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THE EMERGENCE OF VALUES OF CULTURE IN CULTURAL ADMINISTRATION

8 documentary case studies of France, Norway, United Kingdom and Hungary

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U. PORTO

[1] CASES, AIMS AND METHODOLOGY

➤ 8 documentary case studies of France, Norway, United Kingdom and Hungary

➤ AIMS

- To identify the plurality of values of culture in EU cultural administrations
- To picture the European scenario in cultural policy administrations: main values and value tensions

➤ METHODOLOGY

- Extensive documental research of 8 cultural administrations at different territorial levels in 4 countries
- 2 cases per country: one central government and one regional or local administration
- Documental corpus:
 - * Government's programmes
 - * cultural planning
 - * recent legislation
 - * cultural information available in official statistics
 - * activity reports
 - * cultural budgets

➤ **Temporal scope of analysis**

- Since 2010 to present

➤ **8 cases**

- France - Ministry of Culture
- Montpellier City Council
- Hungary- Secretary of Culture
- Budapest City Council
- Norway - Ministry of Culture
- Bergen City Council
- England - Arts Council England
- Scotland - Creative Scotland

➤ **MAIN DIFFICULTIES OF DOCUMENTAL ANALYSIS**

- Large amount of information produced by State bodies in some countries (France)
- Scarce number of documents produced and the lack of transparency in other cases (Hungary)

[2] CASES ANALYSED AND MAIN MODELS IN CULTURAL POLICIES

FRANCE

Case study and institutional focus	Cultural policy model	Governance model	Governmental context
France - Ministry of Culture	Architect State. Central-European	<ul style="list-style-type: none"> - growingly decentralized - important weight of local administration and partnerships (cultural pacts) - regions are relevant/State national entity 	Since 2017: Centre-Liberal party
Montpellier City Council	Architect State. Central-European	<ul style="list-style-type: none"> - decentralized - important weight of local administration 	Since 2019: Socialist party

Source: UNCHARTED- WP2- Deliverable 2.2

[2] CASES ANALYSED AND MAIN MODELS IN CULTURAL POLICIES

NORWAY

Case study and institutional focus	Cultural policy model	Governance model	Governmental context
Norway - Ministry of Culture	Social democrat -Nordic	- decentralized - important weight of local administration - regions increasingly relevant/National entity	Since 2013: Conservative-liberal coalitions
Bergen City Council	Social democrat -Nordic	- decentralized - important weight of local administration -co-capital dynamics	Since 2019: Liberal-left coalition

Source: UNCHARTED- WP2- Deliverable 2.2

[2] CASES ANALYSED AND MAIN MODELS IN CULTURAL POLICIES

UNITED KINGDOM

Case study and institutional focus	Cultural policy model	Governance model	Governmental context
England - English Arts Council	Patron State/ Arm's length	<ul style="list-style-type: none"> - decentralized - important weight of local administration - regions are relevant/Federal system 	Since 2010: Conservative-liberal party
Scotland - Creative Scotland	Patron State/ Arm's length	<ul style="list-style-type: none"> - decentralized - important weight of local administration. - regions are relevant/Federal system/National entity 	Since 2007: Social-democrat and nationalist administration

Source: UNCHARTED- WP2- Deliverable 2.2

[2] CASES ANALYSED AND MAIN MODELS IN CULTURAL POLICIES

HUNGARY

Case study and institutional focus	Cultural policy model	Governance model	Governmental context
Hungary- Secretary of Culture	Mixed-Illiberal state	- growingly centralized -top-down decision making	Since 2010: Conservative far right
Budapest City Council	Architect- Mixed	- decentralized at the local level - growingly centralized at the state level	Since 2019: Progressive “Momentum” coalition

Source: UNCHARTED- WP2- Deliverable 2.2

[3] BRIEF SUMMARY OF CASES

➤ FRENCH MINISTRY OF CULTURE

- Ministry of Culture: responsibility for designing and applying cultural policies
- Cultural policies are applied regionally by the Directions Régionales des Affaires Culturelles – DRAC under Ministry of Culture’s supervision
- Central role of the Ministry of Culture: regulatory role, implementing and supervising legislation with direct intervention
- Decentralization stands out as a major orientation in French policies

MAIN VALUES	SECONDARY VALUES
<ul style="list-style-type: none">• Equal access to culture• Fostering decentralization• National and cultural heritage• Ensuring arts education• Decent work and equality	<ul style="list-style-type: none">• Gender equality• Creativity and innovation

[3] BRIEF SUMMARY OF CASES

➤ MONTPELLIER CITY COUNCIL

- Cultural policies achieved autonomy and they are diversified
- Montpellier as an example of French decentralisation:
 - * result of the transference of cultural equipment to the local government
 - * creation of the network of the Regional Directorates of Cultural Affairs: to transpose the central political orientations to local idiosyncrasies

MAIN VALUES	SECONDARY VALUES
<ul style="list-style-type: none">• Enhancing local heritage• Promoting decentralization• Cultural and artistic education• Cultural participation• Environmental protection	<ul style="list-style-type: none">• Creators working conditions• Co cultural-capital branding• Quality of life• Access to culture

[3] BRIEF SUMMARY OF CASES

➤ NORWAY MINISTRY OF CULTURE

- Consensus regarding the value of culture and the need for public subsidisation
- Social-democrat orientation: public spending on cultural activities, gradual but steady rise, with many support programmes covering different artistic fields
- News aspects on cultural policies: the potential of culture in terms of economic development, urban regeneration, sustainability and international cooperation

MAIN VALUES	SECONDARY VALUES
<ul style="list-style-type: none">• Cultural participation/ Cultural literacy• National/Cultural heritage• Sociocultural diversity and cohesion• Artistic/Cultural excellence• Social value of culture	<ul style="list-style-type: none">• Economic development• Urban regeneration• Sustainability• International cooperation• Media pluralism

[3] BRIEF SUMMARY OF CASES

➤ BERGEN CITY COUNCIL

- Second largest city in Norway: dynamic cultural activity and an extended network of public infrastructures alongside historical institutions
- The main objective: transform Bergen into a place of cultural experience – there is a tendency for a certain branding of the city in cultural terms
- Culture as a strategic device for stimulating economic growth and urban regeneration, while leveraging international reputation

MAIN VALUES	SECONDARY VALUES
<ul style="list-style-type: none">• Cultural participation• Artistic/cultural excellence• Protection of national/cultural heritage• Social cohesion• International cooperation & networking	<ul style="list-style-type: none">• Promotion of urban regeneration• Promotion of cultural diversity• LGTB+ rights

[3] BRIEF SUMMARY OF CASES

➤ ARTS COUNCIL ENGLAND

- Primary statutory responsibility for arts, culture and creative industries - Department for Digital, Culture, Media and Sport, a ministerial-State department supported by 45 agencies and public bodies
- Arts Council England - national agency responsible for supporting arts, museums and libraries with government and National Lottery funds
- English cultural policies combine economic values, from an instrumental standpoint, with a strong focus on the importance of culture for social development and cohesion

MAIN VALUES	SECONDARY VALUES
<ul style="list-style-type: none">• Social development and cohesion• Economic growth• Excellence in the arts• Wellbeing• Creativity and innovation	<ul style="list-style-type: none">• Cultural diversity• Protection of environment

[3] BRIEF SUMMARY OF CASES

➤ CREATIVE SCOTLAND

- Creative Scotland - founded in 2010, executive non-departmental public body responsible for national arts organizations' funding
- It works together with Scotland's 32 local authorities in territorial and sectorial cultural
- Central and transversal identified values to these institutions are excellence in the arts and culture, social access and participation, and economic development

MAIN VALUES	SECONDARY VALUES
<ul style="list-style-type: none">• Excellence in the arts and culture• Social access, participation and education• Economic development• Creativity and innovation• Identity and social cohesion	<ul style="list-style-type: none">• Art workers' rights• Preserving environment and places• Institutional autonomy, transparency, and efficiency• National identity (non- exclusionary)• Gender inclusion

[3] BRIEF SUMMARY OF CASES

➤ HUNGARIAN SECRETARIAT OF CULTURE

- In 2011, the Ministry of Culture was transformed into a Secretariat within the new Ministry of Human Resources - the Secretariat oversees heritage, museums, arts and part of international cultural relations
- Cultural policy administration has been characterized by discretionary interventions over arts institutions or local governments
- Instrumentalisation of culture by related clientele networks

MAIN VALUES	SECONDARY VALUES
<ul style="list-style-type: none">• Uniqueness of national culture• Excellence in the arts and culture	<ul style="list-style-type: none">• National identity (exclusionary)• Internal diversity and European unity (in contradiction to main values)

[3] BRIEF SUMMARY OF CASES

➤ BUDAPEST CITY COUNCIL

- Budapest has a very decentralized administrative system: 23 district local governments; after the 2019 elections, more than half are governed by the opposition.
- Top-down cultural governance is currently limited while an essential part of cultural information and resources is managed by the districts
- In the last two years, the far-right central government has sought to reinforce its national narrative through centralization and control over the academic and educational system: different conflicts between the central and Budapest administration and the need for a “cultural freedom”.

MAIN VALUES	SECONDARY VALUES
<ul style="list-style-type: none">• Social development• Urban development• Artistic freedom and autonomy	<ul style="list-style-type: none">• Cultural diversity and social cohesion• Protection of local heritage and facilities• Cultural freedom

[4] MAIN INTERNAL TENSIONS IN CASES

French Ministry of Culture (Centre-liberal): the **INTRINSIC CULTURAL VALUE** *versus* **ECONOMIC PERFORMANCE**

Montpellier Council (Socialist party): **CREATIVE** *versus* **CULTURAL ORIENTATIONS** of cultural democracy

Norway Ministry of Culture (Conservative-liberal coalition): **ECONOMIC PERFORMANCE** *versus* **SOCIAL RETURN** of culture

Bergen council (Liberal-left coalition): **SECTORAL DEVELOPMENT** *versus* **INTERNATIONALIZATION**

Arts Council England(Conservative-liberal): **ECONOMIC** *versus* **SOCIAL VALUES**

Creative Scotland (Social democrat and nationalist): **LOCAL CULTURAL** values **VERSUS ECONOMIC PERFORMANCE**, and
PUBLIC SUPPORT TO ARTS INNOVATION *versus* **INSTITUTIONAL REPUTATION**

Hungary Secretary of Culture (Conservative far right): **NATIONAL IDENTITY** *versus* **DIVERSITY**

Budapest Council (Progressive coalition): **INSTITUTIONAL AUTONOMY** *versus* **ILLIBERAL INTERVENTION**

[5] DISCOURSIIVE “CONSENSUS” ON VALUES

- Since the eighties, the importance of cultural policies in public action: national and local level with more or less central role of intervention/decentralisation
- National cultural administrations share common values revolving around cultural policy institutionalization and the need for public support to the cultural sector
- Discursive consensus on values:
 - Artistic excellence
 - Cultural diversity
 - National identity
 - Culture as citizenship rights
 - National and cultural heritage
- **But:**
 - These (and other) values have unequal positioning and differential importance depending value regimes, cultural policy models and political scenarios (country and city)

[5] DISCOURSIIVE “**CONSENSUS**” ON VALUES

- The configurations of values can be interpreted as mixed between **SOCIAL AND ECONOMIC** values of **CULTURE**, often understating one of them as the primary source of legitimacy for this policy

- Differences between values and value ranking established within the frameworks of models of cultural policies:
 - ☐ **More INTERVENTIONIST models**
 - social outcomes of the policy
 - cultural capital preconditions for the effective exercise of cultural rights
 - reduction of different kinds of social inequalities (gender, workers and territorial)

 - ☐ **LIBERAL models**
 - particular attention on the value of excellence in the arts as a meritocratic framework for public action in the field
 - frame creative assets as a basis for economic development

 - ☐ The **HUNGARIAN ORIENTATION** (third position)
 - the value of excellence from an approach ranging between the architect and engineer model of cultural policies (excellence = national identity and pride)

[5] DISCOURSIIVE “**CONSENSUS**” ON VALUES

- Tendency towards **MIXED MODELS** in cultural policies: social-oriented cultural policies driven by conservative administrations (France) and liberal grounds of cultural policy systems preserved by social-democrat and nationalist administrations (Norway or Scotland)

- An additional factor to be considered: how government and institutional powers define specific orientations and discourses at the **local level**, partially prefigured by limited competencies (Montpellier - urban space as heritage; Bergen – urban space as creative and internationalization asset)
 - Presence of national values at the local level - two directions
 - **Replicated** at the local level: education and decentralization in the French case or cultural participation in the Norwegian one
 - **Contested**: such as in the Hungarian case; national identity and homogenization are antagonized with autonomy and civic freedoms

[5] DISCOURSIIVE “CONSENSUS” ON VALUES

➤ AND ALSO:

- The idea of **PARTICIPATION**
 - is prioritized in Norway or Scotland, leading to set this value as a required “mean” for effective social cohesion and democratic economic development
 - the Hungarian, French and English cases share a less central view of social participation, at least at the central government and discursive levels

- Liberal and central European cultural policy models also share an increasing **INTEGRATION OF SOCIAL-INCLUSION** , particularly concerning cultural workers conditions, gender and environmental dimensions of culture. They are present in the French, Norway, Scotland cases and, to a lesser extent, in England or Montpellier.

[6] MAIN VALUES ON ALL CASES

NATIONAL AND REGIONAL CULTURAL ADMINISTRATIONS – MAIN VALUES MORE REFERED

Frequency	Value principle	Definition
8	ECONOMIC	Focused on the importance of quantitative performance and profit, generated by products, heritage and artistic-cultural assets targeted by cultural policies. These outcomes are particularly associated with innovation, territorial growth, exports and investment.
6	IDENTITY	Associated with cultural policies' constitutive dimensions, such as nation building, ethnic grounds, heritage, language or territorial branding.
5	AESTHETIC	This principle is mainly associated with formal aspects of cultural products, arts and heritage, in terms of excellence, quality and distinction.
4	PARTICIPATION	Associated with the integration of different social and sectoral actors into cultural activities or in cultural policy design. This may also be achieved through decentralization, fostering social cohesion.
2	CULTURAL DIVERSITY	Linked to the positive valuation and promotion of the diversity of cultural practices and discourses ensuring media pluralism and sociocultural inclusion, often concerning immigrants.
2	EQUALITY	Based on different educational and cultural policies, as well as governance models, oriented towards ensuring (gender, immigration, socioeconomic, etc.) equal social inclusion in and through culture and the arts.
2	EDUCATION	Associated with the centrality given to formal education as a space for cultural capital redistribution impacting the cultural field/life.
2	WELL-BEING	Linked to the positive valuations of comfort, quality of life, health, safe places and clean environments.

[6] MAIN VALUES ON ALL CASES

LOCAL CULTURAL ADMINISTRATIONS – MAIN VALUES MORE REFERED

Frequency	Value principle
4	PARTICIPATION
3	ECONOMIC
3	AESTHETIC
2	IDENTITY
2	▪ SUSTAINABILITY - Related to the contribution of cultural policies to strengthening the resilience of the cultural sector or to the contribution of culture to environmental protection.
2	EQUALITY
2	EDUCATION
2	WELL-BEING

Source: UNCHARTED- WP2- Deliverable 2.2

Thank you for your attention!