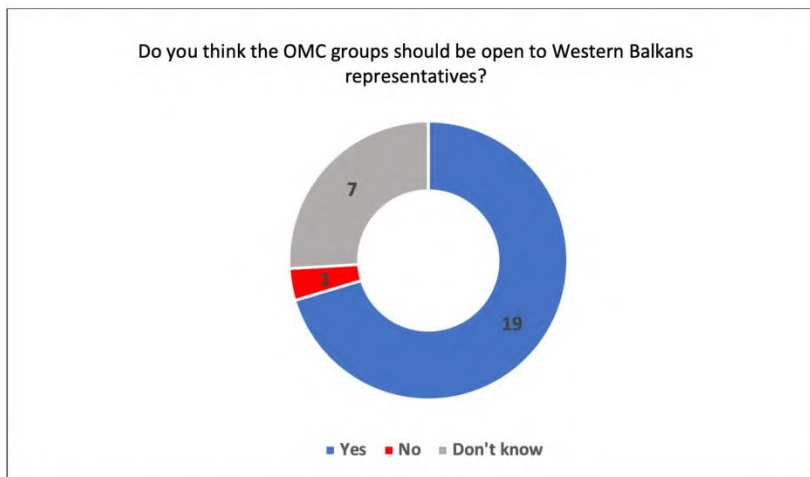
[question 8.2, number of answers, n=27]

9. OMC DISSEMINATION

MS do not think that dissemination activities of OMC reports should be specified in the WP.

Figure 15: Opinion on dissemination activities being explicitly specified in the Work Plan

Do you think that the Work Plan should specify the dissemination activities at national level?
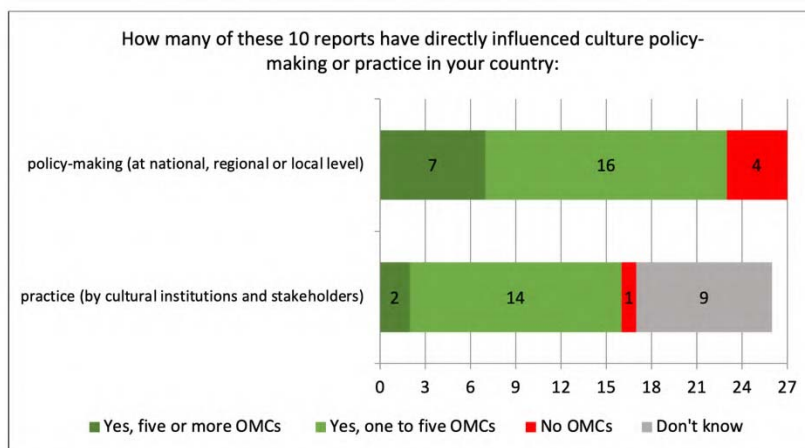
- ■ Yes ■ No ■ Don't know
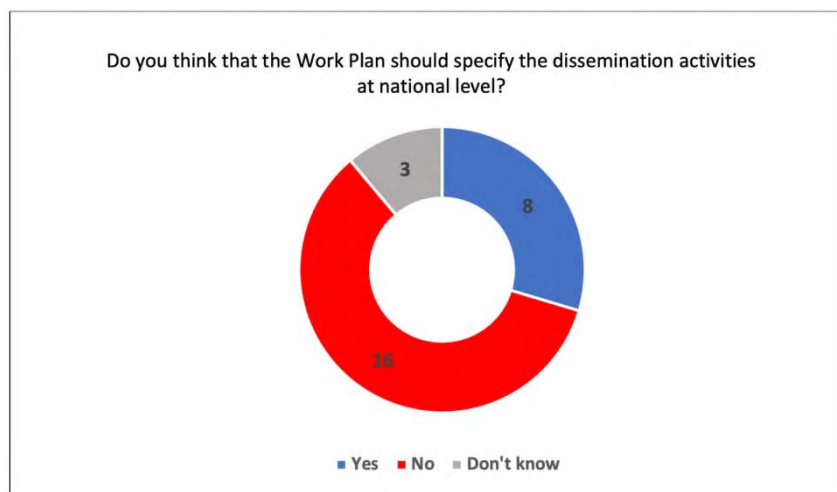
[question 9.2, number of answers, n=27]

MS highlighted their engagement in important dissemination activities. Some examples that could be reinforced in the future are: (1) translation of (some) reports and other relevant written materials to national languages; (2) distribution of information across stakeholders and sharing with relevant government, national, regional, and local authorities, as well agencies, cultural institutions and stakeholders; (3) sharing the information about the WP on public websites and spreading the information on relevant platforms, social media (including Creative Europe Desk); (4) organising public debates with political stakeholders, conferences with national experts and international colleagues, seminars, discussions, information sessions and public workshops on specific topics and good practices; (5) OMC members' joint sessions with local stakeholders, policy makers and national reference groups set up for some OMCs.

10. OMC IMPACTS

Most MS signal a moderate influence of the OMC reports on policy making (at national, regional, or local levels) and on the practices of stakeholders. Out of the 10 reports produced, the large majority of MS only used from 1 to maximum 5 reports for policy making. The most taken-up report is the one on "*High quality architecture and built environment for everyone*" (mentioned 13 times). The next two most popular reports, each with 3 mentions, are: a) *"From social inclusion to social cohesion – the role of culture policy";* and b)*"The role of public policies in developing entrepreneurial and innovation potential of the CCS".*

12

Figure 16: Influence of OMC reports on policymaking and sector's practices

How many of these 10 reports have directly influenced culture policy-making or practice in your country:

policy-making (at national, regional or local level): 7 | 16 | 4

practice (by cultural institutions and stakeholders): 2 | 14 | 1 | 9

0 3 6 9 12 15 18 21 24 27

■ Yes, five or more OMCs   ■ Yes, one to five OMCs   ■ No OMCs   ■ Don't know

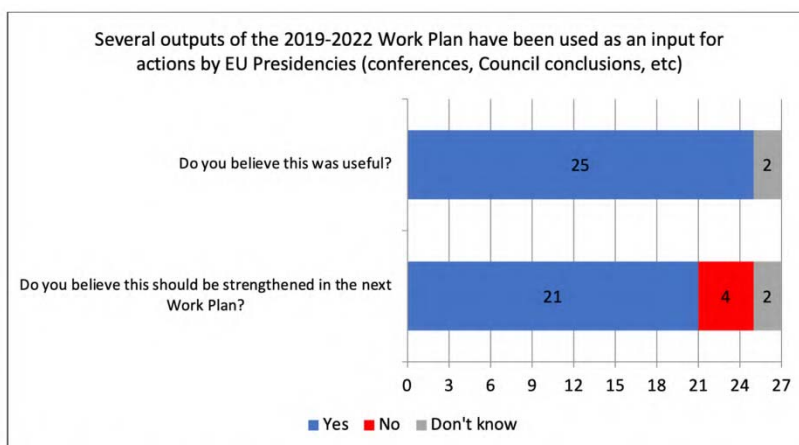[questions 10.1 a/b, number of answers, a: n=27, b: n=26]

There are several types of actions of policy-making relevance that were directly influenced by OMCs, and they all refer to a particular thematic area: (1) targeted grants offered by the ministry to cultural institutions; (2) actions, campaigns, administrative processes, experimental project and programmes by the ministry, local government, or private sector; (3) participation in European programmes; (4) OMCs as starting point or source for the development of a strategy or national policy; (4) organisation of public events like a workshop; (5) stimulus initiating the new organisation related to the report topic; (6) studies commissioned by the ministry; (7) projects financing, including networking projects.

The survey results show that MS representatives tend to be more aware of the impact of OMC reports on policy-making rather than on the practices of cultural and creative stakeholders.

11.   PRESIDENCIES OF THE COUNCIL OF THE EU

Respondents were quite clear that it is useful to maintain a link between the outputs of the WP and the Presidencies and their conferences, conclusions or other initiatives. Most MS also see an advantage in reinforcing this link and making it more productive in the next WP.

*Figure 17: Opinion on the usefulness of the dynamic rolling agenda*

[questions 11.1 a / b, number of answers, n=27]

12. STRATEGIC FRAMEWORK

The majority of the respondents to the survey agree that there is added value in fostering policy cooperation on culture at EU level through agreed EU strategic goals and joint principles for cultural policy in line with the European Court of Auditors' (ECA) recommendations.

Figure 18: Opinion on further fostering policy cooperation on culture at EU level
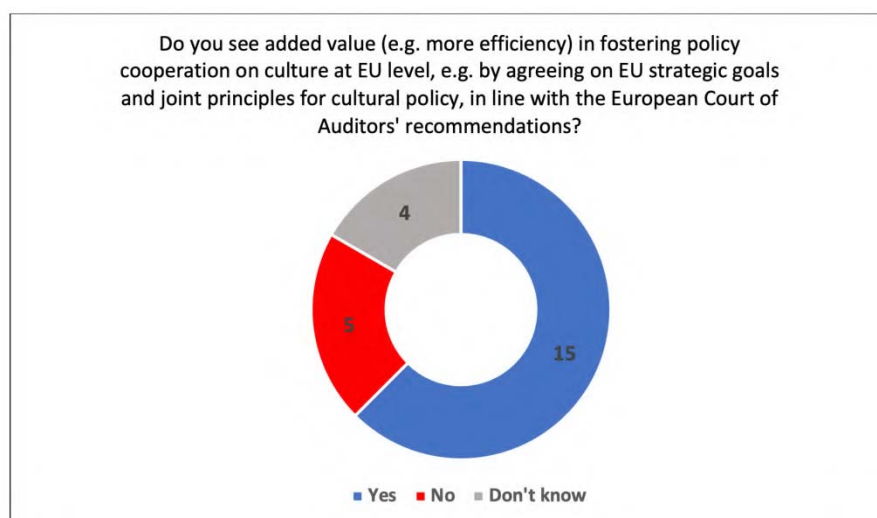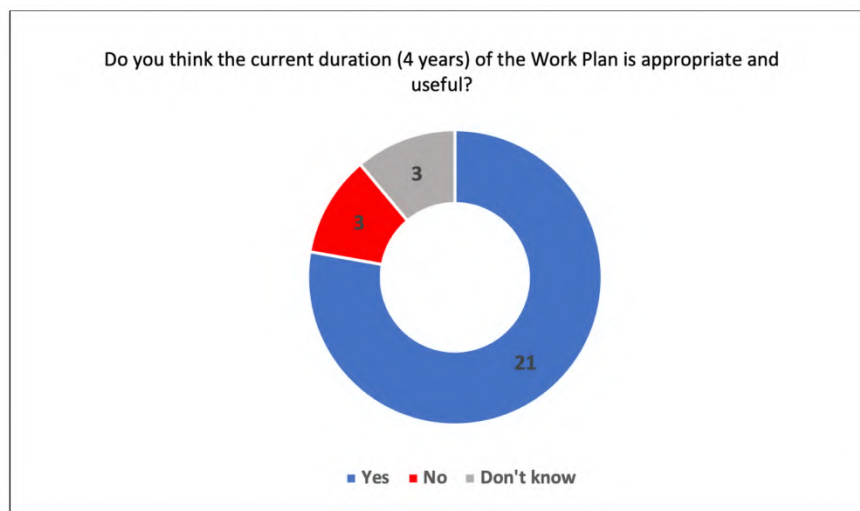

[question 12.2, number of answers, n=24]

Several responses provide proposals in accordance with the European Court of Auditors report. Some respondents suggest that the cultural sector needs and expects effective measures in support of its post-pandemic recovery nationally and at the EU level. Other respondents propose establishing a general strategic framework for the cultural sector to which all other policy documents and initiatives by the Commission, the Council, the EEAS and other main EU initiatives could relate. Another idea voiced is to provide a clearer strategic framework, maybe having a single strategic document, bringing together the Agenda and the WP for Culture, respecting the principle of subsidiarity and proportionality. Specific action plans, covering other types of actions could then be developed.

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Some doubts were also expressed. Some MS stress that one of the main missions of the WP is to facilitate exchange of practices and ideas and not to harmonise or to start a top-down process. The WP is seen as a well-established strategic and operational instrument that works. There is also a suggestion of revising the European Court of Auditors report considering new circumstances to serve as a basis for further reflection. One reply highlights the need to research on the feasibility and benefits of greater long-term coordination at EU level, possibly including how this could better feed into policy making at national level while respecting subsidiarity.

13. DURATION OF THE WORK PLAN

The large majority of respondents (21 MS) agree that the 4-years' WP duration is appropriate.

Figure 19: Opinion on the current duration of the Work Plan

[question 13.1, number of answers, n=27]

Nevertheless, there were several suggestions to adapt the WP's duration to other timespans or priorities such as the Presidency Trio, the Creative Europe Programme or the 2030 Agenda.

15

*Figure 20: Opinion on adapting the Work Plan's timespan to other EU timelines and priorities*
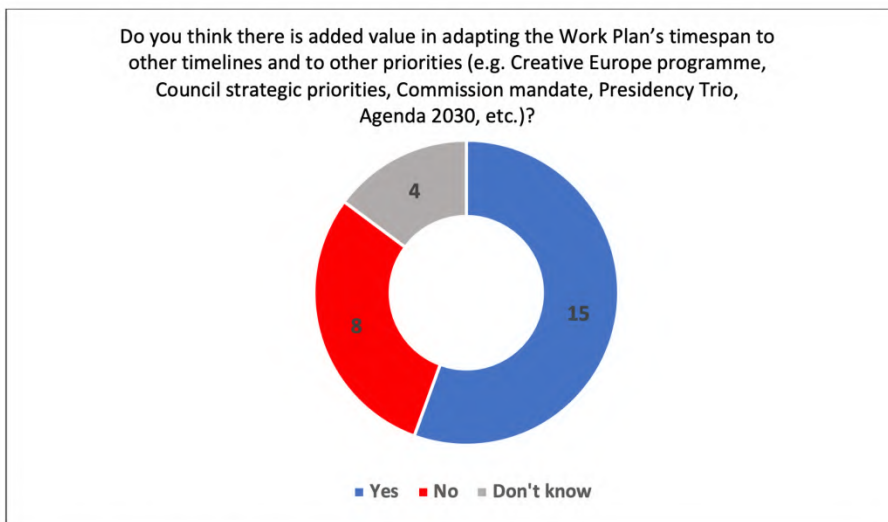
[question 13.2, number of answers, n=27]

Two respondents gave reasons for a different duration: a 7-year span with a mid-term evaluation allowing introducing adjustments; or a 3-year duration given the fast changing realities and the need for revision of priorities and actions.

14. ADAPTATION OF WORKING METHODS DUE TO COVID

Finally, the survey was an opportunity to test the adaptation of working methods due to the pandemic. Half of the respondents found online meetings as satisfactory or even successful, while another half found it less good than before.
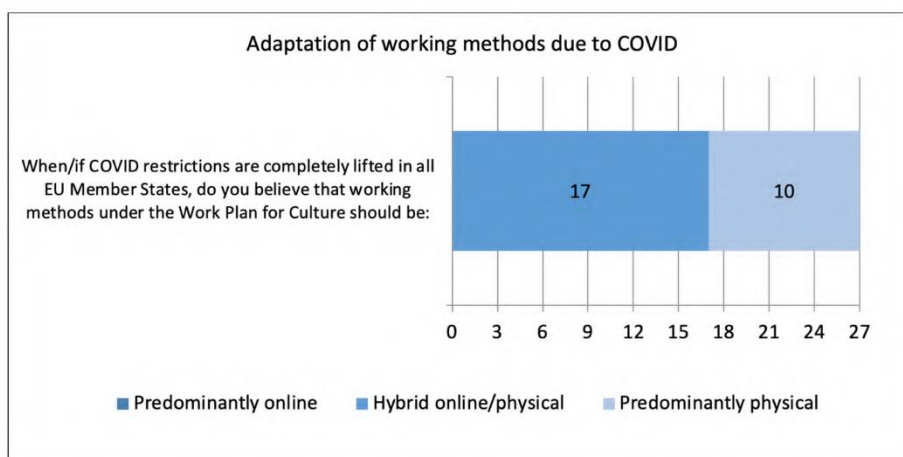
Figure 21: Evaluation of the adaptation of working methods due to COVID
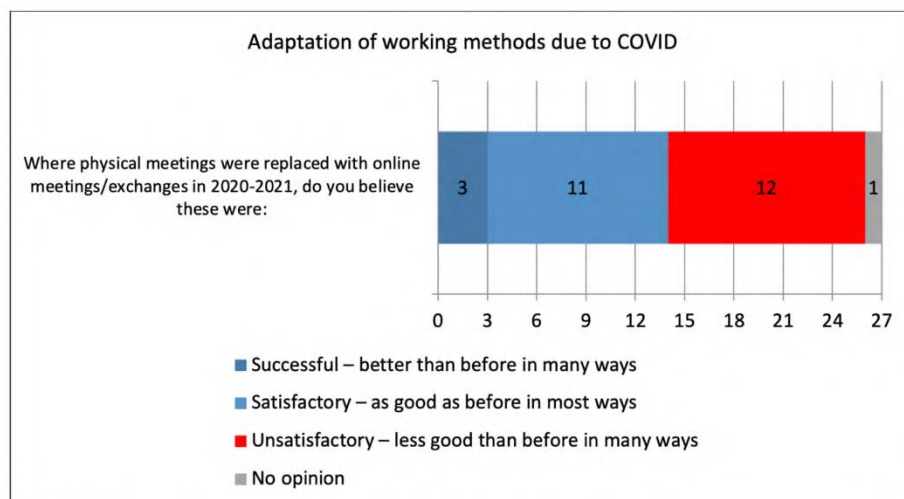
[question 14.1, number of answers, n=27]

The recommended format of the working method after the pandemic tends to be more in the direction of hybrid and physical meetings.

16

Figure 22: Opinion on the future of working methods after COVID

[question 14.3, number of answers, n=27]

15. FINAL SUGGESTIONS FOR IMPROVEMENTS AND OTHER THOUGHTS

MS representatives were given the opportunity to voice ideas freely in an open text section at the end of the questionnaire.

The use of participatory methodologies in the design of the future WP are among key suggestions, highlighted as a way of setting and clustering of topics and tasks. Some respondents propose more regular feedback from the Cultural Affairs Committee on topic-related initiatives, events and publications. Other mention that dissemination and use of results needs to be improved. Moreover, respondents recognise that the new WP could be more resources-oriented and avoid the multiplication of OMC groups, which are considered useful but administratively heavy. In addition, simultaneous interpretation in the OMC meetings could facilitate the works and translation of the key OMC deliverables (executive summaries, reports, recommendations) is also seen as a means to improve the impact of this work at national, regional and local level. Negotiation of OMC mandates in the CAC was also underlined as an important improvement in the process.