

Report of a thematic study using transnational comparisons to analyse and identify cultural policies and programmes that contribute to preventing and reducing poverty and social exclusion

A report undertaken for the European Commission by:

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Executive Summary

1. Project Focus

The brief for this project set out key tasks for the project team as follows:

1. Identifying the ways in which poor access to and participation in cultural activities can deepen and intensify poverty and social exclusion and the groups most likely to be affected and why.
2. Identifying the different barriers that prevent those at risk of poverty and social exclusion accessing cultural services and opportunities and expressing their own cultural identity.
3. Documenting the contribution that increased access to and participation in cultural activities can make to combating poverty and social exclusion and increasing social inclusion.
4. Analysing and drawing conclusions as to the different mix of cultural policies and programmes which are necessary to increase equality of access and remove barriers to participation in cultural activities.

2. Project Methodology

The project research team carried out a review of policy and academic literature in Europe relating to culture and social inclusion. The literature search was supplemented by a visit to eight case study countries (Denmark, Finland, France, Germany, Italy, Spain, Sweden, United Kingdom).

The visits enabled the project team to collect relevant documentation, to interview staff in central government ministries and at the regional and local tiers of government. The project team also visited specific localities and met with local people and project workers in each country to gather examples of projects that demonstrated best practice in terms of employing culture to reduce or prevent social exclusion.

A review of relevant European funding programmes was undertaken and an analysis of current monitoring mechanisms was also carried out.

3. The Scope of the research

The scope of our research for the European Commission is potentially massive, and the topic itself difficult. Furthermore the joint Social Policy and Cultural Policy research team were aware from the very outset of the mismatch between expectations, professional practice and available relevant data in the two professional spheres.

It was also apparent that both at the national and local levels, the concept of social exclusion tends to be related primarily to employment and related socio-economic factors. Nevertheless, there are clear signs of growing awareness of the broader possibilities in a number of countries and the development of policies that promote a positive role for culture in social

inclusion and neighbourhood renewal by improving the 'performance' of communities.

4. Main Project Findings

4.1 The concept of social exclusion adopted by the project team and backed by relevant academic literature makes it clear that the experience of poverty and exclusion is multi-dimensional and includes lack of access to goods and services as well as more economic measures of exclusion. The fact that a multi-dimensional understanding of exclusion is accepted was reflected in the widespread recognition at local level in Member States that inclusion in cultural activities was often an important stepping stone in preventing or addressing social exclusion.

The focus of projects varied from those providing language classes for immigrants to using drama or dance in schools to celebrate different cultures or projects specifically aimed at encouraging employment in the creative industries. This could include drama workshops, training in digital media, the creation of rap music centres and local history groups for older people. All countries were of course extending access to the Internet with libraries playing a key role. The project team discovered a huge range of initiatives in existence. These were often unknown outside the geographical area in which they were operating and there were few opportunities for the sharing of good practice or for evaluations of broadly similar projects to be compared. This sometimes reflected a lack of drive at central government levels to actively promote engagement in cultural activities as an important tool for addressing social exclusion.

4.2 Much of the focus particularly of the National Action Plans (incl) is on specific groups and specific institutions.

Most countries identified the following groups as being at particular risk of exclusion – disabled people, refugees and immigrants, long-term unemployed, lone parent families, homeless people, young unemployed, disadvantaged elderly, disadvantaged families. Some countries extended the list to include -people who are mentally ill, victims of domestic violence, families where there is alcohol misuse, drug misusers, prostitutes and people lacking social and cultural skills. NAPs did not mention groups at particular risk of cultural exclusion. The case study research undertaken for this project would suggest that the groups most seen as at risk if cultural exclusion are those who are financially and socially disadvantaged, young people, disabled people, immigrants and refugees.

4.3 The common lack of systematic connection or coherent policy between Ministries at national levels has been noted in the course of this research. Since 'culture' - despite its importance in national identity and the growing recognition of its role as an economic driver – frequently has a relatively low political priority. The policies of the ministries of Culture still tend to start out from the twin agendas of cultural (and heritage) institutions and their attendant financial problems. This means that the human and social capital dimensions

are often missing or underrepresented in policy and priorities, particularly at the national level.

4.4 In a number of the countries visited there were no cohesive programmes at National level aimed at linking social inclusion with culture. However, all countries were able to point to specific projects at local level that brought the two agendas together

4.5 Limited funding and short-term targets and initiatives were perceived to act as barriers to mainstream consideration of the role culture can play tackling social exclusion. Where limited or reducing funding for public services was taking place, priorities for social inclusion programmes concentrated on whether current social welfare systems could be made sustainable. Maintaining funding of health, social services and pensions was often a priority sometimes alongside measures to reduce the take-up of benefits.

4.6 Most 'high level' cultural policies are primarily directed at existing institutions such as protecting heritage, art galleries, the performing arts, libraries, museums and the general population rather than being targeted at particular sections, although the tradition in the Nordic countries has on the whole been more inclusive with regard to social provision and participation.

4.7 Crude monitoring programmes that concentrate on visitor or user numbers may only disguise the lack of access to cultural services and activities by those who are particularly disadvantaged. This may also have the effect of misdirecting funds from projects that seek to work with excluded groups to support the achievement of national participation targets.

4.8 Lack of awareness of the positive role culture can play in addressing social exclusion seems to be more of a national than a local problem. However local actors may be reliant upon resources from the Centre in order to ensure progress and sustainability. The funding of particular initiatives may also rely on formal time-limited protocols which may not be renewed, or simply be overtaken by other immediate priorities before they can be consolidated (e.g. drama work with young offenders in Italy).

4.9 Finance is often an important barrier and where a charge is incurred, for example in museums or at sports clubs, socially excluded people may not be able to access those services.

4.10 More emphasis needs to be placed on embracing cultural diversities. The underlying approach of countries within the EU varies enormously. The project team noted that in some countries a great deal of emphasis is placed on providing language tuition for immigrants, refugees or asylum seekers to facilitate integration into the host country. Whilst this is necessary to help counteract exclusion it is also necessary to develop programmes to encourage cultural diversity to flourish.

4.11 Recognition of the role that culture can play in attacking social exclusion is being undermined by a lack of quantifiable evidence. The project team

would suggest that where European funding is used (such as URBAN, ESF, GRUNTVIG) to support cultural projects that piloting of indicators to measure the impact of the participation in cultural activities on social exclusion should take place. (Appendix 3 – seminar report – suggests appropriate ways in which this could be undertaken).

4.12 The project team saw many examples of local agencies working together to address the multi-dimensional nature of social exclusion. This led to a combination of programmes being available that included social protection measures and access to health care and housing as well as encouraging participation in local cultural projects, sports activities and education, training and employment. Germany's Social City programme and the United Kingdom's urban renewal programme provided good examples of this.

4.13 Urban and rural regeneration programmes were often the vehicle for bringing local agencies together to tackle social exclusion

4.14 A number of countries were developing initiatives to encourage the take up of increased employment opportunities in the creative industries and the tourism sector. European funding programmes such as ESF were frequently imaginatively used to support increased training opportunities.

4.15 National policy should provide clear recognition of the role that involvement in cultural activities can play in preventing and ameliorating social exclusion.

4.16 Local agencies in all countries are aware of the importance of culture as a means of building personal confidence, consolidating identity, preventing social exclusion and providing routes for a number of people into employment in both the creative industries and other sectors.

4.17 All countries included in the study were extending access to the internet and were using libraries and other local community venues to provide access to ICT facilities. This was often particularly important for elderly people who were less likely than others to have access to a computer or the internet at home, as well as a lack of technical competence to deal with new technology.

5. Recommendations

5.1 National policies including National Action Plans for inclusion need to address the role that cultural policy and practices have in addressing the needs of people who are socially excluded.

5.2 Stakeholders and groups contributing to the NAPs (incl) could be asked their views about the importance of participation in cultural activities as a means of reducing social exclusion.

5.3 Consideration needs to be given to mainstreaming support for cultural activities where they are able to demonstrate that they have a positive impact on reducing social exclusion.

5.4 Greater effort needs to be made to align the agendas of Ministries responsible for culture with those that are responsible for social inclusion so that policies can be developed and implemented that recognise and value the contribution access to cultural services and activities can play in tackling social exclusion.

5.5 Culture needs to be broadly defined; it goes further than the remit of cultural policy (the arts, sports, media, theatre, museums, libraries) to embrace opportunities to enhance the quality of life for everyone and to provide access routes out of marginalisation and unemployment.

5.6 Education policies should provide an important mechanism in terms of celebrating a variety of cultures and introducing children and young people to a range of cultural services and activities.

5.7 Further information about the role culture can play in reducing social exclusion and the support that is provided by the European Commission could be gathered from a sample audit of the current European funding programmes outlined in section four of this report.

5.8 The project team would suggest that where European funding is used (such as URBAN, ESF, GRUNTVIG) to support cultural projects that piloting of indicators to measure the impact of the participation in cultural activities on social exclusion should take place.

Part 1

Section 1

The Scope of the Research

1.1 Introduction

The brief for this project set out key tasks for the project team as follows:

1. Identifying the ways in which poor access to and participation in cultural activities can deepen and intensify poverty and social exclusion and document which groups and individuals are particularly at risk of inadequate services and why.
2. Identifying the different barriers that prevent those at risk of poverty and social exclusion accessing cultural services and opportunities and expressing their own cultural identity.
3. Documenting the contribution that increased access to and participation in cultural activities can make to combating poverty and social exclusion and increasing social inclusion, in particular through enhancing the integration of those individuals and groups who are excluded in society through contributing to the regeneration of disadvantaged communities
4. Analysing and drawing conclusions as to the different mix of cultural policies and programmes which are necessary to:
 - (a) Increase the equality of access and remove barriers to participation in cultural activities and programmes by those experiencing poverty and social exclusion;
 - (b) Enhance the contribution that cultural activities and programmes can make to combating poverty and social inclusion.

The findings recorded in this report are therefore structured around the questions and themes outlined above supplemented by a review of policy and academic literature in Europe relating to culture and social inclusion.

1.2 Methodology

In carrying out research for this report the project team undertook a literature search of relevant social inclusion and culture material. This included local and national government reports and policy documents as well as academic texts.

The literature search was supplemented by a visit to eight case study countries - Denmark, Finland, France, Germany, Italy, Spain, Sweden, United Kingdom (some preparatory work also took place with The Netherlands). Visits lasted between two and five days and were undertaken by two or three members of the project team to reflect a range of appropriate expertise.

The visits enabled the project team to collect relevant documentation, to interview staff in central government ministries and at the regional and local tiers of government. The project team also visited specific localities and met with local people and project workers in each country to gather examples of projects that demonstrated best practice in terms of employing culture to reduce or prevent social exclusion.

A review of relevant European funding programmes was also undertaken as well as an analysis of current monitoring mechanisms.

The bid for this project stated that an additional seminar would be held in the UK, funded from other sources, during the course of this project to consider preliminary findings from the research. The report of this seminar is included here and can be found in Appendix 5.

Part one of this report summarises the main findings of the project. Part two provides detailed information about the case study countries.

1.3 The scope of the research

The scope of our research for the European Commission is potentially massive, and the topic itself difficult. Furthermore the joint Social Policy and Cultural Policy research team were aware from the very outset of the mismatch between expectations, professional practice and available relevant data in the two professional spheres. Even the relatively straightforward literature search early on demonstrated a fundamental definitional problem. At the local, regional, national and European levels there are widely differing current understandings and interpretations around the key topic – with ‘poverty’, ‘social exclusion’ and ‘social cohesion’ sometimes being used almost interchangeably, sometimes very precisely and rather differently. Both at the national and local levels, the concept of social exclusion tends to be related primarily to employment and related socio-economic factors, which of course was our starting point deriving from the member states’ NAPs which largely mirror this. Nevertheless, there are clear signs of growing awareness of the broader possibilities, for example in the UK model which now recognises a positive role for culture in social inclusion and neighbourhood renewal by improving the ‘performance’ of communities through four key indicators identified by government – health, crime, employment and education.

The literature review did however reveal (see Atkinson and da Voudi, 2000) a widespread understanding and acceptance of the multi-dimensional definition of social exclusion. Such definitions accept that social exclusion is as much about processes of exclusion as well as experiences and outcomes. It is seen to embrace the following aspects:

- the ‘excluded’ consumer, lack of access to ICT / information society;
- poverty;
- exclusion from ‘social life’, ‘cultural life’ and ‘active citizenship’;

- health inequalities;
- exclusion from employment opportunities and the labour market in general;
- homelessness,
- geographical – covering all spatial scales
- it can refer to an individual / micro-level or be a ‘community’¹ focused experience;
- social exclusion is linked to issues of social solidarity and social or ‘national’ cohesion.

The Project Team employed this multi-faceted understanding of the concept of social inclusion in carrying out research for this report. The use of a broad definition of social exclusion was seen to be particularly helpful in enabling the team to link with the range of understandings of social exclusion used in the member states. It also allowed for an exploration into the nature of exclusion from cultural life.

Mayes (2001) emphasises the multidimensional concept that is currently used in Europe involving poverty, unemployment, disability, poor health, lack of rights etc. In terms of this study the work of de Haan (1999) seems particularly useful in defining social exclusion as ‘recurring patterns of social relationships in which groups are denied access to goods, services and resources that are associated with citizenship’ as it allows for an understanding of exclusion that goes beyond monetary exclusion to encompass all aspects of citizenship.

This research project is then able to build upon the work of those arguing for a recognition of the concept of ‘cultural citizenship’ whereby satisfying cultural needs is necessary for inclusion into the social community (Pakulski, 1997). Stevenson (2001: 3) argues that the rights associated with cultural citizenship should go beyond the rights of welfare protection and political representation to encompass the right to enjoy a cultural identity or lifestyle. This would mean acknowledging the potential cultural creativity within everyone and requiring a cultural policy that fosters the social conditions to enable that creativity to flourish. Turner (2001: 12) highlights the importance of participation in a national culture as an aspect of citizenship but the changing nature of culture within modern societies is also recognised. The complication he outlines is that societies are no longer monocultural they will instead have diverse cultural forms and membership. The exact nature of cultural citizenship is a contested concept but for the purposes of this project the underlying premise behind it in terms of promoting active participation in culture is important.

Bloomfield and Bianchini (2001: 108) draw on the work of Habermas to argue that public authorities have a role to play in ensuring the effective participation of citizens and this is likely to mean help for those who are poorly

¹ Community is understood in its widest sense to cover ethnic groups, class and other socio-economic groupings.

represented. They argue that cultural rights are an intrinsic aspect of the equal opportunities agenda:

Cultural rights thus come to be orientated to equal opportunity to participate in the society as a whole and to engage with the public culture, and, in the process transform it.

This implies having an understanding of citizenship that is active with the state taking a role in assisting the participation of those citizens who would otherwise find it difficult to do so.

Section 2

Addressing Culture in Social Inclusion Policy at European Levels

2.1 European Union

European Union common policy objectives in relation to the 'fight against poverty and social exclusion' were finalised in October 2000 and were adopted at the Nice European Council in December 2000. At the Nice Summit the European Council adopted four key objectives for overcoming poverty and social exclusion, one of which was 'facilitating access to resources, rights, goods and services for all'². These objectives formed the basis for the development by member states of the first round of two-yearly National Action Plans (2001-2003). These in turn contributed to the Joint Council / Commission Report on Social Inclusion that was submitted to the Laeken European Council in December 2001.

Member states agreed that action was needed in 'facilitating access' to excluded people in the field of culture and cultural activities. This objective was reinforced following the publication of the 'Draft Joint Report on Social Inclusion' in October 2001, which stated that:

Access to and participation in cultural activity is a core part of human existence. Such participation is important for fostering a positive sense of identity and encouraging and stimulating creativity, self-expression and self-confidence. Involvement in the arts and creative activity is thus a very important tool in the activation and reintegration of those individuals and groups who are most distant from the labour market and who have the lowest levels of participation in society. Community arts projects can also play an important role in the regeneration of local communities and in the work of neighbourhood groups (p.47)³.

The report also conducted an analysis of the contents of National government Action Plans for Social Inclusion (NAP/incl). It found that these action plans do not present coherent plans for fostering the participation of those who are excluded in the creation of culture and in cultural activities' (p.47). Indeed the report states that a major policy challenge facing member states is guaranteeing access to quality services. In particular there are particular problems facing some states in that: '... legal, cultural, sporting and recreational dimensions remain undeveloped in many NAP/incl' (p.20).

² The EU adopted four common objectives in total, the other three being – to prevent the risks of exclusion; to help the most vulnerable; to mobilise all relevant bodies. European Commission, 2000: *Fight against poverty and social exclusion – definition of appropriate objectives*. Brussels: European Commission.

³ COMMISSION OF THE EUROPEAN COMMUNITIES, 2001: *COMMUNICATION FROM THE COMMISSION TO THE COUNCIL, THE EUROPEAN PARLIAMENT, THE ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS, Draft Joint Report on Social Inclusion, COM(2001) 565 final*. Brussels: European Commission.

The report does not articulate a specific European level policy response to social exclusion / inclusion, rather it confines itself to:

- ❑ a review and analysis of member states' policies and actions in this field;
- ❑ urges greater co-operation and an 'open method of co-ordination' on social exclusion / inclusion;
- ❑ the 'mobilisation' of key actors;
- ❑ the development of common indicators that 'will allow policy outcomes to be compared and which will contribute to the identification of good practice' (p.8).

On the latter point, in October 2001 the EU through its Social Protection Committee developed and agreed a list of eighteen comparable indicators for social exclusion (see appendix one). However no specific indicator was prescribed for 'cultural exclusion'⁴, suggesting that the primary focus of the European Union's 'anti-social exclusion agenda is on the traditional areas of concern such as poverty, employment and housing.

The common objectives for addressing social exclusion were reviewed and revised at the Employment, Social Policy, Health and Consumer Affairs Council in December 2002. The existing common objectives agreed at Nice were deemed to be still relevant and consequently no major changes to the objectives were made. It was felt that the best way forward was to consolidate and build on the progress that had been made since the Lisbon Summit in March 2000⁵. These revised objectives are now being used to inform the second round of National Action Plans (NAPs incl), which were submitted to the EU in July 2003. When drawing up new NAPs (incl) the Social Policy Committee recommended that member states ensure 'a better integration of areas such as health and culture with other policy domains'⁶. In turn these revised objectives will underpin the publication of a new Joint Report on Social Exclusion in time for the Spring European Council of 2004. This European-wide co-operation on social exclusion is supported by the new a five-year €75 million social exclusion programme agreed between European Council, the Parliament and the Commission.

It is also worth noting at this point that guidance issued in the form of 'Objectives for the fight against poverty and social exclusion' set a framework for the structure and content of NAPs (incl). This specifically draws attention in section 1.2 (d) to the role that services, including culture, can play in alleviating the risk of exclusion

⁴ Council of the EU, Social Protection Committee, 2001: *Report on indicators in the field of poverty and social inclusion*. Brussels: EU.

⁵ Council of the EU, Social Protection Committee, 2002: *Fight against poverty and social exclusion: common objectives for the second round of National Action Plans – Endorsement, REV 1, SOC 508*. Brussels: EU.

⁶ Council of the EU, Social Protection Committee, 2002: *COMMON OUTLINE FOR THE 2003/2005 NAPs/inclusion*. Brussels: EU.

To develop, for the benefit of people at risk of exclusion, services and accompanying measures which will allow them effective access to education, justice and other public and private services, such as culture, sport and leisure.

So far as any explicit cultural function of the European Union is concerned, this is legitimated but somewhat restricted in its policy and operational potential by the Treaty of Rome Article 151. Clause 4 of the article states:

‘The Union shall take cultural aspects into account in its action under other provisions of the Constitution, in particular in order to respect and to promote the diversity of its cultures.’

Whilst this does offer the relevant Directorate General some competence to try to influence policy elsewhere within the European Commission this has tended to be rather limited. The Article is preserved more or less intact in the new draft treaty (Article III – 118), which looks set to restrict future actions to ‘cooperation and supportive’ measures only.

2.2 Council of Europe

The Council of Europe (COE) documentation does to a degree highlight the importance of the role that culture or cultural policy can play in addressing social exclusion. Current COE policy is based on a policy of ‘social cohesion’, a concept that ‘includes values and principles which aim to ensure that all citizens, without discrimination and on an equal footing, have access to fundamental social and economic rights’⁷. This concept is seen as a means to promote the principle of a ‘Europe of social rights’, which are seen as equivalent to fundamental human rights. According to the COE there should be a ‘social right of access’ for every European citizen covering five key areas of policy:

- *Health* - stressing prevention and ensuring universal cover;
- *Housing* - building more homes, setting up better emergency responses and taking alternative lifestyles into account;
- *Employment* - ensuring equal opportunities, workable job creation schemes and a fair share-out of existing work;
- *Social protection* - changing social security systems to fit the times and turning social workers into ‘human rights mediators’;
- *Education* - combating school failure by acknowledging psychological and social hurdles and promoting life long civic education.

Interestingly there is not any specific social right of access to cultural resources and services or inclusion in ‘cultural life’. The COE approach to social exclusion does not appear to make direct linkages to cultural policy as a means to achieve social inclusion and promote social cohesion. However indirect linkages are made between culture and social exclusion are alluded to

⁷ Council of Europe, 2001: *Trends in social cohesion, No.1 – Promoting the policy debate on social cohesion from a comparative perspective*. Strasbourg: Council of Europe.

by the COE⁸, in respect to 'cultural barriers' (e.g. linguistic, socio-economic, religious, racial or ethnic) that prevent individuals and / or communities fully participating in social life and society.

However, the Council of Europe makes a practical ongoing contribution to assessing the role of cultural policy in addressing social exclusion through its 'national cultural policy review programme', which evaluates current developments in cultural policy of member states. The programme considers issues such as cultural diversity and interdepartmental cooperation, creativity, identity and most importantly in respect to this research project, 'participation in cultural life'.

Research

The COE has produced a number of documents and strategies sometimes the result of extended action-research projects. These include:

- 'The Human Dignity and Social Exclusion Project' run from 1994-98.
- 'Strategy for Social Cohesion', launched in May 2000.
- 'Access to social rights in Europe' report (for the European Committee for Social Cohesion).
- Council of Europe's national cultural policy review programme. There is a website (found at: <http://www.culturalpolicies.net/>), which includes reviews and profiles of 28 countries.
- The Council of Europe also publishes an electronic newsletter 'Social cohesion developments' three times a year. It provides information for the interested public about the progress made and the activities carried out in the field of social cohesion. A special issue of the newsletter is planned once a year to offer an in-depth analysis of a specific aspect of social cohesion.

Links to other European organisations

The COE has a number of links and relationships to other European organisations in the fields of cultural and social exclusion policy. These include: member governments; regional and local authorities; the European Union; research bodies / think tanks such as Cultural Information and Research Centres Liaison in Europe (CIRCLE), the European Cultural Foundation⁹, European Research Institute for Comparative Cultural Policy and the Arts (ERICarts)¹⁰.

⁸ Council of Europe: *The human dignity and social exclusion project, final report*. <http://www.social.coe.int/en/cohesion/strategy/discuss/HDSE/chapter1.htm>. Date accessed 23/01/03.

⁹ The [European Cultural Foundation](#) was founded in 1954 by Denis de Rougemont whose aim was to add a human dimension to the economic, technical and legal initiatives of the new Europe to create: 'a Europe of the spirit and of the heart'. The statutes of the ECF state: 'The Foundation shall have as its aims to promote cultural and educational activities and research of a multinational nature and of a European character'. It is based in the Netherlands.

¹⁰ Website can be found at: <http://www.ericarts.org/>.

Section 3

European Cultural Policy

3.1 Cultural Policy in Europe

The European Parliament adopted a Resolution in September 2001 on Cultural Co-operation stressing the importance of “cultural exchange and co-operation substantially contributing to Europe’s capacity for integration and cohesion.” The European Union under the new European Convention will not obtain the legal competence to pursue a ‘European’ cultural policy as such but will continue to use the key enabling text in the Treaty of Rome’s Cultural Article 151(4):

“The Community shall take cultural aspects into account in its actions under other provisions of this Treaty”

as a means of developing community programmes with a cultural dimension.

The Ruffolo Report

In November 2001, the Parliamentary Group of the PSE, European Parliament released a publication ‘The Unity of Diversities: Cultural Co-operation in the European Union’. This report, otherwise known as the “Ruffolo Report”, published the EP Resolution on cultural co-operation in the European Union (2000/2323 (INI)), which recommended, among other things to set up ‘a European Observatory to monitor cultural co-operation, with the aim of promoting the exchange of information and co-ordination between the cultural policies of the Member States and Community cultural policy’ (excerpt from Article 10)

3.2 European Cultural Policy Background

Debate and analysis concerning cultural policy within Europe following the end of the Second World War tends to assume a broad trend of increasing ‘welfare state’ support for over forty years (epitomised by André Malraux’s ten year reign as Minister of Cultural Affairs of the Fifth French Republic from 1958) punctuated from time to time by governments that challenged an ever increasing rise in public involvement.

European temporal and spiritual rulers have always understood the value of state investment in culture, but it was probably not until the spread of social idealism which followed the end of the Second World War (if we ignore the benevolent self-interest and political ambitions of certain Nineteenth century industrialists with mayoral aspirations in their own cities) that politicians and strategists in the West began seriously to consider the potential role of culture as a contributor to stable democratic society, and to social (as opposed to ‘state’) policy.

Europe – at the risk of considerable over-simplification – has encompassed three definable threads in the development of post-war cultural policy. First, was the Soviet use of cultural policy as an ideological tool and engine for social control in Central and Eastern Europe. Second, was the ‘Malraux’ model of building up cultural institutions, and creating them where they were lacking, allied to what is often described as ‘democratising’ culture. Third was the ‘cultural democracy’ strand, regarded with suspicion by some as counter-cultural, since it focused on the unrealised creative potential of the individual (and communities), on human rights and cultural rights, rather than on an inherited corpus of ‘Great Art’ requiring paternalistic interpretation and ‘democratisation’ for the benefit of the masses. These latter two approaches are not, of course, mutually exclusive – but they were often competing on a very uneven playing field for a share of the same government resources, which often made for strange alliances and polarisations. One might add a fourth thread, which has actually evolved from the previous two. This is the gradual convergence – particularly over the past ten years – of ‘national’ policy systems and those of the international agencies around certain key principles, a development which has largely been driven by economic stringency and political upheavals. Because of the context, this is beginning to have some policy impact through bringing about a rapprochement between ‘culture’ and ‘society’, or at least putting the question much higher up the political agenda.

3.3 The Council of Europe and Evolving Professional Attitudes

The lively and important cultural policy debate ‘whose culture?’ goes back well over thirty-five years within Western Europe. The growth around Europe, from the late 1960s onwards, of the movement which came to be identified by the French term *animation socio-culturelle*, *soziokultur* in German (see section 9) and community arts in English, led to a degree of spontaneous networking across land and political boundaries involving like-minded activists. In response to this the Council of Europe instituted a number of action research programmes and pilot projects which documented what was happening and disseminated good and emerging practice. Much of this research, as it happens, was led by British academic sociologists and urban planners – who were completely ignored by the cultural establishment and public funding system in the UK which regarded this whole movement (slogan ‘process not product’) with scepticism.

Over this period, activists working from a cultural base who shared similar beliefs and vision were, in their own countries, coming together to draw up manifestoes and attempting to change to ‘official’ attitudes, often with growing support from local authorities. Many local authorities, with social and political concerns closer to the ground, were already embracing some of these agendas, but were hampered through the fact that in Britain, central government’s redistributive formula for funding local government cultural services only recognises library provision as a statutory legal duty with money earmarked accordingly. Any other ‘cultural’ policy or programme is in

competition for funding from discretionary allocations with more powerful educational, social and environmental lobbies.

As a sign of positive change in attitudes, one can cite the growing willingness of the cultural sector and local and regional authorities in EU member states to accept a more holistic view of the role of cultural policy and action.

3.4 Cultural policy research

Cultural policy research in the countries of Europe is still very much driven by accumulated national practice. In some cases (with France and Sweden as the shining examples of a significant and long-standing professional investment) this is intelligently linked to the public policy development and evaluation systems. Elsewhere, it can virtually be an abstracted area of academic enquiry, feeling free to analyse and comment upon what is happening in the public arena, but with no real expectation or chance of influencing it. In Italy cultural research is a substantial and recognised sector, largely operating in independent institutes, or in 'Cultural Observatories' - NGOs heavily supported by local and regional government, and often by private foundations. Finland has recently established this important national function in an independent agency, but which has close university and Ministry links. In the Netherlands and UK there is a mixture of NGO, foundation and government or quasi-governmental research capacity, alongside independent academic units living within an extremely competitive culture which can make sharing and co-operation difficult.

Post 1989, the inherited traditions of serious cultural research and analysis in the new democracies of Eastern, Central and South East Europe have been evolving on a variety of different models. At 'European' level, CIRCLE, is a live network of individuals and institutions concerned with research into cultural policy, which has this year mounted its sixteenth annual Round Table in Zagreb.

It is perhaps ironic that whilst, as an obvious consequence of the post-Soviet emphasis on democracy and individual rights, much of the debate in Central and Eastern Europe about cultural policy (apart from the crisis in institutions because of lack of money) focuses on participation and empowerment (equivalent to the old 'Western' community arts agendas), governments in the current EU are tending to move culture higher up on the political agenda, but for economic development and social control reasons. Culture is perhaps therefore finding its rightful place again as a contributory agent for change and improvement within a broader spectrum of social policies, but is almost invariably there for 'instrumental' rather than intrinsic reasons, and is rarely the dominant partner. For many within established cultural institutions, who may wish to play their part in this process in a broader range of social settings, it is frequently difficult for them to argue a convincing case to the doubters about what precisely the artistic justification or 'value added' is.

It is clear from all the evidence that cultural participation can have a directly beneficial effect on the individual and communities, and therefore an indirect one on the whole of society (see Stevenson, 2001; Ilczuk, 2001). The intrinsic and extrinsic factors at work in this are by no means mutually exclusive. Building our own critical understanding of the world, and sharing and understanding positive values has to assist the causes of freedom and democracy in the reunified Europe of the twenty-first century. However, and as a counter to some of the simplistic assumptions sometimes made by lobbyists concerning culture as if it is invariably of *positive* value, we also need to be conscious that culture, in its way, was one of the shapers of group identities in the former Yugoslavia. But to end this section on a positive note, the social role of culture can often be a starting point for a genuine change in attitudes at institutional and political levels. It can also lead to greater self fulfilment of the individual.

3.5 Improved Acknowledgment of Broader Agendas

At the heart of the community arts literature is a recognition that a change in political and institutional attitude to cultural inclusion was long overdue. It is indeed ironic that today many 'official' cultural systems still seem to operate as agents which continue unwittingly to generate exclusion, even if they are not actively aware of this. Social exclusion is not only a problem for its victims – but for the whole of society which is affected by the consequences. Consciousness of one's own roots and identity is a first step towards recognising, appreciating and respecting the culture and traditions of others. The Council of Europe, once again, was surely right to point out in 1998 that fighting social exclusion through participation in cultural activities and an improved knowledge of heritage can at the same time be an effective means of continuing the struggle against intolerance, racism and xenophobia, and the European Commission is showing wisdom in pressing the case for cultural factors to be taken more into account in the drafting of the National Action Plans for social inclusion.

'In from the Margins', the Council of Europe's detailed regional contribution to UNESCO's World Commission on Culture and Development (1998) has much to say about culture and ex/inclusion. One pertinent example:

It is to Europe's shame that the resources and talents of so many of its citizens are not fully utilised: the growing band of elderly people; adults in their forties and fifties who are made redundant and may never work again; those facing social exclusion through disability, race, faith, gender or poverty; those in institutional care (for example in hospitals) or in custody (for example in prisons or reform centres); and, above all, young people...

A culture of ignorance all too often excludes whole sections of the community from cultural policies and the opportunity to contribute to the cultural development of our societies. The denial of opportunity impoverishes us all. It should be countered by the adoption of policies of inclusion. A key priority for the future should be to identify and

disseminate good practice as it occurs... The time has come for a new social ethic to be established which would oblige cultural organisations, as part of their conditions of subsidy, to adopt policies and codes of practice aimed at eliminating exclusion, extending cultural democracy and participation, and promoting equal opportunities for all.

Section 4

Using European funding streams to promote culture and inclusion

4.1 European programmes

One of the key outcomes of the research undertaken by this project was an identification of the importance that European programmes and funding streams play in supporting local or regional initiatives that bring culture and social inclusion agendas together. The use of such programmes varied from country to country depending on the exact nature of issues being tackled. The section below highlights those programmes that were consistently mentioned along with some examples of how they were being used. More detail is provided in the case study profiles in part 2 of this report.

It should be noted that it is extremely difficult to ascertain on an individual programme basis the precise expenditure levels on culture and to identify those aspects of culture expenditure that have specific relevance to the social inclusion. In fact few programmes are primarily devoted to developing linkages between culture and social inclusion and directly supporting this policy agenda. Indeed funding and support for culture and social inclusion is often an indirect by-product of projects and programmes designed to address other priorities.

4.2 Structural Funds

The development of cultural activity is not in itself an aim of the Structural Funds. Their aim is regional development and cohesion, using various means. Cultural and tourist activity represents one of these means, although without it having a specific place allotted to it.

The various Community operations in the field of culture pursue different objectives. While Structural Funds focus on regional development, the Culture 2000 programme - the main financial instrument for direct support for cultural activity developed by the Directorate-General for Education and Culture - encourages multilateral cultural cooperation in Europe. The aim of operations is also very different: for the Structural Funds, the main aim is funding for cultural infrastructure or for heritage conservation; while in the case of the Culture 2000 programme the accent is on collaboration on a common project between players in the cultural life of a number of European countries. It is therefore about supporting cultural cooperation measures, which may take very different forms. This dimension of cooperation is almost completely absent from projects funded by the Structural Funds except, up to a point, those funded by Interreg.

Structural Funds are the funding mechanism employed by the EU to encourage the development of disadvantaged regions and to promote social

and human development. Structural Funds have been allocated a budget of €195 billion for the period 2000-06. Member States have allocated large sums of money from Structural Funds to support culture and cultural activities in the Union. In the main it is the southern EU countries and France that have been most inclined towards funding culture through Structural Funds. Structural Funds are not distributed equally but concentrated on three objective areas: Objective 1, Objective 2 and Objective 3. Objective 1 is concerned with peripheral and underdeveloped or depressed regions of the EU. Objective 2 areas are those undergoing 'structural change'. Objective 3 is concerned with the rest of the EU, in other words the non-Objective 1 and 2 areas, and is focused on supporting training and re-training the unemployed. A number of mechanisms are used to distribute funds:

- Operational Programmes that account for over 90% of the funds;
- community initiatives and programmes (Interreg III, Urban II, Leader+ and Equal);
- 'innovative actions' funded through Article 22 of the ERDF;
- aid programmes (PHARE, IPSA and SAPARD) to the Candidate States.

Projects in Objectives 1 and 2 eligible areas, which receive European Regional Development Fund, the European Social Fund (ESF), the European Agricultural Guidance and Guarantee Fund (EAGGF), often have a cultural dimension to them. For example, restoring and developing architectural and cultural heritage, building cultural facilities, setting up cultural and tourist services or providing training in the arts or in the management of cultural activities. The EU's approach to culture emphasizes the links to regional development and to notions of economic and social cohesion. However, under present EU regulations, cultural activities are only eligible for funding by Structural Funds if they are integrated into regional or local development initiatives. In practice this means that cultural activities must contribute to sustainable employment and form an integral part of local or regional development strategies.

Funding for Objective 3 comes from ESF but not from ERDF. Objective 3 is 'thematic' being concerned with targeting specific social groupings where there is need such as lone parents, young people, older workers, ethnic minorities, ex-offenders etc, rather than geographical areas as is the case under Objective 1 and 2.

A good example can be found in Kolding, Denmark, where a group of young people excluded from the labour market transformed a former Russian submarine into a tourist attraction. The project encompassed a number of themes including culture, social integration, training and tourism. It received support from municipal authorities with assistance from the ESF (Objective 3). The project sought to combine practical and theoretical experience. After a basic course (history, languages, working as tourist guide) the participants could choose from a number of training courses (electronics, marketing, metal working) and practical work (publishing, communications, setting up a submarine museum etc.). During the first three years 110 people participated and 69 of them found work or are attending training courses.

Overall it has been estimated that 5-10% of Structural Fund monies are allocated to the cultural sector (EFAH, 2002¹¹). As this project has shown, from one Member State to another the cultural projects supported by the Structural Funds vary in terms of the type and size of projects and the amounts of funding they receive. This shows that the Member States make very different choices as to the use of the Structural Funds.

Examples of Operational Programmes

i) Southern Finland

Under this Objective 2 Programme, Priority 3 'development of sub-regions, urban areas, and attractiveness of the local communities' aims to improve the living and social environment of the region and to expand tourism by promoting the natural environment and the strong cultural identity of the region. Some transport infrastructure, environment and logistics projects will be launched to improve economic and living conditions as well as to provide better access to the region.

Total cost of the project is €994,121 million with the EU contributing €218,289 million. Priority 3 funding amounts to a total of €246,631 million, with the EU providing €78,801 million.

ii) Bourgogne Region, France

Priority 3 of this Objective 2 Programme aims to 'compensate for the handicaps of urban areas in difficulty'. Planned actions will seek to solve recurrent problems in urban areas eligible for Objective 2 support in relation to: a rundown and non-adapted environment, precariousness and social exclusion, and a lack of involvement by local people in community life. Improved social cohesion will be the common denominator of all the planned measures. Access to services, in particular those relating to the new information technologies, culture and leisure activities, will also be encouraged.

Total cost is €753,488 million of which €233,672 million is provided by the EU. Priority 3 funding amounts to €105,556 million with the EU providing €47,929 million.

iii) Greece

The Competitiveness Objective 1 Programme has as its priority 5 the 'upgrading, diversifying and promoting Greek tourism'. A central objective of this programme is the diversification, the upgrading and the promotion of Greek tourism, along with monitoring and the redirection and development of tourism and reinforcement of competitiveness through the use of the 'Information Society' and the development of innovation.

¹¹ European Forum for the Arts and Heritage (EFAH) (2002) *Structural Funds, Enlargement and the Culture Sector*. EFAH General Assembly, November-December, Ljubljana.

Total cost is €1,976 million of which €1,826 million is provided by the EU. Priority 5 funding amounts to €208,752 million of which €73,817 million is provided by the EU.

iv) Greece

The Culture Operational Programme, Objective 1 has as its Priority 1 'the protection and development of Greece's cultural heritage'. This priority includes measures to improve museum infrastructure and the services they offer and to safeguard and promote archaeological monuments and sites. Culture is Greece's most important asset, which can and does contribute enormously towards the country's economic and social development.

Priority 2 'the development of Greece's modern culture' seeks to strengthen supply and demand for cultural goods and services. Improving infrastructures and the relevant institutions will further develop modern-day culture in Greece.

Priority 3 is 'technical assistance' in order to implement the programme.

Total cost of the programme is €604,900 million with EU Structural Funds contributing €414,300 million.

v) Italy

The Regional Operational Programme for Sicily has as its priority 2 'cultural resources enhancement of the region's cultural resources as a factor contributing to its economic and social development (actions to promote the artistic and archaeological heritage and support for companies providing cultural services)'.

Total cost of the programme is €9,415 million of which €3,857 million is provided by EU Structural Funds. Priority 2 funding amounts to €1,098 million with €447,900 million coming from the EU.

vi) Portugal

The European Union co-finances Portugal's Culture Operational programme. The programme falls within the 3rd Portuguese Community Support Framework and focuses on reinforcing culture as a source of development and employment and promoting equal access to culture.

Priority 1, 'developing historical and cultural heritage'. This priority will fund measures aiming at salvaging and rehabilitating buildings classified historical heritage sites, as well as revitalising the country's major museums. These measures will include funding for the work needed to the buildings and the construction or adaptation of existing tourist facilities.

Priority 2, 'fostering better access to cultural sites and activities'. These measures include the construction and adapting of cultural facilities and promoting of cultural activities. In order to bring culture closer to the people and to society, special emphasis will be put on the dissemination of cultural information using new information technologies.

Total cost of the programme is €327,467 million with €237,278 million provided by EU Structural Funds. Priority 1 funding is €261,017 million with €187,440 million coming from the EU. Priority 2 funding amounts to €66,450 million with the EU providing €49,838 million.

vii) Catalonia, Spain

The Catalonia Objective 2 Programme has as its priority 5 the 'local and urban development'. Community assistance will be used to restore and improve urban areas and to promote and support local development initiatives. Specific measures are planned for tourist and cultural infrastructure, alongside the conservation and restoration of the historic, artistic and cultural heritage. In the social sphere, measures will focus on infrastructure and facilities, as well as the building and equipping of vocational training centres and local development agencies. Job-creating local initiatives will also be given support.

Total cost of the programme is €2,651 million with €1,235 million coming from EU Structural Funds. Priority 5 amounts to €385,453 million, the EU providing €192,726 million.

viii) Cornwall and the Isles of Scilly, UK

This Objective 1 Programme has as its priority 5 'regional distinctiveness'. This priority seeks to harness the benefits from the arts, cultural and heritage industries to develop new, sustainable opportunities for growth and so increase economic and employment benefits. Some of the area's strong points include a strong cultural heritage and abundance of conservation areas. These can be capitalised on in business and employment generation projects, rather than concentrating on declining industries in the region.

Total cost of the programme is €1,180 million with the EU providing €497,844 million. Priority 5 funding amounts to €194,967 million with €101,967 million coming from the EU.

In some cases it is obvious which Operational Programmes support culture. However, in many other cases Operational Programme support for culture is less obvious. Support for culture and the cultural sector often can be a component in a range of sectors such as sustainability, development of ICT, environmental improvement, tourism, urban renewal, combating unemployment, combating social deprivation and worker mobility (EFAH, 2002).

4.21 Interreg III, Urban II, Leader+ and Equal

These four Community Programmes constitute around 5.35% of Structural Funds. Generally, they have a very strong bias towards funding projects that relate to heritage such as restoration and conservation schemes that are intended to renovate a historic building or site and to put it back into modern use. Examples include creating culture centres and developing buildings and sites as tourist attractions.

While opportunities for the culture sector to access funding are possible with these programmes, it is often conditional depending on the nature of the individual development plans to be funded. Applications for funding to these programmes can only be made via local or regional authorities, thus preventing the culture sector from making direct applications. Therefore cultural organisations need to approach their local and regional authorities to ensure that culture or a cultural dimension is included. If this is done cultural organisations are able to access funds from the approved development plans (EFAH, 2002).

4.22 URBAN II programme initiatives¹²

Urban II is the Community initiative of the European Regional Development Fund (ERDF) for sustainable development in the troubled urban districts of the European Union. As a follow-up to Urban I in 1994-99, Urban II aims more precisely to promote the design and implementation of innovative models of development for the economic and social regeneration of troubled urban areas. It will also strengthen information and experience-sharing on sustainable urban development in the European Union.

The URBAN II initiative, alongside the INTERREG cross-border cooperation programme, the LEADER+ rural development programme and EQUAL, together are designed to address all forms of discrimination and inequalities in the labour market. URBAN II began in 2000 and runs until 2006. There are currently 70 URBAN II programmes across the EU, covering areas containing some 2.2 million people. In addition, there is the URBACT programme that supports a European Network for Exchange of Experience.

On average, each programme targets 27,000 people with populations range considerably from 8,000 in Bari, Italy to 130,000 in Vienna, Austria. The geographical area covered is on average 5.8km. The programme includes inner-city areas (43%), historic city centres (20%) and peripheral areas (33%).

Funding packages are developed based on urban regeneration strategies drawn up by local authorities, in association with a local partnership including social partners, NGOs, residents groups and others. The ERDF contribution to URBAN II is €730 million and the total investment amounts to some €1,600 million. Funding may be granted for up to 75% of the total cost in Objective 1 regions and up to 50% in other regions. Loans may also be made available via the European Investment Bank (EIB).

Funding for culture can be found in relation to four broad areas (EFAH, 2002: no page numbers):

- “Supporting modern/contemporary culture by giving funds to improve cultural infrastructure, particularly in renovating venues for artistic performance.
- Support to arts projects that strengthen social cohesion and which focus on young people and on equal opportunities.

¹² Some of this information can be found at: www.bton.ac.uk/urban/urban.htm.

- Arts projects that help overcome linguistic or racial barriers.
- Support to arts and crafts SMEs.”

URBAN II in practice - examples in Member States

The list below contains examples of projects that have a cultural component.

i) Leipzig, Germany

The overall objective of the action priorities is to strengthen prosperity, employment and competitiveness, to promote equal opportunities and social integration, to strengthen identification with the urban sector and to give new life to the cultural and historical heritage. Priority 3 ‘social, cultural and leisure infrastructures’ will seek to preserve cultural facilities as a local advantage. Support will be given to facilities where people can come together and also receive care provision, to leisure facilities and meeting-places, to laying out green areas and other open areas and also to the restoration of buildings of historical value.

Total cost of the project is €19,827 million, with the EU contributing €14,870 million.

ii) Kassel, Germany

This project has four priorities, two of which have a cultural dimension. Priority 1 ‘economic development’ aims to ensure through innovative and urban architectural boost projects and dialogue-oriented planning concepts, new developments in the residential area will be secured and promoted and jobs will be created in small and micro enterprises. These projects partially continue the Culture Station (Kulturbahnhof) that gives a cultural boost to economic activity. Constitutive parts of these measures are planning concepts for abandoned port and brewery plant and urban architectural upgrading of urban district centres and industrial areas.

Priority 2 ‘improvement of infrastructures in the fields of social services, health, sport and culture’ - by strengthening the social and cultural infrastructure the region will be made more attractive and intact neighbourhoods will be created or promoted. Support is available for collaboration with local schools, for crèches and youth centres, for the improvement of playgrounds and sports facilities, as well as for counselling centres and health equipment for prostitutes addicted to drugs. Efforts will be made to find new uses for protected historical buildings.

Total cost of the project amounts to €42,049 million, with the EU contributing €9,913 million.

iii) Bastia, France

Priority 1, ‘quality of life and urban environment’. The aim is to initiate social and urban renewal in the two areas concerned (the southern parts of the town and the historical centre) to make them more attractive. Buildings will be renovated in keeping with the architectural heritage. Recreational areas and squares will be built, as well as car parks, to attract tourists.

Priority 2, 'revitalisation and promotion of economic activity'. Support will be provided for traditional economic activity and for the development of new technologies. The base of businesses and craft activities will be strengthened, particularly through training. Start-up assistance will be provided for entrepreneurs operating in Bastia. A high-speed optical-fibre communication network will also be built.

Priority 3, 'equality of opportunity and integration'. A 'heart of the city' will be developed, the goal being to create social ties between inhabitants by building a cultural centre and easily accessible facilities. Support will be provided for organisations promoting literacy and social integration, as a means of encouraging employment. Public transport will also be improved to make neighbourhoods more outward looking.

Total cost of the programme amounts to €31,045 million with the EU contributing €11,813 million.

iv) Grenoble, France

This URBAN II programme has as its priority 1 the 'transforming the urban area by creating hubs'. Effort will focus on creating hubs in the different neighbourhoods, tapping the potential of the resources specific to each, cultural or commercial resources, etc. The purpose is to change the image of the neighbourhoods and create sustainable jobs. Measures are also planned to facilitate access to employment for the less favoured population.

Total cost of the programme amounts to €26,296 million with the EU contributing €9,660 million.

4.23 INTERREG III

INTERREG III is a Community initiative that aims to stimulate trans-european cooperation in the EU (cross-border, trans-national and inter-regional co-operation). It is financed under the European Regional Development Fund (ERDF). The budget for this initiative amounts to €4,875 million (at 1999 prices) over the period 2000-2006.

The initiative is composed of three different strands, which have different objectives (A, B, C and other programmes):

- Strand A: covers cross-border cooperation between adjacent regions aims to develop cross-border social and economic centres through common development strategies.
- Strand B: covers trans-national cooperation involving national, regional and local authorities, which aims to promote better integration within the EU through the formation of large groups of European regions.
- Strand C: interregional cooperation, aims to improve the effectiveness of regional development policies and instruments through large-scale information exchange and sharing of experience (networks). There are other programmes under Article 53 of the guidelines, these are ESPON and INTERACT.

The range of projects eligible for support is wide and includes for example: social inclusion; promoting cross-border urban development; the protection of the environment; promoting renewable sources of energy; improving transport (particularly environmentally-friendly modes); co-operation among cities; spatial development strategies; efficient and sustainable transport systems; capacity building of local and regional development structures; protection and restoration of the environment.

Most of the supported plans fall under Interreg IIIa, of which the majority have a cultural dimension (in 2002 there were 53 projects in total). This cultural dimension varies in importance from project to project. Projects that have a strong cultural component include (EFAH, 2002: no page numbers):

- “Cross-border co-operation for cultural exchanges and activities. This is the most common form in which the culture sector is benefiting.
- Safeguarding the cultural and also the natural heritage through conservation and restoration schemes.
- Managing the cultural and natural heritage better for economic purposes like tourism and to make the border regions more attractive to outside investors. Supporting schemes that overcome linguistic barriers.
- Supporting SMEs involved in the arts and crafts”.

Examples of programmes

i) Italy and Austria

The prime objective of this INTERREG IIIa programme is to strengthen cross-border co-operation on the economic, cultural and institutional levels in favour of the border areas between Italy and Austria. In particular, the programme will strive to resolve difficulties that have often hampered the potential of these mostly mountainous border areas of Friuli, Veneto and the Province of Bolzano (Bozen) in Italy and the Länder of Carinthia, Salzburg and Tyrol in Austria.

Priority 3, ‘human resources, co-operation in the sectors of: the labour market, culture, research and health, harmonisation of systems’. This priority involves adopting measures to promote human resources lest transformation of border assets increase unemployment. This priority also plans to define problems produced by the difference in languages, administrative, legal and social systems, culture, communication, health and public security.

Total cost of the project is €70,421 million with the EU contributing €33,627 million. Priority 3 funding amounts to €10,017 million with the EU providing €4,887 million.

ii) Austria, Germany, Switzerland and Liechtenstein - Alpenrhein-Bodensee-Hochrhein

The INTERREG IIIa programme revolves around four economic development priorities. Priority 3 is aimed at ‘social and cultural development’. The aim of this priority is to create the (mental) bases for a cross-border growing together in these partial regions, which are individually all well equipped with social and

cultural facilities. Efforts will be made to achieve co-operation in the fields of schooling and vocational training, social affairs, health and culture. Support will be given to projects organised according to the 'self-help' principle, exchange programmes between associations and projects concerning regional history aimed at strengthening a regional identity.

Total cost of the project is €36,240 million with €17,479 million coming from the EU. Priority 3 amounts to €9,439 million with €4,719 million provided by the EU.

iii) Ems-Dollart Region, Germany-Netherlands

This is an INTERREG IIIa programme that aims to develop the transport and technology infrastructures. Priority 5, seeks to 'promote social integration'. This priority has two strands. The first provides for project-oriented collaboration in the field of health (collaboration between hospitals with innovative approaches such as tele-medicine and tele-diagnosis) and for cross-border collaboration between public utilities in charge of public order and security. The other strand involves supporting projects and measures to promote equal opportunities and cross-border social and cultural exchange. To this end an (people to people) umbrella project will be set up.

Total funding amounts to €86,753 million with the EU contributing €35,449 million. Priority 5 amounts to €6,976 million, with the EU providing €3,488 million.

4.24 EQUAL

Funded by the European Social Fund, EQUAL provides a basis for experimenting with new approaches to fighting the discrimination and inequalities, facing employed people and jobseekers alike. EQUAL forms part of the strategy adopted by the European Union to create more and better quality jobs and ensure that nobody is denied access to them. EQUAL also supports the European inclusion and anti-discrimination strategies but only for aspects linked to the labour market. In effect EQUAL is a 'human development initiative' that provides funds for projects that build on personal skills and deliver training and seek to tackle issues around unemployment and employability.

The key principles of EQUAL are:

- Partnership - to bring key players together in Development Partnerships (DPs), at geographical or sectoral levels, to tackle discrimination and inequality.
- The thematic approach - to focus actions on thematic fields, in keeping with the European Employment Strategy.
- Innovation - to explore and test innovative approaches to employment and training policies, in terms of objectives pursued, methods used or implementing systems.
- Empowerment (active participation) - to strengthen the capacity of all players concerned, including beneficiaries, to take action by bringing them together on an equal footing.

- Transnationality - to make it possible for individual DPs and the national authorities to learn from each other and cooperate productively across borders.
- Dissemination and mainstreaming - to develop and test new ways of integrating best practices into employment and social inclusion policies.
- Any practice in the field of employment and training which adopts an innovative approach to combating the problems of inequality and discrimination faced by certain target groups.

The European Union's contribution to the initiative amounts to €3,026 million for the period 2000-2006 and this will be matched by national funding. EQUAL builds on the work of the Community Initiative ADAPT and EMPLOYMENT - Now, Horizon, Integra and Youthstart over the period 1994-1999.

EQUAL has only a marginal interest in culture, although EFAH (2002) believe that the cultural sector should be exploiting this funding to a much greater extent, particularly in respect to developing culture as an 'innovative' economic sector.

Examples of programmes (under theme 1B)

i) UK - Linking EQUAL Access for the Disadvantaged and Excluded Refugees (LEADER).

This programme aims to address the multiple barriers to employment faced by refugees. One aspect of this programme is to 'change attitudes and behaviour of key actors'. The Development Partnership will run mentoring and work experience schemes to educate employers about the needs and potential of refugees. The mentors will be individuals who have a knowledge of the UK work culture, a sensitivity to refugees' needs, an awareness of cross-cultural issues and have time to spare in supporting and coaching refugees.

ii) Finland - Multiculturalism as a resource in a working community

The central aim is to improve immigrants' employability and ethnic equality in workplaces in cooperation with immigrants, project actors and partners and to create positive attitudes towards immigrants. The immediate results will be 16 working communities where 'multi-culturalness' will be seen as a resource and where ethnic equality prevails. The project has significant effects in combating racism and xenophobia in the labour market.

iii) Czech Republic - 'Varianty' Multi-cultural Education

The purpose of the programme is to address the social and economic marginalisation of different social and cultural groups. It seeks to change the social climate towards tolerance, respect, intercultural dialogue and cooperation, as it is impossible to rely on the lasting effect of one-time projects aimed at encouraging employment. One effective instrument for such a change is represented by inter-cultural education.

A key objective is to foster skills for positive conflict resolution, inter-cultural dialogue, utilization of cultural diversity and orientation in a multi-cultural

world. In addition, the programme will also seek to form attitudes of tolerance, respect and openness to different social and cultural groups.

4.25 LEADER+

LEADER+ is one of four initiatives financed by EU structural funds and is designed to help rural actors consider the long-term potential of their local region. The initiative seeks to encourage the implementation of integrated, high-quality and original strategies for sustainable development. It has a strong focus on partnership and networks of exchange of experience. In addition, LEADER+ is designed to complement the mainstream programmes by promoting integrated schemes conceived and implemented by active partnerships operating at the local level.

A total of €5,046 million for the period 2000-2006 will be spent, of which €2,105 million is funded by the EAGGF Guidance section with the remainder coming from public and private contributions. There are around 66 identifiable rural development plans funded by LEADER+, most of which support the culture sector to some extent.

The 'priority themes' for LEADER+ laid down by the Commission include among other things 'making the best use of natural and cultural resources, in particular areas of Community interest, as defined under NATURA 2000'¹³. Support for projects has covered a range of issues such as:

- developing linkages between the cultural and natural heritage with the tourist industry;
- restoring traditional rural buildings;
- specifically supporting projects that aim to enhance and put into some sort of use archaeological sites and, historic monuments;
- expansion of cultural resources in the broadest sense, like support to arts and crafts SMEs.

Examples of programmes

i) UK - England

A budget of €119 million is available to fund 23 Local Action Groups (LAGs). Funding will support activities relating to the arts and crafts sector and tourism exploiting the natural and cultural heritage.

ii) Spain - Navarre

A budget of €17 million is available to fund 5 LAGs. Some funds will go to 'finding new sources of income by valuing local products and by tourism and by leisure activities based on the cultural and natural heritage'.

¹³ NATURA 2000 is concerned with the sustainable management of the natural environment focusing on the preservation of wide-life and natural environments. It is an initiative lead by the Directorate General for the Environment of the European Commission.

iii) Netherlands

A budget of €204 million is to be distributed between the regions of East, North, South and Ranstad to fund 29 LAGs. Some funds will go to activities that 'make the best use of natural and cultural resources, including enhancing the value of sites of Community interest selected by Natura 2000'.

4.26 PHARE

As part of the EU's financial plan for 2000-2006 ('Agenda 2000'), a financial reserve of €40 billion (at 1999 prices) was set aside as aid to the candidate states. Some €21,840 million was allocated to three financial instruments:

- PHARE programme (€10,920 million).
- IPSA (Instrument for Structural Policies for pre-Accession): budget (€7,280 million).
- SAPARD (Special Accession Programme for Agriculture and Rural Development) (€3,640 million).

These three instruments are providing assistance in ten central/eastern European countries.

The PHARE programme began in 1989 and is intended to: "...improve institutions, administrations and public bodies to ensure the correct application of Community law and to assist new investments in the social and economic sectors where they are most needed (infrastructure, business, social measures)" (EFAH, 2002). Approximately 30% of PHARE resources are earmarked for institution building, the main instrument of which is twinning or twinning light (the secondment of experts from Member States to the candidate countries to help develop the capacity to implement specific aspects of the *acquis*). The other 70% are earmarked for investment, either designed to improve the regulatory framework to implement the *acquis* or to promote Economic and Social Cohesion (ESC).

This programme provides the most visible support to culture. PHARE has funded two cultural programmes, each to the amount of €2 million. The first such programme was for Bulgaria (1995-1999) and the second, which is still running, is for Romania.

The Bulgarian Cultural Programme supported:

- the funding of cultural activities and events;
- the funding of further professional training schemes;
- the creation of a Culture and Book Centre;
- administrative costs.

The Romanian Cultural Programme is modelled to some degree on the Bulgarian Cultural Programme. Because this programme is still active, no evaluation has taken place and there is no information available.

The SAPARD programme for Bulgaria (agreed in 2000 and modified in 2002) aims to improve agricultural production efficiency, promoting a competitive food processing sector and sustainable rural development consistent with the best environmental practices. The budget for SAPARD is € 56.1 million of which 8.1% is directed towards the renovation and development of villages and the protection and conservation of rural heritage and cultural traditions.¹⁴

4.3 The Culture 2000 programme

Culture 2000 was created to promote artistic and cultural cooperation in Europe and further moves towards a common cultural area. The Culture 2000 programme supports artistic and cultural projects with a European dimension, at the level of their creation, their organisation and their implementation. Activities supported by this programme include festivals, master classes, exhibitions, new productions, tours, translations and conferences. These activities are intended for artists and cultural operators, as well as for a broader audience, in particular young people and those who are socially or economically disadvantaged. Culture 2000 also seeks to:

- promote cultural dialogue and mutual knowledge of the culture and history of the peoples of Europe;
- encourage creativity, international dissemination of culture and greater movement of artists, performers and other professionals in the cultural sector and their works, with particular emphasis on young people and the socially disadvantaged and on cultural diversity;
- promote cultural diversity and the development of new forms of cultural expression;
- share and promote, at European level, common cultural heritage of European importance;
- disseminate know-how and promote good practice in the field of conservation and preservation of this cultural heritage;
- take account of the contribution of culture to socio-economic development;
- encourage dialogue between cultures and interaction between European and non-European cultures;
- explicitly recognise culture as an economic factor and as a factor for social integration and citizenship;
- improve access to culture and encourage as many European Union citizens as possible to become involved.

Funding for the programme amounts to a total of €167 million for the period 2000-2004. One of the main components of the programme is the preservation and enhancement of Europe's cultural heritage. Approximately 34% of the budget is earmarked for this purpose.

¹⁴ Information found in: EU (2003) *General Assistance Document 2003*. European Commission: Brussels.

Examples of Culture 2000 Projects

i) Belgium - Access to Art

This project will start up art workshops for young adults with mental and physical disabilities in Belgium and Bulgaria. The workshops will result in a travelling exhibition. Works of art will also be created that can be integrated in socially disadvantaged neighbourhoods. Its objectives are:

- stimulation of the social integration of persons with disabilities, through art.
- bringing into contact with culture as many citizens as possible, and especially those who are disadvantaged.
- exchange of art techniques between the different art therapists from each country.

This project ran from: 1/11/2001 to 31/10/2002. The EU provided funding of €56,525 million.

ii) UK - INCCCLUDE

An arts based anti-discrimination 'toolkit' (CD and video) will be produced for dissemination across Europe, designed collaboratively by the project partners to tackle social disadvantage and discrimination in employment. Part of this will be general performance based work which draws on personal experiences; drama will be used to up-skill, give confidence and help devise solutions to problems faced and prepare workplaces for the arrival of 'disadvantaged' workers. The objectives of the project are 'to facilitate access to culture and cultural participation by people in Europe, particularly those facing exclusion from employment'. It also seeks to 'demonstrate how performance arts can be used to address social attitudes to discrimination'.

The EU contributed funding of €106,447 million to the project. The project ran from 1/11/2001 to 1/11/2002.

iii) Greece, EUROLINE

The main purpose of EUROLINE is to create a line of cultural communication between as many cities and centres in Europe as possible, seeking to bring together a wide range of people, including the socially disadvantaged and those with disabilities, to work creatively together. Following a steering committee meeting there will be a 5-day seminar in performing and visual arts for 150 participants. Partners will prepare performances on an agreed European theme for the International Art Festival for Performing & Visual Arts. There will be master classes and forums to discuss the different presentations. There will also be a travelling Mail Art Exhibition on the Modern European Experience with more than 1000 participants expected. Its objectives are:

- to actively involve and invigorate young people with artistic aspirations with the purpose of advancing the cause of equal opportunities through access to and participation in the world of performing and visual arts, adaption of methods, removal of social barriers;
- to experiment with new methods and approaches;

- to encourage involvement of young people from different countries and backgrounds, not as passive observers, but as active creators.

The project ran from 1/11/2001 to 1/11/2002.

iv) Finland - SPARK! New Design Scenarios for Daily Life in Europe

The project is a series of 5 events (workshops, exhibitions, publishing of a book) organised in 5 different locations throughout Europe. It promotes new type of creativity emphasising the role of culture in the socio-economic development of municipalities and the power of new design services as a factor in social integration and citizenship. In the events art and design students and their teachers, together with the local administration and citizens, will explore and create through their combined professional experience and imagination scenarios showing ways out of the present difficulties of communities and municipalities. These scenarios link the local tradition and specificity of the past of these municipalities and the best solutions will be included in an online best practice database. The sectors of culture addressed are sculpture, industrial design, textile design, graphic design and architecture.

Its objectives are:

- to strengthen the role of educational institutions as cultural operators and promote co-operation between them by sharing experience in projects involving citizen;
- to promote the design of services, supported by the Internet and new technology to meet emerging social and cultural needs in new ways;
- to emphasise the social, economical and educational value of culture, in particular of Art Design in the New Economy as a new form of cultural expression;
- to promote new scenarios for new services.

The EU contributed €546,517 million to the project. It ran from 01/04/2002 to 30/07/2004.

4.4 Other programmes and initiatives with a cultural dimension

There are other programmes and initiatives that have a cultural dimension, although often this is fairly modest in scope.

4.41 SOCRATES-GRUNDTVIG

Grundtvig is one of the 8 'actions' set out under the €1.85 million *Socrates II* European education programme which runs for 7 years from 2000. The Grundtvig action aims to enhance adult education provision through European co-operation. To this end the action supports the following four types of activities:

- Grundtvig 1 - Trans-national cooperation projects;
- Grundtvig 2 - Learning partnerships;
- Grundtvig 3 - Mobility for training of educational staff;

- Grundtvig 4 - Networks.

Overall responsibility for implementing the Socrates-Grundtvig action lies with the European Commission (DG for Education and Culture). The Grundtvig 'action' is part of the European Commission's aim of promoting a policy of lifelong learning at the European level as well as in each of the participating countries. It encompasses all levels and sectors of adult learning (general, cultural and social). In addition to learning that takes place within the formal or non-formal system, Grundtvig also encompasses learning that takes place on a more informal basis, such as 'autonomous learning'. Beyond the Socrates programme, Grundtvig has also highlighted the need to combine cultural and youth-oriented activities with the vocational training sectors. Although Grundtvig is at the halfway stage, the action "can be judged to be largely successful." (EU, 2004: 23)¹⁵

Overall the Socrates programme encourages the creation of thematic networks between university departments in Europe, for example the COTEPR project on the teaching of comparative European literature. It also co-finances cooperation between European schools in the fields, amongst others, of language teaching and of intercultural dialogue, such as projects in intercultural education.

Examples of Grundtvig projects¹⁶

Some of the Grundtvig projects have a cultural dimension, although most tend to focus on innovative ways of providing adult learning initiatives. Examples include:

i) UK, England

'*Museums, Key-workers and Lifelong Learning*' project is under the supervision of the University of Surrey.¹⁷ The aim of the project is to identify and document innovative ways by which key-workers can link museums, as cultural learning resources, to potential learners in the community. Partners in the UK, Ireland, Sweden, Austria, Portugal and Luxembourg have carried out surveys of museum provision and practice, and a range of in-depth case studies have been compiled.

ii) Germany

'*Gewaltprävention - Kommunikationstraining und Konfliktlösungsstrategien*' project in Germany aims to develop 'an action-oriented concept' to the prevention of violence and problem-solving, which aimed at young people to provide for a second chance at obtaining qualifications at European schools. Besides the prevention of violence this concept will also be an example of inter-cultural communication. Most of these young people come from socially

¹⁵ Commission of the European Communities (2004) *Interim evaluation report on the results achieved and on the qualitative and quantitative aspects of the implementation of the second phase of the Community action programme in the field of education 'Socrates'*. EU: Brussels

¹⁶ Information on projects can be found at: <http://europa.eu.int/comm/education/programmes/socrates/grundtvig/compendium2002.pdf>.

¹⁷ Further information on this project can be found at: <http://www.surrey.ac.uk/Education/MKLL/>.

disadvantaged groups, many of whom are migrants, who left school without qualifications. These individuals have low self-esteem and most of them come from a domestic background where there has been a history of violence.

iii) Germany

Theatre Work In Social Fields - European Research (TWISFER) is a project for the establishment of theatre work in social fields as a medium of lifelong learning. The aim is to connect the practical experiences of different countries to a common European term. Five model projects about theatre work with and for special target groups investigate the possibility of promoting personal, social and communicative competences through theatre work with the following target groups: elderly people, disabled people, migrants, young offenders and people with special needs. The finishing point of the project is a three days' congress about TWISF with a connected workshop programme, addressed at interested students, adult educators, artists and people working in a social field.

Total budget is €474,250 million with the EU contributing €225,496 million.

iv) Netherlands

'European Academy for Culture and Arts, an academy for adult education' project in Holland. The main objective of this project (with a duration of two years) is the realisation of the European Academy for Culture and Arts, an academy for adult education for lifelong learning. The target groups for this initiative are all professional, self-taught and potential artists in the visual art, music, dance, media and crossover artists. The main activities within the project are the development of (tailor made) modular courses.

v) Denmark

The MOSAIC (Manual of Social Inclusion by Education) project is to run for two years. The project is intended to develop a manual to support schools staff and managers in order to develop or improve the curriculum for marginalised students such as members of ethnic minorities, migrants, refugees, asylum seekers, and school-dropouts. The manual will support an anti-racist and anti-xenophobia stance. It is intended to be sustainable through actual incorporation into educational practice and through ongoing dissemination of its findings. The total budget for this project is €320 million, with the EU contributing €180 million.

4.42 Leonardo da Vinci

Grundtvig complements and has links to other actions within Socrates such as Comenius (school education) and Erasmus (higher education) by forming a third link in the 'single education chain'. Grundtvig also links into other EU programmes such as Leonardo da Vinci, to cover the whole spectrum of lifelong learning.¹⁸

¹⁸ Leonardo da Vinci is a European Community programme which aims to support national training strategies through funding a range of transnational partnership projects aimed at improving quality, fostering innovation and promoting a European dimension to vocational training.

Leonardo da Vinci is the EU's community vocational training action programme, which has been allocated €1,15 billion for the period 2000-2006. It provides funding for projects in the field of education and training in the arts, educational projects in schools on cultural themes and projects to raise cultural awareness. The programme also provides training in traditional crafts and in the restoration and development of cultural heritage. Approximately 85% of the budget is devoted to 'mobility'¹⁹ and 'pilot'²⁰ projects.

Examples of Leonardo da Vinci programmes (2002)

i) Germany, Stadtsportbund Göttingen

The Job and Sports project aims is to use sport to provide socially disadvantaged youngsters with basic key skills such as teamwork, interpersonal skills, flexibility and general social skills. The eight-stage project will initially define the key skills which can be acquired through sport on the basis of which model projects will be designed for implementation and evaluation in the partner countries. Training measures for trainers and courses for young people will be organised. The project will have expert back-up and the results will be disseminated throughout Europe via sports associations and training providers. The final stage will be to compile on-line teaching and reference materials, course models and interactive media, which will also look at individual aspects such as the gender factor in promoting disadvantaged young people.

ii) UK, Manchester

The SitAMI (Social Inclusion through Access to the Media Industries Manchester) project aims to develop effective training provision for two socially excluded target groups (young, unemployed persons and ethnically/culturally excluded women) using 'media' as a tool to empower and develop the skills need by the labour market. In particular, it responds to a need for trainers and teachers to be better empowered, through new tools and materials, to work towards the inclusion of socially excluded target groups interested in some form of media training.

4.43 The Youth programme

The Youth programme has a budget of €520 million for the period 2000-2006. It plays a part in the cultural field by financing youth exchanges on cultural themes, periods of 'voluntary service' during which young Europeans work on restoring cultural heritage and youth initiatives in the arts. Under 'Joint Actions' SOCRATES (education), LEONARDO DA VINCI (vocational training) and YOUTH (non-formal education) programmes are brought together. It

¹⁹ The mobility measure provides support for trans-national placement projects for transnational exchange projects.

²⁰ Pilot projects involve trans-national partnerships (at least three organisations from three different countries) in the development and transfer of innovation and quality in vocational training, including actions aiming at the use of information and communication technologies (ICT) in vocational training.

provides support for initiatives that build on the complementary nature of these three programmes and others such as Culture 2000.

Examples of the Youth programme in practice

i) Germany (2003)

Studiengang Darstellende Künste für Menschen mit Körperbehinderung is a project that involves partners from Germany, Austria, France and Rumania. They intend to create a basic training scheme for actors with physical handicaps. The project should be realized together with non-handicapped young people as trainees. The project will be marked by internationality, exchange of culture, cooperation of schools, universities, theatres a social NGOs and the integrative approach of common training of handicapped and non-handicapped persons. At the same time it is intended to find new artistic approaches and perspectives for theatres, film and TV production. Finally it is intended to set up a 4-years training scheme which enables handicapped persons to get a professional training which supports them in finding self-determination and equality of chances.

The total budget is €197,551 million, with €148 million coming from the EU.

ii) UK, England (2003)

The aim of the PROACT (Promoting Rural Opportunities & Cultural Traditions) project is to promote the concept of citizenship through the improved recognition of rural and cultural traditions within the enlarged EU. The results and outcomes will be used by young rural women under-30 and by young ethnic migrant women. The objectives of this project include among other things:

- To develop and deliver citizenship training in order to enable young rural and migrant women to actively contribute to the economic, cultural and social life of their communities; to achieve personal, social and economic development for the target groups.

The total budget is €388,121 million with €285,300 million coming from the EU.

iii) Spain, Séneca (2002)

The project aims to improve local information, guidance and citizenship networks by establishing a European model for Local Guidance Networks based on the regional development strategy of the area in question and a local agreement among all the education, training and cultural stakeholders.

The implementation of the methodology is done on the basis of trans-national exchange and interactivity. In Avila the existing local guidance network, which is still under development, is based on a new approach and they are developing instruments to channel citizens towards certain elements that have been defined as 'key' for city development. These key elements are: employment, culture, heritage, tourism, and entrepreneurship. This model could be valid for any socio-economic/cultural development identified by a particular region, county or city.

The local guidance network will be the main tool to lead the active citizen towards the key aspects of strategic development of the city. As such, they constitute fast tracks to facilitate individuals' access to lifelong learning, to employment opportunities and to make the most of their professional skills.

The total budget is €190,130 million, with the EU contributing €95,560 million.

iv) Finland, Spain, Portugal and Estonia (2002)

'Drama - a Way to Social Inclusion (DramaWay)' is a project that uses drama as an active remedy for social exclusion. The target groups are young people with social problems, who have immigrant backgrounds and sometimes a history of drug abuse. Sharing of experience, good practice and methods take place in 4 different workshops organised by the partners from Finland (co-ordinator), Spain, Portugal and Estonia. It is intended that an international network specialised in 'therapeutic' drama supported by a website. As this strategy is somewhat 'spectacular' by nature, the dissemination can take place easily, thus creating public interest nationally and internationally.

The total budget is €277,170 million, with the EU contributing €199,670 million.

4.44 INTI - Integration of third country nationals²¹

INTI is a European Union funding programme for pilot projects promoting the integration in the EU member states of people who are not citizens of the EU. The underlying principle is to promote new and innovative ways of integrating immigrants, building wherever possible on past experience. Its aim is also to promote dialogue with civil society, develop integration models, seek out and evaluate best practices in the integration field and set up networks at European level. The programme seeks to fund activities where existing programmes do not sufficiently take into account the needs of immigrants, although there should not be overlaps with other initiatives (such as EQUAL, URBAN II, SOCRATES, LEONARDO DA VINCI, YOUTH, CULTURE 2000).

The initiative runs from 2003-2004. It has 4 'strands':

- A - Support of networks, exchange of information and best practices.
- B - Information and dialogue.
- C - Improved knowledge of integration issues.
- D - Support for innovative projects.

Strand B has the most relevance to the cultural sector. The aim of this strand is to:

²¹ Further information can be found at: http://europa.eu.int/comm/justice_home/funding/inti/docs/appel_inti_2003_en.pdf

“Promote awareness raising at EU-level, which will focus on projecting accurate information about immigrants with regard to their culture, traditions, religion and their positive contributions - economically and socially - to European Society.”

Funding for this initiative amounts to €4 million (2003) and because of this modest sum the EU will fund only 14 projects. Given that this is a new initiative it is too early to evaluate its effectiveness.

Discussion of major themes

The brief for this project set out a number of themes/issues to be considered by the project team. These are reproduced in section one of this report. The section below summarises the findings of the project team with respect to the thematic areas.

Section 5 - Theme 1

The ways in which poor access to and participation in cultural activities can deepen and intensify poverty and social exclusion and those groups which are particularly at risk of inadequate services and why.

5.1 The concept of social exclusion adopted by the project team and backed by relevant academic literature makes it clear that the experience of poverty and exclusion is multi-dimensional and includes lack of access to goods and services as well as more economic measures of exclusion (see Apospori and Millar, 2003). The fact that a multi-dimensional understanding of exclusion is accepted was reflected in the widespread recognition at local level in Member States that inclusion in cultural activities was often an important stepping stone in preventing or addressing social exclusion. Projects in France and Italy involved young people in drama and theatre workshops to enhance their confidence, develop team working, interpersonal skills and other generic transferable skills (section 4 outlines examples of this that are supported through the Leonardo and Grundtvig projects). It was hoped that experience of the drama classes and the performances attached to them would encourage young people who were disaffected with formal education and training to seek employment or additional training in the performing arts sector. These projects were publicly funded and were accessed through the unemployment benefits system.

Elsewhere the focus of projects varied from those providing language classes for immigrants to using drama or dance in schools to celebrate different cultures. Some projects were also specifically aimed at encouraging employment in the creative industries. This could include drama workshops, (France) training in digital media, (UK) and the creation of rap music centres (Germany). All countries were of course extending access to the Internet with libraries playing a key role (Italy was successfully using Grundtvig funds to support this). The project team discovered a huge range of initiatives in existence. These were often unknown outside the geographical area in which they were operating and there were few opportunities for the sharing of good practice or for evaluations of broadly similar projects to be compared. This sometimes reflected a lack of drive at central government levels to actively promote engagement in cultural activities as an important tool for addressing social exclusion.

In terms of deepening and worsening poverty and social exclusion all countries were aware that culture could make a difference in terms of improving the quality of life but it was not equally prioritised by all in terms of

being important in reducing social exclusion. France, UK, Finland, The Czech Republic and Sweden had national policies to support the linking of access to culture with inclusion strategies and provide good practice in terms of establishing a clear link between cultural and social exclusion. Despite differences at national policy level it was possible to draw some general conclusions about how members states are treating the issue of culture as a means of redressing social exclusion.

Whilst removing material poverty and creating employment opportunities was the dominant issue in the NAPs (incl), there was a recognition that access to goods and services was important in tackling relative poverty. Countries such as Britain and Germany sought to tackle this through geographical initiatives that included financial assistance and staffing for local community groups to provide, art, dance and music classes for those who would otherwise not be able to access them. France adopted a more universal approach of 'equal access to culture for all'. Denmark provided support for local history groups that were aimed at providing opportunities for elderly people to meet to reduce their risk of social exclusion.

5.2 Much of the focus particularly of the National Action Plans (incl) is on specific groups and specific institutions.

The analysis of 2003 NAPs (incl) identified the following groups as being at particular risk of exclusion:

- Disabled people
- Refugees and immigrants
- Long term unemployed
- Lone parent families
- Homeless people
- Young unemployed
- Disadvantaged elderly
- Disadvantaged families

Some countries extended the list to include:

- People who are mentally ill
- Victims of domestic violence
- Families where there is alcohol misuse
- Drug misusers
- Prostitutes
- People lacking social and cultural skills

None of the NAPs (incl) identified groups that were particularly at risk of cultural exclusion. From the case study examples documented in this study it is possible to narrow the list of those most likely to be at risk of cultural exclusion to those who were long term and young unemployed (Britain, France and Italy case studies). Disadvantaged elderly and families (Germany and Spain case studies). Refugees and immigrants (The Greve and

Rabarbarlandet projects in the Denmark case study, and Germany and Sweden case studies provide good examples of this).

Projects in the member states included in this study targeted cultural activities on three types of groups –those who were economically disadvantaged and who would not have the financial or social means to access cultural activities. This was often seen as a particular issue with regard to access to theatre, museums and opera. Some countries had responded to this, at least partially, by making access to museums free (UK and Sweden). Others had reduced prices for those who were elderly, young or in receipt of state benefits. There was also a recognition that people from disadvantaged communities were not able to engage in cultural activities in their local area. This could be because none or few existed, there was lack of knowledge about their existence and/or they had no previous experience of participating in cultural projects. Hence we encountered many examples (e.g. in France, Italy, Sweden, UK and Germany) of cultural projects being supported as part of regeneration initiatives that were targeted on specific localities. European structural funds were often assisting with this as is outlined in section 4.

Secondly, those who were refugees or immigrants and who needed support to maintain their native culture in the host county. Refugees and immigrants were also seen as in need of inclusion in cultural activities in order to be integrated effectively into the host country.

All countries recognised that refugees and immigrants would not be able to effectively integrate into the host culture without language training. The acquisition of language and other social skills by immigrant groups was seen as a necessary prerequisite of securing a job and participating in the life of their community and thus preventing the social exclusion of these groups. Of the countries visited Sweden, Germany and Spain had well established programmes of language training for their ethnic minority and immigrant populations alongside classes that gave information about the culture of the host country. Other countries such as the United Kingdom were more reticent in this respect but the UK situation is changing to more closely reflect the German and Scandinavian models. Section 4 gives examples of how EQUAL has been used to support initiatives of this kind with examples from UK, Finland and the Czech Republic. In addition to assisting migrants and refugees with employment the projects seek to promote tolerance, respect and an understanding of minority communities.

Thirdly, disabled people, where again, involvement in cultural activities was considered to be an important route to integration into mainstream society. (The Sweden and Finland case studies provide examples of projects where disabled people were trained for employment in the creative industry sector).

Section 6 – Theme 2

The different barriers that prevent those at risk of poverty and social exclusion accessing cultural services and opportunities and expressing their own cultural identity.

6.1 The different barriers that were identified that prevent those at risk of poverty and social exclusion from accessing cultural services and opportunities and expressing their cultural identity are as follows:

- (i) A lack of knowledge of the existence of services. This could be because information was not made available or those who are socially excluded are outside the social networks where it would be possible to readily access this information;
- (ii) A lack of recognition at national policy level of the importance of access to culture services and opportunities as a means of reducing exclusion and therefore a lack of programmes to support it;
- (iii) A shortage of funding to provide cultural services that are accessible to all;
- (iv) Geographical disparities in the provision of services means that only those living in certain areas have access to a local range of cultural services and opportunities;
- (v) Deliberate strategies to keep some cultural services exclusive;
- (vi) For disabled people - a range of barriers from lack of physical access to lack of specific support for visual, aural or other impairments;
- (vi) For minority ethnic communities - a lack of cultural services to support their native culture and few support mechanisms to enable them to effectively participate in the host culture. An additional barrier in this respect may be a reluctance to participate in activities outside those of the native culture because of fear, intimidation, lack of interest or lack of experience of some cultural service and opportunities;
- (vii) A lack of support and services and opportunities that cater for sub-cultures or counter cultures – this is most likely to present access barriers to young people;
- (vii) A lack of services for marginalized groups such as ex-offenders, drug misusers and so on.

6.2 In a number of the countries visited there were no cohesive programmes at national level aimed at linking social inclusion with culture and this presents a huge barrier for those seeking greater resources to improve access to cultural activities for those experiencing social exclusion. However, all countries were able to point to specific projects at local level that brought the

two agendas together. In most Member States the government has not managed to integrate cultural policy effectively into its social exclusion and anti-poverty agenda. Emphasis was usually placed on social protection programmes and access to training and employment.

6.3 Limited funding and short-term targets and initiatives were perceived to act as barriers to mainstream consideration of the role culture can play in tackling social exclusion. Where limited or reducing funding for public services was taking place, priorities for social inclusion programmes concentrated on whether current social welfare systems could be made sustainable (Sweden, Italy and Germany). Maintaining funding of health, social services and pensions was often a priority sometimes alongside measures to reduce the take-up of benefits.

Economic problems at national level leading to a reduction in public spending was blamed in some countries for a lack of funding to support cultural projects. In Germany, for example, it was acknowledged that increasingly the state was looking to the private sector to support cultural activity. Whilst the use of private sector finance was broadly welcomed there was concern that whilst the private sector was keen to support 'lighthouses of culture' such as opera, theatres or museums this was threatening cultural activity in other spheres and was neglecting problematic zones.

In Sweden a specific problem of silo funding was identified although this was raised as an issue in every country visited. Staff in local projects or in the local tier of government sometimes had to access a number of different funding sources in order to enable a project to start or to continue. So, for example, a project to support music training or dance for young people might first have to be in a particular location to attract regeneration funding. This would then need to be added to by funds for youth employment or training initiatives. Youth work grants from the local authority or designated body may be necessary to support local staff. The premises used may need a grant from a local community or charitable fund and depending on the ages of the young people involved it may be necessary to seek separate grants to cover children (examples of this nature were provided in the UK and Germany).

Short term funding was the biggest barrier in terms of keeping projects running. Local culture projects were considered to be particularly reliant on short-term initiatives. Sometimes innovative projects (see for example UK, France, Italy and Spain) relied on European funding sources (section 4 of this report provides a lot of detail about the ways in which European funding is used to support local (and national) cultural activity) that are time limited. So successful projects in terms of providing local gallery spaces for artists to create and exhibit their work (Germany) or to provide rehearsal spaces for youth music groups (UK) had to continually seek either new sources of funding or seek ways of presenting the projects that fitted new funding rules or new initiatives. This pointed to a need for greater mainstream funding for projects of this kind.

Lack of awareness of the positive role culture can play in addressing social exclusion seems to be more of a national than a local problem. However local actors may be reliant upon resources from the Centre in order to ensure progress and sustainability. The funding of particular initiatives may also rely on formal time-limited protocols which may not be renewed, or simply be overtaken by other immediate priorities before they can be consolidated (e.g. drama work with young offenders in Italy).

Belief in the social protection system as the main tool for abolishing most aspects of social exclusion tends to overshadow new policy measures to address specific groups and needs. Using culture as a means of integration and inclusion is often seen as a useful but marginal activity with regard to reducing exclusion and is not prioritised and its effectiveness in tackling exclusion has not been fully tested or supported as a mainstream policy. This is changing in some countries most notably Sweden and the UK where culture is considered to have an important role in regenerating disadvantaged communities either through providing employment in the creative industries or encouraging active citizenship (ODPM, 2004).

6.4 Finance is often an important barrier and where a charge is incurred, for example in museums or at sports clubs, socially excluded people cannot access those services. (Note that when the UK government provided extra money to reinstate the policy of free admission to national museums, it attached particular conditions and targets relating to social inclusion).

Lack of finance for individuals or families can affect access to cultural services in a number of ways:

(i) a preoccupation with survival on a day to day basis can lead to little time or energy being available to access and participate in cultural services and activities (Council of Europe, 1997; 2001);

(ii) Exclusion from social networks can lead to a lack of knowledge or experience of cultural sector activities (Amendola, 1998; Apospori and Millar, 2001);

(iii) It may not be possible to afford transport to access cultural activities. This can be a particular problem for those experiencing social exclusion in rural areas;

(iv) The cost of attending or participating in cultural activities can be too high for those on limited incomes;

6.5 Most 'high level' cultural policies are primarily directed at existing institutions such as protecting heritage, art galleries, the performing arts, libraries, museums and the general population rather than being targeted at particular sections, although the tradition in the Nordic countries has on the whole been more inclusive with regard to social provision and participation. This means that, for example, there may be a general policy to increase

participation in the use of museums and libraries but any monitoring of this is not broken down enough to record the usage by those who are socially excluded. Appendix 2 of this report provides indicator information with regard to the participation in cultural activities for each member state but it was not possible to obtain figures that are broken down by ethnicity or socio-economic group. This means that the under-representation of certain groups in cultural activities is not apparent from this information. Also, meeting the aim of increasing the number of users does not mean that you reach the most excluded in society.

Crude monitoring programmes that concentrate on visitor or user numbers may only disguise the lack of access to cultural services and activities by those who are particularly disadvantaged. This may also have the effect of misdirecting funds from projects that seek to work with excluded groups to support the achievement of national participation targets.

6.6 Focusing cultural practices and policies on excluded groups can have the intended or unintended consequence of deterring others from participating in activities. One interviewee gave an example from the experiences of librarians, *“they had experience sometimes when they did more to get some of the socially excluded into the library, they scared out the so-called normal, average users, because if you come into the reading room and they are filled with the homeless people who have not been washed for a couple of months or something like that, a lot of people don’t like to sit next to them and read”* Another interviewee stated it was the same in other sectors, for example health services (see Denmark case study).

6.7 Sports clubs and associations that are run on a local, voluntary basis and are often small can also present problems. Financing can be a problem since specialist instructors may be needed, for example, for mentally ill or disabled people. Also the will of the volunteers to work with socially excluded people in their spare time has to be there; the government cannot always rely on people’s sense of ‘social responsibility’. As one interviewee explained:

“But it’s not uncomplicated to make them participate because most of this work is done by volunteers in their spare time. They are training youngsters in soccer or whatever they are doing because they like it; the young people are playing soccer because they like it. If you have to introduce mentally ill people into groups, it demands a lot of those people, not only the trainers or leaders, but also of the other participants, and that is also a problem. It’s not only financing, it’s also a more broad complex problem, because you might kill the interest, the original interest for the sport for instance, of those who initiated it, by introducing too many difficult problems in their volunteer work. And that’s a tricky problem to solve.”

6.8 A lack of understanding of cultural diversity and ways to support this present a further barrier for those from minority cultures. More emphasis needs to be placed on embracing cultural diversities. The underlying approach of countries within the EU varies enormously. The project team noted that in some countries a great deal of emphasis is placed on providing

language tuition for immigrants, refugees or asylum seekers to facilitate integration into the host country. Whilst this is necessary to help counteract exclusion it is also necessary to develop programmes to encourage cultural diversity to flourish. Nevertheless as section 4 and the case studies for Sweden, Denmark and Finland demonstrate there are projects that seek to support the celebration of different cultures within Europe (see also, European Commission 2001; Ilczuk 2001). These should have the effect of reducing this barrier in the longer term.

Section 7 – Theme 3

The contribution that increased access to and participation in cultural activities can make to combating poverty and social exclusion

7.1 The contribution that increased access to and participation in cultural activities can make to combating poverty and social exclusion can be summarised as follows:

7.2 Participation in cultural activities can lead to the acquisition of new skills that assist with the uptake of employment opportunities (see Feist, 2000). All countries visited had examples of this. Projects were targeted at young people, long term unemployed, disabled people, minority ethnic groups and refugees. Local project evaluations that were accessed in the UK, France, Sweden and Britain showed that this could be a very effective strategy in encouraging young people and disabled people to find work in the creative industries and tourism sectors. European funding programmes such as ESF were frequently imaginatively used to support increased training opportunities.

7.3 Involvement in cultural activities can lead to greater self confidence and higher self esteem. Robinson (1999) discusses this in connection with young people. Music and drama can be important tools for encouraging young people into training or the labour market when more traditional approaches have been rejected. Marks (2001) points to the benefits of cultural participation for disabled people, not only in securing employment, but in terms of resisting a view of disabled people that is negative or restricted. Solomos (2001) highlights the importance of celebrating different cultures including black and minority ethnic groups as a part of emancipatory processes that lead to greater participation of black people in society and a greater understanding and tolerance for cultural diversity.

7.4 Investing in cultural programmes can lead to a greater understanding and tolerance of the diverse nature of contemporary European societies, as well, incidentally, as leading to new hybrid art forms and practice which itself is a success to be celebrated by the whole community.

7.5 The project team saw many examples of local agencies working together to address the multi-dimensional nature of social exclusion. This led to a combination of programmes being available that included social protection measures and access to health care and housing as well as encouraging participation in local cultural projects, sports activities and education, training and employment. Germany's Social City programme and the United Kingdom's urban renewal programme provided good examples of this. This then led to an overall improvement in the quality and experience of life for those who had been excluded.

7.6 All member states visited recognised the need to engage more children and young people in education through cultural activities. Spain provided many excellent examples of good practice in this area. The overall aim of the projects was to embed skills to assist with participation in cultural activities

and embed an interest in culture that would stay with young people into adulthood. Education is also seen as a way of encouraging active citizenship (Stevenson 2001).

7.7 Urban and rural regeneration programmes were often the vehicle for bringing local agencies together to tackle social exclusion. The emphasis such programmes place on community involvement was especially valuable in directing resources to community based activities (ODPM, 2004 Amendola, 1998).

7.8 Local indicators and evaluation reports sought to measure the impact of local cultural projects with regard to increasing access to employment, enhancing participation in education and training, and bringing about a reduction in crime and anti-social behaviour. The outcomes of such projects and lessons learned need to be made more widely available, so that they can be adapted to particular circumstances elsewhere.

7.8 The project team gathered numerous examples of programmes that sought to reduce the social exclusion of people with disabilities. These varied from educational support projects to training for employment in the media industry. Sweden and Finland provided excellent examples of good practice in this area.

Section 8 – Theme 4

The different mix of cultural policies and programmes which are necessary to increase equality of access to and remove barriers to participating in cultural activities

8.1 National policy should provide clear recognition of the role that involvement in cultural activities can play in preventing and ameliorating social exclusion. Departments and ministries responsible for both cultural and social policy should produce strong policy statements that encourage the participation of all groups in cultural activities and projects with budgets being clearly earmarked for this purpose. In order to answer the question about the different mix of policies that are necessary to increase equality of access and remove barriers to participating in cultural activities we first of all in this section (8.1) list the categories of activity in the cultural sector that need to be supported. Sections 8.2 to 8.6 discuss further the policies and programmes that fall within the categories outlined in 8.1 that are specifically related to widening access to cultural services and activities and removing barriers to participation in these activities.

Budgets are required for different types of activity and it would be helpful if different funding streams could be allocated for the following activities (see list below). In some cases the budget should rest with the Ministry responsible for Culture but in others it would be necessary to pool budgets between the Culture Ministry, the Ministry for Social Affairs (or equivalent) and the ministry responsible for employment. These funding streams could also be supported by funding from regional and local tiers of government. In Poland local tiers of government spend more on culture than central government.

Policies and programmes are needed to fund the following activities. The suggested funding sources are in brackets:

1. Sustaining and promoting national heritage sites and buildings, and cultural services (museums, galleries, theatre, opera). (Ministry of Culture).
2. Promoting wider access to national heritage sites and buildings and cultural services (Ministry of Culture).
3. Sustaining and developing regional and local cultural services (Ministry of Culture or its national agency; local government and where it is applicable regional government).
4. Supporting and widening access to regional or local cultural services (Ministry of Culture plus local or regional government as applicable).
5. Supporting participation in community based cultural activities (regional and local government through local taxation and grants from the Ministry of Culture and Ministry of Social Affairs).
6. Supporting projects that seek to widen employment opportunities in the culture or creative industry sectors (Department of Employment).

7. Providing wider access to the internet and library use (the central ministry responsible for libraries and e-governance plus local or regional government).
8. Supporting and developing cultural activities in schools (Department of Education).

As section 4 indicates a number of cultural activities are also supported by the European Commission and programmes exist at European level that support activity in all of the categories listed above. The private sector also supports cultural services and activities.

The common lack of systematic connection or coherent policy between Ministries at national levels has been noted in the course of this research. Since 'culture' - despite its importance in national identity and the growing recognition of its role as an economic driver – frequently has a relatively low political priority. The policies of the ministries of Culture still tend to start out from the twin agendas of cultural (and heritage) institutions and their attendant financial problems. This means that the human and social capital dimensions are often missing or underrepresented in policy and priorities, particularly at the national level. The case studies on Italy, Finland and Spain exemplify this.

There were of course examples of officials at national level and national policies that appreciated the role culture could play in reducing social exclusion – the Denmark, France and UK case studies provide good examples of this. Where links were made between culture and social inclusion at national level this appears to be based on an understanding by officials in the culture ministries that involvement in cultural activities is about improving life enhancing self-respect and overall quality of life. There was also recognition that enhancing self esteem and basic skills through cultural activities may be necessary before employment opportunities could be pursued.

8.2 Promoting wider access to national heritage sites and buildings and cultural services.

Across all policy fields culture is seen a key factor for ensuring the quality of life. The French Government has developed a range of policies to address inequalities arising from geographical, economic and social factors that impede participation in cultural life. These policies are aimed at extending and diversifying audiences and fostering the development of the widest possible range of cultural and artistic activities. There are also a range of policies and initiatives that are specifically targeted at excluded and disadvantaged groups and deprived areas.

Improved liaison and partnership needs to take place between the different tiers of government with regard to ensuring effective implementation of national policies which, by the same token, should reflect existing successful practice at the regional and local levels.

The French government also stated its intention to integrate cultural policy/inclusion into the NAP/incl process. It has sought to do this particularly in the NAP/incl 2003 and France provides a good example of an attempt to integrate culture and social inclusion policies both in terms of strategy development and implementation. Overall 'comprehensiveness' distinguishes the French approach in this field.

The French case also highlights the important role played by sub-national authorities. It is at the sub-national level where the practical dimension of integrating of culture and social inclusion agendas mainly occurs

In Sweden the NAP/incl agenda focuses on the exclusion of people from cultural life, in particular focusing on class, gender, ethnicity, place of residence or disability. The agenda sets out a long-term programme to increase involvement and participation in culture.

Support for the cultural infrastructure is seen as one of the fundamental conditions for enabling culture to reach large numbers of people and involve them. According to official statistics there has been an increase in the numbers of people enjoying or taking part in cultural life (see Appendix 2).

Examples of policies would include subsidising cultural services so that free or reduced entry rates can be given to low income groups.

Subsidising cultural services so that they are free for everyone.

Support for marketing campaigns so that information about cultural services are available to the general public with particular efforts being made to reach disabled people, people from minority ethnic communities and low income groups.

8.3 Supporting participation in community based cultural activities.

In some countries support for active participation in cultural activities is seen as an important mechanism for celebrating the diversity of cultures within a particular country, region or area, whilst in others a dominant tradition of 'cultural assimilation' can be a barrier to constructive progress. Finland, UK, and Sweden used European funds to support projects aimed at improving understanding and tolerance towards different cultures. Projects that encourage tolerance and respect for different cultures and that celebrate a diversity of cultures are necessary to remove barriers to participation from minority ethnic groups.

Specific projects are also needed to support improved access for disabled people to cultural services alongside opportunities for participation in community based activities and employment in the cultural or creative industry sectors.

All countries that were visited struggled with enabling hard-to-reach and vulnerable groups to engage in cultural activities. In a number of instances attention had only been directed at the role that, for example, drama or music could play in reaching out to particular groups as a last resort when all other measures had failed. Nevertheless Germany, the UK, The Netherlands and France had developed some really interesting projects such as providing rehearsal facilities for local bands or creative writing groups that could operate in a number of languages. The emphasis the culture strategy of The Czech Republic places on addressing social problems such as alcoholism, crime and drug addiction through cultural activities means that it may have much good practice in this area to share with other Member States.

8.4 Supporting projects that seek to widen employment opportunities in the culture or creative industry sectors.

Local agencies in all countries are aware of the importance of culture as a means of building personal confidence, consolidating identity, preventing social exclusion and providing routes for a number of people into employment in both the creative industries and other sectors. Access to employment in this way is particularly successful where it is linked to training and where employment opportunities in the creative industry sector are increasing.

8.5 Supporting and developing cultural activities in schools.

Education policies are often at the forefront of encouraging children and young people to celebrate their cultural heritage, to learn about different cultures and to increase confidence and self-esteem through mediums such as literature, music, drama and dance. Such activities need to be encouraged and fostered.

There is a need to go beyond education policies to provide opportunities within the wider community for participation in cultural activities. This can, and often does, include national programmes to encourage attendance at museums and theatres through subsidised access arrangements (UK and Sweden. This should be added to by funding steams at local level that enable and encourage participation in local groups working with drama or film/video/new media, the provision of practice facilities for young musicians as well as resources for local sports and leisure activities. As we noted earlier local programmes often rely on short term funding which can be withdrawn before projects get established or achieve sustainability.

8.6 Providing wider access to the internet and library use (the central ministry responsible for libraries and e-governance plus local or regional government).

All countries included in the study were extending access to the Internet and were using libraries and other local community venues to provide access to ICT facilities. This was often particularly important for elderly people who were less likely than others to have access to a computer or the Internet at home, as well as a lack of technical competence to deal with new technology.

Section 9

Recommendations

9.1 National policies including National Action Plans for inclusion need to address the role that cultural policy and practices have in addressing the needs of people who are socially excluded. Good practice from the current NAPs (incl) (Sweden, UK, Finland, France) in this respect needs to be extended to all Member States probably by further guidance with regard to the direction and content of the next round of NAPs in 2006.

9.2. Stakeholders and groups contributing to the NAPs (incl) could be asked their views about the importance of participation in cultural activities as a means of reducing social exclusion.

Discussions with officials in the Ministries responsible for drawing up the NAPs (incl) as part of the case studies undertaken for this project led us to conclude that consultation had taken place with other relevant Ministries and a range of stakeholder groups. Analysis of the agencies and groups consulted showed however that the vast majority of voluntary sector and community organisations consulted were concerned with the alleviation of material poverty. We could not find an example of community arts groups being consulted and had this sector of community and voluntary organisations been involved in the NAP process there may have been a stronger recognition in the NAPs (incl) of the role culture can play in reducing social exclusion.

The process of writing the NAPs demonstrated the benefits of co-ordination amongst government departments. The lead Ministry in each country (usually a Ministry of Social Affairs or an Employment Ministry) did consult with other relevant departments and ministries. In some instances (France, Sweden, UK, Denmark) this extended to the Ministries of Culture and this was reflected in the attention that was given in the NAP (Incl) relating to access to cultural services but certain culture ministries interviewed were unaware that the process had even taken place. Arriba and Moreno (2002) state that the most relevant achievement has been the intergovernmental participation and involvement of social partners and stakeholders in compiling the NAPs but there seems to be a need for a greater role for culture ministries in its production and content.

9.3 Consideration needs to be given to mainstreaming support for cultural activities where they are able to demonstrate that they have a positive impact on reducing social exclusion. Culture Ministries are often regarded as relatively weak in the context of tackling social exclusion, when set alongside much more powerful Departments of State, and find it hard to bring influence to bear. Interviews with representatives of Culture Ministries in all the countries visited talked about their primary role as one of protecting national heritage, providing a range of cultural services and working with cultural agencies where appropriate (examples of this were Arts Council (UK)

or National Council for Cultural Affairs (Sweden) to encourage and support the provision and development of cultural services at regional or local levels. Access to cultural services was mentioned but when specifically applied to social exclusion there was widespread agreement that other Ministries or tiers of government had a lead role to play. The lead role was usually assigned to the Ministry that had responsibility for compiling the NAP (incl). The UK's experience of beginning to break down departmental barriers through a central 'Social Exclusion Unit' is significant and could be applied elsewhere to promote a more unified approach to tackling social exclusion.

The split between funding to promote cultural activity and funding to tackle social exclusion was also apparent at regional and local level. Individual projects therefore had to access a range of funding sources in order to provide local (community based) opportunities for participation in cultural activities. Local projects fared best (see UK, Germany and France where improving access to, and the provision of, cultural services and activities was part of a wider regeneration initiative. This was usually area based and including improving access to a wide range of public services as well as enhancing skills and employment opportunities. As section 4 outlines these regeneration schemes drew heavily on European structural funds.

9.4 Greater effort needs to be made to align the agendas of Ministries responsible for culture with those that are responsible for social inclusion so that policies can be developed and implemented that recognise and value the contribution access to cultural services and activities can play in tackling social exclusion.

During our research it was found that links between the policies within the Department primarily responsible for culture, and social exclusion agencies at regional and national level varied enormously. In Germany there were good links between the Lander and Communes and a clear understanding of areas of responsibility. A strong steer from National government was not possible because of the German Constitution. In other countries the national level did provide a strong steer but this was sometimes based on a narrow understanding of culture – so Spain for example seemed to rely heavily on education based projects which made it difficult to find projects on the ground addressing the multi-dimensional nature of social exclusion and providing services to tackle it. France too had a strong policy framework at the centre promoting universal access to culture but local authorities were variable as to the support they gave individual projects.

9.5 Culture needs to be broadly defined; it goes further than the remit of cultural policy (the arts, sports, media, theatre, museums, libraries) to embrace opportunities to enhance the quality of life for everyone and to provide access routes out of marginalisation and unemployment.

Culture was often identified with a set of policies aimed at increasing the integration of immigrants into the host society. In some states this led to a close alignment of education and cultural policies although policies aimed at increasing opportunities to secure employment were also seen as extremely

important in this context to provide a route to independence. Such policies should possibly be complemented by support to projects that seek to enable minority groups to value and celebrate their indigenous culture.

9.6 Education policies should provide an important mechanism in terms of celebrating a variety of cultures and introducing children and young people to a range of cultural services and activities. The educational experience can be built upon by community-based activities and services and can be developed in later life. Education was also seen as providing a vehicle of creating understanding between and tolerance for different groups of people and cultures. The Autonomous Communities' Education and Culture Departments in Madrid and Murcia have integrated social inclusion into all of their education policies and plans. For example, a teacher was using poetry to explore language and gender roles. The extent to which education can positively impact on participation in cultural activities needs to be explored further.

9.7 Further information about the role culture can play in reducing social exclusion and the support that is provided by the European Commission could be gathered from a sample audit of the current European funding programmes outlined in section four of this report. Section 4 provides some detail about the way in which European funds can support cultural activities. A full audit of some of these projects would enable a more complete picture to be formed about the scale of cultural activity and services being supported.

9.8 The project team would suggest that where European funding is used (such as URBAN, ESF, GRUNTVIG) to support cultural projects that piloting of indicators to measure the impact of the participation in cultural activities on social exclusion should take place.

Recognition of the role that culture can play in attacking social exclusion is being undermined by a lack of quantifiable evidence (Appendix 3 – seminar report – suggests appropriate ways in which this could be undertaken). For the purposes of this project it appears critical that indicators are developed that seek to measure involvement in cultural activities and record where involvement in such activities could have an effect on ameliorating or preventing exclusion. This would need to go beyond crude measures of the number of people attending libraries, theatres etc to reach those who, having acquired increased confidence through cultural activities, go on to work in a paid or voluntary capacity in creative industries or other employment sectors.

This of course is no easy task. However, a great many of the projects at local level that support cultural activities as a means of reducing exclusion rely on European funding or a combination of European and local funding streams. It would be extremely beneficial therefore to pilot the development of indicators through such projects. Those funding streams identified in the section above such as URBAN and GRUNTVIG could be used for this purpose. This would also have the advantage of delivering some comparability across Europe.

Part 2 - Country Profiles

Section 10: Case Study - Denmark

10.1 National socio-economic context

Denmark is one of the success stories in Europe in terms of addressing the related phenomena of poverty and social exclusion. The Danish social welfare system is based on the principle of universality. The success of the Danish model is underlined by the fact that in terms of the long-term risk of poverty Denmark enjoys the lowest risk in the EU, averaging around 5%²² compared to an EU average of 9% (NAP/incl, 2003). However it should be noted that the risk of poverty is a relative concept, and the Danish indicators should be considered against the fact that Denmark has the second highest median income in the EU (NAP/incl, 2003). Denmark also has one of the European Union's most even income distribution systems.²³ In addition Denmark has one of the highest employment rates and lowest unemployment levels in the EU.

Denmark has a high percentage rate of persons active in the labour market. Almost 79% of people in the 16-66 age range are active in the labour market. The unemployment rate in Denmark is 5.5% (2002). Over 30% of public expenditure is spent on social security and welfare. Denmark has one of Europe's most even income distribution systems and its population has one of the lowest long-term risks of poverty in EU. Long-term unemployment in Denmark stands at 1% compared to EU average of 3% (NAP/incl, 2003).

The Danish economy is stable, so far remaining relatively immune from the world economic slowdown. However, given the slowdown in global economic growth some slight increases in key economic and social performance indicators (e.g. unemployment) are expected over the short-term timeframe. The government is confident that Denmark can ride out any wider global economic problems and maintain current levels of public spending.

10.2 Social inclusion policy

The focus of social policy in Denmark has developed from a passive approach to unemployment to a more active approach that aims to get people into the labour market. This is seen as the best method for combating poverty and exclusion and engendering social cohesion. A distinction is made between insured and non-insured unemployed people, with non-insured people generally activated after one year in contrast to four years for the insured.

²² Approximately 5.4% for women and approximately 4.3% for men.

²³ "When data from ECHP is applied, both the Gini coefficient for income distribution in Denmark and the income ratio are among the lowest in the EU" (See NAP/incl, 2003: 6).

As a result of this policy approach, Denmark's NAP/incl 2001²⁴ was principally oriented toward facilitating access to employment where the role of government is to provide active support measures to assist those not in work gain or regain employment. Measures include rehabilitation benefits, flexible working, protected employment and day shelters. Activation programmes for the unemployed are mainly focused on the long term unemployed (particularly unskilled workers; women; immigrants; over 50s on sickness benefits) and those in receipt of welfare benefits, including sickness benefits and early retirement pensions, as well as the homeless and people with mental illness and/or drug problems (Kongshøj Madse et al, 2001).

Denmark's policy approach also places great emphasis on partnership working with relevant stakeholders. Indeed delivery of the NAP/incl is predicated on a high degree of co-operation between tiers of government, NGOs and social partners at all spatial levels. The Danish government has established a national Social Council drawing together a range of social partners, local authorities and the Council of Organisations of Disabled People. The objective of the Social Council is to strengthen and support efforts to develop a more socially inclusive labour market.

Social inclusion challenges:

Making a success of the Danish Government's ambition of creating an inclusive labour market is a key challenge, particularly in the light of an ageing workforce. The integration of immigrants and ethnic minorities is also seen as a significant issue. As yet there is no comprehensive national strategy on 'e-inclusion', although there are a numerous but separate initiatives in the field of ICT. Addressing problems faced by individuals with multiple social and health problems is also seen as a challenge.

10.3 Social exclusion programmes and practices

Policy action aimed at combating poverty and social exclusion is mainly targeted at the most disadvantaged and marginalised groups in society (see sections below for a description of these groups). Related to this, policy action also concentrates on combating so-called 'intergenerational transmission'.

In March 2002 the Government established a programme called 'Our Collective Responsibility' which targets the most vulnerable groups in society. The objectives of the programme are:

- Strengthening the individual and the respect for the individual person.
- Strengthening prevention.
- Creating greater understanding of vulnerable persons' situation by informing the population and by training staff.
- Strengthening the volunteers' involvement in task performance and furthering cooperation between the public sector and voluntary organisations.

²⁴ Ministry of Social Affairs (2001) *Denmark's national action plan to combat poverty and social exclusion (NAP/incl) 2001/2003*. Copenhagen: Denmark. Found at: http://www.eapn.org/inclusion/EUdocs/napsincl/Denmark_en.pdf.

- Strengthening cooperation across sectors.
- Insisting on local and county authorities responsibility.

Specific initiatives are being established for the socially marginalised. The Council for Socially Disadvantaged People²⁵ (created in April 2002) will monitor these initiatives. The Council also advises the Government and acts as an advocate for this group, ensuring that the voice of the socially disadvantaged is heard in national debates. It has 12 members who are specialists in this field (NAP/incl, 2003).

There is also a programme called the 'Encompassing Labour Market' which aims to create a labour market for people unable to undertake normal employment (Kongshøj Madse et al, 2001). The establishment of this programme is recognition that some people such as the homeless and those with mental health problems need wider social policy support rather than simply activation policies. Therefore a tension exists between the universal activation policies and policies which recognise that some individuals may never live a 'normal working life' (Kongshøj Madse et al, 2001).

10.4 Groups at risk of social exclusion

Denmark's Social Policy refers to 'socially marginalised' people who are "characterised by the fact that their personal and social problems often lie within several problem areas." (Ministry of Social Affairs, 2002). The groups identified in the NAP/incl 2003 are:

- Mentally ill people;
- Those lacking social and cultural skills;
- Drug misusers;
- Families where there is alcohol misuse;
- The homeless and others unable to function in their own home;
- Prostitutes;
- Victims of domestic violence;
- Socially disadvantages children and youth;
- Disadvantages elderly;
- Disabled;
- Refugees and immigrants;
- Long-term unemployed.

Minority ethnic groups are not included as socially excluded or marginalised, unless they fall into any of the categories above. However there is recognition that there are other reasons why minority ethnic groups, in particular those newly arrived in Denmark, may need special attention from different Ministries including the Ministry for Education and the Ministry for Immigration and Integration Affairs. As one interviewee in the Ministry for Social Affairs explained:

²⁵ The Council is one of a number of new 'social' institutions formed by the Liberal Party and Conservative coalition Government that came to power in November 2001.

...we do not by definition say that they are socially excluded, but I think it's very obvious in the policies and in the statistics that they are more in danger of being in the socially excluded groups, and so there are policies that are aimed to integrate them, also in the cultural areas, particularly in the sports world, and in the voluntary sector; there are many programmes directed towards this. They will get funding when they ask for it. So it's not a problem that we have not been looking at.

10.5 National structures to take forward social inclusion policy

The Ministry for Social Affairs along with the Ministry of Employment and the Ministry of Interior and Health are mainly responsible for social welfare matters in Denmark. The Ministry of Social Affairs is responsible for extended care for the elderly including family policy, activation, rehabilitation and preventive measures. It implements initiatives that target particular social groups for example, physically and mentally disabled people, the socially excluded and those at risk of social exclusion, the mentally ill and alcohol and drug addicts. The Ministry also provides transfer payments such as old-age pension, anticipatory pension, maternity benefits, cash assistance and a variety of special benefits (Ministry of Social Affairs, 2002). The Social Affairs Ministry established the Agency for Social Service in June 2003 to monitor the use and delivery of social services to the elderly, children and youth and the disabled.²⁶

The Ministry of Employment is responsible for benefits and activation measures for unemployed people. The Ministry for Refugees, Immigration and Integration Affairs undertakes initiatives that target refugees and immigrants during their 'integration period' into society (Ministry of Social Affairs, 2002).

10.6 Regional and local structures to take forward social inclusion policy

Local authorities or municipalities have responsibility for planning and provision of a range of housing, educational and social matters, including care for older people, daycare facilities, rehabilitation and 'activation' of non-insured unemployed people. They are also responsible for awarding anticipatory pensions. In addition local authorities administer transfer payments such as pensions, sickness benefit, child benefit and cash assistance, although the amount of benefit paid is laid down by statute. The Counties have responsibility for health services, treatment of alcohol and drug addicts and provision of accommodation for the homeless and people with severe physical disabilities or mental health problems. The Counties offer local authorities advice on support and treatment of the most marginalised groups in society. They also provide personal advice to citizens (e.g. to parents of disabled children). The regional Labour Office is responsible for the activation of the insured unemployed (Kongshøj Madse et al, 2001).

²⁶ *Non-Government Expert Report on Social Inclusion in Denmark, Report no. 1* (June 2003). Found at: http://europa.eu.int/comm/employment_social/soc-prot/studies/denmark_1st_report_final_en.pdf.

The government and the National Association of Local Authorities have agreed to recommend that every individual local authority prepare and adopt a local policy and action plan for initiatives relating to an inclusive labour market.

As part of Denmark's partnership philosophy there are 'Local Co-ordination Committees' that bring together government agencies and social partners. The role of the Committees is:

...to advise the local authorities on the social effort aimed at the labour market, including what means to use locally to promote measures in favour of the most vulnerable groups. But the objective is also to bring about a common understanding locally of how better to equip those groups professionally, socially and personally to contribute to their own support and maintenance through employment, including efforts aimed at the corporate sector.²⁷

Local Co-ordination Committees are seen as an important tool by which social exclusion is tackled at the local level.

10.7 Understanding of culture

"Cultural policy in Denmark at its starting point was part of the welfare state product...and part of the aims of cultural policy always have been to give access to activities, access to libraries, museums for everybody" (interview with national government officials).

The values underpinning cultural policy are:

- Freedom of speech;
- Quality;
- Decentralisation;
- Cultural democracy.²⁸

10.8 The focus of cultural policy

Danish Cultural Policy has a broad focus on:

- Creative and Performing Arts (music, theatre, architecture and design, film, literature, visual arts);
- Preservation and promotion of cultural heritage (libraries, archives, museums);
- Education and training in the arts;
- International cultural cooperation;
- Sport and local culture;
- Broadcasting;
- Copyright;

²⁷ Ministry of Social Affairs, (2000) *Denmark's National Action Plan to Combat Poverty and Social Exclusion (NAPinl)*, 2001/2003. Copenhagen: Denmark, p. 16.

²⁸ Ministry of Culture, 2002.

- Special initiatives in culture and business and digital culture and interactive media.²⁹

The trend is towards widening participation and access to museums, libraries and cultural activities in general. For example there has been an increase in the number of people using libraries, although this is not measured in terms of excluded people. However museums where a small fee is charged are accessible only to those who can afford the fee.

Danish cultural policy also includes a broad popular and local culture dimension which focuses on sports, zoos, circuses, amateur music and theatre (Ministry of Culture, 2002). Voluntary sport is a very important aspect of the work of the Ministry of Culture and local councils:

Participation in voluntary sports organisations is considered to be an important element in the identity of individuals and the community to which they belong. Volunteer work is the result of citizen's own initiative. Such organisations are independent and they contribute to the creation and respect between people. (Ministry of Culture, 2002: 34).

The special initiatives recognise that culture has become a significant business in itself, which can provide employment and competitiveness as well as attracting new residents, tourists and investments (Ministry of Culture, 2002). An informative study on the links between cultural life and business life *2000: Denmark's Creative Potential* was published in 2000 by the Ministries of Trade and Industry and Culture.

10.9 National structures to take forward cultural policy

The Ministry of Culture aims to provide the framework legislation and funding to enable professionals in Arts Councils and voluntary associations to develop arts and cultural activities. The Ministry has adopted a 'hands off' approach to cultural development whereby it does not attempt to steer or govern the cultural sector too much. The Cultural Policy explains this approach:

In order to ensure freedom of expression in art and culture, grants to artists are given with no political strings attached.... Independence and the arms-length principle are fundamentals to Danish cultural policy... The Ministry's role is first and foremost to act as architect of the framework for an overarching cultural policy and, in collaboration with Parliament to set the objectives and to create the structures that form the basis for cultural policy. (Ministry of Culture, 2002: 5).

One of the interviewees from the Ministry of Culture reiterated this:

...at the end of the day it's not that strange that we end up with a non-governmental project, because what we do in our Ministry is mostly to provide frameworks; framework legislation and framework funding, and then we leave it in general to professionals; arts councils, voluntary associations...to use

²⁹ Ibid.

themselves. So we are trying not to steer or to govern too much in the sector of culture.

Therefore neither civil servants nor politicians grant money to the arts instead the newly formed Arts Council (which brings together the Councils for art, theatre, music and literature) grants public monies. There are also various architecture and design institutes including the commercially run Danish Centre for Architecture. The Danish Film Institute is responsible for promoting the art and culture of film. Funding for cultural activities comes from taxes, licence fees and the profits from the national lottery and football pools.

10.10 The regional/local structures to take forward cultural policy

The application of the subsidiarity principle in Denmark means that local authorities and politicians have considerable influence and responsibility for cultural policies. Funding is distributed at central, county and local levels with the majority of funding being spent at local level. Local and county councils fund cultural initiatives and institutions including community cultural centres, libraries, sport, local radio stations and cultural associations (Ministry of Culture, 2002).

Every municipality (or a group of municipalities if necessary) must provide a public library for which they are responsible for running and financing. There is free access to libraries for all citizens. The objective of public libraries is:

...to promote information, education and culture by providing the public with access to books, periodicals, audio books and other material - for instance music and electronic information resources, such as the internet and multimedia.³⁰

In terms of sport, legislation enacted in 1999 enables any region in Denmark to receive cultural grants for a period of four years and provides for considerable freedom to allocate this money to different cultural activities.

10.11 National Action Plan Inclusion 2001

This was the responsibility of the Ministry for Social Affairs with contributions from a Steering Committee which brought together several departments including:

- Ministry of Labour;
- Ministry of Urban and Housing Affairs;
- Ministry of Trade and Industry;
- Ministry of Information Technology and Research;
- Ministry of the Interior;
- Ministry of Health;
- Ministry of Education;
- Ministry of Economic Affairs;
- Prime Minister's Office;

³⁰ Ministry of Culture, 2002.

- Department of Gender Equality.

The Ministry for Social Affairs has overall responsibility for the NAP process, although the NAP/incl 2001 states that other Ministries also have responsibility for areas connected to exclusion (Ministry for Social Affairs, 2001). For example, the Ministry for Labour deals with unemployment insurance, the Ministry for Housing and Urban Affairs is responsible for housing benefit policy and the health affairs is the responsibility of the Ministry of Health. The Ministry of the Interior is responsible for refugees and immigrant initiatives.

Main focus:

The NAP/incl 2001 reflects Danish social policy which places some emphasis on employment. The NAP/incl states that the Danish 'activation' approach is about:

- Contributing to increasing the labour supply;
- Improving self-support and preventing marginalisation;
- Ensuring reasonable financial support without jeopardising the incentive to take up employment.

European Commission analysis:

The European Commission's analysis of the NAP/incl 2001 praises the Danish policy approach for its comprehensiveness. The Commission point out that the Danish approach has some innovative features such as measures supporting the responsibilities of social partners, for instance the Social Index and Socio-Ethical Accounts, which provide incentives for business to act in a socially responsible manner. Denmark's universal social welfare system where there is free access for all to education, housing and healthcare as well as comprehensive care provision for the elderly and children, is seen as having been effective in preventing and alleviating poverty and social exclusion.

Extent to which culture was included in the NAP/incl:

Very limited. The NAP/incl 2001 does not address the issue of access to culture from the perspective of social exclusion, nor does Denmark's current national cultural policy document³¹. Culture appears to be a missing dimension in Denmark's strategy to address poverty and social exclusion, possibly as an unintended consequence of the decentralised and 'arms length' systems in operation (see below). Therefore it may be more an issue of co-ordination between the national cultural framework policies horizontally (i.e. with other departments of central government) and the implementation at county and local levels, rather than any failure of understanding or intention.

³¹ The Danish Ministry of Culture, (2002) *Danish Cultural Policy*. Copenhagen: The Danish Ministry of Culture. Found at: http://kum.inforce.dk/graphics/kum/downloads/Publikationer/Publikationer_ENGELSKE/danishcultpol.doc.

However there is mention of a charter between the Ministry of Social Affairs and Ministry of Culture, which refers to cooperation between the public and voluntary sectors. The good practice section list some projects for example:

- The local authority of Greve has adopted a policy for “the integration of ethnic minorities” (Ministry for Social Affairs, 2001) which aims to unite all initiatives taken by the local authority in one place, for example, day-care facilities, schools, culture, leisure time and club facilities, housing allocation, Danish language lessons, training and education, employment, families, and activities relating to older immigrants and refugees. Examples of the activities undertaken are establishment of a library-based information search system for citizens with a non-Danish ethnic background and special classes in social and societal subjects for all foreigners shortly after their arrival in Denmark.
- ‘SOLICOM’ is an IT project for socially excluded people in Vejle funded by the European Commission (DG Employment and Social Affairs) to develop an internet based application for socially excluded groups to use to develop their own proposals and encourages exchange between the partners in Italy and Germany.
- ‘Language play’ seeks integration of bilingual children in day-care facilities and schools in the local authority of Albertslund which focuses on language development in “both Danish and bilingual children” (Ministry for Social Affairs, 2001). It also supports employment of bilingual people to strengthen the relations with the parents of bilingual children by creating an understanding of cultural and social backgrounds.

How was the NAP/incl being implemented?

Through the various ministries, local authorities, counties and agencies listed elsewhere in this document.

How was it monitored?

The Danish NAP/incl lists a number of indicators being monitored to track the change in social exclusion:

- Income distribution;
- Employment/unemployment;
- Transfer Income receipts (temporary benefits including unemployment, sickness, maternity, etc);
- Living conditions (e.g. health, education, housing).

10.12 National Action Plan Inclusion 2003

Who is responsible?

The Ministry for Social Affairs with contributions from a Steering Committee which brings together several departments including:

- Ministry of Labour;
- Ministry of Urban and Housing Affairs;
- Ministry of Trade and Industry;
- Ministry of Information Technology and Research;

- Ministry of the Interior;
- Ministry of Health;
- Ministry of Education;
- Ministry of Economic Affairs;
- Prime Minister's Office;
- Department of Gender Equality.

Main focus:

An official in the Ministry of Social Affairs stated in interview that there would be less emphasis on employment as a route out of exclusion and more of a focus on groups of people who are socially excluded:

...this time we have distinguished more between the employment part of the problem, in order to avoid too much overlap with the Employment NAPs. This time we are focussed merely on the most marginalized groups, knowing that this will not always lead to labour market participation.

It was also stated that there would be more information from other departments, for example the Ministry of Culture, whose input they acknowledge was missing last time. One interviewee at national level made the comment that "there are as least as many aims in the National Action Plans as there are departments involved in them." Another national level interviewee highlighted the difficulty of having "a limit of 40 pages" implying that not everything could be fitted into the NAP.

Extent to which culture is included in the next NAP/incl (2003):

It was thought by national representatives that culture would be mentioned in general in the NAP/incl and that there would only be a limited reference to culture. As one interviewee explained that culture would:

...not [be mentioned] so much this time. But a little bit more than last time, because last time it was the notion of activation that prevailed, and we realised we had too much overlap to the employment side, so we have focussed more on the side effects this time, integrating cultural policy.

In terms of culture three main areas are covered:

- Sports;
- Library;
- Cultural Heritage.

In the section of the NAP/incl entitled "strategic approach and main targets for 2003-05", cultural policy is seen as an important tool in terms of encouraging public "participation in cultural life" (p.24). In order to address this issue the Government will support cultural activities for children through the encouragement of networking among major institutions such as the Cultural Inheritance Protection Agency, Danish National Library Authority, Danish Film Institute and Danish Arts (p.38). Sport is also seen as an important vehicle for breaking down social and cultural barriers among ethnic Danes, immigrants and refugees.

Who is responsible for implementation?

As above with the Ministry for Social Affairs having overall responsibility.

How will it be monitored?

When asked about monitoring and evaluation the representatives from the Ministries did not have in-depth knowledge of how this information would be gathered in terms of cultural activities and socially marginalised groups. In general it was thought difficult to gather statistics on the most marginalised groups since they are often difficult to reach and often suffer multiple problems. However, the National Institute of Social Research does collect information on some indicators which might be used to monitor and evaluate projects and programmes. For instance there is limited data on the most marginalised people such as those in and out of prison, and institutions for drug addiction and these could be measured on a small area basis. A difficult problem is how to measure the impact of these programmes and projects when there are so many different activities involved and it is difficult (if not impossible) methodologically to separate out cause and effect. It is also necessary to evaluate over a long time-scale since the effects on the people and the area are often not seen immediately. An interviewee from national government explained:

Many aspects have to be taken in before you can see effects. Then it is difficult to say very loud what was the effect of these programmes.

Despite this, funders are beginning to ask for more evidence about the impact of their money. A research centre in Copenhagen has been established to systematise evaluations of various Government programmes and ensure that specific methodologies are used to evaluate. It is hoped that this will lead to the dissemination of good practice.

10.13 Key comparative changes between NAPs/incl 2001 and 2003

The principal focus of the new NAP/incl (2003) is on the most 'disadvantaged' or 'weakest' groups and individuals in society. There is less emphasis in the updated NAP/incl on employment policy as a tool for addressing social inclusion since there is now a Danish Employment NAP that specifically addresses this area of policy.

10.14 Approach to the links between social exclusion and culture

Who is making the links - Ministries/regional level etc?

Cultural policies in Denmark do not necessarily focus specifically on social exclusion although elements do have relevance to social exclusion agenda. There are no specific programmes aimed at socially excluded groups. For example, sports programmes run by organisations based on a voluntary commitment that are doing general work but also specific projects which are aimed at people who are marginalised or suffer from social exclusion. The second example given was the library sector. The third example is cultural heritage in general, including museums which make contributions to the area of social exclusion. The Ministry for Culture has an ad hoc approach, leaving it

to the Arts Councils, local authorities and NGOs to decide whether to focus on particular groups or not. One interviewee from the Ministry of Culture reiterated the idea that the cultural policy is important for social exclusion but also for the whole of society:

You know, speaking about what cultural policies can do for those groups - also for the normal reasons we have cultural policies - which is personal development, reflection, participation in society, these kind of general aims. Entertaining, fun...

The Ministry of Social Affairs funds some social exclusion projects which include cultural elements. For example, interviewees mentioned a project which has funded homeless people to make their own newspaper, their own radio and television programmes. This is within a framework of enabling users to participate in and influence their own services and environment. Other examples given by national government interviewees were cultural (sports) projects or educational projects with the mentally ill, projects in run-down residential areas with social problems, large minority ethnic groups or high unemployment rates. Although there is no overall strategic plan linking social exclusion and cultural activities, they do occur as can be seen in Section 7.

At local level, in the City of Copenhagen one interviewee stated that in terms of tackling social exclusion, culture and sports was not seen as a high priority by the Council; the emphasis was more on education policies. The same interviewee thought that the system was very segregated and the funder did not necessarily see the links between cultural and social issues:

That's the big one in the institutional system [education]. Nothing in cultural policies. It's very limited. Sometimes you know, some projects are excluded in cultural projects, because people say, "Oh this is a social project!"

Cultural emphasis?

In our interviews with national government officials most emphasis was placed on sports.

How is the combined approach being delivered?

The combined approach is normally at a local level and is project based, rather than directed by Ministry for Culture or Ministry of Social Affairs. However funding does come from all levels of government to finance these projects. One Ministry of Culture interviewee stated that cultural policies are aimed at everybody, so they "could argue that anything we do with our cultural policies can have relevance."

However another interviewee at national level stated that the goal of integrating culture and social exclusion policies has not been achieved:

...we are talking about projects, new projects coming up all the time. We still haven't gone to the next level, which I suppose would be integration of this into the daily work of all these institutions that are working with it. I don't know if it's possible at all to do that, but it should be, if you want to have a

coherent policy, it should be integrated in all the processes. We are not there yet.

However, there was an understanding at national level that culture was an important factor in addressing social exclusion. Interviewees at national level remarked that this was because it is fun to take part in cultural activities and by participating in such activities people have experience of culture, which in turn can increase a person's capacity to do things and enhance their self-respect and quality of life. One interviewee talked about a process of 'normalisation' whereby socially excluded people can take part in 'normal' activities or at least be given the opportunity and choice to participate. There was also an acknowledgement that while social exclusion policies were often aimed at gaining employment, this is sometimes a long-term process and people need support in other aspects of their life before they can cope with paid employment. Therefore cultural activities and social exclusion and other policies (e.g. housing and health) enable people to participate in society in ways other than employment and it is this that strengthens the possibility of social cohesion. As one interviewee explained:

First of all, because it's fun. I mean it isn't fun to live on the street, for example, but it's fun to do sport, it's fun to see a picture, and then it gives you an experience, and maybe the ability to...get some kind of...self respect.... Just do a normal thing like sport, like everybody else, so that's a means to strengthen the possibilities of cohesion.... But we also have this attitude which is, I think, realistic that some of these people, it takes super-human patience to get them back to something which slightly could remind you of something that once upon a time had something to do with the labour market.... But if you accept this, the other goal is to say that the least we can do is to secure some kind of life quality, and doing that could preserve the slight chance that they sometime may be able to participate in some corner of the labour market or whatever, but having a life which is decent, and cultural activities is definitely a part of that.

How much money is being spent?

Funding comes from all levels of government, national, regional and local. The local and county authorities can apply to national government for money to fund activities, the expenditure is usually split 50-50 (national-local/county). An interviewee from the Ministry for Social Affairs put the cost at about 70 million Euros for activities to support social exclusion activities as mentioned in Section 6.1. However this amount is negotiated and agreed on each year by Parliament.

How is it being monitored?

According to the Danish National Institute of Social Research, surveys demonstrate that long-term unemployed people participate in sports and other activities such as local area associations. However, there is little data on those who in Denmark are labelled as 'socially marginalised' persons.

10.15 Denmark - case study profile

Dates of visit:

18-20th June 2003.

Interviews undertaken:

- Bjarne Fey, Director of Boys' Club, Nørrebro;
- Jan Brehm, SSP Consultant;
- Birte Lynghøj, Librarian (Adults Services), Rødovre Hovedbibliotek;
- Lone Terpgård, Librarian (Children's Services), Rødovre Hovedbibliotek;
- Camilla Pedersen, Social Worker;
- Peter Juul, Head of Department, Ministry of Social Affairs;
- Jacob Schouenborg, Head of Section, Ministry of Culture;
- Jørgen Witsø-Lund, Deputy Head of International Relations, Ministry of Social Affairs;
- Per Voetmann, Director, EU Affairs, Ministry of Culture;
- Torben Fridberg, Head of Research, Danish National Institute of Social Research;
- Hannah Klausen, Director;
- Karina, Art Teacher.

Visits to programmes/projects undertaken:

- Boys' Club, Nørrebro, Blegærds Plads 25, 2200 Copenhagen;
- 'Tremilen', Nørrekeær 8, Rødovre Kommune;
- Kunstkolon, Vesterbro, Valdemarsgade 6, 1665 Copenhagen.

10.16 Denmark case study - example 1

Who is responsible?

Bjarne Fey and Ohm Flemming

Date begun:

The original project began in 1984/85 with a social worker.

Description of the programme/project:

Rabarbarlandet, Nørrebro, Copenhagen

Rabarbarlandet (Rhubarb Area) is a project within the area of Nørrebro situated in the north of Copenhagen. It is a cultural project aimed mainly at Arabic speaking people although individuals from other cultural and linguistic backgrounds are welcome. Its main focus is on sport although there are other smaller projects within the overall project, these are:

- Club for children to play sports (including swimming, football, boxing, go-karting);
- 'Nørrebronx' sports club with approximately 230 members which has daily activities (started 2002). 80% are Arabic speaking, 20% Danish;
- Celebrations on special occasions;
- Summer time activities for children;
- Video project with 12 boys (12-16 year olds) in collaboration with the local Culture House. The boys learn how to use cameras and make films;

- Neighbourhood watch run by Arabic fathers in the area who walk the streets at night;
- Danish classes;
- Advice and support for unemployed Arabic speakers to find work;
- Women's groups (mostly Arabic but also Turkish women) who meet to drink coffee and talk;
- 'Lonely Youth' telephone helpline for young people. Volunteers answer the phones one day a week;
- Homeless shelter that began as part of the project but is now more independent, although it is still co-ordinated by Rabarbarlandet.

Cost of programme/project:

In 1998 the project received approximately 1.5 million DKK of which some 400,000 DKK was from the Ministry of Social Affairs, with the rest coming from the City of Copenhagen. This made up about two thirds of the budget, while the remaining third came from fundraising activities. In 2003 the City of Copenhagen became the sole financier of the project. However the project directors are unsure as to whether this will mean the project will collapse or reduce in size as it did in the mid to late 1990s. Funding comes from the Department of Social Affairs in Copenhagen, while finance for sports activities is provided by the Culture Department (200,000 DKK) and the project also receives funds from the Education Department (1million DKK).

The project applies for different funds from the City of Copenhagen depending on the activities it wants to carry out. There is money available but as an interviewee said:

...we have to make a special project every time we seek it...so we need to go into a new area; we have to go to the culture area to get new financial sources, otherwise we are struggling.

The interviewee thought that for his project this was acceptable because he wanted to develop cultural and sports activities further. Despite this, there is concern that the City of Copenhagen will not be providing new resources from 2004.

Monitoring mechanisms:

There are no specific monitoring mechanisms but evaluation is carried out. The approach to evaluation is ad hoc with some individual projects being externally evaluated. The overall project is evaluated every five years, which is funded by the municipality and is used to make decisions about continuation of funding rather than as part of a formative evaluation. The director highlighted the difficulty in evaluating projects like his and of finding suitable indicators to measure success:

Some of the problem is we have people to evaluate us from the outside but the main project we do not have anyone evaluating us, to tell us how it's going, we don't have any pointers to success. No, we don't have that. Because you're dependent on so many factors and you cannot control them, but of course we can't do better than to tell them what we're going to

do, what the resources should be. But some of the results are really just... we just want people to meet, to be happy, to have some light in their life.

Effectiveness:

Since there were no evaluations available it is difficult to judge the effectiveness of the project. The interviewee pointed out barriers to effectiveness, the main one being the lack of co-ordination between various organisations within Nørrebro. Nørrebro used to be a municipality but it is now part of the City of Copenhagen. The director of the project thought that the abolition of the municipality of Nørrebro led to the breaking up of networks, as he commented:

But for 4 years, we had our own Council in this area and that's one of the reasons all the networks came crashing down and we had to start all over again to make the kind of agreements or cooperation between the different schools and the voluntary organisations and the culture centres. It was broken down and people just, I don't know, went into themselves and the mayor of this area was very dynamic and he forced people to work together. But now...now we have to find new ways to work together again.

This had impacted specifically on the unemployment project because links were not being made between organisations in the centre of Copenhagen and the centre in Rabarbarlandet, where specialized support can be given to Arabic speaking people. Communication is a problem but Rabarbarlandet is working to overcome this.

When asked about the benefits of the project the director stated:

I think they have got a meeting point, they can meet other people. I think...I can see that people are very isolated here. Maybe they know they are there, their cousins and so on, but they are very isolated in the flats. And now we are giving the opportunity to meet other people but sometimes we have to knock on the doors and get them out!

10.17 Denmark case study - example 2

Who is responsible?

Jan Breme and the team at Tremilen in Rødovre Community.

Date begun:

1995

Description of the programme/project:

The main programme 'SSP' in Rødovre Kommune focuses on the cooperation between the education, the social system and the police. It is aimed at improving the area, crime prevention and supporting young people. Within this broad programme there is a network of several projects all based in the community centre 'Tremilen'.

The 'library project' ran for one year in 2002 and aimed to "use culture as the dynamo in social work". The library is based in Tremilen and has two

librarians who have set up a library in a non-traditional way. It has no books (largely due to lack of resources) although these can be ordered from the main library. Instead it has newspapers and magazines and a broader range of activities for the community. A steering group was formed to explore how the community of Rødovre could be supported and the library participated in this. Activities that are carried out include:

- Role-playing - where children worked with instructors and designed costumes and make them, paint small figures and role-playing. This activity brought together Danish and Kurdish boys for the first time and introduced them to art;
- Children's theatre;
- Trips to the countryside or to the beach.

There is also a 'Girls Project' in Rødovre that aims to support girls who suffer from social problems such as drugs, family and relationship difficulties. Groups of Danish, Kurdish and other minority ethnic girls are included. The aim is to help deal with their problems, build self-esteem and encourage them to take part in activities after school such as sport. The philosophy behind the project is to allow the girls to decide for themselves what they want to do during their time with the girl's group mediator. The girls mostly do sport but they also engage in dancing, painting and sculpture. Similar groups are run for boys (usually younger boys) by a male mediator. The mediators work with other partners to support the children, for example the police, a nurse, social workers and librarians. Volunteers are also involved and help to mediate between the paid workers in the project and the parents. This is useful, particularly when the volunteer can explain, for example to Kurdish parents in Kurdish what the children are doing and why. It is important that the parents trust the volunteer. The volunteer acts as a bridge builder between different cultures, as one interviewee explained:

And that is a real important thing we have to say, that working with minorities it is very important to have a bridge builder, who knows the culture and who can make a bridge to go over the gaps.

There was also a project in 2000 that aimed to teach the Danish language to mainly Kurdish women. Crime prevention is an important strand and the following projects have been established:

- 'Night Ravens' - residents (mostly parents) have been employed as street wardens who walk around the community in the evenings and talk to the young people in order to prevent crime. They wear yellow jackets as a uniform but do not have the same responsibility and powers as the police.
- Drug education in schools to provide information to pupils about the dangers of all drugs including tobacco and alcohol.
- 'Youth Club' - that is mainly attended by boys. The walls of the club are full of graffiti. The club hopes to encourage the idea of graffiti as art by giving the boys space to be creative rather than them vandalising other spaces with graffiti.

Cost of programme/project:

The actual cost is not known, although funding comes from the Government and the Rødovre Kommune. The resources for the Girls' Project are short-term and will only last until the end of this 2003. One of the interviewees highlighted the fact that short-term funding leads to uncertainty even though those working on the project believe it is having a positive impact on the girls. The other workers in the SSP project will continue until at least 2008.

Monitoring mechanisms:

Mostly related to the overall project SSP. Crime indicators are monitored by the police which reflect the importance of the crime prevention objectives in the project. These are also easy to collect compared to other more qualitative indicators such as self-esteem and quality of life.

Effectiveness:

Following on from the section above, crime figures were said to demonstrate the effectiveness of the overall project since crimes were decreasing, for example violence, burglary, vandalism, robbery, drug abuse.

The interviewees however, reported a change in the attitude and behaviour of the children they have been working with, for example:

I have seen a big change in my girls. In the beginning the girls were very naughty, they were shouting at other people, children, beating up...It's the little group - 6 to 12 years old. They were tough and they say some really bad things to grown ups. They almost climb up the walls, you couldn't control them but now they have really calmed down and you can tell things. You can say that is not good about giving trouble and they will listen to you. You can take them to the library and they don't scream etc. They sit quietly and read books...

It is hoped that as the girls leave the project they will join in social activities on their own accord, although this is the long-term goal.

Each smaller project has written 'an end of project report' and SSP produced an additional report detailing all its activities in 2002 (these are available only in Danish).

10.18 Denmark case study - example 3

Who is responsible?

Hannah Klausen, Director

Date begun:

1994

Description of the programme/project:

Art School (Kunstkolen) in Vesterbro, Copenhagen.

The Art School is a school for people with disabilities. There are 10 students (aged over 18 years) and 2 teachers. Students attend the school after an induction process during which their skill in artwork is observed and they are asked questions about why they want to attend. The students also have the opportunity to see if it is the right school for them. The process of acceptance is not related to their artistic skills but their potential as an artist, as one interviewee explained:

So it's not that they have to be very talented, but if we can see that this is a person who burns for this, who really wants it, that's the main question for us.

However, the school is not about therapy for the student as this is given by other agencies, rather it is strictly focussed on producing good quality artists and art.

The students spend 5 days a week at the school and a total of about 20 hours in lessons. They stay at the school for about 10 months although some attend for a longer period of time. There is no time limit on the length of time a student can spend at the school. One of the students has been at the school for seven years and although the Government would like the school to tell the students to leave after a certain number of months, the school rejects this. The school believes that it takes a long time to produce an artist and that some people need longer than others.

Currently the school is located in an office block where there is also a café for disabled people on the same floor as the school. However, the Director and teacher explained that the office block does not create the right atmosphere for artists. The students work together in a small classroom. The Director has plans to expand the school and is currently writing an action plan to do this. The hope is that the school will be able to move into larger premises where there will be sufficient room for a studio for experienced artists, a classroom for the newer students and a gallery. It has been suggested that the school could form part of a cultural centre for people with disabilities, bringing together theatre, music, dance and art.

The students' paintings are exhibited each year at the Town Hall in Copenhagen. Once a week the students go on a trip outside the classroom to museums, galleries and parks where they draw and talk about art.

Cost of programme/project:

Full cost is not known but the Director has to raise about 300,000 DKK each year on top of the money she receives from the Department of Social Affairs in the Municipality of Copenhagen. For the first three years the Director had to lobby to obtain funding each year to finance the school. However the finance received from local government is permanent now. This funding comes with strings attached, meaning a loss of freedoms, although the Director so far has been very effective at lobbying and for example, not making students leave after a certain length of time at the school. However, the school has had to move premises five times in seven years at the request of local government

and the last time this occurred the project ended up having to move into worse premises. As this example shows the school is not entirely independent of local government. The school felt it had sufficient funding, although it could make use of additional resources, for instance move to larger premises.

Monitoring mechanisms:

No formal monitoring takes place.

Effectiveness:

The effectiveness of the school is demonstrated ultimately in the skill of the artists, the quality of the art and the number of paintings sold. However, the development of the student is the most important demonstration of success and this is not only in terms of artistic talent but also in terms of personal development. Being part of a group of students allows social and communication skills to develop. Going on trips widens the outlook of the students and makes them more independent, for example by using public transport, going into shops and restaurants and meeting other people.

The exhibitions demonstrate the effectiveness of the school and its artists. At first the only people attending the exhibitions were those people who worked with the disabled. However a television programme was made about the school and as a result more people are coming along to the exhibitions and making enquiries about purchasing paintings. As the Director commented:

And so many people said: 'Wow! We didn't know they could do so!' And that's one step to show that there are actually qualities to be used, we are not just giving and giving and using money. Some people think: 'Oh they get everything!' But they are actually giving a lot of things back and it is very important to show that.

10.19 Denmark - drivers and barriers to the development of links between the culture and social exclusion agendas

Barriers:

- Cultural policies are aimed at the general population rather than targeted at particular sections of society. This means that, for example there is a general policy to increase participation in museums and libraries but the monitoring of this policy is not broken down sufficiently to record usage by those who are from socially excluded groups. As a result it is difficult to assess whether this policy is actually providing assistance to the most excluded in society.
- By definition the focus on excluded groups sometimes excludes other groups, as one interviewee explained regarding the experiences of librarians:

...they had experience sometimes when they did more to get some of the socially excluded into the library, they scared out the so-called normal, average users. Because if you come into the reading room and they are filled with the homeless people who have not been washed for a couple of months or something like that, a lot of people don't like to sit next to them and read.

Another interviewee stated that similar experiences occurred in other sectors, for example in the health services.

- Finance is often an important barrier.
- Cost. Often where a charge is levied, for example in museums or at sports clubs, socially excluded people cannot afford to access these services.
- Sports clubs and associations are run on a local, voluntary basis and are often small. Financing can be a problem, as specialist instructors may be needed, for example for the mentally ill or disabled people. Also the will of the volunteers to work with socially excluded people in their spare time has to be there; the Government cannot always rely on people's sense of 'social responsibility'. As one interviewee explained:

But it's not uncomplicated to make them participate because most of this work is done by volunteers in their spare time. They are training youngsters in soccer or whatever they are doing because they like it; the young people are playing soccer because they like it. If you have to introduce mentally ill people into groups, it demands a lot of those people, not only the trainers or leaders but also of the other participants and that is also a problem. It's not only financing, it's also a more broad complex problem because you might kill the interest, the original interest for the sport for instance, of those who initiated it, by introducing too many difficult problems in their volunteer work. And that's a tricky problem to solve.

Drivers:

- Where services are free socially excluded people can access services and often do, for example, libraries.
- Governments give finance for special programmes to link cultural activities and social exclusion.

10.20 Denmark - implications for policy

- Difficulty of measuring impact - of finding quantitative indicators (see monitoring and effectiveness sections).
- 'Silo culture' of Municipality funding streams and the lack of co-ordination (e.g. at national level but also the example given in Nørrebro).
- Segregation or integration in terms of delivery of services for socially excluded groups. See the sports club and association example given above. Also the Arts School stated that schools in Denmark had tried to integrate disabled people but that this was not a success because:

They always felt outside, no matter how much you try to do they really see - "All the others can do what I can't do" - and they need friendships that they can't get there in normal classes. That's what we experienced here. Maybe it wasn't done the right way, or maybe we

should have more staff to do it, I don't know, but it hasn't been a success.... And I think that this is part of developing to that point where people with disabilities aren't really included in society, but we need this centre to make people grow, people with disabilities, to show how people can grow, and to show the society around what is going on, and I think we came a good step forward with this school, because we are one of the institutions that really manage to get out into society.

- Short-term funding initiatives are problematic when funding comes to an end. Also, there are difficulties when conditions are attached to funding (see Art School). Sustainability of projects is another important factor.

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Section 11: Case Study - Germany

11.1 National socio-economic context

Germany has a comprehensive social protection system that is based on various social insurance schemes, which provide insurance against a range of potential misfortunes that may afflict people over their life times. Around 90% of the German population is covered by the various social insurance schemes. There also exists a 'safety net' for those individuals who fall outside the parameters of the social insurance system.

The German coalition government is struggling to arrest the high and persistent levels of unemployment. For example, the unemployment rate fell from 11.1% in 1998 to 9.4% in 2001, only rise again to 9.8% in 2002 (NAP/incl, 2003). In addition, youth unemployment has risen and the problem of unemployment remains particularly acute in the former East German Länder, where the unemployment rate is 17.3% (2001 figures, NAP/incl, 2003). One of the main causes of the unemployment problem is the sluggish performance of the German economy in recent years. Another factor that still resonates today is the burden placed on the social security systems resulting from the reunification of Germany in the early 1990s. Both employers and employees were forced to make increased contributions and as a result businesses invested less and hired fewer new staff, while in addition private consumption levels decreased (NAP/incl, 2003). Approximately 10.9%³³ (2001) of the German population live in relative poverty. However the poverty rate is much higher in eastern Germany, having risen from 13.6% in 1998 to 15.9% in 2001 (NAP/incl, 2003).

11.2 Social inclusion policy

The approach to social exclusion in Germany is based on the concept of a 'socially fair society' and the need to strengthen social cohesion. More recently attention has also begun to focus on social exclusion issues arising from the developing 'knowledge based society'. As with the case of Denmark,

³³ Proportion of incomes below 60% of the median equivalised income.

German policy is strongly oriented towards employment inclusion measures. Another key feature of the German approach is the role of education, which has a strong focus on integration and preparing young people for employment. Policy intervention to tackle poverty and social exclusion have concentrated on two types of intervention:

1. Structural – intervening in the labour market to reduce exclusion and marginality.
2. Industrial – improving individual capabilities, improving family relations and encouraging poor people to become more self-reliant.

Since reunification it could be said that a third type of poverty has emerged, 'social poverty', a phenomenon brought about by inadequate welfare measures.

Trends in poverty in Germany roughly follow those of the labour market and recent rises in unemployment (since 1998) have led to increases in poverty levels.

Social exclusion challenges:

One of the main contemporary challenges facing Germany is the need to address issues specific to the eastern Länder, particularly high levels of unemployment. Greater involvement is required from the regional and local levels in terms of development and implementation of the social inclusion policies and programmes. Joint efforts are also required from relevant actors in respect to addressing policy problems in the areas of education, vocational training and lifelong learning.

11.3 Germany - case study profile

Dates of visit:

13-15th July 2003

Interviews undertaken:

- Daniela Kuck-Schneemelcher, Ministry of Health and Social Security (Bundesministerium für Gesundheit und Soziale Sicherung) Bonn.
- Eva Krings, Culture Ministry, Dusseldorf (Ministerium für Stadtbau und Wohnen, Kultur und Sport).
- Monica Schuemer-Stucksberg, Urban regeneration team, Berlin, Head of Social City Programme.
- Dr Dorothea Kolland, Cultural Policy Manager, Berlin (Bezirksamt Neukölln von Berlin).

Visits to programmes/projects undertaken:

A large number of projects were visited in Neukölln, Berlin.

Telephone interviews undertaken:

- Dr Dorothea Kolland;
- Mr Christopher Linzbach;

- Philip Rogge.

11.4 Groups at risk of social exclusion

These are identified in the 2003 NAP/incl as:

- The unemployed particularly young people and those facing long term unemployment;
- Single people, single parents and families with three or more children;
- People with disabilities;
- Immigrants;
- Homeless people;
- Drug misusers;
- Victims of domestic violence.

11.5 The national structures to take forward social inclusion policy

Many Ministries have responsibility for social inclusion at national and regional (land) level.

11.6 The regional/local structures to take forward social inclusion policy

In Germany, the Länder and the local authorities are the so-called 'pillars' of the social protection system. This is because the country's federal constitution guarantees the right of sub-national authorities to autonomy and as a result the various strategies and approaches for combating poverty and social exclusion tend to differ regionally and locally.

11.7 Examples at a local level

In 1999 the federal and state governments launched the Social City programme ('Die Sociale Stadt'), which is an 'integrated territorial approach' to combating exclusion in urban areas. The programme consists of urban policy measures that are integrated with programmes in other policy areas. The German government made DM100 million available in both 1999 and 2000, with the Länder and local authorities also contributing the same amount. In 2001 federal funding increased by 50% for this programme suggesting that the Government believe this is a successful initiative. In all, the programme has provided support for 210 measures in 157 municipal districts.

Alongside these activities, the municipal authorities also have responsibility for drawing up area-specific urban development action strategies setting out where action is required in respect to disadvantaged communities, as well as seeking to develop integrated policy solutions. Examples of best practice in this field can be found in the Länder of Bremen and the Rhineland Palatinate.

11.8 Cultural Policy

A new cultural policy emerged in Germany during the 1970's with the aim of widening access to culture. The arts were to be made more accessible to all sections of society; the term coined during this period was 'culture for everyone'. This also led to an expansion in cultural activities and a development in the number and type of cultural institutes supported by a greater public expenditure. In the 1980's this idea developed with cultural activity being closely linked to promoting Germany as a good base for business and industry.

The greatest recent change in cultural policy has emerged as a result of re-unification. The adoption in the eastern Länder of the administrative structures of the Federal Republic and the adoption of its approach to cultural policy, led to a radical restructuring of the cultural landscape in the east.³⁴ The 1990s were characterised by austerity measures and budgetary constraints and by growing evidence of structural problems facing the major traditional cultural institutions in Germany.³⁵

According to the Council of Europe³⁶, cultural policy in Germany is governed by principles of decentralisation, subsidiarity and plurality. Despite the plurality of government structures in Germany, there is general agreement that the various tiers of government should try to complement each other by, for example, jointly funding projects and events.

Perhaps somewhat paradoxically, cultural life in Germany is characterised by the principle of competition among cultural institutions, cultural activities, creators and artists and cultural intermediaries at the local level and among the different Länder. This is regarded as a key driving force behind a great many of the cultural institutes and activities in the German federal framework.³⁷

A further principle outlined is that of government non-interference along side recognition by the public sector that it has responsibility for ensuring the existence and funding of cultural programmes. There is also a constitutional guarantee of freedom of the Arts (Article 5 (3)), which underpins the principle governing the role of the Government in a 'cultural state' (in other words state support coupled with respect for artistic autonomy). Hence in the past the majority of the cultural infrastructure has fallen under the public law sponsorship. Only recently, because of cutbacks in the financial public sector, has attention been paid to developing public private partnership models of funding. The cutbacks in public spending have also provided greater public discussion concerning the role the federal government should play and about reform of state-run cultural institutions such as theatres and museums, especially in regard to wage and salary scales at theatres.

³⁴ Council of Europe (2003) *Compendium of Cultural Policies in Europe: Germany*. Found at: <http://www.culturalpolicies.net/>.

³⁵ Ibid.

³⁶ Ibid.

³⁷ Ibid.

Over the past few years, the Federal level, the Länder and the municipalities have increasingly relinquished direct responsibility for running cultural facilities and programmes. Their institutional forms now reflect a growing preference for new sponsorship models, although the public sector is not abdicating from its responsibility to ensure funding. Two strategies should be distinguished in this context:

1. The partial liberation of cultural institutions from the confines of budgetary and public service law and from municipal and other administrative structures through the use of other legal forms such as a limited liability company or a foundation. However, the assumption that such change of legal form would result in a reduction of public funding has thus far proved erroneous.
2. The transfer of tasks (such as allocation of public resources and maintenance of facilities) to institutions in civil society (generally foundations and associations). This strategy of cooperating with intermediary organisations is particularly prevalent at federal and Land level.

Irrespective of these trends, which certainly reflect an increasingly widespread acknowledgement of the important role of civil-society actors and the third sector, the fact remains that most municipal cultural institutions are still integrated into and bound by the structures and hierarchies of public administration.

11.9 The national structures to take forward cultural policy

Historically and constitutionally the national government has had little control of cultural policy. Recently a Minister of Cultural Affairs has been appointed at national level. National government also provides some funds for the Länder and communities to discharge their functions sphere of culture. Specific projects can also be supported at national government level.

As mentioned above, cultural competence within the Federal state is still firmly rooted in the Länder and Gemeinden under the 1949 Constitution. However, the first Schröder Government in 1998 created the post of 'Federal Commissioner for Culture and the Media' for the first time, against very considerable opposition, and has subsequently developed a limited Culture Ministry. The German Social Democrats, although habitually loyal constitutionalists, have never completely subscribed to the view that cultural federalism means that central government should be excluded from the formation of cultural policy. The first Commissioner, Michael Naumann, pointed out that the long established 'Permanent Conference of Ministers of Culture' from the Länder was already suspect in terms of the constitution and could be accused of creeping centralism.

The need for the creation of a Federal Commissioner was justified in the government's view on both domestic and external grounds. On the internal agenda was the significant issue of the erosion of cultural budgets since 1990, particularly at municipal level, which was mainly a direct consequence of the enormous costs of German reunification and sluggish economic growth. The

important cultural infrastructure of the former GDR Länder was at particular risk and required some urgent national overview as rationalisation took place. In addition, there was also the issue of how cultural policy should be reconceptualised in the light of the rapid changes in leisure patterns and the rapid growth of the cultural industries, which to some extent seemed to be undermining the strong *soziokultur* traditions in many of the large cities. The external challenge was the European Union from which the drive towards harmonisation called for a coherent 'national' defence of established features of German cultural policy such as the broadcasting duopoly and the fixed price book agreement. The Federal Government could therefore claim to be defending the cultural sovereignty of the Länder rather than diminishing it. Furthermore, Federal Government also supported 'national reunification' and buttressed regional cultural development by providing an emergency matching 'Cultural Reconstruction Programme' of DM240 million for the former GDR territories for the period 1999-2003.

Naumann stated that his third major task as Federal Commissioner was to promulgate and assist the social role of culture. In his maiden speech to the Bundestag in November 1998, he commented:

Under the name of 'culture' we understand nothing more or less than the mirror we hold up to ourselves in order to comprehend who we are, what we want, and what we are capable of.... Culture is, in a word, the most beautiful form of political freedom in a democratically constituted society.

Naumann's successor (he resigned in 2000) Christina Weiss has maintained this belief with statements such as:

Only culture creates that identity which helps human beings to search for democratic solutions in an insecure society with an uncertain future.

11.10 The regional/local structures to take forward cultural policy

Responsibility for cultural affairs is principally organised at the level of Länder. This is seen as important to the authority of the Länder and each is said to have 'cultural sovereignty', which is jealously guarded. The Länder are responsible for funding cultural institutions and projects of regional importance.

Municipalities can also have some responsibilities for cultural matters. Generally these are responsibilities delegated from the Länder within the context of promoting culture at local level.

Given the authority of the Länder and also the municipalities in the field of cultural policy, the nature of cultural policy and activities can vary enormously from one region and locality to another.

Alongside public cultural policy and funding for culture there exist a variety of important civil organisations in the voluntary and private sectors. No formal system of liaison exists between the formal government sector and voluntary

organisations but increasingly co-operation is taking place informally to various promote and support cultural projects.

11.11 National Action Plan Inclusion 2001³⁸

Who was responsible?

Ministry of Family

Main focus:

Building on the key social policy principles described in section 9.2, the NAP/incl focuses on four key priorities:

- integration into labour market and qualifications;
- reconciliation between work and family life;
- assistance to the most vulnerable;
- improved efficiency of assistance schemes, making them more targeted.

The NAP/incl aims to complement the NAP for employment, particularly in the area of promoting 'access to stable and quality employment for all women and men who are capable of working'. The NAP/incl mentions the need to avoid 'poverty cycles'. The involvement of non-governmental actors is seen as central to addressing the problem of social exclusion. Attention is also focused on measures for the 'social integration' into mainstream society of Germany's large immigrant and ethnic minority population. Gender mainstreaming is only referred to in the NAP/incl in relation to the 'The Social City' initiative (see below for further details).

The NAP/incl mentions the full range of policy areas covering the inclusion agenda but in most cases fails to make specific commitments on how inclusive policies will be operationalised. In most cases quantified targets are missing, as are other mechanisms for measuring progress. In addition the NAP/incl fails to make explicit reference to the 10 years perspective for addressing social inclusion that was agreed at the Lisbon EU Council Summit.

EU Commission analysis:

According to the Commission Germany's comprehensive social protection system has kept the rate of relative poverty low, in spite of the high level of unemployment currently afflicting the country. There is an on-going debate on improving co-ordination among tiers of government, which is challenging because of the federalist framework of the German constitution. The debate focuses on the division of public expenditure and receipts between the Federal Government and the Länder and in respect to the issue of political autonomy of the Länder. The NAP/incl also provides only fleeting acknowledgement of the impact and significance of ESF programmes in social inclusion.

Extent to which culture is included in the NAP/incl:

³⁸ Federal Republic of Germany, 2001: *National Action Plan to Combat Poverty and Social Exclusion (NAPincl) 2001 – 2003*. Found at: http://www.eapn.org/inclusion/EUdocs/napsincl/germany_en.pdf.

No mention was made of access to cultural activities in the 2001 NAP/incl.

Who was responsible for implementation?

The Ministry of Family and other Federal Ministries. The Länder and municipalities also have an important role to play, as do NGOs.

How is it being monitored?

National indicators are used.

11.12 National Action Plan Inclusion 2003

Who is responsible?

The Ministry of Health and Social Security in co-operation with some NGOs.

Main focus:

The main focus of the NAP/incl relates to enabling excluded people the opportunity to access employment and training. The view of the Ministry co-ordination the NAP/incl is that it closely follows the main priorities of the European Community with regard to tackling social exclusion.

It has four main themes:

- Labour market;
- Family and childhood;
- Integrating disabled people;
- The integration of immigrants.

Policies aimed at alleviating poverty centre on education and accessing the labour market, although an extensive range of welfare benefits also exist.

Extent to which culture is included in the current NAP/incl:

Only marginally, the social city programme is mentioned and this does include funding and support for cultural programmes that address social inclusion issues. In addition, one of the main objectives of cultural policy at the Federal level is to make the arts and cultural events accessible to as many people as possible.

The Länder and the local authorities run a wide range of schemes to help people play an active role in society. For instance, many towns and cities offer family tickets that give families with children reduced entrance fees to local leisure and cultural facilities (e.g. theatres, museums, swimming pools).

Who is responsible for implementation?

The NAP/incl is co-ordinated by the Ministry for Health and Social Security. The NAP/incl is written in co-operation with all the Ministries that have a role in social inclusion policy, these are:

- Bundesministerium für Verkehr, Bau- und Wohnungswesen;
- Bundesministerium für Bildung und Forschung;
- Bundesministerium für Familie, Senioren, Frauen und Jugend;

- Bundesministerium für Wirtschaft und Arbeit;
- Bundesministerium des Innern;
- Bundesministerium der Finanzen;
- Bundesministerium der Justiz.

Liaison also takes place with a 'Grand Circle of Institutes', a range of non-government organisations and with the Lander. The office that organises national government contacts and links with the Länder is the Geschäftsstelle der Gerrerbeits- und Sozialministerkonferenz.

There is also a group of experts that has been built around the "National Report on Poverty and Wealth" and now advises national government policy makers on social inclusion/NAP/incl issues.

How will it be monitored?

National Indicators are used.

11.13 Approach to the links between social exclusion and culture

Who is making the links - Ministries/regional level etc?

Links are mostly at Lander and municipal level. An important connection between culture and social inclusion comes through the 'Social City Project'.

Target groups:

Any geographical area that is disadvantaged can be included in the Social City programme. Characteristics of these locations are that they experience complex and multi-faceted problems that will include some or all of:

- a need for renovation and modernisation;
- a lack of open space;
- poor commercial infrastructure;
- inadequate leisure facilities for children and teenagers;
- declining or inadequate job and training opportunities;
- above average youth and long term unemployment;
- above average dependence on welfare benefits and poverty;
- an ageing population;
- above average underprivileged households;
- above average number of migrants;
- a high proportion of one parent families;
- a departure of high-income households;
- recent increases in vacant property, high levels of vandalism and crime; hopelessness and lack of perspective, conflict between different population segments;
- poor education results;
- inadequate health services.³⁹

Cultural emphasis:

Culture is included as one of the four essential aspects needed for revitalising an area along with social, economic and environmental regeneration.

³⁹ Becker et al, 2002: 8.

How is the combined approach being delivered:

Mostly through community based projects that are funded by a pooling of budgets between the federal, land and municipality levels.

The project covers 249 districts in 184 towns.

How much money is being spent:

The Federal budgets for 1999 and 2000 earmarked €51.3m and €76.69m each for 2001 and 2002 and €80m in 2003 for the Social City programme. This is supplemented with funds from the Länder and local authorities. Additional resources are levered in locally from business, charities etc. About one third of the budget is spent on cultural projects.

How is it being monitored?

The German Institute of Urban Affairs is undertaking a national evaluation.

11.14 Germany case study - example 1

Who is responsible?

Built Environment - Berlin. Funding is for urban renewal, mostly from the EU URBAN II programme.

Date begun:

1998

Description of the programme/project:

Description of Neukölln

Neukölln has 320,000 people and has a high unemployment rate, significant numbers of people on public welfare and high numbers of non-German residents (e.g. Turkish, Arabic, Russian, Russo-German migrants, African, Vietnamese and Polish⁴⁰) who suffer from a range of economic and social problems. Given this ethnic and cultural diversity of the area the education sector has faced problems. For example, many elementary schools have between 70-90% of children who do not have German as their mother tongue. There has also been violence between Turkish and Arab youth, which has created a tense atmosphere in some localities. However, there are wealthy quarters in the south, which have the highest skyscrapers in Berlin and where 40,000 people live in hired flats (“Sozialwohnungen”). Traditionally the area was the ‘worker’s district’ famous for its dancing, theatres and music halls (‘In Rixdorf ist Musike’). The area has faced significant economic difficulties since the 1960s, which increased after 1989.

Description of project:

The projects we visited in Germany came under the umbrella of ‘cultural community work’.

⁴⁰ There are some 160 nationalities in the area.

The Culture Manager for the municipality thought that in retrospect, Germany had lost sight of the more or less reliable concepts of cultural work within the communities laid down in the 1970s and 1980s by Hermann Glaser and Hilmar Hoffmann. These concepts were known under the catchphrase “Kultur für alle” (culture for everyone). However, she held the view that modern Germany had lost hold of their ‘heroic emphasis’, in part due to the social and political developments that have taken place in Germany over the years which followed. The principle of ‘culture for everyone’ has been replaced by a notion of “Kultur der Lebensstile” (culture of lifestyles). A diversification of cultures seemed to make common sense, i.e. in the sense that each social group has its own culture (the one it deserves). The threatening consequence of this approach is that there is no longer the need to cultivate ‘cultural democracy’.

In keeping with this new position, she argued that the concept of “Soziokultur” (roughly translated as “social culture”) has changed. Its original meanings, encompassing the surrounding social context, function and the responsibility of art and culture, have been misunderstood by policy makers and transformed into a kind of social and community work that utilises cultural tools (e.g. ‘video work with youths’), and thereby losing its artistic pretension and quality. This process means that a key instrument of cultural democratising has been lost.

Budgetary pressure and an increased focus on the so-called ‘lighthouses’ of culture - the publicly financed operas, theatres and museums - is threatening cultural work in other spheres.

She was also of the opinion that many artists had given up their political and social engagement and cared about everything except social life (unless it reflects their own). There are a number of reasons for this development. One of the most significant may be the delusion following the “Deutscher Herbst” (German autumn) in the late 1970s, as well as the failure of political engagement within the arts, since the demise of the GDR.

The traditionally underdeveloped sector of private engagement and funding for culture in Germany has been an important development. Every banking institute has its own gallery and charitable activities and sponsoring have increased, developments that have been welcomed by the state. Private money has been invested for cultural highlights and generally not for problematic urban zones, small projects and community work. Despite this the state has not maintained its responsibility to communities and the townships and districts have been unable to fill the gaps.

In policy terms what this has meant is that the main tool that currently exists for linking social inclusion and culture is the Social City Project. In Neukölln it contains 100-150 projects, about a third of which focus on education and culture. These projects include everything from dance to sport, while some are education-based such as a film made about break dancing. A local music festival for young people is also held.

During the visit we were shown examples of a linear park being developed to create an open space that could be used by a variety of different groups. We also visited an art gallery that was set up to support local artists and give them a venue to meet with other artists and display their work. Renovation work was taking place on an old church to turn it into a new community centre accommodating the needs of different religious groups. This would provide a future local venue for cultural activities.

Monitoring mechanisms:

It is part of the national evaluation.

Effectiveness:

A great deal is being delivered on the ground and the holistic nature of neighbourhood managing is enabling the somewhat limited budgets to be pooled.

11.15 Germany - drivers and barriers to the development of links between the culture and social exclusion agendas

Drivers:

- A new Minister for Culture Affairs has been created at the Federal level.
- An identified and accepted need to find ways to integrate immigrants.
- A determination to engage more children and young people in education through cultural activities.
- A determination to revitalise impoverished neighbourhoods.
- The Social City Programme.
- An ambition to develop additional employment through creative industries.

Barriers:

- A lack of awareness in some parts of the state system about the role culture can play in tackling social exclusion.
- A reduction in public spending.
- A lack of co-ordination between different tiers of government.

11.16 Germany - implications for policy

1. Because of the decentralised governmental system in Germany the main drivers of the culture/social inclusion agenda are the Länder and municipalities, rather than national government. However at an EU level it is national governments that have responsibility for European wide initiatives and co-ordination in this field. Perhaps more consideration needs to be given by national and European policy makers to role played by sub-national authorities and other non-governmental institutions and further attention needs to be paid co-ordinating the actions of actors across and between the scales of the governmental hierarchy. In addition the policy focus is still on culture per se and there has only been limited efforts to bring together culture

and social inclusion agendas. Urban renewal often is the key to leveraging the funds for specific projects.

2. Cultural policy at national level is mostly internationally focused. As yet no significant linkages have been formed between the NAP/incl and culture.
3. Discourse on culture is often narrowly focused around the integration of ethnic minorities. Important though this is, so far there has been little acknowledgement of the concept of celebrating cultural diversity in Germany, although there are signs this may be changing.

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Section 12: Case Study 3 - Spain

12.1 National socio-economic context

A key feature of Spain is the late development of the Spanish welfare state in comparison to other western European states. Over the last 20 years there have been significant improvements in the social welfare system. In addition, overall levels of social expenditure have risen rapidly in recent times (faster than the rate of GDP growth), although spending levels remain significantly below the EU average. However, Spain has the highest unemployment rate in the EU standing at 11.2% (Eurostat figures for January 2004).⁴¹ The lack of employment, combined with unemployment is a major cause of social exclusion in Spain. Another factor that has a bearing on the unemployment situation is the structure of the labour market, which is heavily reliant on temporary contract workers and where employee protection regulations are among the most liberal in Europe. According to the NAP/incl (2003: 4) 10.7% (figure for 1999) of Spain's population "lived in poor households with an income level 60% below the total average income and had remained in that situation for four years."

On the positive side Spain has a fairly egalitarian society where the 'wealth gap' between different social classes is considerably narrower than in most other European states. The family unit is still seen as a key national institution. Until recently Spain has traditionally been a country of emigration and consequently the question of 'social integration' of immigrant communities has never registered as a significant political issue or policy priority in Spain.

12.2 Social inclusion policy

Social exclusion is seen in the Spanish strategy as a 'multi-dimensional phenomenon'. The NAP/incl 2001 emphasised the causal factors leading to social exclusion as:

- Poverty (in terms of income);

⁴¹ Found at: <http://europa.eu.int/comm/eurostat/Public/datashop/print-product/EN?catalogue=Eurostat&product=3-02032004-EN-AP-EN&mode=download>.

- Difficulty of integration into the labour market;
- Problems of access to education and basic standards of education;
- Lack of adequate housing;
- Lack of good health (mental or physical health) and medical attention;
- Lack of or insufficient family support;
- Social marginalisation;
- Difficulty of access to justice;
- Problems of access to or learning about new technologies;
- Certain groups more susceptible (none listed).

The principal policy priority is the mobilisation of public bodies, social partners and NGOs. By doing this it is hoped that future strategy development and interventions in this field will be more integrated than previous approaches. However, because social exclusion is a 'multi-dimensional phenomenon' and because of the number of actors involved in this field, mobilisation of key stakeholders is viewed as a complex undertaking, as is the application of a consistent inclusion policy. This situation is made more complex by the 'variable geometry' system of Spanish devolution, where the autonomous communities each have different degrees of autonomy.

The focus of Spanish policy interventions is mainly on the employment aspect of social protection, in particular in relation to pensions - 90% of the spending identified in the NAP/incl is directed towards the minimum pension complement - and addressing the needs of disabled people, families with children and immigrants. The aim of this approach is to ensure that there is an acceptable level of social protection for the most vulnerable groups in Spanish society. The other important strand of social protection policy is the minimum income ('Active Income Insertion'), which acts as a safety net for the most vulnerable. It should be noted that there are links between the NAP/incl, the Action Plan for Equality and the National Action Plan against Domestic Violence.

In commenting on the NAP/incl process Arriba and Moreno (2002: 23) remark that:

the Spanish NAPs should not be regarded as a plan for new strategies or for a reorientation of actions already established by the various governmental bodies involved in the fight against social exclusion. It is rather an exhaustive recompilation of the various policies and programmes implemented at the various layers of government and by the concerned civil society organisations.

Social inclusion challenges:

One of the key challenges facing Spain is the need for co-ordination and co-operation between tiers of government in order to ensure that minimum standards are maintained nation wide. In addition, the follow-up plan to the NAP/incl will require additional mechanisms for decision-making to be established such as discussion fora. There is also a need to respond to severe types of poverty and new forms of exclusion as experienced by immigrants, the homeless and mentally ill.

12.3 Groups at risk of social exclusion

The NAP/incl 2001 identified the following groups:

- Children and families;
- Young people;
- Women;
- Older people;
- Disabled people;
- Drug addicts;
- Roma/gypsies;
- Migrants;
- Asylum seekers;
- Refugees;
- People with AIDS/HIV;
- Prisoners/ex-prisoners.

The NAP/incl 2003 reflects this and adds to the list:

- The homeless;
- Residents of disadvantaged neighbourhoods;
- Minority ethnic groups;
- Victims of domestic violence;
- Those who are all disadvantaged in terms of housing, income, health, family support, cultural and social integration and access to information.

12.4 The national structures to take forward social inclusion policy

The NAP/incl Commission and relevant Ministries.

12.5 The regional and local structures to take forward social inclusion policy

Spain is a quasi-federal state and as such the Regional Autonomous Communities have many powers and responsibilities in the field of social policy. In particular, social services and social policy are largely decentralised to the regions and thus the national government has only limited powers in these areas. It is at the regional level where social inclusion policy is primarily implemented. Indeed 8 of the 17 autonomous communities having already formulated regional inclusion plans. The Navarra Regional Plan (1998-2005) is seen by the European Commission as a good example of best practice in respect to effectively mobilising regional partners in an attempt to identify and define operational measures to combat social exclusion.

In addition, actors at the local scale are also important players in the field of social exclusion and culture. For example, Barcelona City authority has developed a strategy 'Accent on Culture', which aims 'to make culture a key element of social cohesion'. As well as Barcelona, most of the other big municipalities have or are developing their own social inclusion plans. It is important to note that the NAPs/incl (2001; 2003) fail to specify any funding support for these regional and local inclusion plans.

12.6 The focus of cultural policy

Although cultural activity is an important and visible feature of Spanish society, the state has traditionally given a low priority to cultural policy. For a brief period during the 1990s the post of Culture Minister disappeared, reflecting the strong tradition and assumption that competence in this field resided with regional and city authorities. Perhaps because of this tradition the NAPs/incl (2001; 2003) do not mention culture as a tool to address social exclusion.

In Spain the concept of culture appears to be broadly defined as 'ways of living together'. However, public policy mainly focuses on 'traditional' cultural matters such as fine arts, museums, patrimony, libraries, archives and books, cooperation and communication, cinemas and audiovisual arts, music, dance and theatre.

As alluded to above, Spain is composed of several regions each with their own distinct cultures and languages. However, the national government has been criticised for promoting Spain as a unified state and people, when in fact it is composed of several different cultures and languages. For example, i Ruiz (2002) claims that the Cervantes Institute (the official institution promoting Spanish culture) completely ignores the diversity of languages and cultures within Spain (e.g. Galician, Basque, Catalan). In addition, President Aznar's policy of promoting Spanish as the second language of the internet is described by i Ruiz (2002: 173) as neglecting "the nuances of internal cultural differences in favour of competition and efficiency".

Spain is also experiencing an increase in immigration, a new phenomenon in a country that until recently was one of emigration. Immigration to Spain increased rapidly during the 1990s, leading to a large increase in the number of foreign nationals. The number of immigrants doubled from 1990 (400,000) to 1999 (800,000), which represents 2% of the total population (Walliser et al., 2001). These immigrants are made up of EU citizens living in Spain (e.g. retired people from northern Europe) and people from less developed countries who work mostly as unskilled workers in agriculture, construction, and domestic service (Walliser et al., 2001). Estimates suggest that in 1996 there were 50,000 minority ethnic pupils in Spain, rising to 250,000 in 2003 (Interview with National Department of Education). As the figures above show, immigration has risen rapidly in a short period of time. The need to develop policies to address issues arising from higher levels of immigration is emphasised at both national and regional government levels.

The rise in immigration is being addressed mainly by education policies. Culture in an educational context is understood in broad terms:

In this context, culture refers to a community's way of behaving, the way it interprets the world and situates itself therein. Seen from this point of view, culture concerns values, behavioural norms and social roles; that is to say,

it is changing, dynamic and adaptable elements that provide a system for explaining and interacting with reality. (Sánchez Fernandez, 2002).

The aim of education policy in Madrid, Murcia and Andalusia is to provide intercultural education in order to create an inter-cultural society (Le Métais, 2002). Inter-culturalism is based on an interactive approach, whereby people have the opportunity to affirm their own culture whilst at the same time relate to other cultures. Sánchez Fernandez (2002) explains:

Inter-culturalism emphasises the importance of directing education at the whole of society not just at cultural minorities and teaching citizens to understand and respect others cultures.

An inter-cultural school will enable its pupils to put themselves in the place of others and to understand that everyone deserves respect, thereby leading them to avoid any type of cultural arrogance.

The policy objectives of the Ministry for Education, Culture and Sport make no specific reference to social exclusion:

- Promotion, protection and dissemination of Spanish history, state museums and the arts;
- Books and reading and encouragement of authors, the promotion, protection and dissemination of state archives and libraries;
- The creation and participation of cultural cooperation with public and private bodies;
- Promotion, protection and dissemination of theatre, music, dance and circus;
- Promotion, protection and dissemination of cinematography and the production, distribution and exhibition of audiovisual materials;
- Building international relations in terms of culture in co-ordination with the Foreign Ministry.⁴²

The Department of Culture is made up of several sub-directorates (Subdirección General de Acción y Promoción Cultural; Subdirección General de Comunicación Cultural con los Comunidades Autonomas; Subdirección General de Cooperación Cultural Internacional). None of the policy objectives of these sub-directorate refer directly to social exclusion, although Subdirección General de Acción y Promoción Cultural has as one of its objectives: 'facilitate access to culture through promotion and dissemination'.⁴³

⁴² Found at: <http://www.mcu.es>.

⁴³ The full list of policy objectives are - *Subdirección General de Acción y Promoción Cultural*: Prepare and implement cultural programmes in collaboration with other institutions, public and private bodies and individuals. Facilitate access to culture through promotion and dissemination. Create a favourable atmosphere for the creation of cultural industries and promote sponsorship programmes, voluntary work and cultural tourism. Establish and manage a programme of subsidies and aid. Develop and carry out cultural action in general which does not fall under the general competencies of other organisations within the department. *Subdirección General de Comunicación Cultural con los Comunidades Autonomas*: Cooperate with the Autonomous Communities and in agreement with them promote knowledge of regional plurality and exchange information. Promote, with their agreement, the cultural diversity of the Autonomous Communities abroad, in coordination with the Ministry of Foreign Affairs and Foreign Embassies. *Subdirección General de Cooperación Cultural Internacional*:

The Department of Education does, however focus on specific groups of people for example, disabled children (mental and physical); underprivileged children (e.g. rural, socio-economic problems, minority ethnic groups and Roma), awarding grants and scholarships and minority ethnic pupils. This is supported by actions such as the training of teachers in Spanish as a second language and special needs training for teachers.

Integration of all children is regarded as important and all regions have to make plans for the following:

- For the last 25 years children of travelling families have been able to access mobile classrooms which follow them from place to place. These classes also provide literacy and education for adults.
- The same programme is carried out for children in hospital or for those who have just come out of hospital and are convalescing. Also, the children of temporary workers who are itinerant (e.g. in agriculture) are provided with classes.
- For Roma children the aim of policy is to facilitate their education and integration, whilst retaining their culture and respect for their culture from others.

Resources for the above are provided by both national and regional governments. The Autonomous Communities have signed treaties with national government to ensure that their respective programmes are co-ordinated.

'Inter-culturalism' is seen as an important issue within education departments at both national and regional levels. At national level the new 'Quality of Education Law' establishes special programmes for the teaching of Spanish language and culture (Ministerio de Educacion, Cultura y Deporte, 2002). Nationally an inter-ministerial group meets once a month to discuss the Programme for the Regulation of Minority Ethnic Groups and Immigrants (Programa global de regulación por las minorías étnicas y las inmigrantes). The aim of this programme is to protect and promote respect for cultures, provide for educational needs and increase social integration.

A further, European Programme was introduced in 1996-97, called the 'Muse Programme', which uses training in art, dance and fine arts to integrate children. As part of this programme subsidies are given to schools, education centres and non-profit organisations.

12.7 The national structures to take forward cultural policy

Participate in the preparation of Treaties, international cooperation programmes and cultural exchanges. Give advice on the participation of Spain in international organisations (without comprising the Ministry of Foreign Affairs). Cooperate in the publicity of Spain abroad. Co-ordination with the Ministry of Foreign Affairs and Embassies.

The Ministry for Education, Culture and Sport is responsible for educational, cultural and sports policies. However, regional governments now have substantial powers in these policy fields, as well as social policy.

12.8 The regional/local structures to take forward cultural policy

As mentioned above, we have limited information about the structure and content of cultural policies at the regional level. However, each regional Education Department has a duty to provide quality education for all children as will be described further in the following sections of this document.

12.9 National Action Plan Inclusion 2001

Who was responsible?

The NAP/incl Secretariat was located in the Ministry for Employment and Social Affairs in the General Sub-Directorate for Social Action, Children and Family. There is an Inter-ministerial Commission for the NAP/incl that coordinates the actions of Ministerial Departments in the area of social exclusion. The Commission included:

- Ministry of the President.
- Secretary General of Social Affairs.
- Sub-secretary of the President.
- Director General of the National Institute of Employment.
- Director General of Social Action, Children and Family.
- Representatives in the Ministry for Social Affairs; Justice; Treasury; Interior; training; Education, Culture and Sport; Public Administration; Health; Environment; Economy; Science and Technology.
- A representative from the Government's Cabinet.
- A representative from the Secretary of State for Social Security.

The group meets three times a year and can create special working groups if necessary. The Commission is responsible for analysis and implementation issues on behalf of those Departments involved in the NAP/incl process.

Main focus:

- Access to employment;
- Access to social services, education, housing and health.

EU Commission analysis:

Considerable effort has been made by Spanish government authorities and social partners to gather relevant information that informs the NAP/incl 2001. Given the structure of the political system more effort is required in terms of improved co-ordination and co-operation between tiers of administration in order to ensure minimum national standards can be applied to tackle social exclusion across the whole of Spain. The NAP/incl does not articulate quantified objectives for addressing exclusion, which is an issue that requires attention. This is because the Commission believes that targets will allow an improved understanding of the social exclusion process and encourage the adaptation of social policy to emerging societal trends. The Commission also

recommend that further development of regional plans for inclusion is necessary.

Extent to which culture was included in the NAP/incl:

The Ministry of Education, Culture and Sport's contribution is entirely focused on education issues. The overarching concern in this department at both national and regional levels is the increase in immigration and how to deal with growing multiculturalism in Spain. The education objectives in the NAP/incl are as follows:

1. To insure equal access to education for all;
2. To improve compulsory teaching so that it can adapt to the needs of the most vulnerable;
3. To facilitate the education of 0-3 year olds in most disadvantaged groups;
4. To improve the link between vocational training and incorporation into the labour market;
5. To improve basic skills training for adults at risk of exclusion.

To achieve these objectives the NAP/incl and the findings from interviews with Department of Education officials, highlight the need to improve teacher training in order to prepare teachers for the increased cultural diversity of school children. To achieve the second objective the Community of Madrid highlighted its Compensatory Education Regional Plan, which aims to:

put into practice a number of positive and compensatory action measures, in order to remove situations of social and educational inequalities among those collectives which come into the school in a deprived situation for social, cultural or economical reasons, or due to the place where they live. (Comunidad de Madrid, 2001).

The third objective focuses primarily on the need to develop the education of young children in order to prevent exclusion later at school and to facilitate a better work-life balance for families. This, and the fourth and fifth objectives reflect more directly the primary focus of Spain's NAP/incl on the link between social exclusion and employment. A number of vocational training programmes for young adults are in place and are discussed in section 7.

A table in the NAP/incl (Ministerio de Trabajo y Asuntos Sociales, 2001: 7) identifies the level of risk of various groups such as children, young people, adults under 45, older people, women, disabled people, drug addicts/AIDS, homeless, residents of disadvantaged neighbourhoods, minority ethnic groups, ex-prisoners against lack of employment, education, training, housing, income, health, family support, cultural and social integration and information. There is no definition of 'cultural integration' provided in the NAP/incl. However, older people, the homeless and minority ethnic groups are thought to be '*seriously affected/at risk*' in respect to cultural and social integration, while disabled people, drug addicts and AIDS suffers, residents of disadvantaged neighbourhoods and ex-prisoners are categorised as '*affected/at risk*'.

The examples of good practice at the end of the NAP/incl demonstrate that programmes and projects to combat social inclusion exist in Spain. Below are two examples of the different approaches which bring together culture and social exclusion in the NAP/incl:

- The Council of Zaragoza Integrated Plan for the Historical Centre (Roman quarter) is part funded by URBAN and the City Council. It aims to retain the existing population and attract new residents; reinforce social cohesion by getting the community to participate in the development of solutions; improve work qualifications of most disadvantaged residents; maintain present economic activities and facilitate new opportunities; maintain the signs of identity in the centre from an historical and morphological point of view and rehabilitate its architectural and popular heritage; improve the level of equipment, communications, services and infrastructure; promote the Historical Quarter as the city centre; facilitate access to housing. This has resulted in the establishment of a Coordination Group to develop the area that brings together 34 associations, 8 work-related training centres run by NGOs and a construction-training programme for 16-25 year olds. It has led to: 50 jobs being created for improving the urban environment; development of tourism in the Roman quarter; improved social services; two new information centres for the prevention of AIDS and prostitution and the opening of a Cultural Centre, focusing on the integration of immigrants.
- Mestizo Council in Corvera (Asturias) focuses on working immigrants and their integration through provision of training, education, culture and housing opportunities. It organised 'Days against racism and xenophobia' which over 10 days brought together over 200 artists and 15,000 participants, which included lectures on tolerance in schools and education centres. Multilingual Guides are produced and craft workshops and 'world-markets' held. It is hoped that these will be rolled out to other councils. The programme resulted in people exchanging language skills and learning both Romany and Spanish/asturiano, art and craft associations were brought together and anti-racist activities carried out to promote culture and social cohesion.

Who was responsible for implementation?

All departments involved in the Inter-ministerial Commission are ultimately responsible for the implementation of the NAP/incl. At the regional level this Commission should be replicated. Arriba and Moreno (2002: 38) conclude that:

Problems about its implementation concern mainly its financing...it is not clear whether the central government will manage the articulation of 'fresh' funds to accomplish the estimated increases at a rate of an annual 8%.

Furthermore, the NAP/incl cannot be achieved by central government displaying a top-down, hierarchical harmonisation of programmes nationwide rather it has to be achieved by inter-governmental co-ordination (Arriba and Moreno, 2002).

For the education actions the Autonomous Communities have responsibility for their implementation in collaboration with the national department. All 17 of

Spain's Autonomous Communities have full powers over education matters, although the core curriculum is set down in Royal Decrees (Casanova, 2002).

How was the NAP/incl implemented?

The NAP/incl locates the main responsibility for the fight against exclusion at the regional level. Decentralisation of social policies to the regions means that the central government has only limited powers in this area. The Autonomous Communities are to develop Territorial Action Plans for Social Inclusion (TAPSI), while Local Plans for Social Inclusion are to be developed by Municipalities. However some Autonomous Communities have already developed integrated plans to address exclusion (e.g. the Basque Country). Arriba and Moreno (2002) highlight the fact that the active involvement of the Autonomous Regions is crucial for the successful implementation of the NAP/incl. However they also point out that the NAP/incl is simply a compilation of existing policies rather than a new approach:

...the Spanish NAPSI should not be regarded as a Plan for new strategies or for a reorientation of actions already established by the various governmental bodies involved in the fight against social exclusion. It is rather an exhaustive recompilation of the various policies and programmes implemented at the various layers of government and by the concerned civil society organisations. (Arriba and Moreno, 2002: 23).

The Autonomous Communities have a number of programmes that contribute to the NAP/incl process. Continuing with the example from Section 4.3 above, the Autonomous Community of Madrid's Compensatory Education Regional Plan (2001) contains within it several objectives and action plans connected to: educational provision; actions in schools supported by public funds; complementary actions; inter-cultural education development and inter-institutional cooperation and social participation. Objective 4 focuses on the development of inter-cultural education and aims to support ethnic and cultural minorities and their parents, ensure the integration of gypsy pupils and support the integration of migrant pupils. To take one example regarding inter-cultural education, objective 4.1 aims:

To promote the integration of ethnic and cultural minorities into the education system, starting from the principles of normalisation and respect for difference (Comunidad de Madrid 2001: 26).

The actions set out for this objective are (Comunidad de Madrid 2001: 26-7):

1. Incorporation of the inter-cultural education as a cross-curricular topic, with explicit contents relating to gypsy and other cultures present in schools, in accordance with the immigration processes.
2. Institutional programmes aimed at maintaining the language and culture of minority groups: Language and Portuguese Programme, Arab Language and Moroccan Culture Programme. Development of different actions aimed at maintaining the language and culture of other groups, in cooperation with public institutions and non-profit organisations.
3. Elaboration and dissemination of curricular intercultural materials and other teaching materials guided to support the integration of minorities

- (Welcome Programmes, Spanish teaching-learning Programmes), as well as teaching aids including contents referring to different cultures.
4. Inclusion in the In-service Training Programmes of actions aimed specifically at updating knowledge of the teachers in the inter-cultural education field.
 5. Establishment within schools of teacher teams devoted to develop educational projects incorporating the intercultural perspective, as well as the integration of minorities. All of them with contents regarding language acquisition, the differential psychology and socialisation processes in different cultures.
 6. Establishment of the Madrid Institute of Support and Inter-cultural Documentation as an institution capable of encouraging initiatives, guided to the training and investigation in the field of inter-cultural education and special care of ethnic and cultural minorities.

In Madrid there are now more than 100 nationalities and over 30 languages spoken (Casanova, 2002) and according to the department of education of the Madrid Autonomous Community, this situation is “enriching but also complex”.

From January 2003 the ‘Welcome School’ was introduced with induction classes for newcomers who do not speak Spanish. These are three month long intensive classes and are currently being evaluated to ascertain what changes need to be made.

In 2002 the Autonomous Community of Madrid ran a programme called ‘Madrid: meeting point of cultures’ (Madrid encrucijada de culturas), which aimed to promote multiculturalism through poetry. Two anthologies of poetry were published for use in primary and secondary schools. The poems are written in 24 different languages including Braille and a CD-rom that accompanies the books has poetry in sign language. Pupils were encouraged to write their own poems and at an event for both children and adults in June 2003 awards were given for the best programme and poems. The representatives in CCAA Madrid said that this was an emotional event, with the involvement of small children and a student choir who came from all over the world.

Publications have also been developed at the Department of Publications within Madrid’s Department of Education that relate to diversity, adult education and international programmes of inter-culturalism under the title ‘Madrid in the World’ (Madrid en el Mundo). The collection aims to promote good practice and the publications are free. The Department stated that they are:

very proud of the publication because they are very successful outside Madrid in Europe and Latin America.

Publications include books on Spanish as a second language. Good examples highlighted in this area were a book of poems of Rafael Alberti and a new primary school book on teaching Spanish as a second language.

After-school classrooms are also opened up for music, dance, theatre, library and sport and are available to their surrounding area in the afternoons in order to contribute to the 'social improvement of neighbourhoods' (Casanova, 2002).

The national education department claimed that the NAP/incl, in terms of education at least, is being implemented in a similar way in all regions. In particular, we have gathered further evidence about Andalusia and Aragon (Le Métais, 2002) that demonstrate similar approaches to Madrid and Murcia.

How was it monitored?

The NAP/incl lists a number of indicators that are used to monitor progress. These include indicators on:

- Access to employment;
- Social services;
- Income guarantees;
- Access to housing;
- Access to education;
- Access to health services;
- Access to ICT;
- Family policies;
- Programmes for those in poverty;
- Programmes for the Gypsy community;
- Programmes for immigrants;
- Programmes for disabled people;
- Participation of NGOs and the development of social capital;
- Communication;
- Creation of co-ordination mechanisms.

In terms of education, in March-April 2003 evaluation forms were sent out to each CCAA in order to ascertain what had or had not been implemented and with what results, and to gather suggestions for the next Action Plan. In addition, the CCAA conduct an analysis of groups at risk and plans for their inclusion and support. The Department of Education forwards these forms to the Ministry of Social Affairs [No details about the forms were given despite us asking].

Key indicators to be monitored are contained in the NAP/incl but also include (according to the Ministry of Education):

- Literacy levels;
- Difficulty of access to the educational system;
- Number of 6-15 year olds without schooling;
- Failure in secondary school;
- Lack of knowledge of Spanish;
- Concentration of pupil/families in particular areas;
- Number of youths 16+ years who have not got a compulsory schooling certificate and are not working.

How will it be monitored?

Ultimately by Ministry for Employment and Social Affairs.

12.10 Approach to the links between social exclusion and culture

Who is making the links - Ministries/regional level etc?

The emphasis at both regional and national levels is on the need to integrate people of different cultures whilst at the same time encouraging respect and understanding of cultural diversity. Lack of Spanish language skills and lack of employment are seen as important barriers to inclusion and the various Departments of Education are trying to address these issues. The rise in immigration at such a rapid rate has meant that schools and teachers within schools are compelled to deal with diversity on a daily basis, and the promotion of inter-cultural education is therefore seen as imperative. This can be seen in the approaches adopted in Madrid and Murcia.

Whilst in some of the programmes education and vocational training are emphasised, there is an acknowledgement in all programmes of the need for personal development in order for individuals to be successful in the labour market. Programmes such as UFIL included a cultural element and the EQUAL Resem-Senet programme also emphasised the importance of learning about and understanding other cultures. All programmes included a mixture of people from different cultures and backgrounds. As one interviewee explained:

Education has to be about solidarity...as an element of cohesion, education is about how we all live together.

Target groups:

As a result of the concentration on 'education as culture', the target groups that connect social exclusion and culture are inevitably young people, pupils and adults with no formal qualifications. For example:

- Pupils at risk of exclusion from school (due to behaviour or attendance problems);
- Pupils with no qualifications;
- Pupils from poorer backgrounds;
- Pupils with social or family problems;
- Pupils whose first language is not Castellano (or Basque, or Catalan, or Gallego);
- Adults with no formal qualifications.

In terms of the arts, the National Institute for Performing Arts and Music subsidises dance, theatre and circuses, although there is no specific programme linking culture and social exclusion. A similar situation exists in respect to the Institute of Cinematography and Audiovisual Arts. The emphasis is more on universal subsidies to organisations or individuals working in the area of theatre, dance, cinematography etc.

Cultural emphasis:

- Learning about cultures through language and education;
- Inter-cultural education to promote social cohesion;

- Basic literacy and competence in the Spanish language (at national and regional levels the emphasis also will be on learning the language of the region).

12.11 How is the combined approach being delivered?

Through schools, Councils and European initiatives such as EQUAL and URBAN that are implemented by partnerships from private, public and third sector organisations.

12.12 Spain - case study profile

Dates of visit:

2-4th June 2003

Interviews undertaken:

National Ministry of Education, Culture and Sport

- D. Jaime Cisneros García, Deputy Director General for Relations with Territorial Administrations;
- Doña Encarnación Pernavieja Marrón, National Ministry of Education Culture and Sport, Technical Advisor at the Deputy Directorate for Relations with Territorial Administrations;
- D. Juan Roberto Gillman Mellado, Technical Advisor at the Deputy Directorate for Academic Regulation (D. Gillman attended throughout the visit in the capacity of translator).

Directorate General for Educational Promotion, Education Department, Autonomous Community of Madrid

- Maria Antonia Casanova, Director General of Educational Promotion;
- Anna Carmen del Canto Nieto, International Programmes Unit, UFIL Coordinator.

Unidad Específica de Formación e Inserción Laboral (UFIL), Sierra Palomeras (Community of Madrid Programme of Social Guarantee Professional Workshops)

- Jaime Asens del Pozo, Director.

State Office for Vocational Training, Innovation and Attention to Diversity, Education and Culture Department, Autonomous Community of Murcia

- Juan Angel, Director General;
- Juan Navarro Barba, Head of Services for Attention to Diversity;
- Elena Ladrón de Guevara Mellado, Inter-Institutional Coordinator;
- Juan Diaz, Director Resem-senet EQUAL project.

Visits to programmes/projects undertaken:

Madrid

- Unidad Específica de Formación e Inserción Laboral (UFIL) (Training and Employment Unit), Sierra Palomeras in Villa de Vallecas (Part of the Autonomous Community of Madrid Programme of Social Guarantee Professional Workshops).

Murcia

- C.P. Salzillo Infants and Primary School (Proyecto Educativo de Centro) in Espinardo.
- Resem-senet EQUAL project Solidarity Employment Network.

12.13 Spain case study - example 1

Who is responsible?

Unidad Específica de Formación e Inserción Laboral (UFIL) (Training and Employment Unit), Sierra Palomeras in Villa de Vallecas (Part of the Autonomous Community of Madrid Programme of Social Guarantee Professional Workshops).

Description of the programme/project:

UFIL is a school teaches disaffected students (aged 16-21 years) and those with learning difficulties who have not gained a Certificate of Secondary Compulsory Education. There are nine centres in Madrid, each providing vocational training, life and basic skills, education and work experience. The objectives of UFIL in Sierra Palomeras are to encourage personal development through knowledge and achievement, to teach students how to behave in adult situations and enable these young adults to live by themselves and to find employment.

Students spend most of their time (i.e. 18-19 hours) at the school in the vocational workshops in Sierra Palomeras, where carpentry, electrics and hairdressing are taught. In other schools there are plumbing, cookery and gardening workshops for example. They also spend six hours per week in the classroom learning basic skills in maths and language. The classroom work and workshops are closely related in terms of subject matter. Students vary in ability, so there is the opportunity to work in small groups or individually. Guidance work and individual mentoring supports this structure. Students can start at any time during the year so classes have to be flexible.

Students begin the programme with an induction. They receive grants each month if they perform well, attend on time and behave themselves. Training starts with preparation for employment. Next students have the opportunity of work experience, and if successful they can move on to employment, which is some times subsidised by the Community of Madrid. This process can take around two years and last between 11,000-18,000 hours. In addition, students carry out other activities such as vocational guidance, visits to work places

(usually factories), cultural visits, physical education and visits to other UFIL Centres.

'Cultural visits' have been made to museums in Madrid and book fairs which focused on the three cultures of the Mediterranean (i.e. Judaism, Islam and Christianity). These cultural visits are incorporated into the teaching programme both before and after the visits. They are seen as an integral part of the programme in terms of reducing stereotypes amongst the diverse students. This is also done through discussions in class and reading newspapers.

Monitoring mechanisms:

The main indicators monitored by the Madrid Autonomous Community are the number of people accessing employment and the type of employment by social group (e.g. immigrant, non-immigrant and ethnicity) and by gender. The 'type' of student is also monitored (e.g. secondary school students with behavioural problems, young offenders, those referred through social services). In terms of the students referred to UFIL Sierra Palomeras, 42% were from secondary school, 13% from special classes for those who won't finish secondary school, 41% were referred via social services, care institutions or those who have left school and 4% were young offenders. Of these 66% were of Spanish origins, 32% from immigrant backgrounds and 2% were gypsies.⁴⁴

Effectiveness:

According to data gathered by the Autonomous Community, between January and December 2002 69% of students found work as a result of the programme, 60% have an employment contract subsidised by the Community of Madrid (6 months work) and 40% have a normal contract. Some 70% of immigrants found work compared with 68% of non-immigrants, while for men the number was 67% and women 70%.

12.14 Spain case study - example 2

Who is responsible?

The Department of Employment and Social Policy in the Directorate General of Social Policy in the Autonomous Community of Murcia is responsible for the 'Plan for the Social Integration of Immigrants in the Region of Murcia' (Plan para la integración social de los inmigrantes de la región de Murcia).

Date begun:

2002-2004

Description of the programme/project:

This plan sets out the work of all the departments within the Autonomous Community. The plan aims to coordinate activities directed towards immigrants in the areas of social policy, women, children and families, youth, education, health, housing, employment, training, culture and tourism and

⁴⁴ These are figures for 2002/03.

cooperation and development. It is based on the principle of inter-culturalism rather than the assimilation of immigrants into Spanish society. In this respect the aim is to promote awareness of other cultures and an acceptance of diversity. The objective of the plan is:

to build a way of living together based on reciprocity and mutual responsibility, where everybody can actively participate in training, development, employment, political life and create a 'society for everyone', created by everyone and for everyone. (Autonomous Community of Murcia, 2002: 10).

In the area of culture and tourism the plan emphasises the cross-cutting nature of 'culture'. The plan states that culture is important to the economy, it aids the social integration of citizens, contributes to the vision of society and promotes the Region both nationally and internationally. For immigrants and society as a whole, the plan stresses importance of encouraging an exchange of knowledge about cultures, ways of living, languages, religions, customs and folklore:

The final aim of the plan is to achieve the integration of immigrants into a democratic and plural society which knows how to live with differences, without discrimination as a result of race, culture, nationality, language, religion or gender and promotes tolerance, respect, mutual adaptability, an acceptance of the benefits and richness of exchange between diverse races and cultures to achieve an open, free, democratic, tolerant society. (Autonomous Community of Murcia, 2002: 87).

Therefore culture is used and understood in a very broad sense and the plan states that the Department for Culture and Tourism actually has very few actions to undertake with regards immigrants. However, the department is responsible for the following areas:

- Dissemination of knowledge about different cultures and also publicity and information campaigns about the Region of Murcia aimed at immigrants;
- Publication of books, magazines, and internet documents by authors from other countries translated into Spanish to aid immigrants in learning the language;
- Programme of educational visits to museums in the Region;
- Training courses in tourism aimed at immigrants to help them find work.

Cultural activity is therefore aimed at learning about other cultures and the Region of Murcia, learning Spanish, education, training and facilitating employment. These are not only the objectives of the Department of Culture and Tourism but also, and in particular, of the Departments for Education, Women and Youth. In particular, the Department of Education and the Directorate General for Professional Training, Innovation and Attention to Diversity, plays an important role in promoting social integration.

Cost of programme/project:

Cost as set out in the plan.

Area	Budget (2002-2004) in Euros
Social	10,122,622,82
Women	420,708,47
Children and Family	262,236,53
Youth	48,080,97
Education	5,207,382,23
Health	2,927,743,32
Housing	3,606,072,63
Employment and training	3,023,090,89
Culture and tourism	245,513,44
Cooperation and development	30,651,62
Total	25,894,102,92

Monitoring mechanisms:

The evaluation of the plan will measure the extent to which objectives have been met and activities carried out in each area on an annual basis. Analysis will assess the difficulties and barriers to achieving the objectives as well as the positive experiences from which lessons can be learnt about how to improve the Plan. Information will be collected about: finance; a description of the activities; quantitative and qualitative data about the social group at which the activity was aimed; assessment of the coordination between different organisations; the impact of the activity and lessons to be learnt.

A Monitoring Commission has been established within the Department for Employment and Social Policy to plan and conduct the evaluation and monitoring. The Commission's membership is composed of representatives from all the various departments involved in the Plan.

12.15 Spain case study - example 3

Who is responsible?

Resem-senet EQUAL project is carried out by the Development Partnership for Social Integration and Solidarity Employment, involving:

- Regional Department for Education and Culture, Murcia (lead partner);
- University of Murcia;
- City Council of Murcia;
- City Council of Molina de Segura;
- City Council of Totana;
- City Council of Santomera;
- City Council of Cieza;
- Murcia Acoge NGO;
- Traperos de Emaús NGO;
- The Institute of Community Development NGO;
- AFAMMER Association;
- La Cope Radio station;
- Tomas Alcáza, private business;

- Komerkan Puertas de cocina, private business.

The EQUAL project in Murcia has partners in Austria, Finland and France. The projects in Murcia are unusual in that they are directed by the Department of Education. In other countries the projects are run by their Employment Departments. This is because, according to civil servants in the Autonomous Community, the Education Department has been a pioneer in the field of discrimination and social exclusion and thus has the most experience of these issues. It is also because they believe that exclusion from employment starts much earlier in the life cycle and so the aim is to build a bridge between school and employment.

Description of the programme/project:

The European Social Fund and the Autonomous Community fund EQUAL RESEM-SENET. The principle underpinning the project is:

The construction of a Common Europe comes from the will to understand different people, languages and cultures. Therefore, exclusion for ethnic, social, cultural, religions or economical purposes is a threat for such a model of living together.... Diversity must be understood and defended, as this is the very idea of a Common Europe. (Autonomous Community of Murcia, 2002).

It is a transnational programme aimed at young people and adults at risk from exclusion, migrants and gypsies. Those taking part include school age persons who have become disaffected at school and are truanting or at risk of exclusion from school, and adults who have not finished compulsory school. It aims to combine educational, employment and social welfare actions into the same project. It also aims to promote new ways of combating all forms of discrimination and inequalities within labour markets. The programme of activities, are:

1. Information, Training and Sensitisation, for example school leaver classes to tackle absenteeism and social exclusion and a new university course specialising in the mediation of social exclusion and discrimination for those people working with disadvantaged groups.
2. Access to the programme and co-ordination of insertion itineraries provided through four 'Information and Orientation Centres'.
3. Training and social and labour insertion provided in workshops focusing on personal and social development, specific vocational training workshops and work placements.
4. Research on social exclusion, racism and muticulturalism undertaken by the university.
5. Establishment of a 'Discrimination and Good Practice in the Labour Market Observatory', which will identify and disseminate good practice.

Monitoring mechanisms:

Research will be carried out under Activity Four described above and will include an analysis of the contributing factors to social exclusion for migrants, gypsies and underprivileged people. A survey will be carried out to examine the institutional responses and discriminating factors in enterprises, the educational system and other public institutions responsible for social policies.

An evaluation will also be carried out to demonstrate the efficiency and impact of the project. The evaluation will be experimental and will make a comparison between the initial situation of the beneficiaries and their final situation at the end of the project. There will be a control group of non-participants.

The Observatory will also undertake a number of research projects and collate information. It will gather information on good practice in the field of anti-discrimination policies. It will conduct surveys on discrimination in the field of social policy and the labour market. Analysis of the media will take place.

Effectiveness:

Co-ordination has been the key to inclusion. Previously organisations worked separately but now they collaborate and make plans jointly.

12.16 Spain case study - example 4

Who is responsible?

The Regional Plan for Equal Opportunity in Education (Plan Regional de Solidaridad) is the responsibility of the Department for Education and Culture.

Date begun:

2001-2003.

Description of the programme/project:

The Plan aims are (Navarro Barba, 2002a):

- To continue developing measures to ensure the implementation of the principle of equal opportunity in the education of socio-educationally deprived pupils.
- To foster actions which ensure educational quality and suitable provision for pupils with compensatory education needs.
- To carry out measures to integrate pupils with compensatory education needs, to encourage the participation of the various stakeholders of the educational community at all social strata to achieve effective and equitable access to education and society, and to facilitate the social integration of families from other cultures and with special difficulties.
- To foster coordination and collaboration between those responsible for the social and educational initiatives of the various authorities, institutions and non-governmental organisation and the compensatory measures proposed in this plan.

The plan is part of the process of developing inter-cultural education in Murcia. It focuses on introducing inter-cultural elements into the curriculum, teaching Spanish as a second language and also invests in the development and training of teachers in these areas. Above all it aims to ensure quality education for all and maintenance of standards. Publications and good practice guides for teachers are held in a library at the department and a website has been created to aid teacher training and exchange of experiences between teachers.

Activities within the plan also include subsidies to Parents Associations to improve links between schools and families, as well as promote understanding of diverse cultures amongst a wider audience. Also, 'Welcome Classes' (Aulas de acogida) will be established for new immigrants and those at risk of social exclusion and will provide intensive teaching in Spanish language and cultures, a social programme and sport, as well as information about accessing services.

The Education Department do not work in isolation but collaborates with other partners and organisations with responsibility for services relating to immigrants and socially excluded people. The approach, according to the information gleaned from interviews with officials in the department, has to be holistic since school only covers about five hours of a pupil's day. However, according to law every child in Spain has the right to education - whether their parents are legal immigrants or not - so the Department of Education tries to stress to all parents that they can bring their child to school and the Home Office will not be informed. They produce publicity to ensure that it is clear that the Department of Education is not the Home Office (Interviews at Autonomous Community of Murcia).

The Education Department also promotes International Days, which are held in schools to facilitate inter-culturalism and also to present the idea of schools as social centres for use by the local community. These events celebrate festivals or different ways of living (e.g. ways cooking foods, different clothing, etc.) and are supported by various organisations. The idea is that the "school becomes a mirror for the society we want" (Interview at the Autonomous Community) and promote inter-culturalism.

Monitoring mechanisms:

Department for Education monitors numbers and types of pupils and their performance.

Each school will be asked to produce a review of how they welcome and educate immigrant children when they first arrive at school.

Effectiveness:

Judged against its long-term impact.

12.17 Spain - drivers and barriers to the development of links between culture and social inclusion agendas

Culture and social cohesion is not yet an important national policy or media issue but is becoming increasingly important at the regional and local levels (Pascual i Ruiz, 2002). Pascual i Ruiz states that civil society organisations have been crucial in framing policy and practitioner understanding of culture and social cohesion. Family is seen as important for social cohesion in terms of traditional participation in cultural activities (in neighbourhood associations and religious groups) (Pascual i Ruiz, 2002).

Some regions and towns are pursuing their own cultural and cohesion policy, for example, Barcelona with its Accent on Culture Plan (Pascual i Ruiz, 2002). However, there is little evidence of this happening at a regional level. The Autonomous Community of Catalonia has commissioned research from Interarts of Barcelona, in order to develop its own regional cultural strategy.

During our research we did not find strong links between the policies within the Department for Culture and social exclusion at regional level. However, the regional Departments for Education clearly viewed 'culture' as part of their responsibility in the context of increasing immigration and social exclusion and promotion of an inter-cultural approach. Education was seen at regional level to be the key to social inclusion and central to individuals securing employment, which would then provide a route to independence. Education was also seen as an important means of creating understanding between and tolerance for different cultural groups.

The regional Education and Culture Departments in Madrid and Murcia have integrated social inclusion into all of their education policies and plans. However, special programmes are still aimed at meeting the needs of immigrants, gypsies and students with special needs in basic skills and access into employment. It is possible that more links between cultural policy and social exclusion are being made at a very local, project or classroom based level (e.g. a teacher who used poetry to explore language and gender roles).

12.18 Spain - implications for policy

- Policy makers in Spain have broadly defined the concept of culture. This definition goes further than the traditional remit of cultural policy, which covers the arts, sports, media, theatre, museums, libraries). The research conducted in Spain highlights the fact that culture is about 'finding ways of living together', through understanding and tolerating different world-views and traditions. The Regional Educational Departments we visited reflected this approach and presented to us with their approaches to dealing with an increasingly multi-cultural and inter-cultural society. In addition, culture is not solely confined to cultural policy and cultural departments but encompasses education, employment and social affairs.
- The NAP/incl objectives set out by the European Commission emphasised the importance of including people through employment. The Spanish NAP/incl and projects we visited in Spain reflect this. However, it is important to note that social exclusion is not just about employment. Socially excluded people have multiple problems that need to be addressed before they can return to employment and access other fields of human endeavour.
- The process of writing the NAP/incl demonstrated the benefits of co-ordination amongst government departments. Arriba and

Moreno (2002) state that the most important achievement of Spanish social inclusion policy has been intergovernmental participation and involvement of social partners and stakeholders. This was not an easy task but once informal relations were established it was made easier. However, the lack of informal relations is cited as a reason for the lack of information in some sections of the Spanish NAP/incl (Arriba and Moreno, 2002). Information was easy to gather from the regional authorities that had already developed 'Integrated Plans for the Fight Against Exclusion' (e.g. the Basque Country).

- Involvement of the third/voluntary sector is important. Civil society organisations were involved in writing the NAP/incl including the Red Cross, Caritas, the Gypsy Secretariat and the Spanish Committee of Disabled People (CERMI). These NGOs were better equipped in terms of knowledge and human resources and as a result, they could make more concrete and definitive proposals. These bodies also brought a degree of critical analysis to the social inclusion policy agenda. In particular, Caritas (International Catholic Charity) produced a comprehensive NAP/incl proposal that was very critical of Spanish policies towards social inclusion, which led to many of its proposals being incorporated into the final NAP/incl (Arriba and Moreno, 2002).

12.19 References

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Section 13: Case Study - France

13.1 National socio-economic context

The invention of the phrase 'social exclusion' is attributed to Rene Lenoir a French Minister for Social Action during the mid-1970s, who used the term to refer to groups who were not covered by social insurance. The concept was further developed and refined in France and by the 1990s social exclusion had firmly become part of the EU policy agenda.

In recent years France has suffered from a relatively high unemployment rate, despite strong economic growth. Unemployment currently stands at 9.5% (January 2004)⁴⁵ compared to a Euro-zone average of 8.8%. Therefore it is not surprising to find that the primary cause of poverty and social exclusion is unemployment. The main groups in society most vulnerable to exclusion are children under 15 in poor households, long term unemployed, young people with poor qualifications, single parent families, asylum seekers and residents located in deprived areas. Relative poverty stood at 15% in 2001, which is the EU average for that year.⁴⁶

13.2 Social inclusion policy

Uniquely among European nation-states France has passed a law against exclusion (this occurred in June 1998). It is based on a notion that all citizens should have 'effective access' to 'fundamental rights'. Addressing social exclusion is seen as essential, not only in the social and economic spheres but also vital to the 'social solidarity' of the Republic. This 'rights-based' approach to social exclusion covers nearly every conceivable aspect of public policy and as a result France has instituted a 'multi-dimensional' policy

⁴⁵ Figure from Eurostat.

⁴⁶ This figure is: the share of persons with an equivalised disposable income below the risk-of-poverty threshold, which is set at 60 % of the national median equivalised disposable income (after social transfers). See Eurostat: http://europa.eu.int/comm/eurostat/newcronos/queen/display.do?screen=detail&language=en&product=THEME3&root=THEME3_copy_491347045042/strind_copy_763396310863/socohe_copy_88803726593/sc022_copy_442632116734.

approach to social exclusion. There have been institutional innovations in France such as the creation in 1999 of the National Observatory of Poverty and Social Exclusion, which has the purpose of collecting data and information, developing knowledge and information systems and commissioning studies, evaluations and research. The Observatory is part of the Ministry of Social Affairs. The key feature of anti-exclusion policy in France is the highly integrated form it takes (Choffe, 2001).

At a practical level the French approach to tackling social exclusion, which was adopted in 1998 is based on three key policy measures:

- the introduction of a minimum income, consisting of an income supplement, guarantee of social rights in relation to health care and housing and a social or employment ‘integration contract’;
- the development of employment based ‘insertion’ policies;
- an area based approach to regeneration⁴⁷.

The NAP/incl builds on and supplements this approach to combating social exclusion (see below).

Social exclusion challenges:

The principle contemporary social exclusion challenges facing France relate to combating the insecurity in the areas of income from employment, housing, health, knowledge and skills. In addition, guaranteeing ‘access to rights’ is another key challenge. Problems with territorial or geographical concentrations of exclusion also remain in certain housing districts and other geographical areas.

13.3 Regional policy

The municipalities, départements and regions each have responsibility for cultural matters. While the national government has continued to play a substantial role in the public funding of culture, the contribution of local and regional authorities has significantly increased in recent years and now represents 60% of overall public funding of culture⁴⁸. Local authorities are providers of cultural facilities such as museums, theatres, libraries and music schools. According to the Council of Europe “the *departments* and regions have become involved in local public cultural action to a degree far exceeding the obligations laid down in the devolution laws of 1982 and 1983”.⁴⁹

13.4 National Action Plan Inclusion 2001

Unlike some other member state NAP/incl, the French plan sets out a detailed financial programme for delivering the social inclusion strategy. The NAP/incl

⁴⁷ See: The Scottish Parliament, 1999: *Approaches to tackling poverty and social exclusion, research note RN42*. Edinburgh: Scottish Parliament Information Centre.

⁴⁸ The Scottish Parliament, 1999: *Approaches to tackling poverty and social exclusion, research note RN42*. Edinburgh: Scottish Parliament Information Centre.

⁴⁹ Council of Europe/ERICarts (2003) *Cultural policies in Europe: a compendium of basic facts and trends*. Found at: <http://www.culturalpolicies.net/>.

employs a two-pronged medium-term strategy that emphasizes access to employment and mobilisation of the key public and private sector actors as the key methods for tackling exclusion. In order to ensure effective mobilisation of relevant actors better co-ordination between government departments and all actors in this sphere is seen as necessary. The NAP/incl also emphasizes the importance of targeted action focused on the most deprived regions. Efforts have been made to develop and define indicators relating to gender, age and the labour market.

EU Commission analysis:

Most of the measures set out in the NAP/incl focus on ways to improve access to employment. However, the plan does propose a wide range of social and cultural measures directed at specific target groups or regions. French policy adopts a holistic approach in respect to 'access to rights', which is intended to promote equal opportunities. One flaw in the NAP/incl is the lack of quantified objectives, although the July 2001 National Government Programme that is the financial instrument for implementing the NAP/incl, does set down quantified objectives.

13.5 National Action Plan Inclusion 2003

The second French National Action Plan/incl provides an excellent example of good practice in terms of how culture and social inclusion is promoted. The NAP/incl outlines new initiatives to support:

- Art education;
- Increasing the number of cultural representatives;
- Improving the mutual understanding between those involved in the cultural sector and disadvantaged populations;
- Creating innovative projects;
- Opening cultural and artistic programmes to persons in difficulty;
- Developing further the Culture and the Hospitalised and the Culture and the handicapped programmes;
- Creating a Permanent Forum to study 'Culture and Social Ties'.

Further large scale projects are being developed that will combat social exclusion in the cultural sector, for example by using digital portals and interactive communication sites. A policy of promoting access to sports will also be implemented.

Extent to which culture is included in the NAPs/incl:

Cultural inclusion policies are incorporated into the French NAPs/incl. This is perhaps not surprising given that 'equal access to culture for all citizens' is written into the French Constitution. It is therefore incumbent on the French state that it takes action to ensure that all citizens have the opportunity to participate in cultural life. The impact of this approach informs the work of the French Government. For instance the decree laying down the brief of the Minister of Culture (2002) states in its opening passage that the Ministry:

shall be responsible for making the major works of humankind accessible to the maximum number of people, with particular emphasis on French works⁵⁰.

Across all policy fields culture is seen a key factor for ensuring the quality of life. This conception of culture possibly explains why France has the highest level of public spending on culture in the EU. The French Government has developed a range of policies to address inequalities arising from geographical, economic and social factors that impede participation in cultural life. These policies are aimed at extending and diversifying audiences and fostering the development of the widest possible range of cultural and artistic activities. There are also a range of policies and initiatives that specifically targeted at excluded and disadvantaged groups and deprived areas.

13.6 The focus of cultural policy

Developing participation in cultural activity and broadening access to culture is a key cultural policy objective of the French Government.⁵¹ This objective is also seen as important in respect to addressing social exclusion. A key link between culture and social exclusion is provided by Politiques de la ville programme. Whilst the programme has been running since the early 1980's and from the early 1990's as a multi-disciplinary regeneration programme, it is only since the mid 1990's that the Ministry of Culture became involved. The involvement of the Ministry introduced a number of debates about how artists were supported by society and in turn what responsibility artists had to society. Tensions were also apparent between those that thought budgets should concentrate on protecting and maintaining the cultural heritage of mainly elite institutions and the pursuit of 'excellence' in performance and art. Commentators argued that there was a lack of national policy to shift emphasis towards supporting more local groups and diverse cultural activities. This is not to suggest however that voices within the Ministry of Culture did not and do not argue for a different approach.

This was demonstrated in the 'Politique de développement culturelle' programme introduced by Culture Minister Jack Lang. This project sought to explicitly recognise the need to respond to popular cultural attitudes and have programmes that aimed at people who were excluded from society. This enabled people from a number of diverse and minority groups to claim a legitimate right to access budgets and finances. One of the main changes introduced by this programme was the acceptance that people could decide for themselves what was good for them without reference to artistic excellence.

The approach of the Politique de développement culturelle programme was of course criticised by some cultural elites who strongly felt that such an approach could undermine the pursuit of artistic excellence. The strength of this view meant that most cultural budgets still concentrated on traditional

⁵⁰ See 'France': <http://www.culturalpolicies.net/>.

⁵¹ See 'France': <http://www.culturalpolicies.net/>.

patterns of spending to support cultural institutions. Support for the social inclusion approaches to culture is mostly being funded through the 'Politique de la Ville' programme. Most of the funding derived from the 'Politique de la Ville' programme is project-based and therefore is often short-term. It also introduced a dilemma of whether such programmes should be supporting prominent artists for a given period of time or trying to identify and support new artists coming from the neighbourhoods. In practice a great deal of artists from local neighbourhoods have been supported to record music, undertake theatre productions, learn dance and so on. Funding criteria usually demand that social actions takes place with people from the neighbourhoods as part of the project.

Responsibility for monitoring funds is the responsibility of the regional tier of the Ministry of Culture. Evaluations of projects are normally undertaken. The Conseil Locale de Culture D'Elegance Societe undertakes co-ordination among the different agencies at local level.

At national level there are inter-ministerial connections but most linkage between cultural and social inclusion happens at the local level. The remit of the Ministry of Culture is predominantly one of supporting artists. This means that in order to access funds from this source people have to define themselves as such. As a consequence of this, a great deal of culture projects that are located in the community and which seek to encourage social inclusion are funded from other Ministries such as the Ministry of Cultural Affairs.

13.7 France case study profile

Date of Visit:

14-16th October 2003

Interviews:

Ministère des affaires sociaux, du travail et de la solidarité

- Madame Jacqueline Lebon, Chargé de mission "Lutte contre L'illettrisme et l'exclusion financière.
- Monsieur Jean-Paul Dupré, Chargé de mission "Politique de la ville".

Ministère de la culture et de la communication

Département de L'innovation et des pratiques artistiques et culturelles:

- Madame Ariane Salmé, Adjointe au chef du département.
- Monsieur Georges Rosevègue, Chargé de mission "Monde du travail", "Lutte contre les exclusions et les discriminations".
- Madame Isabelle Dufour-Ferry, Chargée de mission "Culture/Administration pénitentiaire" et Fédérations de'Éducation populaire.

- Monsieur Xavier Collal, Chargé de mission “Culture et Hôpital”.

Département de L'action territoriale:

- Monsieur Pascal Murgier, Adjoint au chef du department, chargé de la “politique de la ville”.

Département des affaires internationals:

- Madame Aline Denis, Chargée de mission pour les questions européennes.
- Monsieur Jean-Baptiste Cuzin, Chargé de mission pour les questions européennes.

Cultural Research Institute, University of Grenoble

- Guy Saez

13.8 Examples of programmes at local level

Example 1:

RMI – ‘minimum integration income’. People who have this status and who have been out of work for a long time will get access to training in the cultural sector. This happens in a number of cities. Much of this training will involve developing or improving self-esteem and teaching people to reconstruct their lives and develop skills in drawing and writing. Such programmes are not compulsory but cultural training is a part of this budget. A lot of the training focuses on self-development. This approach is underpinned by the view that in our post modern situation ‘self-realisation’ and achievement through arts and culture is an important dimension of a rich and vibrant society. This view recognises a whole range of activities from graffiti to rap music that form part of artistic activity in a modern society.

Example 2:

A number of programmes are aimed specifically at immigrants or ethnic minorities. This means providing funds for a range of minority ethnic festivals, language classes and so on. Much of the recent debate is about celebrating diversity but this can lead to some confusion at local level. For example, there has recently been some concern about the extent to which local people should be able to manage neighbourhood social/cultural centres, especially where this can lead to ethnic tensions about who controls specific buildings.

Example 3:

The education system has recognised the need to provide more opportunities for artistic education in schools. This can vary from classes in primary schools going to visit museums to larger programmes that encourage skills development, not only in arts generally but in the more technical support side of performance. An example of this operates in technical colleges where young people worked with Opera Strasbourg to discover opera and learn the skills needed to stage an opera.

Example 4:

The Ministry of Culture funds a number of programmes that support the development of cultural activities in prisons and hospitals.

13.9 France - implications for policy

- The key feature of the French case is the position and importance in public discourse and in public policy terms of culture per se and specifically as a tool to address poverty and social exclusion. Culture is taken seriously in France. Culture is regarded as a key ingredient for ensuring a good quality of life for all French citizens and as such it is an important component of France's multi-dimensional approach to social exclusion.
- As described above, a range of policy measures have been instituted to improve access to and participation in arts and culture, for instance by supporting cultural development among deprived groups and communities. These policy measures are seen as important in terms of 'democratising culture'. However, despite the emphasis given to opening up access to cultural activities and democratising culture, success so far in some areas has been mixed.⁵²
- The French government also stated its intention to integrate cultural policy/inclusion into the NAP/incl process. It has sought to do this particularly in the NAP/incl 2003 and France provides a good example of an attempt to integrate culture and social inclusion policies both in terms of strategy development and implementation. Overall 'comprehensiveness' distinguishes the French approach in this field.
- The French case also highlights the important role played by sub-national authorities. It is at the sub-national level where the practical dimension of integrating of culture and social inclusion agendas mainly occurs.

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Section 14: Case Study - Sweden

14.1 National socio-economic context

The Swedish social welfare system is universal and comprehensive. Sweden spent 33% of its GDP on social welfare provision, which represents the highest level of spending anywhere in the EU. As a result of the comprehensive and generous support provided by the Swedish welfare system, poverty levels are relatively low at 10% (2001 figures).⁵³ In addition employment levels are high and unemployment rates low. Unemployment in Sweden currently stands at 6% (January 2004).⁵⁴

14.2 Social inclusion policy

The Swedish approach and strategy for combating social exclusion is based on a policy of maintaining full employment and a universal social security system. The welfare system is seen as being robust and effective, having rode out the worst of the economic crisis during the 1990s and succeeded in preventing the economic crisis from also becoming a welfare crisis.

The main function of social exclusion policy is to provide security and opportunities for development. This promotes increasing prosperity both for the individual and for the community as a whole. Six main themes have been developed:

1. Employment policy:

One of the main tasks of employment policy is to take steps to avoid a segregated labour market and contribute in other ways to greater equality between groups. The purpose of Sweden's 'vigorous employment policy' is to reduce unemployment and create a high rate of employment for both men

⁵³ See Eurostat. This is based on the share of persons with an equivalised disposable incomes below the risk-of-poverty threshold set at 60% of national median equivalised disposable income (after social transfers).

⁵⁴ Found at: <http://europa.eu.int/comm/eurostat/Public/datashop/print-product/EN?catalogue=Euro...>

and women regardless of their background or origin (the target is to increase employment levels from 73% in 2000 to 80% by 2004).

2. Benefits provision:

Changes to the social security system have made it less generous and more restrictive. The most important changes involve eligibility criteria and benefit levels. Increasing dependency on social welfare allowances tend to affect young people and households containing refugees and immigrants. The system pays benefits to parents and their children, to sick people, the unemployed, the disabled, old-age pensioners and surviving dependants. A guiding principle is that people should be guaranteed an adequate income.

3. Education:

Lifelong learning for all, from pre-school to university and in adult education, is a powerful instrument for equality, including gender equality. The role of the comprehensive education system is to establish basic democratic values and to promote learning.

4. Health:

An important indicator of inclusion is the health status of the population. Although, there are relatively small differences in health between different groups in Sweden compared with other countries, there is a higher incidence of health problems and long-term sickness among the elderly, women, people born outside Sweden and blue-collar workers.

5. Housing:

The process of social and ethnic segregation is evident in Sweden. In 1998, over 20% of persons of foreign origin lived in an area where less than 70% of the population were native Swedes. Housing segregation tends to aggravate social problems, and policies have been developed to mix tenure.

6. Age and Family:

The existence of social problems is closely related to age. The problems of young people often have to do with their financial situation, while the problems of the elderly are related to health. Background factors such as education, family situation, educational levels or country of origin have a bearing on the incidence of social problems. In order to improve the economic situation of particular age groups and families with children, a support system has been built up in order to provide financial security. Various allowances have the effect of redistributing resources over the life cycle and reducing differences in the financial position.

Social inclusion challenges:

In some areas the social welfare system is viewed as being only partially successful in guaranteeing the welfare of certain groups in society, particularly young people, immigrants and single parents. It was these groups in particular that were hit hard by the employment crisis at the beginning of the 1990s. In addition, there is a question mark over whether the current social welfare system is sustainable, given that only by increasing employment can the funding of health, social services and pensions be maintained and the take-up of benefits reduced. Other challenges include better protection for those at risk of social exclusion such as the elderly, the disabled, ethnic groups, those

not integrated into labour market or with poor education and residents living in disadvantaged areas or regions.

14.3 Groups at risk of social exclusion

The comprehensive social security system provides support for a wide range of social exclusion problems. However, the system has not fully succeeded in developing inclusivity for a number of groups, in particular:

- young people;
- immigrants;
- single parents;
- other vulnerable social groups such as substance misusers.

14.4 National Action Plan Inclusion 2001⁵⁵

Who was responsible?

The Ministry for Industry, Employment and Communications is responsible for the National Action Plan, although the plan recognises the role of other Ministries. Joint working has been put into practice at the municipal level through Local Development Agreements (see below). However, interviewees stressed that departmental rigidity limited the impact of cross-theme working.

Main focus:

Sweden's first action plan for social inclusion was published in May 2001. Employment policy is a key feature of the NAP/incl. It is based on the 'Work First' principle, - that is measures designed to enhance the opportunities of individuals to find work - which is applied to welfare policy as a whole. Another key, albeit ambitious target is to halve the number of welfare dependent people by 2004. The Swedish government believes that by opting for a universal social security system based on income-related benefits rather than minimum benefit rates, administration is cheaper than a system of means-tested benefits, and that the Swedish model provides a better deal for the most disadvantaged groups. The Swedish welfare system is seen as being robust and effective, having rode out the economic crisis during the 1990s and succeeded in preventing the economic crisis from also becoming a welfare crisis.

Extent to which culture was included in the NAP/incl:

Under section 1.2 'Facilitating access by all to resources, rights, goods and services' the NAP/incl mentions the need: "To develop, for the benefit of people at risk of exclusion, services and accompanying measures which will allow them effective access to education, justice and other public and private services, such as culture, sport and leisure" (p.19). The NAP/incl agenda focuses on the exclusion of people from cultural life, in particular focusing on class, gender, ethnicity, place of residence or disability. The Agenda sets out

⁵⁵ The Swedish Action plan can be found at: http://www.eapn.org/inclusion/EUdocs/napsincl/sweden_en.pdf.

a long-term programme to increase involvement and participation in culture. The key aspects of policies are:

- *Cultural heritage*: national museums have a social and educational responsibility. An entrance fee has proved to be a barrier to accessibility and from 2004 the majority of national museums in Sweden will have free entry.
- *Children first*: There is broad political agreement on the need for special initiatives for children and young people. Almost all institutions receiving public subsidies for cultural activities must give an account of the way in which they give priority to young people.
- *Culture at work*: Demands for cultural activities in the workplace stems from the National Public Health Committee's research which states that participation in cultural activities is good for your health, reducing absenteeism and enhancing working life.
- *Role of cultural workers*: The main proposals are around research and investigation.

European Commission analysis:

The Commission believes that the Sweden universal social system provides a solid platform for abolishing most aspects of poverty and social exclusion. However, the Commission recommends that new policy measures are required to address the cases of specific groups and individuals. The Swedish Government has not yet integrated cultural policy into its social exclusion and anti-poverty agendas.

Who was responsible for implementation?

The NAP/incl is being implemented through several Ministries mentioned below and the counties and municipalities.

14.5 National Action Plan Inclusion 2003⁵⁶

As the Swedish Government admits in the NAP/incl 2003, the focus of the 2001 action plan was on a description of welfare systems and measures to strengthen existing policies. However the current action plan mainly focuses on raising awareness of the social integration process in accordance with the open method of coordination as this is still not sufficiently well known in many quarters. It will also seek to encourage and support the establishment of local processes aimed at social participation in partnerships between local authorities, other relevant authorities and organisations.

The NAP/incl 2003 included a specific section on culture, which set out the Government's achievements and plans in the field of culture/cultural inclusion. At the beginning of 2003 the Ministry of Culture presented an 'Agenda for Culture 2003-2006'. To make cultural activities more widely available, there will be free admission to a number of state museums. Other features of the agenda include further measures for children, disabled persons and culture at work and more regional programmes.

⁵⁶ Found at: http://europa.eu.int/comm/employment_social/news/2001/jun/napincl_03_sv_en.pdf.

In addition, the Government Book Price Commission will, up till the end of 2005, continuously monitor and evaluate the effects of the reduction of VAT on books and newspapers from 25% to 6%. Encouragement will be given to inviting professional artists and cultural workers to visit schools, workplaces or 'unconventional environments', as a means of giving more people access to culture. During the period 2003-2006 the Ministry of Culture will, in cooperation with cultural workers, artists' organisations and employers, explore new roles for artists outside mainstream cultural life.

14.6 The national structures to take forward social inclusion policy

The Government has set ambitious objectives that determine its policy in all areas. To address these themes the government has stepped up measures to reduce benefit dependency, increase employability and provide support for more vulnerable groups. National policies have been developed and undertaken by a range of Ministries. Although policies are developed by individual government departments attempts have been made to develop cross-cutting initiatives which involve several Ministries, although the silo mentality still exists in central government. This is less evident in the case of commune administration.

The Ministry of Justice has focused on the administration of social inclusion policy through integration policy. This policy establishes equal rights, obligations and opportunities for all regardless of their ethnic and cultural backgrounds, a community based on diversity and development characterised by mutual respect and tolerance. It is also responsible for democracy and popular movement policy, which promotes active citizen participation in decision-making processes and community life in order, among other things, to prevent alienation.

Other Ministries are also responsible for specific social inclusion policies. These include:

- The Ministry for Industry, Employment and Communications has focused on policies for increased employment.
- The Ministry of Health and Social Affairs has focused on the welfare policy framework, social services policy, disability policy, child and youth policy, elderly policy and health policy.
- The Ministry of Education focuses on increasing education attainment.

14.7 Regional policy

The delivery of social welfare is primarily the responsibility of the local authorities. They are responsible for providing assistance to vulnerable people and communities. They provide forms of assistance and services such as child and adolescent care and care for other vulnerable groups. In addition local authorities are also responsible for school education, refugee reception and other local functions. The County Councils are responsible for regional activities including subsidies to regional cultural institutions, theatre groups, music institutions, museums and libraries, and subsidies to popular

movements and non-governmental organisations. The county administrative boards are responsible for cultural environments at regional level in collaboration with the county museums, the health service, care services and services for the elderly and the disabled. The local authorities and County Councils have the right to levy taxes and finance their own expenditure. An equalization system guarantees that all local authorities have approximately the same per capita tax base. Based on this system the Government provides grants to the local authorities which are then paid out in the form of 'block' grants.

14.8 Metropolitan and local policy

Local authorities and County Councils have the right to levy taxes and finance their own expenditure. An equalisation system guarantees that local authorities have approximately the same per capita tax base. Equalisation is also used to take into account various structural factors.

The goals of 'metropolitan policy' are to provide the foundations for sustainable growth in the metropolitan regions, to stop social, ethnic and discriminating segregation, and to work for equal and comparable living conditions by:

- Raising employment rates in socially disadvantaged housing areas for both men and women;
- Reducing benefit dependency;
- Strengthening the position of the Swedish language among young people and adults;
- Provide opportunities for all school students to reach secondary school attainment levels;
- Raising the educational level of the adult population who have not completed their upper secondary schooling (up to 18);
- Providing sound and healthy living environments;
- Improving public health;
- Increasing democratic participation.

Metropolitan policy aims to give the metropolitan areas ample scope for sustainable long-term growth and thereby promote the creation of new job opportunities both in the metropolitan areas themselves and in the rest of Sweden. It also hopes to end social, ethnic and discriminatory segregation, thereby working for equality and equal opportunities in terms of living conditions for inhabitants of the big cities.

State assistance to metropolitan areas is provided to 24 deprived housing districts with large concentrations of immigrants. This assistance is based on 'local development agreements' between the government and metropolitan authorities.

Local Development Agreements:

Local Development Agreements (2000-2002) are a national government initiative with a budget of SEK 4 billion (€480m). Approximately 25% of LDA

funds are spent on culture related activities. This amounts to approx SEK 700 million over three years.

There are 24 neighbourhoods targeted in 7 municipalities: Botkyrka, Goteborg, Haninge, Huddinge, Malmo, Stockholm and Sodertalje. These municipalities develop agreements based on local objectives and action plans for each neighbourhood, provide regulation of central and local measures in the respective areas and undertake a follow-up assessment plan. The focus of the programme is long-term sustainable development and to reduce the level of social, ethnic and discriminative segregation in the urban areas. It operates in key areas of: education, employment, culture and social life and health issues. Central, regional and local authority levels are all involved. Funding is allocated to the municipality and it is the local district administration that initiates the majority of projects.

Local Development agreements operate in the following manner:

- The allocation of resources within the municipality should take account the needs of the vulnerable urban areas;
- Any project funding or other special investment by the municipality in the disadvantaged areas should not be reduced;
- State support for the local development work must be matched by at least an equivalent sum from the municipality;
- The municipality should strive in all its activities within the areas concerned to achieve the goals of the local development agreement;
- The municipality should develop the local democratic dialogue in such a way that the local inhabitants are involved and participate in the local development work.

Four key methods are used when designing and implementing the local development agreements:

- Bottom-up approach;
- Collaboration;
- Long-term perspective;
- Objectives and evaluation.

14.9 The focus of cultural policy

The understanding of culture in Sweden:

The Swedish Government view cultural policy as cultural heritage and various forms of art, drama, music, works of art and dance. Policy responsibility for youth and popular movements was moved to the Ministry of Justice. Support for the cultural infrastructure is seen as one of the fundamental conditions for enabling culture to reach large numbers of people and involve them. According to official statistics there has been an increase in the numbers of people enjoying or taking part in cultural life.

A Swedish Institute fact sheet (1992) on 'Cultural Life and Cultural Policy in Sweden' states:

In a well-developed welfare state, the public sector should seek to offer the individual citizen not only financial security and social welfare, but also a cultural environment of high quality. The cultural policy objectives adopted by Parliament in 1974 speak of freedom of expression, decentralisation, and the universal right to culture irrespective of place of residence or social background.

Cultural policy objectives:

In autumn 1996, the Government presented a Bill on culture to the Swedish Parliament, which contained seven objectives of cultural policy:

1. Safeguard freedom of expression and create genuine opportunities for all to use that freedom.
2. Work to create the opportunity for all to participate in cultural life and cultural experiences and to engage in creative activities of their own.
3. Promote cultural diversity, artistic renewal and quality, counteracting the negative effects of commercialism.
4. Enable culture to be dynamic, challenging and independent force in society.
5. Preserve and utilise our cultural heritage.
6. To promote education.
7. To promote international cultural exchange and encounters between different cultures within Sweden.⁵⁷

One of these objectives - 'to work to create the opportunity for all to participate in cultural life and cultural experiences' - relates to the social exclusion agenda. In order to meet this objective the Government aims to promote greater access to culture for children and young people and for disadvantaged groups such as the disabled, elderly people and people on low incomes.

The 1996 revision of the aims of the country's cultural policy includes the following two statements:

- To promote cultural pluralism and artistic renewal and quality, thereby counteracting the negative effects of commercialisation;
- To create the conditions for culture to be a dynamic, challenging and independent force in society.

In recent years the government has instigated a number of policy measures to increase access to cultural services and resources. In 1997 public library legislation was passed (and later revised in 2002), which emphasised the responsibility of each community to guarantee free public service and access to libraries. National museums will also introduce free entrance for visits to their permanent exhibitions.

Cultural diversity:

The national agenda states that 'people with weaker roots in the community are less inclined than others to take part in publicly funded culture'. Among these are people of foreign origin. Agencies and institutions in the cultural

⁵⁷ Council of Europe / ERICarts, 2002: *Cultural Policies in Europe – a compendium of basic facts and trends*. Found at: <http://www.culturalpolicies.net/>.

sector have specific objectives to combat discrimination, xenophobia and racism. They promote social equality, equality between women and men, and enhance diversity.

14.10 The national structures to take forward cultural policy

The main responsibility for cultural policy lies with the Ministry of Culture, although the youth affairs portfolio has moved to the Ministry of Justice. The National Council for Cultural Affairs (Statens kulturråd) plays a major role in implementation of cultural policy.

14.11 The regional/local structures to take forward cultural policy

The municipalities are concerned with activities at local level: libraries, music schools and subsidies to local orchestra, theatre groups, museums and local cultural environment activities. The Government has concluded local development agreements with a number of metropolitan authorities within the framework of national metropolitan policy.

The County Councils award grants to cultural institutions and organisations, study organisations, popular movements and children's and young people's theatre groups in order to stimulate diverse cultural activities. The County Council is the main financial sponsor of local concert venues and awards cultural scholarships.

14.12 Approach to the links between social exclusion and culture

Who makes the links - Departments/Government levels?

Cultural policy in Sweden has a long history of involvement with social inclusion. Policies backed up by delivery systems have been developed to enable culture to reach and involve large numbers of the population.

The Ministry of Justice is also responsible for Regional Development Policy and the Metropolitan Areas Policy. In 1999 the Commission on Metropolitan Areas was set up to coordinate national urban policy. Members of the Commission include: State Secretaries for Culture, Education and Science, Industry, Employment and Communications, Health and Social Affairs, Environment, Justice, Finance, Prime Minister's Office. The Commission develops and coordinates the policy and ensures achievement of its goals. Five reference groups are linked to the Commission, one of which monitors cultural, sports and recreational projects.

The Commission originally had its base in the Ministry of Culture but it was later transferred to the Ministry for Industry, Employment and Communications (2000) and current is based in the Ministry of Justice. The Commission aims to promote economic growth and better planning methods

in metropolitan areas and also to represent the state in negotiating Local Development Agreements with 7 selected metropolitan areas.

Target groups:

Although culture and social exclusion policies cover a wide range of groups emphasis is placed on the integration of ethnic migrants into Swedish society. The comprehensive welfare system is seen as a tool that will help to further integrate them into Swedish society.

14.13 How is funding being monitored?

Research is continually undertaken at the local level to measure the impact of social inclusion and culture policies. To date there has been success in achieving many of the objectives. There have been over 500 evaluation reports at national, regional and local level and over 2000 measures implemented at the local level.

14.14 Sweden case study profile

Dates of visit:

17-19th June 2003

Interviews undertaken:

- Ms Ingrid Ramberg, Botkyrka Multicultural Museum;
- Mr Hassan Hosseni, Research Leader, Botkyrka Multicultural Centre;
- Mr Evert Kroes, Ministry of Justice;
- Ms Pernilla Hellman, Project Leader, Botkyrka Municipality;
- Mr Peter Englen, Consultant, Circus Cirkor.

Visits to programmes/projects undertaken:

- Botkyrka Multicultural Centre, Fittja.
- Framtidsverkstan, Fittja.
- House of Culture Rotemannen, Alby.

Telephone Interviews:

Annika Mansnerus – Ministry of Health and Social Affairs

14.15 Sweden case study - example 1

Who is responsible?

- Ms Ingrid Ramberg, Botkyrka Mangkulturellt Centrum (Multicultural Centre);
- Mr Hassan Hosseni, Research Leader, Botkyrka Mangkulturellt Centrum (Multicultural Centre).

Date begun:

The original project started in the mid 1980s.

Description of programme/project:

Multicultural Centre, Fittja.

Botkyrka is a municipality in the south west of Stockholm County. It has a mix of densely populated urban areas and sparsely populated rural areas and has a population of 73,000 (1998), of which 30% have roots outside of Sweden. In Fittja, the area of Botkyrka used in this case study, 90% of the population have roots in 52 countries, the vast majority of them in the Middle East. The 'indigenous Swedish' population tend to be from lower social classes.

The area has a long tradition of youth activities and cultural initiatives and it tends to be open-minded and entrepreneurial in many respects. The area also has a wide network of voluntary and community organisations. The central government has allocated SEK 2 billion from 1999 to fund several projects in Bothkyrka.

The programme:

In Botkyrka, social exclusion occurs at several levels, although is mainly based on age, gender and ethnic origin. To combat this, areas of local development work have been identified:

- increased employment and income levels;
- language skills;
- improved public health;
- improved school results;
- crime reduction;
- housing and physical environment improvements;
- cultural and recreational facilities;
- increased democratic participation;
- overcome negative image of area.

Social exclusion and cultural policies predominantly focus on ethnic diversity. This is based on tourism, theatre, music and dance (these are also used as a medium for language training). Recognising the diversity of the area and using culture as a means to foster economic and social development is seen as an important priorities, particularly in terms of enhancing the image of the local community. The LDA in Botkyrka attaches a high level of importance to cultural activities and has provided 32% of total funding for cultural projects in the area (SEK 30 million).

The Multicultural Centre is located in the Municipality of Botkyrka in the south west of Stockholm. The project has developed a museum/gallery and research centre that focuses on the multi-cultural population of the area and the 'exotic' benefits such people bring to Swedish society. It provides:

- Support and advice for local residents;
- Meeting space and leisure facilities;
- Research links with other academic establishments;
- Publishing house.

Local and regional action programmes have been developed that aim to make more effective use of existing resources without allocating new government

funds. Evaluations indicate that the partnership model has been largely successful. Crime has reduced, democratic participation has increased and the perception of security has increased. Health remains a stubborn problem. The central government has changed its methods of working and ignored a blanket approach to funding but allowed freedom for specific programmes for specific areas.

Partnerships are considered a useful forum for exchanges between public and local authorities, although interest from the business sector has been limited. The programme also aims to promote an integrated territorial approach over sectoral interests and it is hoped that the private sector will come on board in a more constructive way and not just 'free-ride' the benefits.

Effectiveness:

- Enhanced cultural provision has helped to combat social exclusion, although the methods employed have had a limited impact because they have been top-down in nature. There is concern that professionals in local authorities are not aware of what communities want in regard to social inclusion and cultural activities. As a result participation rates of local people in some activities is very limited. For example the Research Institute (Mangkulturellt Centrum) provides museum/gallery and café but is not frequented by locals. However, the establishment of the centre has resulted in a more positive image of the area.
- In many ways the programme is naïve because it does not know what locals want.
- The professionals are unaware of local use of facilities and no monitoring seems to be in evidence.
- Members of the community who become more economically independent tend to leave the area, leaving a pool of more hard-to-reach groups and thus making it more difficult to achieve positive outcomes.
- Swedish culture is dominant. There is a trend toward embracing the Swedish culture than embracing diversity. However, recent evidence shows that immigration is having an affect on the identity of Swedes and changes are occurring.
- Bureaucracy of comprehensive welfare system does make projects and programmes inflexible and a barrier to access in some ways. However, this is less obvious at local level.

Monitoring Mechanisms:

Very limited. Interviewees were unaware of usage rates.

Future of programme:

Commitment from all levels of government will continue. This is seen as a long-term strategy, although future funding will be more limited, a factor that will inevitably impact on the programme.

14.16 Sweden case study - example 2

Who is responsible?

- Ms Pernilla Hellman, Project Leader, Botkyrka Municipality.

Date begun:

The project started in 2000.

Description of programme/project:

Framtidsverkstan, Fittja.

This project is funded by the Botkyrka municipality. A large flat within the main housing complex in the area has been renovated and used as a community room. This building is used as the base for the development and publication of a community magazine. The project is staffed by approximately 10 young people from the local area most of who are first generation Swedes. The magazine highlights local issues and discussion and is produced over a 10-week period during summer school holidays. The project has received coverage in national media. The project aims to:

- Generates interest in the area;
- Helps alleviate negative attitudes of Fittja;
- Provides young people with experience (and small wage) of working in journalism.

Monitoring mechanisms:

Sales of the magazine and number of applicants applying for positions on the team. Both indicators highlight the popularity of the project.

Views of participants:

Very popular project in which youths from different cultural backgrounds can work together. Most members of the team wish to progress to University.

14.17 Sweden case study - example 3

Who is responsible?

Mr Peter Englen, Consultant, Circus Cirkor.

Date begun:

The project started in 1995.

Description of programme/project:

Circus Cirkor, The House of Culture Rotemannen, Alby.

This project was first developed in 1995 as a way of integrating circus art forms with communities and youth culture. The project has a range of activities around performing arts, film and television and music. The project is funded by national and local government. Although this is a national artistic company which provides services on a national basis, there are many benefits to the local area. These include:

- recruitment;
- developing a creative education system;
- youth activities;
- stimulate interest from outside agencies to develop in the local area;
- build national and international networks (Suborb festival for new circus in August 2003).

The programme plans to build on these positive aspects and has received positive media coverage and visits from prominent politicians.

Effectiveness:

There has been concern about the impact the programme is having on the local area.

14.18 Sweden - Drivers and barriers to development of links between culture and social exclusion agendas

Barriers:

- In some areas the social welfare system is viewed as being only partially successful in guaranteeing the welfare of certain groups in society, particularly young people, immigrants and single parents.
- Following on the from above, there is an uncritical belief in and over-reliance on the social welfare system as the main tool for abolishing most aspects of social exclusion, which has stifled new policy measures to address specific groups and needs.
- Government has not managed to effectively integrate cultural policy into its social exclusion and anti-poverty agenda, thus leaving gaps in the system.
- Most cultural policies directed at the general population.
- Funding limitations. There is a question mark over whether the current social welfare system is sustainable, given that only by increasing employment can the funding levels of health, social services and pensions be maintained and the take-up of benefits reduced.
- Crude monitoring programmes may lead to the misdirection of funds.
- Lack of awareness of multi-dimensional issues of exclusion.

Drivers:

- Increased awareness of diverse nature of Swedish society.
- Close working relationships between agencies at the local level.
- High levels of support for culture initiatives within the broader social exclusion programme.

- Positive impact of programmes to date on employment, education, crime, housing.

14.19 Sweden - implications for policy

- A tightening of public expenditure may place limitations on some existing social and cultural inclusion projects and programmes and the development of new initiatives.
- There is a lack of effective joined up working at the national level in Sweden, in particular Ministries and Government Departments still have a 'silo approach' to working. The NAP/incl recognises this and stresses the need for closer collaboration at levels of governance and the passing of legislation enabling local authorities and County Councils to collaborate in joint committees for the purposes of delivering health and care services.
- Too much emphasis is placed on monitoring inappropriate measures and indicators.
- Some cultural and integration programmes place too much emphasis on Swedish-ness rather than fully embracing the cultural diversity of Swedish society.

14.20 References

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Section 15: Case Study - Finland

15.1 National socio-economic context

Finland has relatively low levels of poverty and social exclusion. As with other Nordic states the social security system in Finland is based on the principles of universality and a comprehensive income security system. This system is seen as having succeeded in ensuring low levels of poverty, for instance only around 11% (2001)⁵⁸ of the Finnish population live on an income of less than 60% of median income. Surprisingly given the nature of Finland's social security system, it spends slightly less than the EU average on social protection. The unemployment rate in Finland stands at 9% (January 2004).⁵⁹

15.2 Social inclusion policy

Social exclusion has been the main concept used in the Finnish discourse on social disadvantage. In Finland, social exclusion is used as a multidimensional tool for analysing the lives of the disadvantaged individuals and groups. It is seen as a multidimensional marginalisation process that has economic and social, cultural and political connotations (Silver, 1994; Strobel, 1995). The concept of social exclusion is concerned with inadequate social participation, lack of social integration and lack of power. In Finnish society, the most central social ties that connect individuals to society are education, employment, family and other social relations. Thus, social exclusion in Finland primarily means an exclusion from the fields of education, employment and economy, on the one hand, and from social relations and social networks, on the other.

Underpinning Finland's contemporary approach to social exclusion is the aim of preserving the basic structure of the social security system and where possible, enhancement of the Scandinavian universal welfare state model. Finland's policy response to social exclusion is defined by this structure. The main aim of social protection is to safeguard people's income by providing a comprehensive system of basic security and income-related benefits that

⁵⁸ See Eurostat. This is based on the share of persons with an equivalised disposable incomes below the risk-of-poverty threshold set at 60% of national median equivalised disposable income (after social transfers).

⁵⁹ Found at: <http://europa.eu.int/comm/eurostat/Public/datashop/print-product/EN?catalogue=Euro...>

guarantee a reasonable level of consumption. To date, this system has guaranteed social cohesion, fairness and equality. Almost all households get some kind of income transfer or use social and health services from time to time. In recent years national policy has stressed the 'primacy of work' and the Government has sought to reform the social security system, taxation and service charges in order to make employment attractive and financially viable (see below).

Preventive action is an integral part of social protection in Finland. Its aim is to forestall a range of risks and problems so that use of the more expensive services and forms of assistance can be minimised. The main areas of preventive action are environmental health care, effective primary health care, occupational health care, maternity and child welfare services, and the prevention of poverty and social exclusion. The strategies, objectives and measures for social inclusion are based on the Government's programme and budget framework for 2004-2007 and the social welfare and health policy strategies (2010) drawn up by the Ministry of Social Affairs and Health. In April 2001, the Ministry of Social Affairs and Health published '*Strategies for Social Protection 2010 – towards a socially and economically sustainable society*'. This strategic document set out the social protection strategy for the next ten years. It outlined a strategy for reform of the social protection system along four strategic lines:

- promoting health and functional capacity;
- making work more attractive;
- preventing and combating social exclusion;
- providing efficient services and income security.

In 2001, the Committee on Social Protection Expenditure and its financing prepared its proposals for reform of the Finnish social insurance system. The Committee's proposals were published in Spring 2002. They were based partly on the agreement between the social partners in late 2001, to improve the sustainable future of social protection and address the main challenges for social policy for the coming years. These are:

- unemployment and its structure;
- changes in demography and family structure;
- the employment rate and maintaining the work ability;
- the care and services needed by the ageing population;
- availability of sufficient and capable personnel in the social and health care sector;
- the trend in expenditure on social and health care services;
- poverty and social exclusion;
- sustainable financing of social expenditure;
- new information technology.

Social exclusion challenges:

A key challenge facing Finland is adapting the Scandinavian social welfare system to 'make-work-pay'. There is a need to address specific areas and groups facing disadvantaged such as older workers, long-term unemployed

and persons with mental health or addiction problems. In addition, action is required to increase levels of co-operation among key actors in the social exclusion sector and address regional disparities so that 'national' standards of social services are maintained.

15.3 Groups at risk of social exclusion

The NAP/incl 2001 identifies groups at risk from social exclusion, in particular:

- long-term and 'recurrently unemployed';
- disabled;
- children living in unstable conditions;
- immigrants;
- the chronically ill;
- substance abusers;
- violence against women and prostitution;
- the over-indebted;
- the homeless;
- prevention of crime-related social exclusion;
- minority ethnic groups (e.g. Sami, Romany).

15.4 The national structures to take forward social inclusion policy

The Ministry of Social Affairs and Health has responsibility for social protection and social inclusion. Other Departments have a role in relation to these issues, including the Ministry of Labour, the Ministry of Justice and the Ministry of Learning.

15.5 The regional/local structures to take forward social inclusion policy

Social policy competences have traditionally been decentralised in Finland. Social inclusion policy is delivered through existing governance and delivery structures at the regional and local levels. In addition, 'regional partnership centres of NGOs' will be established.

Municipalities, most of which have less than 10,000 inhabitants, can levy taxes. They receive a government grant to enable them to arrange the services they are obliged to provide. Municipalities are responsible for arranging basic services like schooling, social services, childcare and health services. Municipal institutions provide statutory services, either the municipality's own or joint bodies run together with other municipalities. The municipalities can also buy these obligatory services from the private sector to supplement public services.

15.6 Examples at a local level

Finnish policy makers have developed an initiative to foster co-operation between municipal authorities in the area of 'active social policy'. In addition, integrated housing strategies aimed at stimulating demand for existing

housing stock in areas with falling populations will be drawn up at the municipal level⁶⁰. An equalisation fund will be set up to ensure that child protection is not dependent on the financial situation facing individual municipalities.

15.7 The National Action Plan Inclusion 2001

Who was responsible?

The Ministry of Social Affairs and Health is directly responsible for the NAP/incl. A working group also included representatives from Trade Unions, the Lutheran Church, Ministry of the Environment, Ministry of Labour and Ministry of Finance.

Main focus:

The NAP/incl is based on preserving the basic structure of social security system while placing emphasis on employment and skills development. The plan adopts a broad conception of social inclusion and places a strong emphasis on preventive measures. Priority areas for policy action are:

- economic exclusion;
- health;
- labour market exclusion;
- housing market exclusion;
- exclusion from education;
- other forms of exclusion such as criminality, substance misuse etc.

The Finnish NAP/incl envisages a number of policy innovations such as:

- the promotion of employment for the disabled;
- reform of the occupational health system to incorporate short-term jobs;
- the establishment of a centre dedicated to monitoring and studying social exclusion;
- changing the benefit system to increase the chances of employment for those at risk from exclusion;
- raising the national pension level;
- raising child supplements.

Extent to which culture was included in the NAP/incl:

Limited - 'cultural exclusion' is mentioned in the NAP/incl as one of 'risk factors' that could lead to social exclusion. The cultural policy objectives of the Finnish government as expressed in the government programme of 1999, include among other things the promotion of cultural diversity and strengthening the role of cultural policy decision-making in various development initiatives. The programme also promised to enhance national cohesion by alleviating social and economic inequalities. Efforts have been made by policy makers to take culture into account as a dimension of various forms of development. This objective has been operationalised to some extent

⁶⁰ This initiative comes from the 'Pidot Report'.

in the projects financed from the EU Structural Funds, although to date the role of culture in regional development projects has been modest.

Who was responsible for implementation?

Ministry of Social Affairs and Health

How was the NAP implemented?

The Ministry of Social Affairs and Health has co-ordinated a working group with representatives of various departments/agencies to oversee implementation.

How was the NAP/incl monitored?

A range of indicators are listed in the NAP/incl. These are based on:

- housing statistics;
- benefits recipients;
- income levels;
- health statistics;
- employment rates;
- educational attainments.

These are monitored by relevant Ministries or agencies and overseen by the working group.

EU Commission analysis:

The Commission offers a fairly favourable analysis of Finland's policy and strategy towards social exclusion and poverty, stressing the comprehensive nature of the Finnish approach.

15.8 Key comparative changes between NAPs/incl 2001 and 2003

The 2003 NAP/incl adopts the same overall strategic approach as the 2001 plan and in general there appear to be few significant changes. The Nordic welfare state model, based on universal services and high standards of social protection, is seen as fundamental to the prevention of poverty and social exclusion. The NAP/incl provides a description of the terms poverty, exclusion and inclusion.

15.9 The role of cultural policy in NAP/incl 2003

Culture does not feature as a core policy concern in the NAP/incl. Culture is mentioned as one aspect in the agenda for promoting social inclusion. One area where this is seen as important is the availability of 'versatile information' and access to library services. These areas are regarded as key to the prevention of exclusion and the promoting inclusion. The NAP/incl proposals are linked to the 'Library Strategy 2010 Policy for access to knowledge and culture' (p.23).

According to the NAP/incl, at risk groups will require 'targeted special measures' in addition to universal welfare services. One aspect of this

targeting will be 'support for 'cultural plurality' (p.25). The need to support 'cultural plurality' has arisen in response to the projected growth of Finland's immigrant population as a result of anticipated labour shortages. The overarching policy objective of the Government is to prevent the 'escalation of cultural conflicts' and promote 'social participation of ethnic groups' (p.28). The government will also draft an 'immigration policy programme' that is designed to promote the language and cultural rights of children from ethnic groups.

15.10 Cultural Policy

The understanding of culture:

Finnish culture is characterised by a large number of institutions and highly organised and wide-ranging cultural activities. The arts are supported by an extensive subsidy scheme and an effective copyright system. In the 1990s the growth in government cultural funding slowed. Following the subsequent restructuring of the Finnish economy, allocations began to increase again in 2000. However, in recent years services are increasingly being developed with private funding. This understanding of culture is based on:

- the affirmation of national identity;
- artistic creativity;
- expanding participation in cultural life;
- promotion of cultural diversity.

The focus of cultural policy:

The priorities of Finnish cultural policy aim to maintain the country's high standards in information technology, which has proven particularly successful. The programme '*Education, Training and Research in the Information Society – A National Strategy for 2000-2004*' is designed to improve conditions for relevant training systematically, focusing in particular on virtual study and life-long learning. The Government's ambitious goal is to provide all citizens with equal access to and use of the electronic media by the year 2004.

Cultural policy focuses on the cultural dimensions of the information society, the utilisation of regional resources, multiculturalism, tolerance and international cooperation. Increasingly the focus is on creativity and the cultural industries.

15.11 The national structures to take forward cultural policy

The Ministry of Education is responsible for promoting and developing culture in Finland. In its Department for Cultural Policy these tasks are divided between the Culture and Media Division and the Arts and Cultural Heritage Division. The aim is to ensure comprehensive quality services in Finland. Citizens must have access to cultural services and opportunities to participate in culture, regardless of their place of residence and financial standing. Within this department the Minister of Culture has responsible for the arts, sports and youth.

The Ministry focuses on strategic policy concerns, with decision-making and implementation delegated to quasi-governmental bodies such as the Arts Council. These bodies allocate various project grants. This structure is complemented by regional cultural bodies, which promote cultural development at the regional level. This arms-length approach is considered the most effective way to develop and finance cultural policies and programmes.

Most cultural financing comes from the Ministry of Education and the local authorities. Other ministries also support culture to some extent. Local cultural expenditure is financed from tax revenue and with state grants and subsidies. The arts and culture appropriation in the state budget amounts to €315 million (2003). Finnish cultural projects also receive financing through the EU cultural and Structural Fund programmes.

Certain cultural institutions receive statutory state aid. Museums receive statutory aid up to 40%, theatres 80% and orchestras 25%. The municipalities receive statutory state aid for operating public libraries. The libraries receive between 25-50% state aid toward construction costs of a library. Other state funding is discretionary subsidy such as artist grants. A national lottery, which originated in 1926, provides a key share of the 'public' funding for culture, heritage and sport. The most important additional sources of financing are business and various cultural and arts foundations. Business enterprises purchase art and sponsor cultural events.

15.12 The regional/local structures to take forward cultural policy

Although culture is supported by a nationwide network of institutions some responsibility and funding is undertaken at the local level. Municipal councils are responsible for the arts at the local level. Cultural issues are dispersed across a wide range of committees. At the sub-national level, regional councils, municipalities, associations and joint corporations of municipalities have a role in cultural policy decision-making and funding. They are given freedoms within this role to allocate funding to specific local projects.

15.13 Approach to the links between social exclusion and culture

Who makes the links?

There is very limited integration between culture and social inclusion policies in Finland. Several small cultural projects are aimed at specific groups such as the disabled and ethnic minorities. Funding for the enhancement of Sami culture is relatively high, although this is less about inclusion and more about preservation and tourism.

Interviewees stated that the main problem seems to be the lack of a critical mass of people of 'excluded' groups in areas outside of Helsinki. Even within the capital, the numbers are relatively small, making projects difficult to sustain and expensive on a per capita basis.

Recently there has been more recognition of the role of culture in social inclusion but it is currently limited to ethnic groups and disabled groups. Most of these projects are based in the Helsinki area (one in Joensuu) and have an emphasis on visual arts. Interviewees stated that excluded groups are 'categorised' and supported by different Ministries or agencies without any real co-ordination in terms of needs.

Target group:

As alluded to above, a very fragmented approach to culture and social exclusion exists in Finland. There is no strategic or target approach as such.

Cultural emphasis:

As mentioned above, several small cultural projects are aimed at specific groups such as the disabled and ethnic minorities. Funding for the enhancement of Sami culture is relatively high (see above for the predominant rationales).

15.14 How is the combined approach being delivered?

First, the fragmented approach limits the potential for joined up working. The Arts Council works with local municipalities to fund specific projects, although most social exclusion and culture projects are undertaken at the municipal level where joint working appears to be more in evidence. KSV (Helsinki City Council) has linked with the Somali community to develop programmes for enhancing their culture and increasing acceptance within the broader population. In general there are limited organisational structures and a lack of experienced leaders to take projects forward. Lottery funding for these projects operates in parallel with (not in addition to) Government funds.

Secondly, the dominance of the social protection system appears to address issues about levels of income and social cohesion. In many ways the support provided by national government funding toward social protection is viewed as almost guaranteeing inclusion, thus limiting the need for other initiatives.

15.15 Finland - case study profile

Dates of visit:

8-11th July 2003

Interviews:

- Sari Salovaara, Access to Culture Manager, Finnish National Gallery.
- Outi Lindroos, Chair, National Board of Disabilities People.
- Tiina Korpimaki, Project worker Galleria 2003.
- Marian Tolbey, Head of Education Services, Finnish National Gallery.

Visits to programmes/projects undertaken:

- Accessible Museums Project. Ateneum Museum, Helsinki

15.16 Finland case Study - example 1

Who is responsible?

- Sari Salovaara, Access to Culture Manager, Finnish National Gallery.

Date begun:

The project began in 1999 and is funded on a yearly basis. It has recently received three years funding.

Description of programme/project:

Accessing Museums

Project to improve access for disabled people to National Museums/Galleries in Finland. The project is based at the Ateneum Gallery in Helsinki (part of the Finnish National Gallery). Project seeks to:

- engage disabled people in arts appreciation;
- provide easy access to galleries and museums;
- run gallery programmes for the visually impaired community;
- develop programme of other activities for disabled people;
- outreach work – taking art out to the community.

Monitoring mechanisms:

Monitoring is limited and is based on attendance figures and exit surveys.

Effectiveness:

The lack of monitoring programmes makes an analysis of the effectiveness of the project difficult. There appears to have been little promotional activity, although support for the project is apparently very good and feedback has been positive. However, interviewees suggested that the limited funding and resources do limit the capacity of the project.

15.17 Finland case study - example 2

Who is responsible?

Tiina Korpimäki, Project worker Galleria, 2003.

Date begun:

The project began in 2000.

Description of programme/project:

Taru – Kulttuurista, Tiedotusta ja Koulutusta

The project aims to enable disabled people and immigrants living in Helsinki to develop artistic skills. The project is based in central Helsinki and seeks to:

- exhibit multi-sensual artistic works;
- present a positive image of excluded groups to the wider population;
- provide education for artists;
- generate funds for further development;
- provide a catalogue of disabled and ethnic artists.

Monitoring mechanisms:

Monitoring is limited and is based on attendance figures and exit surveys.

Effectiveness:

The project has developed its own television show aimed at excluded groups that is broadcast on national television. Interviewees said that a mix of different excluded groups helped to improve understanding and highlighted the common problems they faced.

Views of participants:

Very positive – following the widespread attention the project has received there has been a marked change in public attitudes to such groups by the wider population.

15.18 Implications for policy

- No cohesive and overarching approach exists for linking social exclusion to culture. Policy has tended to adopt a fragmented approach that focuses mainly on a certain number of excluded groups and specific institutions. This approach has in itself 'excluded other excluded groups'.
- Funding for some projects has been limited and the emphasis has been on short-term targets and objectives.
- Despite the fact that public intervention has primarily focused on addressing employment issues, high long-term unemployment still persists.
- Government and policy makers have been overly reliant on the social welfare system as the primary vehicle for ensuring social cohesion. To some extent this has led to other policy approaches and initiatives being neglected such as comprehensive measures to address cultural exclusion.

15.19 References

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Section 16: Case Study - Italy

16.1 National socio-economic context

The Italian context is characterised by a north-south divide, which cuts across social, political, economic and cultural affairs. In the field of social exclusion the most intense and concentrated problems are found in the southern regions of Italy. While there are problems with social exclusion in northern regions, these tend to be more limited and focused on particular groups. The main cause of social exclusion, particularly in the south, is 'economic poverty' and exclusion. Based on 2001 figures, relative poverty in Italy was 19%⁶¹, while the unemployment rate stood at 8.4 (October 2003).⁶² However, a geographical break down of poverty highlights the regional disparities in Italy, where the poverty rates in some southern regions are approximately double those in the north.⁶³

The family unit still remains strong in Italy and is seen as a core institution underpinning the Italian social model. Families benefit from family support policies (e.g. tax benefits) provided by the state. However this socio-economic structure has traditionally had a negative effect on females, despite attempts by the Government to develop initiatives that will improve the family-work-life-balance. Nonetheless, social exclusion is particularly prevalent in respect to larger families where the main breadwinner is unemployed, among elderly people and those individuals with a poor education. It is in southern Italy where the largest concentrations of these 'at risk' groups can be found.

16.2 Social inclusion policy

The Italian social protection model is not managed by objectives rather it is based on legislative measures that set the 'framework conditions' for action and policies are then implemented by subsequent acts and decrees (Strati,

⁶¹ See Eurostat. This is based on the share of persons with an equivalised disposable incomes below the risk-of-poverty threshold set at 60% of national median equivalised disposable income (after social transfers).

⁶² Found at: <http://europa.eu.int/comm/eurostat/Public/datashop/print-product/EN?catalogue=Euro...>

⁶³ NAP/incl 2003.

2003). As a result, Italian policies are “implemented in a fragmented series of norms, programmes, plans and initiatives” (Strati, 2003: 7).

Another feature of the Italian social protection model in recent years has been the devolution of power from central government to regional and local authorities. This began in 1997 and has led to a transfer of responsibilities for many aspects of social policy to sub-national tiers of government.

In recent years the Italian Government has embarked on a programme of privatisation and ‘outsourcing’ of public services. This trend has been strengthened by national financial laws that have reduced resources available to regional and local authorities for providing services. Furthermore this state of affairs was compounded by the fact devolution of responsibilities was not followed by significant fiscal and financial devolution of power. Sub-national authorities have therefore faced difficulties taking on greater responsibilities for social policy with limited financial resources and levers.

The recent Italian White Paper on welfare focuses on supporting the family unit and increasing the fertility rate (Italy has the lowest rate in the EU, which is below ‘replacement level’) to address the predicted decline in population. Most of the policy measures suggested in the White Paper are fiscal in nature such as tax reductions to reduce the costs incurred by having children, financial support to young families to buy their first home and family-friendly policies aimed at raising the birth rate.

Social inclusion challenges:

The main challenge facing Italy is the development of the southern part of the country and the problem of co-ordination between institutional scales. There are problems of sub-national authorities facing up to the social policy responsibility devolved to them.

16.3 Regional Policy

The management and implementation of the NAP/incl is the responsibility of the regions.

In recent years Italy has developed a bottom-up planning culture, which has been tried and tested via territorial, national and community ‘pacts’, a number of experimental local social pacts and arrangements for regional pacts, in spite of there being few generally appropriate regional rules⁶⁴. Under the new ‘framework law on welfare’, the regional plans and area plans are about to come on stream. The regional planning framework documents sets out overall guidelines, which link into local planning.

This process has focused on local development problems, while local action has been based on projects for the establishment, installation and relocation

⁶⁴ Experiments have been carried out in recent years with ‘social coalitions’ within the traditional local pacts (Lamezia Terme in Calabria, Enna in Sicily, and social pacts (central Apennines, north west Turin) for greater inter-dependence in society through new activities in the social sphere involving all local public and private interested parties.

of production activities under the local social pacts. Social well being and local welfare policies are regarded as factors affecting and influencing local development.

In the context of administrative decentralisation and given that there were no national rules, certain regions have started drawing up plans for the social sector⁶⁵. Region-wide plans have been drawn up alongside the national and sectoral plans. An example of this is the Umbria Region Social Plan, 2000-2002. The Umbria plan is based on an analysis of local needs and it aims to promote integration of the various networks of services, guarantee satisfactory equity and uniformity in the quality and quantity of services, develop effective welfare through networks and involve the key local players. The progress of implementation and monitoring are made via the local plans.

16.4 Italy - case study profile

Dates of visit:

8-10th September 2003

Interviews:

Ministry of Heritage and Cultural Activity

Very little in the way of central government policy focuses on social inclusion - or indeed on the taxpayer as potential consumer - in the recently re-united Culture Ministry. Indeed, the up-to-date Directory of Ministry Services we were given confirms this vividly. The organisational structure is still the traditional 'vertical' function one. Several of the people we interviewed are working full time on the 'Minerva' project - in which Italy is the Project Co-ordinator for the EU - which is all about digitising the record of Europe's cultural patrimony, which now includes the new Member States. This project can move forward in a variety of directions but the 'information' and 'Europe' connections seem largely peripheral to our main concerns.

Most of the productive discussion therefore centred on new developments in the Objective 1 regions, where the Single Programming Document (SPD) (2000-2006) addressed our concerns. Unfortunately we were unable to see Maria Grazia Bellisario, Head of Servizio V in the Ministry's Secretariat-General (Centre for Evaluation and Verification of Public Investment), who had served on the joint-Ministerial working group from 1999. Our main interlocutor was Rosa Caffo who is Head of Servizio VI (Information, I.T., Statistics and Foreign Relations).

The SPD incorporates at least 63 cultural institutions. The fact that 'culture' (linked to economic and social development) is one of the six priority themes is largely down to Walter Veltroni's advocacy with the EU, when he was Deputy Prime Minister and Culture Minister in the centre-left government. While the Ministry has an overall co-ordinating function (agreeing plans,

⁶⁵ Three Regions have so far approved their welfare / health plans Umbria, Marche and Tuscany. Others in the Centre / North areas have made some progress, but there is significant delay in the South.

setting deadlines and monitoring), the call for proposals and management of local partnerships is the responsibility of regional government, although as ever in Italy central government and the Civil Service in particular drags its heels in actually decentralising legalised authority (the additional transfers under the 2000 constitution revision are far from complete).

We discussed the issue of libraries as agents in delivering information, help/assistance and services. However, the Ministry's main concern seems to be with high profile *historic* libraries and archives, leaving it to the approximately 13,000 local authorities and private outlets to determine and provide the general service on the ground, which is hugely variable in quality and scope in Italian towns and cities, although the local authority legal competence is uniform. Apparently around 1,800 libraries are networked in the Objective 1 programme. E-learning projects are beginning to be available through some public libraries, the most effective so far being 'la rete regionale' in Basilicata region.

For policy and monitoring as to how 'culture' is being used within the programme, we were pointed in the direction of the Ministry of Labour and Social Policy and to the Observatory in the Finance Ministry. With the firm emphasis on the regions as the key players on the ground, it is clear that the Culture Ministry only sees a very limited role for itself in relation to the broader inclusion agenda.

Ministry of Finance

Giampiero Marchesi had worked closely with Walter Veltroni on the cultural aspects of the *Mezzogiorno* Objective 1 plan and was a key player in the cross-Departmental team. He is now involved in monitoring the plan from within the Finance Ministry. Inter-Ministry dialogue is now the responsibility of Lea Battistoni in the Labour and Social Policy Department (located in DG Employment). An important previous adviser to Minister Livia Turco had been Professor Chiara Saraceno (both based in Turin). The monitoring group on the NAP/incl is now co-ordinated by an attached adviser, Paolo Sesito. There is an accepted view that culture is being treated as an increasingly important resource for more general social development. The Italian Government had to fight hard to obtain the agreement of the EU Commission to the high cultural priority within the SPD. This was achieved through co-ordination with the regions concerned and setting the same priorities on behalf of the local partners. Despite the previous acceptance of the Commission's DGVI of the importance of culture as an engine of regeneration, officials still seemed to be sceptical about giving it the major priority as was urged by the Italian partners.

Key issues to arise through these various processes include:

- Culture as a major resource and engine for development in the south of Italy (admittedly primarily starting from economic arguments).
- Social policy increasingly using cultural resources via its mechanisms (e.g. benefits) to link with labour and social inclusion agendas.
- Managing cultural resources in ways that help build support for marginal groups.

The autonomous region of Sicily has a number of successful schemes and we were informed of one high profile scheme involving an NGO (Italia Lavoro) using cultural heritage linked to territory that involves an area of land around Corleone (confiscated from the Mafia) with the employment of ex-drug offenders. There is apparently a book (published by Mulino of Bologna) covering social inclusion policy linked to suppressing organised crime by Professor Carlo Borzaga of the University of Trento, who is an expert on Italian NGOs.

The Culture Ministry's main contribution to the implementation of the SPD has been through instructions to its national network of directly 'managed' *sovrintendenze* (archaeological/cultural agencies co-terminus with the Italian provinces, although Sicily and Sardinia are two of Italy's five autonomous regions) to co-operate with the regions and local partners. They are also represented in the cross-Departmental Monitoring Group. Results so far are encouraging and show that good co-operation is developing that was previously absent in the gap between the regions and *comuni* (local authorities) and the Ministry's 'superintendencies'.

The SPD's indicator relating to 'cultural identity' has had some interesting use in respect of criminality in the south and there have been pilot projects around this theme in Naples and Campania involving the Ministry of the Interior (cf: Mirella Barraco's, Fondazione Napoli '99). The criteria outlined on p.74 of the SPD are beginning to be developed in more interesting ways, although it is admittedly difficult to respond to the EU Commission's demand for evidence of 'direct impact'. On pp.150/152 of the SPD it sets out a framework for 'integrated projects' that appear to be making connections, which were previously lacking. Out of over 130 projects running, at least half have heritage as a key priority and some of the lessons being learned are already being copied in Objective 2 programmes in other parts of Italy. The region of Molise has made big strides in developing services. Campania and Basilicata are progressing, while progress is slower in Apulia and Calabria.

Ministry of Labour and Social Policy and the NAP/incl

The original version of Italy's NAP/incl (2003) was formally approved and submitted by the Berlusconi Government. However, the thinking and approach underlying the plan belonged to the previous centre-left government and as a result, it was treated by the Berlusconi Government as not much more than a planning exercise. The revised version (approved in August) was much more coherent internally and its general principles were influenced by the White Paper on social welfare produced in early 2003 (this was shaped by junior Minister Grazia Siliquini). Key factors shaping contemporary social policy are the role of the family and the structure of the continental European system (specifically the 'Mediterranean' model). Highlighting the position of the household/family seems to be a means partly to mollify the lobbying of the Roman Catholic church that was feeling marginalised and wanted to be included as a more active partner. Currently, the focus of social inclusion policy is in a number of key groups and sectors:

- immigrants;
- people with disabilities;
- areas of structural poverty;
- large families;
- old people at risk (i.e. without family support);
- home assistance;
- pensions;
- increasing life expectancy (females currently 83).

Under the revised Italian constitution (2000/01), the role of central government as national co-ordinator is more clearly defined with the regions taking on greater responsibility for strategy and delivery in collaboration with local partners. Traditionally social policy in Italy had been organised through the Government's direct social security agencies, based on redistributive mechanisms via the fiscal system. Public intervention initiatives, facilities and direct services have generally been provided by the *comuni* (local authorities). However, reform is ongoing, and the current situation is very fluid and liable to change.

The impression given was that the first NAP/incl (2001)⁶⁶ had a rather under-developed planning role and that the linkages among Ministries and with NGOs and the other key agents, needed to go much further. However, it should be noted that consultation did take place and proved to be useful. 'Technical' appendices to the second version set out the main social issues in Italy and the regional authorities asked for greater input into the NAP/incl process, so that it reflected major issues in their own areas.

There have been ongoing problems for newly 'combined' Labour and Social Policy Ministry. Previously 'Social Affairs' dealt with ESF and small/specific project-based initiatives, whereas the old Labour Ministry was very 'regulatory' in approach and mainly utilised its strategic relationships with trade unions and employers' organisations. However, there is still considerable difficulty in bringing together strategic thinking at the macro-level.

Although the 2001 NAP/incl⁶⁷ makes some reference to culture in terms of guaranteeing access of all citizens to culture, the impression received during interviews that there might be a reduced role for 'culture' within the revised Italian NAP/incl, as there is less enthusiasm for culture under within the present government. At the same time the cultural aspects of social deprivation were starting to register more strongly with the Government. The NAP/incl does contain some data on 'cultural deprivation' but this is primarily directed to institutional aspects of 'participation', for example ticket sales and attendance levels (drawn from ISTAT's the state statistical office and regular general surveys).

⁶⁶ The Italian 'National Action Plan on Social Inclusion' (2001), can be accessed at: http://www.eapn.org/inclusion/EUdocs/napsincl/italy_en.doc.

⁶⁷ Under the section of promoting 'access by all to resources, rights, goods and services' the Government set down the following priorities: "guaranteeing access, particularly for individuals and groups most at risk of exclusion, to the major public and private services (education, culture, justice, sport, free time)."

Pension reform is a major political issue for the Government. The current strategy report has guidelines and indicators (these are primarily economic in nature) relating to the use of internet. Currently, little policy attention has been paid to this at national level, although regionally it is seen as an important information function and there are signs that this and similar considerations are beginning to affect the distribution of funds for regional development.

16.5 Italy case study - example 1

Teatro Kismet, Bari - Apulia

Notes from conversations with Roberto Ricco - Director in charge of social programmes

Those working in the 'community/social arts' field in Italy have all the usual problems of uncoordinated Ministries at national level and fragmentation between the regional, provincial and local authority levels. This makes it very hard to sustain or replicate successful initiatives on any longer term basis. It is extremely difficult for the committed theatre (and music) groups to sustain long-term objectives in this field when the funding fluctuates so wildly at all levels. Teatro Kismet tries to earmark around 20% of their annual resources to education, training and social targets.

Italy case study project 1: theatre in education

After much preparation, the Ministries of Education and Culture signed a joint protocol about theatre in schools. This also involved the national representative body for drama (ETI – Ente Teatrale Italiano), which was never allowed to take the lead. However, the success of projects depends crucially on the commitment and motivation of individuals and theatre companies. Any money decentralised under the protocol has to be routed through the regional direction of the Education Ministry, rather than the region or local authority. Four pilots happened under the protocol in Genoa, Rome, Apulia and Turin. One project focused on the city government and another in a theatre company. The Education Ministry has now withdrawn its money and only the cities of Rome and Bari have remained committed and are currently providing resources to continue the initiative.

Italy Case Study Project 2: drama work with young offenders

About 4/5 years ago the Ministry of Justice, which is responsible for detention and the prison service, negotiated and signed a protocol with ETI. Each region has a regional directorate of the Social Welfare Ministry, which has a role with young people obliged to undertake 'community service orders'. Once again, it tends to be the theatre companies' commitment that drives initiatives and as a result the original programme has been reduced. There were 6/8 pilot projects in locations including Catania, Bari, Rome and Milan, Padua. Teatro Kismet worked on the Catania and Bari projects and is still very committed to this in Apulia (institutions in Bari and Trani). Social Policy Law 2/85 is helpful here - again driven by Livia Turco when she was a Junior Minister in the centre-left government – as it sets social policy objectives for young people and allocated government funds as matching funding for EU

Objective 1 and 2 funds in relevant areas. The Social Welfare Ministry's regional Directorates were obliged to co-ordinate regional level plans involving the regional, provincial and local authorities, the latter being responsible for implementing action. Eleven metropolitan areas received earmarked funds under a special law that targeted four main priorities:

- young people at risk (social, cultural and sport based programmes);
- institutions willing to make some contribution;
- families;
- nursery schools (with input from private sector and NGOs).

Voluntary associations of social workers have made an impact in terms of 'bottom up' action but from the point of view of the cultural institutions/partners they did not feel equal, as they were used as a convenient new tool (much the same conclusion comes from the educational context in which the Ministry's manuals all refer to theatre as 'knowledge' but never as valuable 'experience'). In addition there is no formal concern for the *quality* of artistic experience and the public system provides no training, support or opportunity for reflection for the committed networks of teachers and social workers etc. There is invariably a dominant partner, although never the cultural one, which establishes projects in terms of its own mission/objectives/goals. Hence, the lateral connections that come out of such collaborations with artists are not sufficiently valued by the authorities and are very hard to sustain.

Italy case study project 3: prisons for minors

Projects are run in Bari and Turin, another one is sustained in Sardinia by Sassari comune and a further one with substantial NGO support in Padua. The permanent organisation based in Volterra 'teatro nelle carceri', in partnership with the Ministry of Justice and ETI is the most important Italian organisation in this field. This work relies upon a joint protocol signed six years ago, with funding coming from Ministry of Justice and ETI on a 50/50 basis. However, the Berlusconi government appears to be downplaying it. In Bari and Turin, theatre companies worked with offenders to create 'black box' drama spaces within the institutions, with extremely simple technical requirements. Operational objectives needed to fit with the overall institutional philosophy. Kismet has come under pressure from the prison authorities to institute training programmes but has resisted this as they feel they do not have enough knowledge about a very complicated and potentially dangerous situation.

When Teatro Kismet started this type of work in Apulia, the young inmates were fairly evenly drawn from three groups: young Italian offenders, offenders from North Africa and Albanian boat people, many of whom were refugees rather than criminals. There was a clearly racist dominant prison culture, with the young Italians constantly trying to be moved to adult prisons full of hardened Italian criminals. Some of these are youths connected to Mafia families, who arrange to 'lose' their official documents, showing their age etc, so that they can infiltrate the young offenders' institutions. Kismet felt their work helped make a constructive input into greater tolerance and understanding between these groups, although they are often unsure about

the motivations of people inside who want to work with them. After the age of 21 there is no means of monitoring what happens to young offenders. Now the state has adopted a policy of dispersal – partly driven by prison overcrowding – and the institutions in Apulia are receiving much higher quotas of hardened criminals from the north, as well as Albanians and North Africans who are also professional criminals.

Teatro Kismet, in increasingly difficult circumstances, is persevering and now has a circuit in Apulia of four (male and one female) prisons to which they tour the shows created with and involving inmates under very controlled circumstances. Approximately 15 performances of each are given to a maximum audience of 60, with local schools and church organisations also invited. The city of Bari now treats this work almost like an established cultural institution. The theatre company also promotes the work of writers in prisons.

Italy Case Study Project 4: work with disabled people

Funding amounting to €50,000 from the city of Bari supports this project. Kismet is working on three levels:

- Generic drama based training, involving a group of 30 people with disabilities and 30-voluntary sector (mostly from education).
- Selecting a small group (6 or 7) of disabled people for additional development with the company's professional actors.
- 5 carried on as professionals and toured a show (15 performances a year were booked and toured by ETI, around half the total output).

This work continues, albeit at a lower level and was adjusted in the light of Kismet's accepting that the 'educational' benefit is probably more valuable than the 'artistic' aspect. They are increasingly uncertain what the correct balance is between the social and cultural emphases in this work, although they have taken on trained disabled actors in to the permanent company. Nevertheless, under Law 85/2, it is clear that the recognised benefits are purely educational, which increasingly causes Kismet to question what their own 'added value' is to the project.

Additional information (Richard Schechner, Professor of Performance Studies):

Since the 1970s, and increasingly since then, the 'theatre of crisis' or 'social theatre' has been growing exponentially. Social theatre may be defined as: theatre with specific social agendas, theatre where aesthetics is not the ruling objective; theatre outside the realms of commercial success or the cult of the new that dominates the avant garde (not that social theatre need shun innovation or never be seen in a commercial venue).

The very powers that create the structural inequities – whose powers and profits depend on those same inequities – also pay for programmes to alleviate the pain caused by the inequities. Follow the money. From where do the UN, government organisations and NGOs get their money, a tiny bit of which is used to support social theatre? ...While the right hand holds the population down, the left hand doles out a modicum of funds and other resources allowing for a certain amount of artistic and academic

expression, social theatre and other means of alleviating the sufferings of the oppressed.

If you follow the money, you will soon discover that the governments, NGOs, foundations and universities etc, are the very ones who, in other guises, maintain the structural inequities.

16.6 Italy case study – example 2

Framework for support for Italian ‘Objective 1’ Regions 2000-2006

The regions concerned constitute Italy’s *Mezzogiorno* (viz. Apulia, Basilicata, Calabria, Campania, Molise plus Sardinia and Sicily).

The Single Programme Document (published 2000, pp. 51 ff.) sets out six priority ‘axes’ or themes for intervention in order to articulate the strategy across this group of regions. These are:

- i) Making best use of natural resources and the environment.
- ii) Making best use of cultural and historic resources.
- iii) Improving use of Human Resources.
- iv) Expansion and exploitation of local development systems.
- v) Improving the quality of cities, local institutions and community life.
- vi) Strengthening networks and service points.

The stated intention is for an ‘integrated approach’ to ensure that the separate sectors work together to mobilise and develop the potential across the whole area.

The detailed section on cultural resources (pp. 69-75) stresses that it is not simply focussing upon major heritage sites and institutions but also the hidden potential across the region. Here, there are converging but hitherto inadequately exploited strands including cultural tourism, cultural activity of all kinds and the cultural industries in a very broad sense. A detailed SWOT analysis is undertaken, leading to an outline strategy setting out how ‘culture’ can make a significant contribution to the economy and production processes of the areas concerned. The principal means of intervention are:

- Creating improved conditions for entrepreneurial activity, directly or indirectly linked to exploiting cultural heritage - with particular reference to tourism.
- Improving conditions to encourage greater external investment.
- Bringing about more favourable conditions to deal with social and environmental deterioration.
- Developing and supporting cultural and regional identity.

Factors to be taken into account to ensure effective policy interventions are:

- Efficient programming/scheduling.
- Selection processes which focus on sustainable development.
- Territorial choices of initiatives to encompass the broad priority themes.

- Choices to integrate and respect the individuality of culture in each region (or sub-region where appropriate).

A contrast is made with the long-standing tendency of annual government subventions for cultural heritage to be through crisis management and responding to emergencies. The SPD is strongly focused on making connections and sustainable development. It is emphasised that an overall aim is to: ‘maximise the cultural potential in order to stabilise conditions through new dynamic opportunities for heritage and cultural activities, to improve the quality of life for citizens, building trust and social well-being.’

The key indicators set out in a summary table do, however, tend to identify some of the more concrete (expected) outputs:

- Visitor numbers - by site/institution - increasing demand.
- Visitor numbers - per square 1,000 km - increasing demand.
- Ratio of paying to non-paying visitors - improving management and supply.
- Average annual per capita subsidy for live events - improving demand.
- Average number of ticket sales per capita - improving demand.
- Increase in total sales for cultural products.
- Growth in numbers employed in cultural production.⁶⁸

16.7 References

Italian Government (2001) *National Action Plan on poverty and social exclusion*.

Italian Government (2003) *National Action Plan on poverty and social exclusion 2003-2005*.

Strati, F. (2003) *Report on the Italian NAP inclusion 2001*. SRS: Firenze.

⁶⁸ Extracts and summary taken from: ‘Quadro Comunitario di Sostegno per le Regioni Italiane dell’Obiettivo 1, 2000-2006’

Section 17: Case Study - UK

17.1 National socio-economic context

From the late-1990s to the present day the UK economy has grown steady and stood up well to the recent economic downturn. The UK is widely recognised as having one of the strongest performing economies in the EU. Despite this has still faced problems in terms of reducing child poverty - which is a key government policy priority - and concentrations of deprivation and poverty in certain regions (e.g. northern regions of England and Northern Ireland) and among particular groups and local communities.

According to the latest figures available, unemployment in the UK was 4.9% (in November 2003).⁶⁹ In addition, the UK has recorded employment levels and is experiencing labour shortages in certain sectors. One means of addressing this has been immigration of suitably qualified persons. Based on 2001 figures the at-risk-of-poverty rate was 17%, two points above the EU-15 average.⁷⁰

17.2 Social inclusion policy

According to Bradshaw and Bennett (2003: 1): "The UK strategy to combat poverty and social exclusion as presented in *Opportunity for All* (2002) has shifted from a life cycle approach to focus on the main elements of the strategy, which are:

- Ensuring that work that pays is possible;
- Support for those unable to work;
- Investing in services for children to break cycles of deprivation;
- Tackling inequalities by improving public services."

⁶⁹ Found at: <http://europa.eu.int/comm/eurostat/Public/datashop/print-product/EN?catalogue=Euro...>

⁷⁰ See Eurostat. This is based on the share of persons with an equivalised disposable income below the risk-of-poverty threshold set at 60% of national median equivalised disposable income (after social transfers).

In both policy and political terms the battle against poverty and social exclusion has been a high priority during the both Labour administrations (1997 and 2001). The headline policy of the Government has been the ambitious target of reducing (by a quarter by 2004) and the eventual eradication child poverty (in a generation).

One institutional manifestation of the Labour Government's overriding domestic policy priorities, signalled very soon after their election victory in 1997, was the establishment of a powerful Social Exclusion Unit (SEU) in the Prime Minister's Cabinet Office (now part of the Office of the Deputy Prime Minister). The SEU required all government departments immediately to set up Policy Action Teams (PATs) and report back to it within a limited timescale on how their own particular policies and initiatives could contribute to wider government policies and objectives regarding social inclusion. As well as mapping current actions and potentially productive initiatives, the Government as a whole sought through this process to break down inter-departmental rivalries and deliver more coherent and co-operative policy and implementation on social inclusion.

17.3 Key comparative changes between NAPs/incl 2001 and 2003

As with most other member states the UK's NAP/incl 2003 does not diverge significantly from the 2001 version. Once again the UK government emphasizes its long-term commitment to eradicate child poverty in a generation and halve it by 2010. Access to employment and 'making work pay' are seen as the best route out of poverty. Accordingly, UK policy has focused on strengthening the labour market and increasing the financial rewards of work through tax credits, minimum wage and developing the skills base. One feature of the UK is the relatively high proportion of the population that live in low-income households.

17.4 Groups/sectors targeted for policy action - from NAP/incl 2003

1. Children;
2. Large families;
3. People from ethnic minorities;
4. Disabled people;
5. Older people.

In addition, social exclusion in rural areas is seen as presenting a different set of problems to policy makers than is the case in urban areas. Consequently, the Government recognise that rural areas require a different policy approach. In relation to the common EU objectives the current NAP/incl (2003) suggests that greater attention should focus on:

- linking the NAPs/incl process more clearly with existing policy making processes (including as appropriate the use of budgetary resources) and ensuring that a concern with poverty and social exclusion is mainstreamed into all policy areas, including the use of Structural Funds;

- increasing awareness of the social inclusion process both amongst the general public and amongst policy makers and practitioners including national parliaments;
- acknowledging the importance of the regional and local dimensions while respecting the different distribution of competences in different Member States;
- developing an integrated and strategic approach to key issues that cut across the common objectives. These could include for example, depending on the particular situation in each Member State, child poverty, disability and immigration and ethnic diversity;
- identifying and developing policy responses to assist those who are most marginalised and excluded and who experience particularly severe integration problems. They will vary depending on specific national circumstances, but could include for example women from ethnic minorities, ex-prisoners, drug addicts, the homeless, street children or people discharged from institutions;
- reflecting the major structural changes, the key risk factors and the core challenges identified in the *Joint Report on Social Inclusion*;
- ensuring a better integration of areas such as health and culture with other policy domains;
- setting clear objectives and specific targets for the reduction of poverty and social exclusion;
- mainstreaming gender issues at each stage of the plans, in the identification of challenges, the design, implementation and assessment of policies, the selection of indicators and targets and the involvement of stakeholders;
- ensuring that there is a good coordination between the preparation of the NAPs/incl and NAPs/employment so that each reinforces and complements the other’.

It should be noted that Communities where English is not first language (e.g. rural mid and West Wales) are also categorised as ‘at risk’.

17.5 The role of cultural policy in NAP/incl 2003

In contrast to the NAP/incl 2001 the current document makes ‘access to culture, sport and leisure’ a specific policy objective for UK actors. Given Britain’s devolved system of government, each territorial administration (Scottish Parliament, Welsh Assembly, Northern Ireland Office) and in the case of England the UK government, have drawn up individual plans for access to culture and set their own specific targets and priorities. Accordingly:

- England
The national priority is for enhanced access to achieve a ‘fuller cultural and sporting life for children and young people’ and increase the take up of cultural and sporting opportunities by new users aged 20 and over from priority groups.

- Wales
The Welsh Assembly Government has produced a cultural strategy (Creative Future: Cymru Greadigol), which pledges to ensure that all people in Wales should be able to participate and share in cultural life.
- Scotland
The Scottish Executive has produced a National Cultural Strategy. There is a target to increase the number of under-represented groups (particularly children and young people) taking part in cultural and sporting activity by 5% by 2006.
- Northern Ireland
Northern Ireland policy makers aim to make access to culture, sport and leisure facilities available to all.

17.6 The British cultural policy context

The development of cultural policy in the UK

In the UK, 'cultural policy' has always been a problematic area within broader 'social policy'. The debate about cultural policy often turns into a surrogate one about values, for instance high/low, popular, traditional, relative, post-modern culture and so on. Raymond Williams in his 1976 book *Keywords (A Vocabulary of Culture and Society)* states that 'culture' is one of the two or three most complicated words in the English language. He explains:

This is so partly because of its intricate historical development, in several European languages, but mainly because it has now come to be used for important concepts in several distinct intellectual disciplines and in several distinct and incompatible systems of thought.

For our purposes it is worth summarising two relevant contemporary understandings of the concept:

1. Used to denote the product of intellectual and in particular artistic activity. From here, it is all too easy for discussion and any critique to move into an aesthetic and art form (although even this is now an increasingly complex and difficult area) based analysis.
2. Used to denote an anthropological understanding, with reference to an entire way of life, including recent portmanteau terms such as youth culture, feminist culture or black culture.

'Official' cultural policy in the UK - never overtly stated by government until 1998 - in spite of a national tendency to be suspicious of 'intellectuals', has always been weighted towards the first of these definitions: culture as an aesthetic or intellectual product. Nevertheless, the broader 'cultural' environment within which this exists, coupled with the instability of the terminology itself, acts as a form of permanent challenge to the narrower understanding and to those who feel more comfortable clinging on to it. This in turn has meant that a good deal of the public debate and consequential action around the key issues in the UK has made government and established cultural institutions into natural allies almost against the articulated (but often

extremely fragmented) demands of the advocates for a more holistic understanding of culture, its needs and its beneficial aspirations.

Sir William Emrys Williams, an early Secretary-General of the Arts Council plumped for the élitist slogan 'few but roses' as his guiding principle. Sir Roy Shaw, a later successor, an adult educator by profession (and largely sceptical about the aims of the burgeoning community arts movement), was by 1977 clearly nostalgic for those simpler times in stating that:

...it would be folly to starve the roses and change to a policy of 'many but dandelions'. We must preserve, and indeed improve, traditional centres of excellence, but we must also spread the excellence as widely as possible.

Shaw's mantra became 'excellence and access'. However, there was neither additional government money for new policy departures, nor any general Arts Council will to reallocate resources towards a more inclusive policy.

In the UK today and increasingly in the rest of Western Europe and even more acutely in Eastern, Central and South-East Europe, we see the dichotomy between the integrative, personal development and holistic emphasis on culture and the limited view of most politicians of culture - and heritage in particular - as a financial 'burden', which is also capable of economic exploitation. The increasing number of dedicated lotteries is in part a contemporary response to this situation but in the UK the established cultural institutions were not slow to raise objections when they felt that the current government was beginning to regard it as their own preserve and divert lottery revenues into cultural programmes with more strategic social objectives. It is worth noting that occasionally lotteries do enable new and desired policy departures to take place, as it is 'new' money that is unencumbered with the baggage and expectations of cultural institutions. If the commercial success of lotteries declines, then the risk of 'substitution' can become very real, although this is hard to prove on any objective criteria.

From the early 1970s in Europe there were a number of manifestos produced by groups of professional cultural operators, signalling a wish for state cultural policies and funding to become much more inclusive. Whilst the documents themselves may now appear to be somewhat naïve, their altruistic optimism is still engaging. So far as the UK is concerned, the key text - known as the 'Beaford Declaration' (named after the location of a trail-blazing rural arts centre in North Devon) - was the outcome of the first conference of professional arts centre directors and community artists, held in 1973. This is the preamble to this text:

It is our conviction that the fastest growing field of professional arts work in Great Britain is in the area of work loosely but usefully described by the activities of Arts Centres and Community Arts Groups. This growth reflects a new generation's determination to make creative activity as well as the 'art object' available and accessible to the vast majority of the population who are currently untouched by the 'art' which is provided for their consumption.

It is difficult to define this work in relation to the social services, education, sport or leisure provision by which it is at least partially subsumed, or to the participatory activities initiated by formal institutions such as certain repertory theatres, galleries, museums etc. Nevertheless it is our conviction that the spontaneous development of this field of activity, both in this country, in Europe and America, is not only the expression of a deeply felt need: it is central to the quality of life of each individual and his (sic) community.

In this field, even a modest increase in financial support and recognition would bring an immediate return. But the recommendations of the conference are more radical. They call for a re-examination of current attitudes to the 'arts' as they are publicly interpreted and supported.

It was unanimously agreed that the Arts Council was not useless, but inadequate. Its view of art as a self-evident source of pleasure appealing to well-formed Taste derives from the Eighteenth century. Its view of the public as a passive mass to whom works of art, embodying spiritual values, should be made available, belongs to the tradition of public works and benevolence stemming from the Nineteenth century. But the establishment of the idea that arts activities should begin with the human experiences of the sixty-odd million inhabitants of this Island - which belongs to the thinking of our own time - has not become part of the Arts Council's interpretation of its Charter. These are the thoughts which are implicit in the conference's report and recommendations.

New Labour, New Policy Focus

Chris Smith, the UK's Secretary of State for Culture, Media and Sport (DCMS) throughout the first Blair administration is notable for having been the first British Minister to formulate and publish a broad cultural policy (although some would probably see Jennie Lee's famous 1965 White Paper *A Policy for the Arts – First Steps*, which was decentralist, democratic and developmental in tone, as a clear move in that direction, but was never openly followed up at government level). Smith is perhaps best remembered in Europe for his significant initiative in 'mapping' the creative industries in the UK, thereby helping to improve the political profile of 'culture' as a key growth sector in the modern economy. During Smith's tenure of office a clear enunciation of the Government's broad policy framework and how this should be translated into cultural policy and used by the 'arm's length' agencies⁷¹ in their own strategic plans was promulgated.

The primary aim of the Ministry, its 'mission statement', was formulated as follows:

To improve the quality of life for all, through cultural and sporting activity and to strengthen the cultural industries.

Four broad unifying policy themes were set out:

- promotion of access for the many, not just the few;

⁷¹ The DCMS passes on about 90% of its annual budget to 'arm's length' bodies.

- pursuit of excellence and innovation;
- nurturing of educational opportunity;
- fostering the creative industries.

In parallel to this ran a strong government initiative, fronted personally by Blair himself, combining social inclusion with the 'information revolution' to deliver at least one free public internet access point in every school and public library across the country by the end of 2002.

The Audit Commission, the UK government's independent inspectorate on local authorities has for some time been producing guidance manuals on good practice in cultural provision by local government, and the organisation does have some understanding of the important policy linkage between cultural and social policy. The Commission's constructive encouragement is useful up to a point but a problem has always arisen where 'measurement' and 'value for money' surface. Currently the Commission is attempting to devise 'Best Value' indicators for local authorities that can be used as comparators but it should be noted that the organisation is, after all, primarily a financial inspectorate. Its development of measurable 'outputs' tends to take refuge in numerically based indicators. This often misses some of the more valuable *outcomes* which are invariably more complex and multi-dimensional and usual need to be on longer-term timescales, and as such are not susceptible to this kind of mechanistic comparative measurement.

One of the achievements of the Blair Government has been to bring some order and clarity to the complicated field of cultural data. Traditionally, the collection of cultural data in the UK has been patchy and inconsistent and its interpretation uncoordinated and far from systematic. In the context of decentralisation, work is proceeding on a Regional Cultural Data Framework for the UK. This is proposing a standard conceptual and technical definition of the cultural sector. The initiative has, on the whole, been welcomed by regional and local authority cultural policy makers who see it as a tool for strengthening the role of culture in social and economic programmes. In addition, they see it potentially acting as a counterbalance to the previous tendency of central government and its 'national' cultural agencies to use available cultural data and intelligence in a misleading way, which often had the effect of under-representing local cultural development or only recognising it when it appeared to mirror traditional national or metropolitan models. In the final Technical Report (November 2002) on the Framework, the DCMS comments on the 'seminal importance' of an earlier piece of work conducted by the Department's Quality, Efficiency and Standards Team (QUEST) in the document 'Making it Count: the Contribution of Culture and Sport to Social Inclusion'⁷². It contains a lengthy appendix setting out details of all relevant identified research into social inclusion issues. The principal argument advanced in the document is that a coherent and consistent analytical framework and process for measuring the impact of culture on social inclusion issues is essential if current practice is to benefit and improve. It is expected that the evolving system will in future make it easier for vertical and sector-

⁷² Found at: www.culture.gov.uk/quest.html.

focused systems to be aligned so that multi-purpose frameworks can be more effectively used to assist policy development, not least in relation to social inclusion issues.⁷³

17.7 Departmental approaches to the links between social inclusion and culture

PAT 10 and after

The UK Government's current intention is to 'mainstream' broad government policy within individual sectors and departmental responsibilities. Given that the landscape has changed a substantially since 1997, the initial setting up of a dedicated Social Exclusion Unit (SEU) within the Cabinet Office, which required each government department to report back on how their particular policies addressed social exclusion, may have served its purpose. The same might also be said of the Policy Action Team (PAT) Reports that emerged from this process. In retrospect, officials in the Ministry for Culture (DCMS) felt that the process had probably been more important than any individual results or outcomes.⁷⁴ DCMS's relationship with the Education and Skills Ministry and with the Home Office is now very much improved and the next big target for them is the Department of Health. DCMS hopes, among other things, to develop common agendas with the Department of Health around sport and health.

DCMS's strategic policy role

In regard to the DCMS's directly responsible non-Departmental Public Bodies such as the Arts Council England, Sport England and Re:source (the UK umbrella body covering Libraries, Archives and Museums), according to the Department, the reorganisations since 1997 have delivered a more coherent and inter-linked national/regional/local system. There is more confidence now among DCMS officials that the Department can be 'outward facing' on its principles and broad policy aims. To this end, DCMS has developed more focused strategic priorities that are stated in the DCMS Annual Report:

1. Children and young people: enhancing access to a fuller cultural and sporting life for children and young people - giving them the opportunity to develop their talents to the full.
2. Community: opening up our institutions to the wider community, to promote lifelong learning and social cohesion.
3. Economy: maximising the contribution which the creative and leisure industries can make to the economy.

In the above context, sector strategies are more and more likely to reflect the social inclusion agenda, which is without doubt where the current Departmental Ministers' main interests lie, despite the importance of the 'cultural agenda' per se. For instance, the architecture strategy has a major role to play in disability access, whilst Sport England and Re:source have both

⁷³ See also consultants' report: *'Count Me In - The Dimensions of Social Inclusion through Culture and Sport'*. DCMS/Leeds Metropolitan University Centre for Leisure and Sport Research, March 2002.

⁷⁴ Note: Phil Clapp came out of the SEU, where he was lead official on the PAT 12 Report – on young people. PAT 10 was the DCMS's Report.

seconded officers into key departments to ensure closer policy development and delivery. Although DCMS relies heavily on what they describe as a “messy network of contacts”, they have a confident sense of progress in how their agendas are influencing other Departments of State. As Brian Leonard put it:

The DCMS is increasingly geared towards an inclusion agenda and funding agreements, in particular, are geared towards asking bodies not to do culture purely for culture’s sake but to actually use this money to deliver outcomes like social inclusion.

QUEST and indicators of progress

Chris Smith (Secretary of State for Culture 1997-2001) instituted the ‘Quality, Efficiency and Standards Team’ (QUEST) within the DCMS and it did initially come up with some performance indicators for social inclusion within its broad report on indicators. This has however proved difficult to implement. The focus of the DCMS has now shifted to making the objectives in its Public Service Agreements (PSAs) much more overt. This means that the triennial and detailed annual DCMS funding agreements with NDPBs have tightened up on expected ‘outcomes’ but are at the same time, allowing a greater degree of latitude to the NDPBs in how they think it is appropriate for them to meet these targets.

Each DCMS Director oversees a limited number of PSAs. The Arts Council, Heritage, Museums and Galleries and Sport have all been given targets to achieve in relation to lateral issues. Projects are required to show that as a result of their funded activity, there was an improved degree of participation amongst priority groups, which the DCMS define by income, disability and ethnicity.

It is also worth remembering that there is a real dilemma as far as PSA targets are concerned. In particular, where is the break point between legitimate cultural action/programmes per se and a politically driven wish to make providers actually *change* their programmes for social and other reasons?

The developments outlined above reflect broader changes going on in the cultural sector that the DCMS does not claim to lead. Officials quoted as an example the Bradford Bulls Rugby League team who have developed a variety of out-reach programmes underpinned by principles of good commercial sense. An official also talked about a project on the west side of Newcastle-upon-Tyne that offered both day-care for old people and provided facilities for making stained glass and painting. This was seen as an example of a socially inclusive project that had culture at its core.

Delivery at the local level

DCMS is fairly confident that the picture is steadily improving at the local level. There was acknowledgement that for decades many good local authorities (LAs) have been pursuing cultural and social agendas in constructive parallel, even if central government was unaware of this activity. The figure of £3

billion was quoted as a broad estimate of current LA expenditure on culture (bearing in mind that the public library service is the only statutory cultural service that LAs must provide). LA cultural strategies, which they are now obliged to submit to the DCMS, are still coming in. The key thing for DCMS seems to be their sense that there is now a good 'fit' on shared policy priorities between central and local government. They have a clear feeling that even LAs which were under-performing are now engaging positively and taking note of cultural aspects of educational attainment and social inclusion.

These developments are, of course, very much tied up with the importance of place and territory that is becoming more of a strategic concern to LAs. The networking of government departments' is much improved with the Local Government Association (the English and Welsh national body for local government) and with SOLACE (the professional network organisation/society for the LA chief executives). 'Beacon Councils' were also identified as playing an invaluable role in helping to raise the profile of these issues among local authorities. For example, the role of libraries in combating exclusion, 'culturally-led regeneration' through cultural quarters, iconic buildings, leisure-based schemes, safer parks and play-schemes etc. In this context, 'Best Value'⁷⁵ is currently being rethought in an effort to make the concept more strategic in nature. Many authorities are increasingly open to the potential of making culture a central plank of their policy strategy. There is recognition that culture can therefore be used to deliver outcomes that are not themselves purely cultural in nature. Above all, this represents a genuine change in the way local government is thinking.

In terms of area-based initiatives the consultancy firm Geoff Fordham Associates was commissioned to look at the delivery plan for the New Deal for Communities programme. It found that virtually all communities had chosen to invest in the culture in some form or another as part of this programme, for instance by employing Arts Development Officers. There is a 20-year longitudinal research project attached to this project, the aim being to show what the cultural sector can achieve for social inclusion.

There is further evidence that various cultural programmes and projects with a social inclusion agenda are having some success. One such example is the Bristol Mass Read of *Treasure Island* that was partly funded by Penguin books and which in turn further illustrates the crucial role to be played by private sector partnerships. The Museums Project will also, from this point of view, hopefully have an impact in a sector that has further to go on the social inclusion front.⁷⁶

In short, DCMS are concerned to play a key strategic role in maximising the impact of culture as an agent for social inclusion. On a negative note, this is inevitably partly a response to a set of circumstances in which they admit that

⁷⁵This is the Labour Government's successor to compulsory competitive tendering (CCT). CCT sought to challenge the cost-effectiveness and operational efficiency of LA's services with those of private contractors. Under this system the private sector could bid for certain local government services and were usually successful if a lower price was tendered.

⁷⁶ As did the relocation of Bournemouth city library.

realistically there is very little money available to make real inroads into the existing infrastructure. As such, the 'Extended Schools' initiative is indicative of the way in which the framework that already exists needs to be maximised in order to ensure that local people from all backgrounds realise the cultural potential of the resources already available to them. In doing so the DCMS believe cultural policy can have a real and increasing impact on issues of social exclusion.

From DCMS's point of view, one of the reasons culture is having such a renaissance in terms of regeneration and local provision has been the willingness of central and local government to loosen some of the reins over local programmes. When local people are given the chance to choose and are given money to do something with that money, the suggestion is that they often choose to invest in arts, leisure and sports activities. This manifests itself in Neighbourhood Renewal Areas such as East Manchester which has chosen to put money into its sports facilities. The £130 million 'Space for Sport and Arts' programme in primary schools is helping open up school facilities as a community resource, as is the national network of 'Extended Schools' which is now touching on other aspects of social inclusion in the form of primary health care, child care, libraries, sport and the arts. Indeed, the Government feel that public libraries have potential value in relation to many of their targets for social inclusion. In recent years they have sought to promote links between education, access to information and future prosperity, notably through equipping libraries with information technology as a means of social inclusion. This has been funded by the National Lottery through a £270 million programme devoted to the public library IT network.

A key theme in the DCMS agenda is to promote 'freer-thinking' about what constitutes a cultural resource and how it can be best used by the local community. Real advances are also being made in the form of 'Creative Partnerships' (CPs). Working with actors, artists, music producers and others in the creative industries, CPs aim to give schoolchildren the opportunity to experience the arts and creativity at first hand. Similarly, the Physical Education and School Sports programme represents a massive investment in the infrastructure of school sports.

Despite the above advances it is also important, as officials themselves stated, to resist what might be called 'initiative-itis' from central government. There is plenty of evidence of usage of cultural facilities, in particular libraries, which illustrates the more general point that regardless of government intervention people actively use culture and as such, culture plays a role in 'engaging the disengaged'.

The DCMS is confident that the Regional Cultural Data Framework will help it move beyond the merely anecdotal to a more scientific and evidence-based approach. Similarly with Neighbourhood Renewal programmes and the rising profile of culture within the New Deal for Communities, the feeling was that the DCMS had reached a stage where it could now say in its discussions with other departments - unlike at any time in the past - that culture can make a significant contribution to social well being.

The Government's English regional dimension

Government Offices for the Regions (the national government's administrative arms in the English regions) make a significant contribution to the delivery of area-based initiatives and the administration of EU funding streams. The Regional Cultural Consortium (RCC) which operate as government appointed champions of culture, are also important players in terms of regional cultural policy. They are partly intended to make a significant contribution to DCMS's strategic priorities. In addition, RCC chairpersons automatically have a place on Executive Boards of Regional Development Agencies, which are the principal economic development vehicle in the English regions. This enables RCCs/RDAs to give greater attention to the broader context within which the RCC sits such as factors which can have a major effect on access to 'culture', such as transport, pricing and education.⁷⁷

17.8 UK - case study profile

Date of visits:

July and October 2003.

Interviews:

Department of Culture, Media and Sport:

- Brian Leonard, Director, Tourism, Libraries and International.
- Mark Ferrero, Head of Libraries and Communities Division.
- Phil Clapp, Head of Education and Social Policy Unit, formerly in Social Exclusion Unit of the Cabinet Office.
- Michael Helston, Head of International Unit.

Department for Work and Pensions:

- Steve Clode.

17.9 UK case study - example 1⁷⁸

The Brightmet estate in Bolton, Greater Manchester, is in the lowest 10% of areas in the UK measured against the indicators of income deprivation and child poverty. The study explores what this statistic means in a practical sense for the people living in the area, seen through the eyes of local residents, as well as using additional factual data. Whilst there are many published studies of particular projects or initiatives showing the capacity of cultural activity to empower local communities, this is a rare example of a 10-year longitudinal study.

The research on the first 3-year period is beginning to record changes in the perceptions of local people, in terms of their perception of the arts helping to lead to an improved image for and pride in the area, a new sense of self-

⁷⁷ An example of positive practice was evident in the South West region that brought key players together.

⁷⁸ Full copy of the report can be found at: www.brightmet.co.ukleselvin@yahoo.co.uk.

identity and more choice and opportunity for local people through participation.

An organisation was created through Bolton Community Education Services and was funded through the local authority Housing Department's 'Percent for Arts' scheme, a 10-year strategy to use culture on the estate as a catalyst for positive change. The ethos is closely linked to community development and it supports community action. A high percentage of the work involves participation in arts activity and direct engagement in creative practice.

Over the first three years, the project has delivered:

- Work with 71 partner organisations (63 local, 5 national, 3 international).
- Contracted work to 43 artists (36 local, 7 from outside the region).
- Coordinated over 60 projects with local people (446 participatory sessions).
- Worked with 4,324 children and 727 adults.
- Received grant income of £75,000 from the local authority.
- Harnessed £6,000 worth of 'in kind' support from Community Education.
- Drew in £80,000 worth of additional resource to the area (combining cash and volunteer time costed at £5 per hour).

After careful consideration, research methods selected were as follows:

- Published statistical data.
- Arts practitioner observation of sessions and qualitative interviews with participants.
- Focus group and questionnaire-based studies by professional (non-arts) researcher.
- Social Impact Study Research Group – composed of local residents and outside professionals.

Key findings and positive indicators so far include:

- Personal self-image.
- Image of the estate as an area.
- Ability of individuals to work collectively and collaboratively.
- Social cohesion and solidarity.
- Increase in perception of choices available.
- Health (although less strong than those listed above).

Children and young people in particular recorded a sense of achievement and higher status, as well as changing perceptions (their own and those of others) of the area where they live. The project has also successfully created a space and focus where different generations and ethnic groups can work side by side on activity of mutual interest. Questionnaire responses demonstrate that almost 93% of adult residents on the estate believe that they now have something positive to build on, rather than just temporary activity. Interviews with children and young people during the third year suggest that they

perceive art to have some psychological benefit in reducing their feelings of stress and anxiety.

Local consultation has led to a number of recommendations for future development, in particular over the forthcoming period more work will be aimed at young people over 14 and adults over 50 living on the estate. Discussion with the local authority is looking for cost-effective ways of ensuring long-term sustainability and adaptation of the positive results so that they can be replicated in other areas.

17.10 References

Council of Europe (1998) *Cultural Heritage and its Educational Implications: a Factor for Tolerance, Good Citizenship and Social Integration*. Proceedings of Brussels seminar held in August 1995.

UK Government (2001) *United Kingdom National Action Plan on Social Inclusion 2001-2003*.

UK Government (2003) *United Kingdom National Action Plan on Social Inclusion 2003-05*.

Section 18: New Member States⁷⁹

18.1 A review of culture and social inclusion policies in selected new Member States

This section provides a brief overview of current culture and social policy developments and practices in six of the new Member States: the Czech Republic, Malta, Hungary, Poland, Slovenia and Cyprus. These states provide a representative sample of the new Member Countries in terms of geographical size and location, history, tradition and culture, population size and contemporary practices and policy issues confronting them in the area of culture and social inclusion policies.

1) Czech Republic

Cultural policy

The Charter of Basic Rights and Freedoms guarantees the right of all Czech citizens to access culture, including socially disadvantaged groups such as the disabled, who must be given the opportunity to access the nation's cultural wealth, and the possibility of taking part in its creation. As part of its preparation for accession to the EU, the Czech Government pledged to raise public expenditure on culture to similar levels in comparable European states.⁸⁰

The main public actor in the field of cultural policy in the Czech Republic (CR) is the Ministry of Culture. It has responsibility for matters such as: art, cultural educational activities and cultural heritage. In 2001 the Czech Government publish its cultural policy.⁸¹ One of the main policy objectives of the Government is:

to guarantee equality of access for citizens to cultural treasures and to facilitate this access to disadvantaged social groups (minorities, the disabled). (p.4)

The specific aims of cultural policy are laid down in 'articles', some of which are relevant to the social inclusion agenda. Article one states:

to support the widest possible involvement of citizens and civic initiatives in cultural and artistic activities, enhance their access to cultural values and participation in the care of the cultural heritage, including their active and fully-fledged participation in decision-making procedures." (p.5)

This will be achieved by "regularly advertising discretionary grant programmes" and raising awareness of government activities in this field.

⁷⁹ There are 10 new countries that joined the EU on May 1 2004: Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia.

⁸⁰ CR spends 0.23% of GDP compared to European average of 1% of GDP (Ministry of Culture, 2001).

⁸¹ Accessed at: <http://www.mkcr.cz/en/www/article.php?id=10>.

Article two pledges to continue to maintain a “system of discounts on prices” (p.6) covering access to cultural services for citizens who belong to socially disadvantaged groups.

Article fourteen states that the Government will “support the cultural activities of different ethnic minorities” (p.13). Priority will be given to programmes that support ‘multiethnic events’ and wider awareness of other cultures. The needs of the Roma minority will receive greater attention from Government policy makers.

Article fifteen aims “to support the integration of foreigners into Czech society and the relationship between communities” (p.13). A dedicated programme will support cultural and religious activities of foreign citizens who have settled in the CR, as a means of raising awareness and assisting with the “creation of genuine media representation of the relationships between communities with cultural and religious differences” (p.14).

Article sixteen aims to “support participation of disabled persons in cultural activities and services” (p.14). In 1998 a National Plan for the provision of equal opportunities for citizens with disabilities was passed. This allows the Ministry of Culture to provide a special grant programme to support cultural activities of disabled people. Financial support is provided for projects that:

- provide wheelchair access by means of technical equipment to cultural facilities not established by the Ministry of Culture;
- support cultural activities produced by disabled persons. (p.14).

The Culture Ministry will also examine the implementation of copyright law to assess whether it addresses the needs of the disabled in respect to the “accessibility of cultural works” via “audio and audio-visual recordings using modern technologies” (p.14).

Article thirty states that the Government will “support cultural activities and cultural services as a complementary component of awareness-raising and preventive programmes” (p.19). In support of this article the Ministry of Culture has a special discretionary grant programme. This programme:

supports those projects in which the cultural component follows its main overriding purpose, for example prevention of drink and drug addiction, gambling and AIDS; education in partnership and family relations and education for psycho-social rehabilitation and the reintegration of victims of crime. Priority will be given to activities of a continuous, long-term character. (p.19).

Article forty-one aims to “ensure that children, youth and students have access to cultural heritage” (p.25). National collections will be made accessible to children and youth. A grant is available from the Culture Ministry to collecting institutions to raise awareness among children and youth.

Article fifty-two aims to “reinforce the role of public libraries in the process of making information accessible to citizens” (p.32). This will be achieved by supporting interconnection with other information networks.

Article fifty-eight seeks to “secure the general accessibility of library services” (p.34). Government policy aims to make library services accessible not only to citizens with disabilities but also to those living in remote areas. The “practical support of this service should be guaranteed by the responsible middle level body” through programmes such as “support the funding of barrier-free access”, the “acquisition of library funds for the blind” and “ethnic minorities” and “participation in the financing of the general accessibility of library services, for example travelling libraries” (p.34). The Ministry of Culture gives discretionary support to libraries that support accessibility to the disabled.

Social inclusion policy

The Ministry of Labour and Social Affairs⁸² is responsible for social inclusion policy. The Joint Memorandum on Social Inclusion (JIM)⁸³ undertaken by CR and European Commission highlights the lack of any substantial links or co-ordination between the social inclusion and culture agendas. However, the JIM recognises that there is a need to:

support the integration of people with intellectual disabilities into society in areas such as education, employment, social, recreational and cultural life and developing enhanced supports and living facilities, promoting greater public awareness and countering prejudice and discrimination will be important. (p.39).

In comparison with other new Member States and also with the EU average, CR has a low rate of poverty. Existing systems of social protection, education and health etc were designed to prevent the occurrence of social exclusion and to date have proved largely successful in doing this. Therefore major changes are not required to social protection system in the CR. However, the JIM process identified challenges such as the need for existing systems to be adapted to new phenomena, which have emerged in developed modern societies such as population ageing, changes in family composition and the emergence of the knowledge-based economy. In addition, certain disadvantaged groups such as the disabled or those in disadvantaged social and cultural environments, particularly the Roma, need further consideration from policy makers. Employment is regarded as the primary means of achieving social inclusion.

⁸² Accessed at: <http://www.mpsv.cz/scripts/default.asp?lg=2>.

⁸³ Prior to accession, all countries were expected to jointly prepare with the European Commission (DG Employment and Social Affairs), a Joint Inclusion Memorandum, the purpose of which is to prepare the candidate country for full participation in the ‘open method of coordination’ on social inclusion upon accession. The JIM outlines the principal challenges in terms of tackling poverty and social exclusion, presents the major policy measures taken in the light of the agreement to start translating the EU's common objectives into national policies and identifies the key policy issues for monitoring and review. It should be noted that culture or cultural policy matters are barely mentioned at all in these documents.

2) Malta

Cultural policy

The small island state of Malta spends approximately 0.5%⁸⁴ of its GDP on culture and culture-related activities.⁸⁵ The direction of cultural policy is orientated toward “consolidation of cultural democracy at all levels...it manifests itself at the level of individual needs and capacities rather than in terms of bringing individuals within the framework of the general cultural policy.”⁸⁶ Another feature of cultural policy is the aim of decentralising power, particularly in respect to local Councils.⁸⁷

Until April 2003, art and culture in Malta was the responsibility of the Ministry of Education. A new Ministry for Arts and Youths was created with responsibility for setting general policy guidelines for culture and the arts, broadcasting, museums, sports and youth affairs. However, the Ministry of Education retained control over for the Library and Archives sector as well as matters relating to the Maltese Language.⁸⁸ There is co-operation on cultural matters between the two Ministries and with other bodies and agencies. The Ministry for Youths and the Arts is responsible for formulating policy, which is implemented via arms-length agencies such as the Council for Culture and Arts and Heritage Malta.

The Policy Unit at the Ministry of Education has launched a strategy for “inclusive creative action” (Everitt, 2002: 14)⁸⁹, aimed at those from “cultural, social, physical or educational disadvantage backgrounds (e.g. children with learning difficulties, disabled, refugees, women who are victims of violence).”⁹⁰ ‘Creativity projects’ have been developed that include children and young people with social disadvantages and children and adolescents from families of illegal immigrants in detention.⁹¹

In August 2001⁹² the Government issued the first comprehensive official cultural policy report in Malta. It is based on several principles including democratic participation, inclusion, diversity and subsidiarity. One of the cultural policy objectives is:

⁸⁴ This figure includes allocations to the National Tourism Federation for cultural activities.

⁸⁵ Information accessed at: <http://www.culturelink.org/culpol/mt.html>.

⁸⁶ Accessed at: <http://www.culturelink.org/culpol/mt.html>.

⁸⁷ The activity of Councils appears to be focused mainly on preservation of heritage and traditions.

⁸⁸ See Compendium of Cultural Policies in Europe. Accessed at: <http://www.culturalpolicies.net/>.

⁸⁹ See Everitt, A. (2002) *Report on Malta's National Cultural Policy*. Strasbourg: Council of Europe.

⁹⁰ ‘Creativity projects’ have been undertaken to include children and youth with social disadvantages and children and adolescents from families of illegal immigrants in detention.

⁹¹ Accessed at: <http://www.culturalpolicies.net/>.

⁹² This document was updated in 2002.

- accessibility for all citizens to participate in cultural life, embracing all mainstream and peripheral art forms/activities as well as those socially disadvantaged communities and minority cultural groups.⁹³

In April 2002, a new Act of Parliament established the Malta Council for Culture and the Arts (MCCA). Its mandate is to “increase accessibility of the public to the arts, collaborate with local councils, non-governmental organisations and others to promote artistic and cultural initiatives.”⁹⁴ One of the main objectives of the organisation is set out in the Act of Parliament, which is to “encourage the exploration, development and expression of personal artistic potential and promote participation, inclusiveness, equality and the freedom of artistic expression...”⁹⁵ Local councils and MCCA are responsible for developing new programmes:

...in stimulating culture as a democratic process, accessed by all people. Specific programmes include those designed for physically disabled people, in the form of animated workshops and a bi-annual festival, projects that will involve the refugee community and others to benefit the spectrum of society suffering from a cultural deficit, due to personal or societal background. It is also expected that the Council will launch specific outreach programmes that will take culture and the arts to the peripheries.⁹⁶

Following on from the last point above, in a review of cultural policy in Malta, Everitt (2002)⁹⁷ noted that greater attention needed to be given by local and national government policy makers to “interactive community-based or outreach art activity” (p.12), as a means to encourage citizen participation in creative and culture activities.

Social inclusion policy

Social inclusion policy falls within the remit of the Ministry of Social Policy.⁹⁸ While the Maltese JIM specifically mentions access to culture as an important component in the prevention of social exclusion, it provides little information on how this objective will be achieved. At a practical level there does not appear to be clear linkages between cultural and social inclusion policies and programmes in Malta.

The main challenges facing Malta in relation to social exclusion are the high levels of illiteracy, adults with low skills and other shortcomings in the labour market. According to the JIM, a high political priority should be given to addressing educational and labour market weaknesses. Apart from the unemployed, the groups most at risk of poverty and social exclusion in Maltese society include: the disabled (those without adequate education or skills), disadvantaged children (i.e. those living in low income or families in

⁹³ The Council of Europe review of national cultural policy recommended that a “primary long-term objective of Maltese cultural policy should be to increase access to the arts, heritage and libraries by citizens of all socio-economic groupings”. See Everitt, A. (2002) *Report on Malta's National Cultural Policy*. Strasbourg: Council of Europe.

⁹⁴ Accessed at: <http://www.culturalpolicies.net/>.

⁹⁵ See Everitt, A. (2002) *Report on Malta's National Cultural Policy*. Strasbourg: Council of Europe.

⁹⁶ Accessed at: <http://www.culturalpolicies.net/>.

⁹⁷ Ibid.

⁹⁸ Ministry website can be accessed at: http://www.msp.gov.mt/documents/msp/background_jim.pdf.

difficulty) and single parents (particularly those with dependent children and paying high rents as tenants).

3) Hungary

Cultural policy

The Ministry of National Cultural Heritage is responsible for cultural policy in Hungary. In addition, the Parliamentary Cultural Committee has an important role to play in respect to the preparation of Bills and debates in this field. Local governments support cultural activities in their areas and have a broad range of powers. The 19 counties also have cultural responsibilities and in addition, the national and local foundations have some involvement in cultural policy.⁹⁹

According to the Compendium of Cultural Policies in Europe¹⁰⁰ following the change of government in 2002, cultural policy in Hungary is now less influenced by ideology and politics. Cultural policy has followed a pragmatic course in Hungary. There are “few cultural laws, and practice is rarely guided by high level statements or theoretical documents guiding the development of cultural policy”.¹⁰¹ In recent years the Government has attempted to reverse the process of decentralisation, believing that this process has “gone beyond rational limits.”¹⁰²

In June 2003 the Minister responsible for cultural matters defined two key priorities for government policy, these were:

- ‘közművelődés’, which is the generic term for access to culture, especially locally, for the widest public, in the sense of ‘socio-culture’;
- the promotion of Hungarian culture abroad.¹⁰³

The process of transition from communist state to liberal democracy during the 1990s caused a crisis in the system that financed culture. This was the result of a decreasing GDP and the consequent fall in state revenues, which led to a tightening of the public expenditure budget. In addition, the former communist regime pursued a policy of state subsidy of culture that enabled low cost access, which in turn encouraged high levels of cultural consumption. Current popular interest and participation in culture is now less than during the communist era. However, the funding situation in respect to culture has begun to stabilise in recent years. Currently public expenditure on culture amounts to 0.5% of GDP (Compendium of Cultural Policies in Europe, Hungary).

Social inclusion policy

Social inclusion policy is the responsibility of the Ministry of Health, Social and Family Affairs.¹⁰⁴ The main policy objective of the Hungarian Government is to

⁹⁹ ‘Decentralisation: Investing in Culture in the Regions’. Workshop held in Bistritsa, Bulgaria, 18-20 January 2001 (<http://www.policiesforculture.org/Workshopdossierbistritsaenglish.html>).

¹⁰⁰ Accessed at: <http://www.culturalpolicies.net/>.

¹⁰¹ Ibid.

¹⁰² ‘Decentralisation: Investing in Culture in the Regions’. Workshop held in Bistritsa, Bulgaria, 18-20 January 2001 (<http://www.policiesforculture.org/Workshopdossierbistritsaenglish.html>).

¹⁰³ Ibid.

ensure that the basic role of the state is to provide an opportunity for people to find their way out of poverty and exclusion through their own efforts and also community assistance. In relation to cultural matters, the Hungarian JIM states that “enhancing integration into education of excluded groups could be addressed by easier access to cultural and information services” (p.14). In terms of key priorities that will be subject to a future policy review, “equal access to culture and cultural services” (p.33) will be considered. According to the JIM this will be achieved by “reinforcing institutional services, modernising and reconstructing the institution network and reinforcing the inclusion of the civil society.” (p.33). Government support will be directed towards “social sport (especially sport for women, families and the elderly), as well as programmes of crime prevention and those encouraging a healthy lifestyle, in order to facilitate the social integration of the marginalised groups.” (p.33). Another objective is to promote sport facilities for the disabled. To this end, a minimum policy objective is to ensure that “all large cities should have an accessible sports centre and swimming pool by 2005” (p.33).

4) Poland

Cultural policy

The constitution of Poland, specifically Article 73, refers to culture and states that every citizen is “granted the right of freedom of creation, to conduct scientific research and announce their results, freedom of education and use of cultural assets.”¹⁰⁵

In 1993 *The Principles of State Cultural Policy* document was published, which signalled a shift in orientation of cultural policy towards:

- decentralisation: shift the competencies from the central administration to the regional level and from the regional to the local level;
- public financial support for selected cultural institutions and crucial cultural events;
- support for the development of non-public cultural institutions and funding mechanisms which could supplement the public funding of culture.¹⁰⁶

The period 2001-2002 is seen as a turning point in Polish cultural policy, following the reform programme instituted by Culture Minister Andrzej Celińskis. The programme included comprehensive changes in the organisational and financial system of Polish culture. As a result the Polish cultural policy model is highly decentralised, with local authorities playing a central role. The Ministry of Culture has now withdrawn from direct management of culture, although it still retains responsibility for the most important cultural institutions. The Ministry of Culture is also responsible for formulating cultural policy. Local governments have the power to create local development strategies and they currently spend more on culture than central

¹⁰⁴ Ministry website can be accessed at: http://www.eszcsm.hu/eszcsm/eszcsm_angol.main.page.

¹⁰⁵ Accessed at: <http://www.culturalpolicies.net/>.

¹⁰⁶ Ibid.

government, accounting for over 80% of public funding given to the culture sector.

As mentioned above, the institutional structures of Polish culture are undergoing change. There has been a shift from “State monopoly over cultural institutions towards diversification of ownership (including changes of legal status to private organisations, foundations or associations) and encouragement to create third sector institutions.”¹⁰⁷ Efforts have been made to combine public and private funding streams in culture. The Government also aims to ensure that in the future cultural spending represents at least 1% of the state budget. At the end of 2002 it became possible to assign funds from the lottery to cultural activities. In terms of the National Health Programme, the Ministry of Culture along with the Ministry of Health co-finances approximately 27 projects/events such as ‘Therapy Through the Arts’ for disabled people and those with social problems.¹⁰⁸

However, there are areas of cultural policy that require further consideration. Despite the efforts of the Government there is a lack of arms length culture institutions in Poland, which in other European states ensure the autonomy of decision-making over cultural matters.¹⁰⁹ Cultural policy makers have not yet made any comprehensive efforts to create strategies that would stimulate employment in the cultural sector in Poland.

As with other former communist states, Poland saw a drastic fall in cultural participation rates during the early years of the country’s transformation period. This decline came to a halt in 1994. While participation figures have begun to rise they have yet to reach the levels recorded before the transformation period.

Social inclusion policy

The Ministry of Economy, Labour and Social Policy is responsible for Social inclusion policy. In 2004 the ‘National Action Plan on Poverty and Social Exclusion’ will be presented to the European Commission. The JIM notes that culture and education play an important role in respect to “social integration” (p.14). However, the JIM has little to say about the role of culture/cultural policy in supporting the social inclusion agenda.

According to the JIM, the major policy challenge facing Poland in terms of overcoming poverty and social exclusion is the need to address the country’s low activity rate, particularly among the long-term unemployed, older workers, the unskilled and young people (especially women). There is also a ‘high dependency ratio’ due to the extensive use of early retirement schemes and invalidity pensions during the restructuring of the Polish economy in the 1970s-1980s. Other groups at risk from poverty/social exclusion include the elderly, the homeless, children/youth and people from abusive environments. The JIM recommends that the Government invest in education,

¹⁰⁷ Accessed at: <http://www.culturalpolicies.net/>.

¹⁰⁸ Ibid.

¹⁰⁹ Ibid.

training/retraining as well as “reforming and increasing the consistency of the several and sometimes overlapping benefit systems” (p.49).

5) Slovenia

Cultural policy

The Slovenian constitution guarantees the cultural rights of citizens. Parliament has responsibility for formulating and legislating on cultural policy. The Ministry of Culture has responsibility for administering and managing cultural policy but not for leadership in this field.¹¹⁰ As well as the Culture Ministry there are other important cultural institutions in Slovenia. For instance, the National Council for Culture has 18 members and is nominated by Parliament on the proposal of Slovenian Cultural Assembly and Culture Ministry. The Council is responsible for managing the ‘Cultural Fund’. The Slovenian Cultural Assembly is responsible for developing the overall principles of cultural policy, culture legislation and Slovenia’s programme for culture. The purpose of these bodies is to ensure that the voice of the public (primarily artists) is feed into the policy process. The Parliamentary Committee for Culture and Preservation of Cultural Heritage acts as a link between Parliament and the Cultural Assembly.¹¹¹

In 1996 the Council of Europe noted that in Slovenia “there is no political agenda for national cultural policy.”¹¹² However, since then it appears that moves have been made to formulate a national cultural policy, although there has been criticism of a “lack of political will to adopt a more active and proactive approach to designing a more progressive policy.”¹¹³ The objectives of Slovene cultural policy are determined by the Public Interest in Culture Act. These are: “supporting cultural creativity, access to culture, active participation in cultural life, cultural diversity, development of Slovene cultural identity and supporting cultural heritage conservation in Slovenian cultural areas, which includes parts of Slovenia and Slovenian minorities...”¹¹⁴ living aboard. Priorities for culture are set out in the National Programme for Culture (2004-2007).

The Compendium of Cultural Policies in Europe¹¹⁵ highlighted a number of features of the Slovenia cultural policy model:

- *The central role of the state in the area of culture* - the Constitution of Slovenia defines itself as a ‘social state’, where the social-democratic value paradigm is generally accepted as a civilisation achievement. The further development of cultural standards are also part of this paradigm;
- *Intensive regulation as a method of managing cultural affairs* - which mirrors the German tradition of legal regulation and includes relatively extensive cultural regulation, including secondary legislation;

¹¹⁰ See: <http://www.culturelink.org/culpol/si.html>.

¹¹¹ There are numerous other private bodies responsible for culture.

¹¹² Accessed at: http://www.coe.int/T/E/Cultural%5FCo%2Doperation/Culture/Cultural%5Fpolicies/Reviews_per_country/Reports/slovenianat.asp#P795_230172

¹¹³ See: <http://www.policiesforculture.org/Workshopdossierbistritsaenglish.html>.

¹¹⁴ Accessed at: <http://www.culturalpolicies.net/>.

¹¹⁵ Ibid.

- *Complicated procedures* - the process and procedures to distribute public funds, aimed at increasing transparency, are in fact difficult and frustrating for both the cultural administration and for the receivers of public funds;
- *Expert advice on financial decisions* - expert committees, composed of artists and other professionals, prepare all the proposals for financing, except for the budget reserve of the Ministry, which represented 0.36% of the entire state budget for culture in 2002. Although the Minister takes a final decision, it is usually done in accordance with their opinion;
- *Heavy institutionalisation of Slovenian culture* - public cultural institutions emerged out of the civic initiatives that began in the 19th century. They were nationalised as a consequence of regular financing received during the first decades of the last century. After the Second World War the communist ideology created a monopoly over the public cultural sector. De-etatisation is a very sensitive process, especially in countries with a strong social-democratic tradition like Slovenia. There is, however, some evidence towards liberalisation, which will slowly be incorporated in the cultural policy and system as a whole;
- *Cultural institutions are not part of public authorities* - all institutions are separate legal entities under public law with full legal and business capacity and their own management structure; the latter appointed by the founder, which is the public authority. These institutions are QUANGOs, which operate according to the arms' length principle;¹¹⁶
- *Multiannual programme financing* - in 2004 NGOs will benefit from three-year structural financing, which should temporarily give them stable working conditions;
- *Centralised funding* - The main concept for cultural development applied after the Second World War was polycentric and based on 25 traditional cultural centres in Slovenia. The establishment of local governments, which would independently take decisions on their own priorities, represented a threat to this concept. Therefore, since the middle of the 1980s, all larger municipal cultural institutions have become state financed, while local governments independently manage them and appoint directors to their respective councils;
- *Decentralised cultural infrastructure* - Municipalities are in charge of museums, library activities, amateur cultural and art activities and other cultural programmes of local importance. In areas where national minorities live, the municipalities are also obliged to support their cultural activities. There is no intermediate level of government.”

Public culture expenditure per capita in 2002 corresponded to 0.82% of the GDP.¹¹⁷ Municipalities now provide over 50% of public funding for culture, the remainder coming from the Culture Ministry. While other sectors of Slovene society and economy have undergone significant change since independence, the cultural sector (including funding levels) has remained untouched.

¹¹⁶ The guarantee of the autonomy of culture is a key principle of the Slovenian model.

¹¹⁷ GDP figure found at: <http://www.culturalpolicies.net/>.

Social policy

The Ministry of Labour, Family and Social Affairs¹¹⁸ is responsible for social inclusion policy. In February 2000, the Government adopted the 'Programme to Combat Poverty and Social Exclusion' and with the adoption of this programme social inclusion became formally defined as a government policy priority.

The analysis undertaken in the Slovenian JIM shows that the main groups at risk from poverty are the long-term unemployed and youth, particularly in respect to the existing regional disparities. The JIM recommends that spending on education, training and re-training should become a high political priority in terms of eradicating poverty.

The JIM has little to say on the issue of culture or cultural exclusion, although there is a concern to prevent and address cultural exclusion of minority groups, especially in regard to the Roma.

6) Cyprus

Cultural policy

Administrative responsibility for cultural affairs lies with the Ministry of Education and Culture and is implemented through the Ministry's Cultural Services section. However, a number of other Ministries also have responsibility for aspects of cultural affairs. In 1973 a Co-ordination Committee for cultural matters was established under the aegis of the Education Ministry. Local authorities also have a range of responsibilities for culture. Other important policy priorities for the Cypriot Government include making culture more widely available and encouraging greater public participation in cultural activities.

Social inclusion policy

Social inclusion policy is the responsibility of the Ministry of Labour and Social Insurance. According to the Cypriot JIM (p.43) the main policy challenge in respect to social inclusion is dealing effectively with problems resulting from dynamic social and economic developments and as a consequence, there is a need to focus in on those groups who are vulnerable to such developments, in particular older and retired people living in single person households. These groups suffer high levels of poverty, which suggests that the present pensions system may be inadequate to secure sufficient income in old age. Other social groups, such as the disabled, single parents and immigrants are also at risk from poverty and social exclusion. The JIM suggests that "it is crucial to adapt the social protection system to address in a preventive way the consequences of social and economic developments and pay special attention to older persons and the above mentioned vulnerable groups, which should become a high political challenge for poverty eradication" (p.43). However, the JIM does not mention matters pertaining to culture or cultural exclusion and there appears to be little or no integration between cultural policy and social inclusion agendas.

¹¹⁸ Ministry website can be accessed at: <http://www.gov.si/mddsz/english.htm>.

18.2 Policies and practices in new Member States

In the former communist regimes of eastern/central Europe a key theme permeating many national cultural policies and discourse on the subject of culture is the desire to restrict or remove direct state involvement in and control of arts and culture. As a result 'cultural democracy' is seen as a key principle in these states. This concept is based on a belief that culture and cultural practitioners and citizens should be autonomous actors, free from direct state control. This approach to cultural matters is a legacy of the communist era, when the arts and culture sector was strictly controlled by the state for political and ideological reasons. Consequently, in most former Soviet Bloc countries and elsewhere significant restructuring of cultural institutional structures and policies has occurred. For instance, many countries have moved to establish arms-length cultural institutions and initiated programmes to decentralise and devolve power to local government and other non-governmental bodies. As a result, in most former communist states local government and other non-governmental bodies have an important role in cultural matters, in relation to both administration and funding of culture. However, the Government in Hungary has attempted to reverse decentralisation, fearing that the process has gone too far. In addition, the post-communist constitutions of eastern/central European states guarantee the rights of citizens to access and participate in cultural activities and explicitly prevent the state developing a 'controlling' influence over the cultural sector.

With the exception of the island states, most of the new Member Countries have been compelled to address problems of social and cultural exclusion faced by minority groups, in particular the Roma community. Given their turbulent history and frequent changes of boundaries, it is not surprising to find that many eastern/central European states have large numbers of other minority nationalities living within their borders (e.g. Russians living in the Baltic states). This legacy has required countries to develop special measures to address their social and cultural needs (e.g. laws to protect/promote minority languages). In other new Member States such as Malta and Slovenia, culture has not featured as a prominent issue on either the political and policy agendas and it is only recently that both states have begun to seriously focus attention on the social and economic potential of culture and the development of national cultural policies in support of this. This apparent indifference and low priority assigned to cultural policy (until recently) is perhaps understandable as governments in new Member States have sought to tackle more immediate and pressing public policy issues such as economic development and social problems.

Different approaches to cultural policy have been adopted by new Member States. For example, the cultural policy of Malta stresses the need for individual/citizen empowerment in culture rather than drawing individuals into the national cultural policy framework. In Hungary the state has remained relatively detached from cultural affairs, adopting a pragmatic approach to cultural policy. As a result, practice in this field is rarely guided by central

government guidelines or cultural regulations and legislation. On the other hand, the Czech Republic is a state that has developed a relatively comprehensive cultural policy approach, certainly at a strategy making and policy levels. The Czech cultural strategy recognises the problem of cultural exclusion faced by some groups such as the disabled and ethnic minorities and the role culture can play as a component in awareness raising activities among excluded groups and in terms of preventative social and health programmes.

However, some negative factors are evident in a number of the new Member States. As alluded to earlier, the transition from communism to democracy and free market economics has proved to be difficult process for the former Soviet Bloc states, not just in terms of the ideological legacy of the communism but also in relation to the institutional and structural frameworks inherited from this era. In some countries there has been a considerable decline in public participation rates in cultural activities, mainly brought about by the reduction or withdrawal of public subsidies for culture that were provided by the former communist regimes. In addition, many governments sought to reduce or maintain a tight grip on overall funding levels for arts and culture in response to poor economic performance and resultant social problems arising from the 'transitional period' from communism to democratic and capitalist systems. As a result, public expenditure on culture in most of the new Member States remains below the EU average, although some states have committed themselves to raising expenditure levels to European Union rates over the next few years.

All of the new Member States have taken part in the Joint Memorandum on Social Inclusion exercise. However, few of the new Member States appear to have developed policy approaches that integrate the cultural and social inclusion agendas to any significant extent. In 2004 every new Member State will have to produce their first NAP/incl and it will be interesting to see the extent to which culture/cultural exclusion has been recognised as an important dimension of social inclusion policy.

Appendix 1

A review of relevant academic literature

- Philip L.J., Shucksmith M. Conceptualizing Social Exclusion in Rural Britain
European Planning Studies, JUNE 2003, vol. 11, no. 4, pp. 461-480(20).

Abstract:

Most studies of living conditions in rural areas have offered essentially static snapshots. Social exclusion is a multi-dimensional, dynamic concept which emphasizes the processes of change through which individuals or groups are excluded from the mainstream of society and their life-chances reduced. This article considers social exclusion in the context of the principal forces operating on and within rural areas of Britain, including global restructuring and the changing role of the State and supra-national institutions. A framework of four systems of social exclusion and inclusion is proposed, following Reimer (personal communication, 1998), according to the means by which resources and status are allocated in society. This is used to structure a presentation of the results of several recent empirical studies which provide evidence of the processes and system failures lying behind social exclusion in rural Britain. A number of research issues are identified concerning how these processes vary between areas, how they connect to the broader forces operating at macro and meso levels, and how local action is associated with attempts to resist social exclusion.

- Annesley C. Americanised and Europeanised: UK social policy since 1997.
British Journal of Politics and International Relations, May 2003, vol. 5, no. 2,
pp. 143 -165(23)

Abstract:

A number of recent accounts of UK social policy under New Labour have emphasised the continuing Americanisation of the British welfare state. This article does not deny the influence of the US but rather seeks to balance it with an account of the growing Europeanisation of UK social policy. It argues that Americanisation and Europeanisation are distinct in terms of both content and process. Since these are not mutually exclusive, the UK is currently influenced by both. This situation is illustrated by looking at three social policy issues under New Labour: social exclusion, the New Deal and the treatment of lone parents.

- Walker R. and Wiseman M. Making welfare work: UK activation policies under New Labour
International Social Security Review, January–March 2003, vol. 56, no. 1, pp. 3-29(27).

Abstract:

This paper describes and briefly evaluates the major “New Deal” activation policies introduced by the UK New Labour government since 1997. It outlines the ambitious project to modernize the UK economy and welfare state and,

within this overall strategy, to end child poverty and to tackle social exclusion by encouraging movement from welfare benefits into work, and by making work pay. Three sets of New Deal programmes are discussed: those targeted on unemployed claimants, lone parents and people with disabilities. The paper concludes that real change has been achieved with measurable beneficial effects but that there are threats to the further elaboration and extension of the New Deal model.

- Belfiore E. Art as a means of alleviating social exclusion: does it really work? A critique of instrumental cultural policies and social impact studies in the UK, *International Journal of Cultural Policy*, 1 January 2002, vol. 8, no. 1, pp. 91-106(16).

- Milbourne L. Life at the margin: education of young people, social policy and the meanings of social exclusion *International Journal of Inclusive Education*, 1 October 2002, vol. 6, no. 4, pp. 325-343(19).

Abstract:

This paper explores the term 'social exclusion' in the context of new social and education policies being constructed in the UK. It examines the links with terms such as 'poverty', 'deprivation' and 'equality' and the implications of policy developments for those identified as socially excluded. Tensions and contradictions appear to be emerging between the UK government's stated policy intentions to address social exclusion, and local knowledge and experience. Issues of power, market power, participation and inclusiveness are explored specifically in the context of education. The paper draws on research being undertaken in a deprived inner-city area with voluntary sector organizations that provide education for marginalized young people.

- Richardson L.; Le Grand J. Outsider and Insider Expertise: The Response of Residents of Deprived Neighbourhoods to an Academic Definition of Social Exclusion *Social Policy and Administration*, October 2002, vol. 36, no. 5, pp. 496-515(20).

Abstract:

The aim of this paper is to compare academic interpretations of the term social exclusion

Spear, R., Defourny, J., Favreau, L. and Laville, JL. Tackling Social Exclusion in Europe: The Contribution of the Social Economy, *The British Journal of Social Work*, 1 January 2002, vol. 32, no. 1, pp. 130-131(2) .

No abstract, hard copy of book review available.

- Brine J. Education, social exclusion and the supranational state *International Journal of Inclusive Education*, 1 April 2001, vol. 5, no. 2-3, pp. 119-131(13).

Abstract:

This paper explores the relationship between education, social exclusion and globalization, especially as it is found in the policies of the emergent supranational 'state' or sub-global bloc. The paper leads to an analysis of the discourse of social exclusion, and focuses on the part that education and

training (ET) policies play in the individualization, pathologization and criminalization of socially excluded people. Following an initial sketch of the concept of globalization, the paper considers the development of supranational and nation state ET policy. The next section provides a brief sketch of the historic development of supranational ET policy. The final section returns to the main theme of the paper, namely education and the discourse of social exclusion.

- Mohan J. Geographies of welfare and social exclusion: dimensions, consequences and methods. *Progress in Human Geography*, 1 February 2002, vol. 26, no. 1, pp. 65-75(11).

- Abrahamson P. Researching Poverty and Social Exclusion in Europe. *Journal of European Social Policy*, August 2003, vol. 13, no. 3, pp. 281-285(5).

- Jarman J. Explaining social exclusion *International Journal of Sociology and Social Policy*, 1 April 2001, vol. 21, no. 4-6, pp. 3-9(7).

Abstract:

Explains that the article provides the opportunity to look at how the concept of social exclusion develops when it is approached sociologically.

- Atkinson, T., Cantillon, B., Marlier, E. and Brian Nolan *Social Indicators - The EU and Social Inclusion 2002*, Oxford University Press.

Abstract:

The European social agenda is at a crucial stage. This book describes the Action Plans on Social Inclusion submitted to the European Union by national governments in June 2001 and investigates the indicators that can be used to assess social progress. It deals in a new way with key issues for social policy in Europe: poverty, income inequality, non-monetary deprivation, low educational attainment, unemployment, joblessness, poor health, poor housing and homelessness, functional illiteracy and innumeracy.

Hard copy of book review by Figuières C. is available.

- Stevens, A., Bur, A-M. and Young, L. People, jobs, rights and power: The roles of participation in combating social exclusion in Europe

Community Development Journal, 1 April 2003, vol. 38, no. 2, pp. 84-95(12).

Abstract:

Interest is being revived in participation as a means of tackling social exclusion. There are differing interpretations of both participation and social exclusion, which leave it unclear as to how one is supposed to combat the other. This article reports some findings from a project that looked at existing participation efforts in four European countries, and compares observations with previous insights. We categorize the aims of these efforts, relate these aims to policy developments at European and local level and link them to differing explanations of social exclusion. We argue that greater clarity is necessary on the aims of participation and on how it is supposed to tackle

social exclusion if conflicts that have hindered previous programmes are to be overcome.

- Mayes, D.G., Berghman, J. and Salais, R. Social Exclusion and European Policy: Globalization and Welfare, *The Economic Journal*, June 2003, vol. 113, no. 488, pp. F401-F403(1).

Hard copy of book review by Figuières C. is available.

- Silver H.; Miller S.M. Social Exclusion. *Indicators*, 1 February 2003, vol. 2, no. 2, pp. 5-21(17)

Abstract:

In the United States poverty is traced with a single income number. But the authors argue that there is a more useful way of measuring deprivation: social exclusion. In Europe, governments are increasingly trying to measure it and come up with policies to limit it.

- Schoukens P. How the European Union Keeps the Social Welfare Debate on Track: A Lawyer's View of the EU Instruments Aimed at Combating Social Exclusion *European Journal of Social Security*, 2002, vol. 4, no. 2, pp. 117-150(34).

Abstract:

The article provides a legal perspective on the current debate on combating social exclusion at the EU level. In the first place, it attempts to provide a legal definition of the concept of social exclusion. It then investigates whether there have been any dramatic changes in the competencies of the EU to act in the field of social exclusion since the Treaty of Amsterdam came into force. The open method of coordination, the Treaty of Nice and the EU Charter of Fundamental Rights are all assessed regarding their potential for combating social exclusion.

- Begg I.G. and Berghman J. Introduction: EU social (exclusion) policy revisited?

Journal of European Social Policy, 1 August 2002, vol. 12, no. 3, pp. 179-194(16).

Abstract:

Summary Since the mid-1990s, several steps have been taken towards an integration of social policy in the EU. Yet there is reluctance in many quarters to go further. This article introduces the special issue on integration of EU social policy and explores the case for more comprehensive 'Europeanization'. We argue that the norms that underlie the European model provide the rationale for integration, and that the usual focus on the undoubted differences between countries in the approaches to, and delivery mechanisms of, the welfare state are not as great an obstacle as is often assumed. With the advent of EMU and with many common problems to confront, the EU countries have good reasons to adopt a common approach to social policy, even if implementation remains at the national level. The open

method of coordination provides the means of reconciling these aims and the article concludes with a discussion of how it might evolve to achieve a more integrated EU policy.

- Mayes D.G Social exclusion and macro-economic policy in Europe: a problem of dynamic and spatial change. *Journal of European Social Policy*, 1 August 2002, vol. 12, no. 3, pp. 195-209(15).

Abstract:

This article assesses whether macro-economic developments in Europe will assist the reduction of social exclusion under EMU. It concludes that the objectives of the Lisbon Council will be difficult to meet. Enlargement, ageing and the 'new economy' may alter projections but more rapid structural change has adverse asymmetric effects on average and regional unemployment. As increased public spending can have disincentive effects, combating exclusion needs to focus on building 'capabilities' to participate in society and economic activity. However, constraints from EMU are largely illusory. Although problems might arise if the fiscal policies adopted by different countries pull in different directions, these can be attenuated by sensible coordination mechanisms.

- Tsakloglou P. and Papadopoulos F. Aggregate level and determining factors of social exclusion in twelve European countries. *Journal of European Social Policy*, 1 August 2002, vol. 12, no. 3, pp. 211-225(15).

Abstract:

There has been a shift in the public discourse of many EU countries from 'poverty' to 'social exclusion'. This article treats chronic cumulative disadvantage as a proxy for 'social exclusion' and provides an empirical application using data from the ECHP. Social exclusion appears to be more widespread in Southern European countries with relatively underdeveloped welfare states and the countries associated with the 'Liberal' welfare state regime. The results of multivariate analysis demonstrate that in most countries, lack of full-time employment, low educational qualifications, lone parenthood, non-EU citizenship and bad health are positively and significantly associated with increased risk of social exclusion. In contrast, the effect of being an elderly citizen living alone or a member of an elderly couple is found to be negatively associated with the risk of social exclusion in Northern but positively in Southern Europe. Finally, country and welfare regime effects turn out to be significant in explaining the probability of social exclusion.

- Van Winden, W. The End of Social Exclusion? On Information Technology Policy as a Key to Social Inclusion in Large European Cities *Regional Studies: The Journal of the Regional Studies Association*, 1 December 2001, vol. 35, no. 9, pp. 861-868(8).

Abstract:

Social exclusion of parts of the urban population has come to be seen as one of the key roots of many contemporary urban problems. Currently, a new optimism can be observed about the possibilities of fighting social exclusion,

mainly based on the seemingly endless possibilities of information and communications technology (ICT). ICT is believed to contribute to economic, social and political dimensions of inclusion. Closer inspection leads to the conclusion that policy makers' expectations of ICT as a solution for social exclusion need downsizing but, under some conditions, in the longer run ICT can support social inclusion policy. The degree to which the new opportunities of ICT can be capitalized on depends to a large extent on the capacity of urban management to influence the population's uptake and application of ICT, and the alignment with other social inclusion policies.

- Micklewright J. and Stewart K. Poverty and social exclusion in Europe: European comparisons and the impact of enlargement *New Economy*, June 2001, vol. 8, no. 2, pp. 104-109(6).

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- Berman Y. and Phillips D. Indicators of Social Quality and Social Exclusion at National and Community Level *Social Indicators Research*, June 2000, vol. 50, no. 3, pp. 329-350(22).

Abstract:

This paper explores the domains and indicators of social inclusion and exclusion and their interaction at national and community level, within the context of the social quality construct and the notions of Demos and Ethnos.

Social inclusion/exclusion is conceptualised dynamically within the overarching construct of social quality. Micro and macro aspects of social quality are discussed along with the relationship between organisations and institutions and communities, groups and individuals. The relationship between these levels is explored in relation to Delanty's distinction between Demos and Ethos. Drawing on the work of McMillan and Chevis, two domains of community are identified – identification and participation. Relevant attributes and indicators are suggested for each domain.

Interactions between social inclusion and exclusion at national and community level are then exemplified, ranging from inclusion to exclusion both communally and nationally via intermediate stages of inclusion in one realm and exclusion in the other. Social policy implications of the relationship between national and community exclusion are drawn, both for macro/institution and organisational levels (in relation to legislation and society-wide service provisions) and micro and group and citizen level (in relation to social work).

- Atkinson R. Combating Social Exclusion in Europe: The New Urban Policy Challenge, *Urban Studies*, 1 May 2000, vol. 37, no. 5, pp. 1037-1055(19).

Culture

- Little S., Holmes L. and Grieco M. Calling up culture: Information spaces and information flows as the virtual dynamics of inclusion and exclusion *Information Technology & People*, 23 November 2001, vol. 14, no. 4, pp. 353-367(15).

Abstract:

Both critics and proponents of globalisation tend to assume that it is a uniform process leading to a flattening of the cultural terrain. In contrast, this paper, using examples from Africa, Indonesia, Malaysia, Japan and Canada, demonstrates a more complex interaction between traditional cultural practices and modern communication forms. The new information technologies enable universal access to authentic local voice. Archiving social and cultural practices has historically been the business of museums, universities, and indeed oral traditions of song and poetry. New information technologies provide for cultural continuities and reflexivities: they enable the routine archiving of social and cultural practice at a minimal cost through hypertext, Web pages and universal access. The "globalisation of culture", so often discussed, needs to be reframed with reference to this highly overlooked indigenous capability to archive own culture. This paper attempts to provide such a reframing.

Concepts

- Edwards R, Armstrong P. and Miller N. Include me out: critical readings of social exclusion, social inclusion and lifelong learning *International Journal of Lifelong Education*, 1 September 2001, vol. 20, no. 5, pp. 417-428(12).

Abstract:

Social exclusion and inclusion have emerged as strong policy-leading concepts at both the national and international level in recent years. Policies on lifelong learning are themselves in part premised on the contribution education and training can make to promoting an inclusive society. It is argued that social exclusion offends against human dignity, denies people their fundamental human rights and leads, in conjunction with social and economic instability, to marginalization and deepening inequalities, which threaten the stability of democracy. Social inclusion therefore appears to be an unconditional good. The argument in this paper suggests that this is not the case. Drawing on critical social policy studies and post-structuralist philosophy, we argue that the notion of inclusion relies on exclusions, some of which may be chosen and even desirable. We suggest that those interested in lifelong learning should take a more critical stance towards the social inclusion agenda to which it is being harnessed.

- Bowring F. Social exclusion: limitations of the debate *Critical Social Policy*, August 2000, vol. 20, no. 3, pp. 307-330(24).

Abstract:

This article is a critique of what Ruth Levitas calls the 'redistributionist discourse' on social exclusion. While outlining a number of factors that have caused the living standards and welfare of the poorest members of society to deteriorate in recent years, I argue that there are serious limitations in the attempt to define social deprivation as shame-inducing exclusion from social norms. I argue that, if breaking the cultural foundations of capitalism is a goal, then this means breaking with the dominant values of ever-rising consumer expectations. It means breaking with the logic of exchange-values, which

dictates that the only needs worth expressing are those that correspond to commodity equivalents. As I argue in my conclusion, it also means breaking the link between the right to an income and the obligation to earn or use that income in ways consistent with the economic and cultural hegemony of capitalism.

- Porter F Social exclusion: what's in a name
Development in Practice, 1 February 2000, vol. 10, no. 1, pp. 76-81(6).

- Atkinson R. and da Voudi S. The Concept of Social Exclusion in the European Union: Context, Development and Possibilities Journal of Common Market Studies, September 2000, vol. 38, no. 3, pp. 427-448(22).

Abstract:

In recent years the term 'social exclusion' has come to occupy a central place in the discussion of social policy and inequality in Europe. While the notion has acquired important strategic connotations, by stressing structural and cultural/social processes, the precise meaning of the term remains somewhat elusive. This article focuses on the reason for and the manner in which the notion of social exclusion has developed within the EU social policy discourse, aiming to provide a clearer understanding of its origins, functions and multiple dimensions. Whilst adopting a critical approach to the notion of social exclusion, the article suggests that the concept has played a positive role in keeping issues such as inequality and poverty on the policy agenda. The article also suggests possible ways in which social exclusion might be developed in a climate which has become less conducive, if not hostile, to an autonomous, activist EU social policy.

Appendix 2

European Data

- i) Total EU Expenditure on education and culture
- ii) Average expenditure by household on cultural goods
- iii) Percentage of total household consumption expenditure on recreation and culture (at current expenditure)
- iv) Government expenditure of member states on recreation, culture and religion as a percentage of GDP (2001)
- v) Government expenditure of member states on recreation, culture and religion as a percentage of total government expenditure (2001)
- vi) Public expenditure per capita on culture in selected accession countries
- vii) Public opinion poll data on cultural activities in the accession states:

- Cyprus
- Czech Republic
- Estonia
- Hungary
- Latvia
- Lithuania
- Malta
- Poland
- Slovenia
- Slovakia

- viii) Statistics on public participation in cultural activities by selected EU and accession countries:

- Austria
- Estonia
- France
- Germany
- Greece
- Hungary
- Italy
- Latvia
- Lithuania
- Poland
- Portugal
- Slovenia
- United Kingdom

(i) Total EU Expenditure on education and culture¹¹⁹

- 2003 Budget expenditure - €829.25 million
- Proposed 2004 expenditure - €883.74 million for EU-15
- €988.64 million for EU-25

(ii) Average expenditure by household on cultural goods (euros)¹²⁰

AVERAGE EXPENDITURE BY HOUSEHOLD (1999)		
Member States	Cultural expenditure	
	Euros (€)	% of total expenditure
Belgium	1 305	4.80
Denmark	1 775	6.17
Germany	1 364	5.46
Greece	509	2.66
Spain	562	3.33
Ireland	1 182	4.05
Italy	732	3.04
Luxembourg	1610	3.61
Netherlands	1 344	5.46
Austria	1 309	4.65
Finland	1209	5.61
Sweden	1775	6.15
United Kingdom	1419	4.75
EU13	956	4.65

Comments: There is a clear geographical variation in cultural expenditure in the EU. Average cultural expenditure is highest in the Scandinavian states (e.g. Denmark, Sweden and Finland) and lowest in southern European countries (e.g. Greece, Italy and Spain).

(iii) Percentage of total household consumption expenditure on recreation and culture (at current expenditure)¹²¹

Country

EU-15

Belgium	8.91	(2002)
Denmark	10.30	(2002)
Germany	9.34	(2002)
Greece	5.83	(2002)
Spain	8.29	(2002)

¹¹⁹ European Commission (2003) *EU budget for 2004: first budget for the enlarged Union* (IP/03/606, 30 April 2003). EU: Brussels.

¹²⁰ Source: Eurostat, Household Budget Survey.

¹²¹ Ibid.

France	8.87	(2001)
Ireland	7.47	(2001)
Italy	7.48	(2002)
Netherlands	11.04	(2002)
Austria	11.73	(2002)
Portugal	6.31	(2001)
Finland	11.11	(2002)
Sweden	12.20	(2002)
UK	12.36	(2001)

New Member States

Czech Republic	10.05	(2000)
Estonia	7.53	(2002)
Cyprus	7.88	(2001)
Latvia	6.50	(2000)
Lithuania	7.10	(2001)
Hungary	7.76	(2001)
Malta	7.79	(2002)
Poland	6.59	(2001)
Slovenia	9.70	(2001)
Slovakia	6.83	(2002)

Comments: In general northern European states (e.g. UK, Sweden and Austria) had the highest household consumption expenditure rates. In contrast, southern European states (e.g. Greece, Portugal and Italy), with the exception of Ireland, had the lowest expenditure rates.

(iv) Government expenditure of member states on recreation, culture and religion as a percentage of GDP (2001)¹²²

Belgium	1.0
Denmark	1.7
Germany	0.7
Greece	0.4
Spain	1.1
France	0.8
Ireland	0.6
Italy	0.9
Luxembourg	1.7
Netherlands	1.1
Austria	1.0
Portugal	1.2
Finland	1.2

¹²² European Communities (2003) *Government expenditure by main function: EU countries compared*. Eurostat.

Spain	1.1
UK	0.5
EU-15	0.8

Comments: No geographical correlation exists in relation to government expenditure as a percentage of GDP. A number of states spent below the EU average, for instance Greece, UK, Ireland and Germany. Expenditure levels in Luxembourg and Denmark was more than double the EU average.

(v) Government expenditure of member states on recreation, culture and religion as a percentage of total government expenditure (2001)¹²³

Belgium	2.0
Denmark	3.0
Germany	1.5
Greece	0.9
Spain	2.8
France	1.6
Ireland	1.7
Italy	1.9
Luxembourg	4.3
Netherlands	2.3
Austria	1.9
Poland	2.5
Finland	2.4
Spain	2.0
UK	1.3
EU-15	1.8

Comments: Greece and the UK had the lowest expenditure levels among member states as a percentage of total government expenditure. Expenditure levels in Luxembourg was more than double the EU average.

(vi) Public expenditure per capita on culture in selected new Member States¹²⁴

Country	% of GDP
Estonia	1.9%
Hungary	0.5%
Lithuania	0.6%
Malta	1.4%
Poland	0.4%
Slovenia	0.8%

¹²³ Ibid.

¹²⁴ Ibid.

Comments: Despite pressure on other aspects of the Estonia public spending budget in recent years, culture has managed to retain its share of funding. The levels of funding provided in Estonia are greater than those provided by any of the EU-15 states. However, the table shows that overall funding provision for culture in accession states is on or below the current EU average.

(vii) Public opinion poll data on cultural activities in the new Member States¹²⁵

Top ranking cultural activities (% participated in the last 12 months, by country)

Cyprus	
go to the cinema	43
visit historical monuments	34
go to a sport event	33

Czech Republic	
visit historical monuments	57
go to the cinema	49
go to a sport event	43

Estonia	
go to a library	50
visit historical monuments	44
go to a concert	42

Hungary	
visit historical monuments	37
go to the cinema	34
visit museums or galleries	33

Latvia	
visit historical monuments	45
go to a concert	42
go to a library	38

Lithuania	
go to a concert	45
visit historical monuments	41
go to a library	36

Malta	
go to the cinema	50

¹²⁵ Eurobarometer (2003) *Public Opinion in the Candidate Countries, New Europeans and Culture (July 2003)*.

go to a sport event	27
visit historical monuments	24

Poland	
go to the cinema	39
visit historical monuments	32
go to a library	30

Slovakia	
go to a sport event	49
visit historical monuments	40
go to the cinema	36

Slovenia	
go to a library	47
go to the cinema	46
visit historical monuments	41

Comments: Among accession state citizens Estonians and Slovenians go to the library in the highest proportions. Going to the cinema is the most popular activity in Cyprus, Malta and Poland. Attending a concert is the most popular activity in Lithuania, while going to a sporting event attracts the highest number of people in Slovakia. The above tables display a number of cultural differences/preferences among citizens in the accession states.

(viii) Statistics on public participation in cultural activities by selected EU and new Member States

Austria¹²⁶

	1999		2000		2001		2002	
Culture								
Visits to the Federal Theatres, 1 000	1 367	-2.5	1 256	-8.1	1 297	+3.3	1 316	+1.5
Visits to provincial and municipal theatres, 1 000	1 158	+3.5	1 224	+5.7	.	.	.	.
Museum visits, million	22.0	-5.6	23.8	+8.3	.	.	.	.

¹²⁶ Austria - Visitor numbers to the *Federal Theatres* increased from those of the 2000/01 season by 3.3% or 1.5% compared to the previous year. A total of 1.32 million visits were reported during the 2001/02 season. Since the year 2000, the *Federal Museums* together with the other museums owned by Federal Government also reported increasing visitor numbers, with 3.35 million visits recorded in 2002. In 2002, the *public lending libraries* reported 17.0 million borrowings and 1.1 million registered readers. The number of borrowings had reached a record high in 1998 at almost 18 million borrowed items. Source: http://www.statistik.at/englisch/results/population/culture_txt.shtml.

of which	Federal Museums, 1 000	3 130	-7.7	3 214	+2.7	3 244	+0.9	3 351	+3.3
	Provincial museums and exhibitions, 1 000	2 056	-29.6	2 926	+42.3	.	.	.	.
	Municipal museums, 1 000	1 166	-4.0	1 233	+5.7	.	.	.	.
Public lending libraries									
	Readers (users), 1 000	1 129	-1.3	1 118	-1.0	1 129	+1.0	080	-4.3
	Borrowings, million	17.7	-1.6	16.6	-5.8	17.1	+3.0	17.0	-0.6

Comments: Museum visits in Austria increased from 22 million in 1999 to 23.8 million in 2000, while visits to provincial and municipal theatres rose from 1158 to 1224 over the same period. However there was small decline in visits to federal theatres over the period 1999-2002. There was also a decline in the number of readers using public libraries between 1999-2002.

Estonia

Participation in cultural life: selected indicators for Estonia, 1992-2002¹²⁷

Indicator	Year					
	1992	1994	1996	1998	2000	2002
Registered users of public libraries (in thousands)	366.8	344.9	387.4	428.4	449.5	448.3
Library units lent (in millions)	8.9	11.1	13.6	15.3	14.0	13.1
Museum attendance (in thousands)	816	808	1 145	1 240	1 539	1 524
Theatre attendance (in thousands; from 1996 incl. private theatres)	690	697	960	967	921	1 002
Cinema attendance (in millions)	3.4	1.4	1.0	1.1	1.1	1.5
Publishing of books and magazines (in millions)	16.0	8.6	6.7	6.0	5.9	5.4

Comments:

Between 1992-1994 publishing of books and magazine fell by a significant amount from 16 million to 8.6 million. This decline continued between 1996-2002. In addition cinema attendance has undergone a considerable decline since 1992, although this decline has been partially arrested in recent years (2002). Museum attendance significantly grew between 1996-2000.

¹²⁷ Original source: Figures provided by the Ministry of Culture and the Statistical Office of Estonia. See: <http://www.culturalpolicies.net/>.

France¹²⁸

Ministry of Culture survey on cultural participation in France, 1998.

Activity	Attendance figures 1989	Attendance figures 1998
Visit to museums	30%	33%
Historic Buildings	28%	30%
Theatre	14%	16%
Dance	6%	8%

Comments: In all categories attendance figures grew over the period 1989-1998. The most popular cultural attraction was visits to museums, closely followed by visits to historic buildings.

Germany¹²⁹

Visits to museums

Number of visits to museums		
Type of museum	Visits	
	2000	2001
	1 000	
Local history and culture museums	18 738	18 181
Art museums	15 122	16 251
Palace and castle museums	13 661	14 184
Natural history museums	6 900	7 198
Science and technology museums	14 662	15 307
History and archaeology museums	14 008	14 964
Specialised cultural history museums	9 754	10 079
Other museums	6 715	6 801
<i>Total</i>	<i>99 560</i>	<i>102 966</i>

Comments: Overall there has been a modest increase in the number of visits to museums. The only category to record a fall was 'local history and culture museums'.

Greece¹³⁰

¹²⁸ Source: <http://www.culturalpolicies.net/>.

¹²⁹ Source: <http://www.destatis.de/basis/e/biwiku/kulttab1.htm>. These figures were last updated on 25 November 2003.

Attendance at museums and archaeological sites

Year	1998	1999	2000	2001
Archaeological sites and monuments	6 725 278	5 964 441	7 141 420	6 336 272
Museums	2 207 585	1 595 295	1 948 288	1 724 931

Comments: Attendances at museums and archaeological sites/monuments have fluctuated between 1998-2001. Overall there has been a fall in attendances in both categories.

Hungary¹³¹

Museums visitors, Hungary 1990-2001

Year	Number of museums	Visits (million)	Visits per thousand inhabitants
1990	754	14.0	1 349
1996	775	9.9	970
1997	776	9.5	933
1998	788	10.0	990
1999	804	9.7	965
2000	812	9.9	987
2001	815	9.8	966

Comments: Between 1990-2001 the number of visits to museums has fallen by around 4 million, despite the number of museums increasing in the same period.

Italy¹³²

% Participation in Cultural Activities and Entertainment, 1993-2000

Year	Theatre	Cinema	Museums - exhibitions	Classical music concerts (<i>incl. opera</i>)	Other concerts	Sport events
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¹³⁰ Original source: Ministry of Culture, Directorate General of Antiquities, Directorate of Prehistoric and Classical Antiquities, Section of Museums: *Attendance at Museums and Archaeological Sites*. 2001. See: <http://www.culturalpolicies.net/>.

¹³¹ Source: Central Statistical Office at <http://www.ksh.hu>

¹³² Original source: ISTAT, Indagine multiscopo: Aspetti della vita quotidiana - Anni 1993-2000. See: <http://www.culturalpolicies.net/>.

1993	14.5	40.7	22.7	7.1	14.4	25.6
1994	14.3	42.1	23.4	7.5	14.7	27.0
1995	15.2	41.3	24.8	7.8	15.4	26.9
1996	15.8	41.9	25.6	7.7	17.1	26.4
1997	17.0	44.4	26.8	8.8	17.7	27.9
1998	16.0	47.3	26.7	7.9	17.0	26.5
1999	16.7	45.0	26.8	8.9	17.4	26.9
2000	17.2	44.7	28.6	8.5	18.3	27.8

Comments: Participation in most cultural activities in Italy grew steadily during the late 1990s.

Latvia¹³³

Number of visitors and spectators in different branches, Latvia

Activity	1998	2000	2002
Museums	648 423	711 873	727 313
Opera	123 100	114 177	136 799
Libraries	451 667	502 050	500 593
Theatre and concerts	762 444	737 264	745 774

Comments: The number of visitors to museums grew between 1998-2000, while there was a decline in visitors attending theatre and concerts. Visitor numbers to opera and libraries fluctuated over the same period, although in both cases a greater number of people visited these attractions in 2002 in comparison to 1998.

Lithuania¹³⁴

Attendance rates in selected cultural institutions, 2002

Institutions	Number of institutions	Visitors, spectators, readers (in thousands)
Cinemas	65	1 916.2
Drama theatres	13	581.1
Opera theatre	1	137.6

¹³³ Original source: Ministry of Culture, 2003. See: <http://www.culturalpolicies.net/>.

¹³⁴ Original source: Data of the Ministry of Culture of Lithuania, 2003. See: <http://www.culturalpolicies.net/>.

Music theatres	2	117.6
Concert organisations	5	235.6
Museums	108	2 388.6
Libraries	1 425	857

Comments: Museums and cinemas attracted the greatest number of visitors in Lithuania.

Poland¹³⁵

Attendance figures for selected cultural fields, Poland, 1990-2002 (in '000)

Field	1990	1995	1999	2000	2002
Museum visitors	19 282	17 060	16 019	16 612	15 259
Art gallery visitors	5 036	2 318	2 361	2 644	2 685
Theatre and music institutions (audience figures)	13 183	10 197	10 667	10 533	9 850
Cinema attendance	32 798	22 613	27 516	20 892	27 091

Comments: The number of visitors fell in all categories in the years following the 'high water mark' of 1990. While the fall in attendance figures to art galleries and cinemas has levelled out the number of visitors to museums and theatre and music institutions have continued to decline.

Portugal¹³⁶

Overall changes in audience figures, 1985-1990 and 1995-1998 (in thousands)

Field	1985	1990	1995	1996	1997	1998
Concerts and Dance	77	102	331	338	322	234
Opera	36	15	35	13	27	36
Theatre	486	327	339	281	232	229
Cinema	18984	9593	7397	10446	13708	14837
Museums	3125	3951	5216	5092	5076	5083
Monuments	1491	1397	1824	2173	2158	2660
Libraries	-	2037	4101	4369	5885	6368

¹³⁵ Original source: *Kultura 2002* published by the Central Statistical Office (GUS). See: <http://www.culturalpolicies.net/>.

¹³⁶ Original source: INE, *Estatísticas da Cultura, Desporto e Recreio*, 1985-1996. See: <http://www.culturalpolicies.net/>.

Exhibitions	-	-	2397	2028	2462	3900
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Comments: Audience figures increased during the mid-1990s in the categories of concerts and dance, museums, monuments and libraries. A decline in audience figures was recorded for theatre, while audience numbers fluctuated for opera.

Slovenia¹³⁷

Performances and visitors of cultural performances in public institutions that are co-financed by the Ministry for Culture, 2001, Slovenia

	Galleries	Museums and museum collections	Public libraries
Number of units	10	30 museums + 82 museum collections	60
Number of performances	200	401	14.271
Number of visitors	214.806	707.292	467.592
Number of visitors per 1000 inhabitants	108	355	235

Comments: Museums and museum collections recorded the highest number of visitors in 2001.

¹³⁷ Original source: Ministry for Culture, National and University Library. See: <http://www.culturalpolicies.net/>.

United Kingdom¹³⁸

Number of visits to heritage sites in UK, 1998

Sector	Number of visits (millions)	Number of historic properties
English Heritage	5.6	138
Historic Scotland	2.9	70
Historic Royal Palaces Agency	3.4	4
Cadw	1.2	35
<i>Subtotal</i>	<i>13.1</i>	<i>247</i>
National Trust (a)	8.1	208
National Trust for Scotland	0.8	35
<i>Subtotal</i>	<i>8.9</i>	<i>243</i>
Total	22.0	490

Comments: the National Trust and English Heritage received the highest number of visitors during 1998.

¹³⁸ Source: <http://www.culturalpolicies.net/>.

Appendix 3

Report of the additional seminar to explore links between cultural policies and social inclusion.



Centre For Cultural Policy and Management/Centre For Public Policy

Cultural and social policies: their relationship to each other and their joint contribution to policies and practices promoting social inclusion

**Report of a Seminar held at Northumbria University
1-2 October 2003**

Background

1. The process of which this seminar is a part can be traced back to the agreement of European member states at Nice in December 2000 to common objectives on poverty and social exclusion as part of the Community Action Programme, building on the outcome of the Lisbon summit in March 2000. The agreement was that National Action Plans (NAPs) would be developed to ensure more open methods of co-ordination combining common objectives towards social cohesion. Furthermore, in September 2001 the European Parliament adopted a Resolution on Cultural Co-operation stressing the importance of "cultural exchange and co-operation substantially contributing to Europe's capacity for integration and cohesion". It should be noted that the Union is unlikely under the new European Convention to obtain the legal competence to pursue any 'European' cultural policy as such, beyond very marginal 'support actions' to assist co-operation and exchange. The key enabling text in the Treaty of Rome's Cultural Article 151(4) ("The Community shall take cultural aspects into account in its actions under other provisions of this Treaty") is largely ineffective, and has not so far been actively used as a weapon of encouragement by the Directorate General for Education and Culture. The NAP process therefore gains in importance, seeking as it does to put some constructive responsibility on to national governments in member states, where there can be no surrogate disputes over budgets, competence or interpretation.
2. The Commission was nevertheless disappointed at the general failure of the Plans to reflect any serious cultural dimension. It accordingly commissioned the University of Northumbria in 2002 to review relevant

research and to undertake fact-finding visits to at least five member states. In fact eight have been examined. The conclusions, in late Autumn 2003, will be used by the European Commission at a seminar to be convened in Brussels for the national planners engaged in the NAP revision process.

3. This report derives from a seminar convened by the University of Northumbria as an independent supplement to the research project. Its object was to share current thinking about the convergence of these two policy areas which is increasingly happening at the levels of political exchange and public administration. Developments in policy are highlighting, as a by-product, the urgent need for a better shared understanding of the problems faced by cultural and social policy practitioners and researchers in this increasingly important field. The intention was to improve mutual understanding and to propose future ways of co-operating, in view of the growing importance of research and evaluation in support of rapidly developing policies.
4. Much of the long-standing social policy research is firmly rooted in official data collected by government agencies, which can be analysed and interpreted by reference to case studies documented according to well developed professional methodologies. Cultural policy research is less well founded: there is a paucity of trustworthy or directly comparable data, and much of the material is necessarily anecdotal or project based. It is only very recently that Eurostat has had the backing of the European Union member states to begin to collect and process cultural data to agreed definitions and standards. The literature and practice in some European countries is however now expanding, and there is an urgent need to develop a better shared professional understanding to improve co-operation between the two sectors. To date there is an unfortunate history of two groups of natural allies failing to make the necessary joint progress because of methodological differences and institutional barriers.
5. In particular the hope was to deliver:
 - examples of shared good practice
 - bridge-building between professional research practice in the two areas
 - advice to the Northumbria project team on how to assist the Commission in achieving its cultural aims with the planners in the member states
 - examples of good experience and case studies across Europe which will support positive conclusions.
6. The participants in the seminar were aware of the considerable and important work done in these fields by other bodies, notably UNESCO and the Council of Europe, but limited their discussion solely to the work of the European Commission. The hope was nevertheless expressed that in carrying forward these themes the Commission

would draw on the work and experience of those other bodies and liaise with them. There is a general need for greater awareness of the existing patterns of effective co-operation which will bring about a fuller recognition of the benefits and social impact of cultural activities.

7. The participants in the seminar are listed at Appendix A.

Preamble

8. Clarification of the meanings of certain key terms used in the seminar was thought to be helpful:

- 'culture': Following the example of the University's Centre for Cultural Policy and Management we recognised three broad meanings for this term. The first refers to the 'received patrimony' of the arts and heritage, access to which is an indicator of social inclusion; the second refers to the political structure of individual states, whereby a ministry is established for cultural affairs which generally includes responsibility for other matters such as (in the case of the United Kingdom) tourism, media and sport; the third is the wider anthropological sense of the overall ethos, customs and behaviour of society as a whole or of a particular group. The hope is that in this report the particular meaning will be clear from its context, or else will be specifically identified;
- 'social exclusion': We took this term to refer to the condition of individuals or groups who for one or more reasons are prevented from participating in and benefiting from the society in which they find themselves; the point was also made that 'culture' on a narrow socio-economic definition and understanding can unfortunately also be a cause of exclusion;
- 'social inclusion': We took to mean the state in which an individual or group has the opportunity to participate without impediment in the society in which he, she or they find themselves, without threat to their particular identity or identities;
- 'social cohesion': Following the Council of Europe we understood this term to refer to the "values and principles which aim to ensure that all citizens, without discrimination and on an equal footing, have access to fundamental social and economic rights".

Policies for inclusion

9. The absence of mention of cultural policy or instruments in most NAPs implies two serious problems in (a) lack of adequate understanding of

the issue itself within Culture ministries and (b) inadequate dialogue between Culture ministries and their colleagues in other relevant ministries (e.g. Employment and Social Affairs). Whereas top down policy in the social field (in housing, for example) can often lead to significant improvement over time, effective culturally-assisted initiatives tend to be driven from the local level. The multi-faceted nature of social exclusion requires mutual adaptation in *both* directions for successful and co-operative solutions to be developed.

10. The primary focus of the NAPs appears to be on a rather traditional understanding of social exclusion, with employment as a major target. For culturally-based interventions to succeed, individuals, groups and communities need to be able to represent themselves positively in their own terms, and to be trusted to take increasing responsibility for changing their own circumstances.
11. The research project is demonstrating that whilst there is an impressive range of academic literature and analysis on the two policy areas individually, there is remarkably little which aims to encompass the social and the cultural within a single unified perspective. Part of the problem is based in differing professional practice and methodology, which argues for new approaches to be developed which can accommodate the common objectives.
12. For socially excluded and marginalised people, the reality is a preoccupation with day-to-day survival. This implies a psychological state which precludes any notion of paternalistically motivated cultural inclusion. The accumulation of practical experience seems however to demonstrate that particular cultural instruments or routes, especially when they involve families and other social networks, can have a beneficial effect on wider groups and communities.
13. Responsibility for social policy delivery is located in a wide range of agencies, governmental, professional and voluntary, and this is well understood at national policy level. So far as 'culture' is concerned, the opposite is the case in many countries (with notable regional variations). Although through cultural agents the various parties work naturally together at the local level, this is rarely acknowledged in 'national' cultural policy. This does not, of course, imply that the situation on the ground is necessarily better or more interesting in those countries where national policy does recognise this reality.
14. The responsible institutions and agencies involved in the delivery of national social policies may be wedded to particular agendas or programmes with which they strongly identify. This can make the sharing of (broadly common) agendas unhelpfully difficult, and can even have the unintentionally harmful effect of institutionalising or perpetuating identified 'problems'. Aligning broadly similar social and cultural policy objectives can prove difficult within such a fragmented

context, not least because the cultural approach is invariably treated as instrumental and secondary.

15. Since the end of the Second World War the main tension in cultural policy in Western European welfare states has been between 'democratising culture' and 'cultural democracy'. The former implies a paternalistic and educationally-based approach arising out of cultural institutions and an accepted canon of 'great' art, while the latter is rooted in the unrealised creative potential of individuals. This has been well analysed and documented. However, the very different current situation and inherited institutional structures in the new democracies is much less well appreciated within the EU. It is also questionable whether the concepts and approaches dominant in post-war western European cultural policy remain valid or viable in the current social, economic and demographic structure of these societies. Cultural policy in general is bedevilled by a lack of clarity, and it is essential that these basic differences – and the acute problems that accompany them – are properly understood, so that the true 'cultural' situation in accession countries can be fully taken into account (e.g. the relatively new phenomenon of economic barriers to cultural participation).
16. With the rise of capitalism and the 19th Century nation state, culture became an issue of competitive advantage around Europe both locally and nationally. This had the effect of putting a high symbolic value on some modes of expression, whilst denigrating and marginalising participation. This risk has reappeared in accession countries as they reassert their individuality and suppressed identities following the collapse of the Soviet Empire. At the same time cities and regions across Europe in the post-industrial economy are attempting to re-brand themselves through cultural symbols, design and the creative industries, which carries a certain unintended danger of a new form of cultural 'exclusivity' being created.
17. While Europe grapples with the broad sweep of issues involved in cultural diversity (cf. Treaty of Rome Article 151, new draft treaty Article III-181) progress is liable to be obstructed through the continuing practice of states to promote rather narrow concepts of 'cultural policy' while treating these as if they were unitary. Inclusive cultural policies, to be effective, need to be multi-faceted and to acknowledge a much more complex and stratified society.
18. Cultural operators often criticise the tendency of politicians to turn to culture almost as a policy of last resort, as 'social' sticking-plaster. Yet a large amount of implementation is already of a social nature. The policy model in Nordic countries, for example, is firmly rooted in traditions of active participation – which can account for up to 80% of the total expenditure. Yet this is never overtly expressed as 'social' policy. Elsewhere in Western Europe over the past 40 years, cultural policy at the local level has developed its own rationales, to which training and other support measures have increasingly responded. Few

countries acknowledge this broad base as a foundation in their national 'cultural policy' which still tends to be primarily focused on heritage and 'arts' institutional concerns.

19. The ways in which cultural policy is perceived and understood is subject to widespread variations – at the European, national, regional, local and community levels. A significant responsibility for the symbiotic relationship (or absence of it) between social and cultural policy therefore rests with whichever tier (or tiers) of government have most influence in resourcing, and indirectly controlling it. Culture ministries are too often the captives of high-profile institutional self-interest, while the professional arts and museums lobbies frequently still exhibit hostility to participatory and 'instrumental' cultural agendas even though the nature, legitimacy, perhaps even possibility, of non-instrumental cultural policy is coming under increasing scrutiny.
20. The local level, where tradition and practice is well-rooted, is the natural arena for co-operation between the two policy themes. Effective and inclusive policies rely upon particular configurations of elected authorities, voluntary, private and community partners, together with professional *animateurs*, which are appropriate for the local circumstances. This makes any simplistic notion of possible policy transfer across the EU unrealistic. Nevertheless from the amount of good practice which exists, there are clearly ample opportunities to adapt models according to particular circumstances. There is an important role for national and regional governments in absorbing and disseminating successful models of good practice.
21. The post 1960s/70s idealistic community arts activists believed in participation as a means towards individual and community empowerment. There is increasing current criticism in Western Europe that government, through resource control, is attempting to distort these agendas into crude social control mechanisms. In the new democracies the dangers are equally real, but very different in their origins. Reunified Germany is a particular case in point. A combination of the economic effects of reunification and the unresolved conflicts over cultural policy priorities at Federal, Land and local authority levels, is currently threatening to destroy 25 years' worth of successful and innovative developments in '*soziokultur*'.

Evidence of activity and transfers of good practice

22. The research project has drawn attention to a number of examples of initiatives in each of the countries visited which exemplify how cultural and social activities can be successfully linked on the ground. Many more could be added. What is striking is that such initiatives are not generally supported by specific policies and co-ordination at national level, let alone internationally. It is indeed a happy circumstance that so much is happening on the ground despite the absence of policies to support it; far better than the other way around, when perfect policies

may be in place but nothing is happening on the ground. Policies are nevertheless crucial to further development, to the extension of what is already happening, and to the allocations of finance. By observing what is happening (as the research project has, within the limitations of its brief), by drawing out principles from that experience, and by addressing the complicated institutional issues concerned, policy makers should be able to establish clear guidelines for each member state, and each level of public administration, to pursue. This is a truly 'bottom-up' approach, which has everything to commend it. In this context we are conscious of the importance of exchanges between people working on the same themes in different contexts, and of the process of 'peer review' that can assure the credibility of the practice and the principles in particular cases, and enhance the processes of dissemination and of the transfer of experience and good practice from one situation to another.

Indicators

23. Indicators of the overall situation in any particular country or region are vital in the development of national policies. Relevant data in this field are particularly difficult to gather, and there is a danger of creating a system that is both burdensome and ineffective. Rather than using incomplete, incompatible and often questionable national data sets it might be preferable to conduct a common and statistically reliable survey of citizens in each country. This would be rooted in a set of principles drawn from experience on the ground. Such a survey would meet the need of policy makers to know what cultural activities people are involved in and who are excluded. It would not just measure attendance at museums, galleries, theatres and concerts, but would record the cultural activities and networks which people report themselves to be involved in and on their attitudes to a number of broader cultural questions. Such a survey would enable the situation of different countries in key areas relating to culture and social exclusion to be compared. While it would not be able to demonstrate causality, it would certainly test the rhetoric of policy against the lived experience of citizens.
24. The difficulty of doing even this much should not be underestimated, given the varied situations of the member states, the particularities of their policies and institutions, and the unique character of their cultural and social lives. The development of a set of common indicators would necessitate careful research and piloting in every country before it would be possible to undertake such a survey. Nevertheless, such an approach is both achievable and useful, as well as probably less costly than others which might rely on gathering and analysing data from cultural or social ministries within member states.
25. In recent years, there has been some development of methodologies for evaluating individual projects which span the cultural and social fields, but practice remains very uneven, from conception to

implementation. This is also inescapably linked to profound ethical and political issues (including those raised in paragraph 21 above) since evaluation cannot be considered separately from the stated or un-stated objectives of the work itself, and the policy which supports it. The question of who determines those objectives, and who decides when and to what extent they have been met, is central not just to project evaluation, but to the whole issue of social inclusion and cultural policy. The principal issues here, therefore, are not the methodologies of project evaluation (relatively straightforward and for which adaptable models exist in other fields), but of cultural policy and its implementation. At present, there is little evidence that states are yet able to conceive of action other than remedial (in terms of problems they have diagnosed), still less to develop any cultural policy which coherently reduces the incidental exclusion of some groups or individuals.

Policies at local, regional, national and international levels

26. It is clear that practice in the field is well ahead of policy and co-ordination at national or international level. The Northumbria University research project has identified good examples from each of the countries visited, and many more could be added. At local and regional level there is more awareness and appreciation than at the national or international levels of what is happening on the ground, and better support in consequence. 'Region' in Europe is a variable term. In Germany, Austria, Spain and the five autonomous regions of Italy, the 'regional' powers and functions in the social and cultural fields are equivalent to those of national government in many other member states. In other countries the term 'region' describes a subordinate entity, not even always with democratic legitimacy, but that may nevertheless be capable of the effective action or co-ordination which can be vital in socio-cultural matters. At base there is purely voluntary activity at neighbourhood level, to which a professional contribution can be added; beyond that are the actions and policies of local, regional and national bodies, with diminishing capacities to make a difference. Clear policies at these levels could be an enormous help to what is already happening on the ground, frequently against the odds.

Considerations

27. Question: are we talking about cultural activities in their own right (the creation of an artefact or an event, or the experience of an audience or an individual in response to an artistic creation), or about activities with an ulterior motive, a primarily social objective? The dualistic thinking which creates such confusion in cultural policy tends to perpetuate a false distinction here where none really exists. The seminar nevertheless noted some distinction regarding this issue between the intrinsic and the instrumental: that which is done for its own sake and that which is done to achieve a further objective. However, it agreed that there is a continuum here - the two formulations are by no means

mutually exclusive, and should not be in conflict. What is done intrinsically for its own sake can also have desirable social effects. Our position is that the cultural activities are primary, for all their beneficial social effects – which can often be demonstrated. They are valid and important in their own right. The crucial factor about cultural activity in relation to social policy is that it has a positive starting point: we are not defining people as a problem, but as a potential – and actual – asset. Since culture is essentially concerned with communication, representation and symbolic exchange, it has a very particular power in relation to social inclusion. There is a need for some new thinking which can articulate and understand what is happening on the ground.

28. The project has noted that good examples linking culture with social inclusion often arise in the context of local regeneration, often stimulated by EU Structural Funds. Heritage, for example, has enormous potential as a vehicle for building both cultural and regional community identity as a key factor in local regeneration. This is about much more than the customary limited focus on creating conditions for local economic growth. Cultural ‘agents’ can be vitally important in this, although there is also interesting evidence of what people do for themselves. These *animateurs* are the people who take initiatives and responsibility for ‘getting things moving’ at neighbourhood level, and often succeed in bringing things together almost in spite of the ‘official’ structures. Experience suggests that development is generally more effective when the focus is programmatic, rather than institutional. Supportive policy at higher levels should have the capacity to grow connections beyond the immediate operational context.
29. One of the key areas in which cultural activity may be seen as a means to social integration is that of the relationship between immigrants and host communities. We mistrust the notions of ‘integration’ or ‘assimilation’ in this context. Social cohesion is not a question of uniformity. Culture is a precious factor of difference and diversity, allowing for and celebrating different cultures within a single society. A prime criterion for social inclusion is unfettered access to social institutions and systems. The universality of such access does not preclude a wide diversity of cultural habits and activities. Indeed within each ‘culture’ there are diversities which can also be recognised and honoured: high and low, classical and popular, differences of gender and of generations. Within multiculturalism there may also be irreconcilable differences which demand respect:

“[Multiculturalism] is essentially an act of recognition of diversity and, immediately beyond that, of committed judgement, one frame of reference looking at another and having to come to terms with it... Multiculturalism forces us to see that the co-existence of cultures can be difficult, even impossible”

Farrukh Dhondy In: Elkin (2003)

30. The questions and issues raised here are presented in terms which so far as possible can be applied to different national circumstances. In accordance with its brief, the Northumbria study has been confined almost entirely, however, to existing EU member states, with little scope for examining the situation in the new democracies of Central, Eastern and South-East Europe, shortly to join the Union, or aspiring to do so. It is to be hoped that this omission can soon be rectified. Historical perspectives can and do differ markedly between different countries, and the recent Soviet domination has left a different inheritance and different cultural institutions. There are also important lessons to be learnt from more recent experience, including that of how to achieve more with fewer resources.

Implications

31. It is noteworthy that government ministries responsible for culture were not necessarily involved in the preparation of the National Action Plans. Responsibility lay frequently with ministries responsible for employment, or for employment and social affairs. Cultural ministries should be closely involved in any future such exercises, and the various authorities at international, national, regional and local levels must be drawn together in structures (whether formal or informal) which allow for the cultural dimension to be incorporated in policy-making and systems of support for cultural activity and development.
32. In such activity it is essential to include clarification
- of the meanings attached to the terms being used in any particular case;
 - of the objectives to be met;
 - and of the appropriate roles of the different parties.
32. In other words, social and cultural policies must be explicit, in themselves and in their relation to each other. In addition, at all levels there is a need for professionals working in both the social and cultural fields to be more conscious of each others' work, and how it can be mutually supportive.
33. But the main lesson to be learnt is highly positive. There is an immense richness and diversity of activity at relatively local level right across the continent. If that is not yet reflected fully in social and cultural policies at a higher level, as it must be if the benefits of such activity are to be fully realised, it is a matter nevertheless of rejoicing that so much is going on and that a truly 'bottom up' process can now reach into the higher spheres of national life and European policies, to create a new dimension in European civilisation.

December 2003

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Appendix A

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Dorota Ilczuk– Assistant Professor (Social Economics), Faculty of Management & Administration, Jagiellonian University, Cracow

Péter Inkei– Director, Budapest Observatory: Regional Observatory on Financing Culture in East-Central Europe

Helen Jermyn– Independent researcher specialising in the cultural sector

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