

# Values in European cultural policies- Synthetic presentation

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1<sup>st</sup> UNCHARTED Workshop, Session 8. The conflictual plurality of values in cultural administration

Porto, September 17, 2021



# Outline of the presentation

- **Introduction and methodology**
  - values in cultural policies, research question and approach
- **Theoretical-methodological framework**
- **12 EU cases policy framework**
- **Values, value associations and value tensions**
  - 8 cases studied documentarily
  - 6 cases studied in depth
- **Discussion: identified values, associations and tensions**
  - National/Regional level
  - Local level
- **Final remarks**

# Introduction and methodology

- We examine **values in European cultural policies** by addressing **12 case studies** corresponding to **national, regional, and local** administrations
- Through a comparative analysis of all cases, we sought to identify **predominant values and value tensions** in cultural policy administrations, and **axiological affinities** among the cases which refer to certain **common value principles**

Cases were selected following three main criteria: **cultural policy models** (liberal, Nordic and Central European), **level of government** (local, regional and national) and **cultural policy/ideological orientations** (creative city, commons, etc.)

Two methodological strategies have been applied to their examination:

- I. Extensive **documentary research of 12 cultural administrations** in Spain, Portugal, France, Norway, UK, and Hungary
- II. We used **fieldwork research** to collect **additional data** about the 4 Spanish and Portuguese cases. 32 semi-structured interviews and 4 focus groups with relevant actors

# Theoretical-methodological framework

- Multiple values serve as the rationale, aim or legitimating ground of cultural policies, including the **aesthetic, social, economic and institutional** values of culture (Bennett 1995; Gray 2007; Hadley et al. 2017; O'Brien 2014; Throsby 2010)
- Associated forms of valuation have been conceived as **intrinsic or instrumental** values (Holden 2004; Liu 2016)
- Without using **preestablished set of values**, our mapping seeks to address **values as**:
  - **policy frames**
  - **valuation processes** -assuming values as shared mental representations and value-discourses as action- (Heinich 2020:80)

# Cases, models and policy framework

CASE STUDY AND INSTITUTIONAL FOCUS	CULTURAL POLICY MODEL	GOVERNANCE MODEL	POLICY FRAMEWORK CONTEXT
1. <b>FRANCE- MINISTRY OF CULTURE</b>	Architect State, Central-European	- state- growingly decentralized,	(2017-) Centre-Liberal. Led by Emmanuel Macrón.
2. <b>NORWAY- MINISTRY OF CULTURE</b>	Social democrat, Nordic	- state- decentralized	(2013-) Conservative-liberal coalitions. Led by Erna Solberg.
3. <b>ENGLAND- ENGLISH ARTS COUNCIL</b>	Patron State, Arm's length	- substate-decentralized/devolution	(2010-) Conservative-liberal party. Led by Boris Johnson
4. <b>SCOTLAND- CREATIVE SCOTLAND</b>	Patron State, Arm's length	- substate-decentralized, devolution/ National entity	(2007-) Social-democrat- nationalist. Led by Nicola Sturgeon.
5. <b>HUNGARY- SECRETARY OF CULTURE</b>	Mixed, Illiberal state	- state-growingly centralized, top-down decision making	(2010-) Conservative far right. Led by Victor Orbán.
6. <b>BERGEN CITY COUNCIL</b>	Social democrat, Nordic	- local-decentralized, co-capital dynamics	(2019-) Liberal-left coalition. Roger Valhammer.
7. <b>MONTPELLIER CITY COUNCIL</b>	Architect State., Central-European	- local- decentralized, important weight of local administration	(2019-) Socialist party. Mayor Michaël Delafosse
8. <b>BUDAPEST CITY COUNCIL</b>	Architect, Mixed	- local-decentralized at the local level, centralized at the state level	(2019-) Progressive "Momentum" coalition.
9. <b>BRAGANÇA CITY COUNCIL</b>	Architect, Mixed	- local-growingly descentralized at the state level	(2017-) Governed by PSD. Centre-right
10. <b>BARCELONA CITY COUNCIL</b>	Architect, Mixed	- local-descentralized both local and state levels	(2015-) Left wing coalition- BeC and PSC coalition
11. <b>XUNTA DE GALICIA</b>	Mixed, Liberal	- regional-descentralized/ National entity	(2009-) Governed by the PP- Liberal conservative
12. <b>PORTUGAL- MINISTRY OF CULTURE</b>	Architect, Mixed	- state-growingly descentralized system	(2015-) Governed by Socialist Party (Prime Minister)

# Values and value tensions (8 cases- documentary analysis)

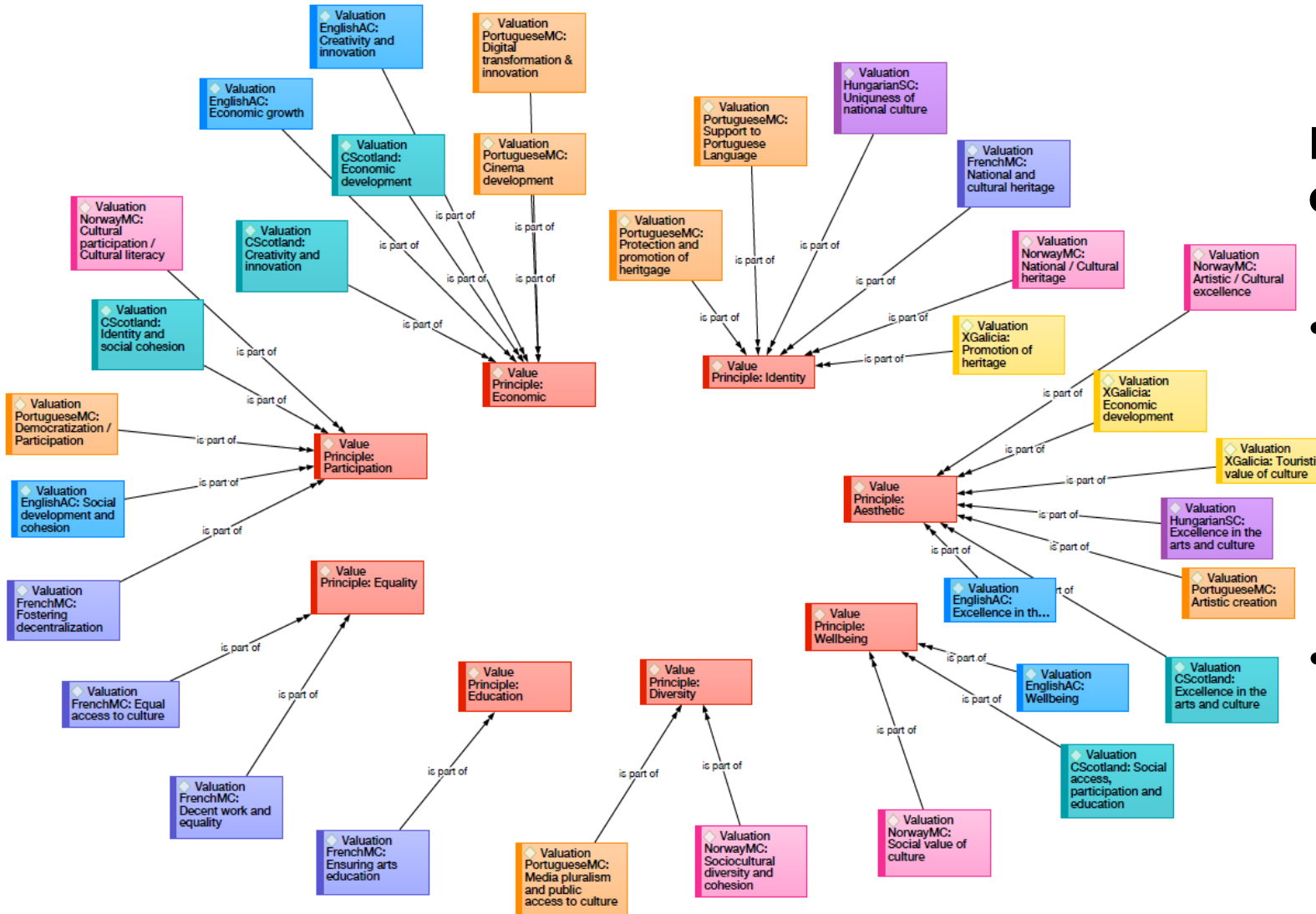
CASE STUDY AND INSTITUTIONAL FOCUS	MAIN VALUES (<5)	SECONDARY VALUES (<5)	MAIN INTERNAL VALUE TENSIONS
<b>1. FRANCE MINISTRY OF CULTURE</b>	(1) <b>Equal access to culture</b> , (2) Fostering decentralization, (3) National and cultural heritage, (4) Ensuring arts education, (5) Decent work and equality	(1) Gender equality, (2) Creativity and innovation	- <b>Intrinsic cultural value vs Economic performance</b>
<b>2. NORWAY MINISTRY OF CULTURE</b>	(1) <b>Cultural participation/ Cultural literacy</b> , (2) National/Cultural heritage, (3) Sociocultural diversity and cohesion, (4) Artistic/Cultural excellence, (5) Social value of culture	(1) Economic development, (2) Urban regeneration, (3) Sustainability, (4) International cooperation, (5) Media pluralism	- <b>Economic performance vs Social return of culture</b>
<b>3. ENGLAND ENGLISH ARTS COUNCIL</b>	(1) <b>Social development and cohesion</b> , (2) Economic growth, (3) Excellence in the arts, (4) Wellbeing, (5) Creativity and innovation	(1) Cultural diversity, (2) Protection of environment	- <b>Economic vs Social values</b>
<b>4. SCOTLAND CREATIVE SCOTLAND</b>	(1) <b>Excellence in the arts and culture</b> , (2) Social access, participation and education, (3) Economic development, (4) Creativity and innovation, (5) Identity and social cohesion	(1) Art workers' rights, (2) Preserving environment and places, (3) Institutional autonomy, transparency, and efficiency, (4) National identity (non- exclusionary), (5) Gender inclusion	- <b>Local cultural values vs Economic performance:</b> - <b>Public support to arts innovation vs Institutional reputation</b>
<b>5. HUNGARY SECRETARY OF CULTURE</b>	(1) <b>Uniqueness of national culture</b> , (2) Excellence in the arts and culture	(1) National identity (exclusionary), (2) Internal diversity and European unity (in contradiction to main values)	- <b>National identity vs Diversity</b>
<b>6. BERGEN CITY COUNCIL</b>	(1) <b>Cultural participation</b> , (2) Artistic/cultural excellence, (3) Protection of national/cultural heritage, (4) Social cohesion, (5) International cooperation & networking	(1) Promotion of urban regeneration, (2) Promotion of cultural diversity, (3) LGTB+ rights	- <b>Sectoral development (local) vs Internationalization</b>
<b>7. MONTPELLIER CITY COUNCIL</b>	(1) <b>Enhancing local heritage</b> , (2) Promoting decentralization, (3) Cultural and artistic education (4) Cultural participation, (5) Environmental protection	(1) Creators working conditions, (2) Co cultural-capital branding, (3) Quality of life, (4) Access to culture	- <b>Creative vs Cultural focused orientations of cultural democracy</b>
<b>8. BUDAPEST CITY COUNCIL</b>	(1) <b>Social development</b> , (2) Urban development, (3) Artistic freedom and autonomy	(1) Cultural diversity and social cohesion, (2) Protection of local heritage and facilities, (3) Cultural freedom	- <b>Institutional autonomy vs Illiberal intervention</b>

# Values and value tensions (4 cases- fieldwork)

CASE	MAIN VALUES (<5)	SECONDARY VALUES (<5)	MAIN INTERNAL VALUE TENSIONS
<b>1. BARCELONA City Council</b>	(1) <b>Cultural rights</b> ; (2) Arts education ; (3) Participation	(1) Economic development; (2) Decent artwork; (3) Gender inclusion	<p>a) <b>Aesthetic excellence vs Social performance in cultural facilities</b></p> <p>b) <b>Administrative change vs Changes in grounds of cultural policies focusing on social and sectoral actors</b></p>
<b>2. BRAGANÇA City Council</b>	(1) <b>Preservation and promotion of heritage</b> (material & intangible); (2) Cultural participation/ cultural literacy; (3) Support to the arts; (4) Networking in the culture domain; (5) Economic value	(1) Tourism and local development	<p>a) <b>Consensual and diversified policy goals but contested participation schemes</b></p> <p>b) <b>Local/endogenous value vs Exogenous/ Cosmopolitan value</b></p>
<b>3. Xunta de GALICIA</b>	(1) <b>Touristic value of culture</b> ; (2) Economic development; (3) Promotion of heritage	(1) Internationalization of Galician culture; (2) Digitalization of Galician culture; (3) Galician language promotion	<p>a) <b>Partisan/corporatist power vs Social value</b></p> <p>b) <b>Public support to tourism-oriented culture vs Poor valuation of sectoral development</b></p> <p>c) <b>Local development vs International cultural branding</b></p>
<b>4. PORTUGUESE Ministry of Culture</b>	(1) <b>Democratization</b> / (2) Participation; (3) Protection and promotion of heritage; (4) Artistic creation; (5) Support to Portuguese Language;	(1) Cultural-based internationalization; (2) Territorial equality; (3) Cultural-based urban regeneration; (4) Cultural industries; (5) Cultural tourism	<p>a) <b>Ambitious and diversified policy goals but limited resources invested</b></p> <p>b) <b>Traditional definition of cultural consumption vs valuation of an enlarged catalogue of cultural experiences</b></p>

# Discussion

\*Axiological affinities among the cases which refer to certain **common value principles**. Based on qualitative analysis leading to frequency of values and value associations



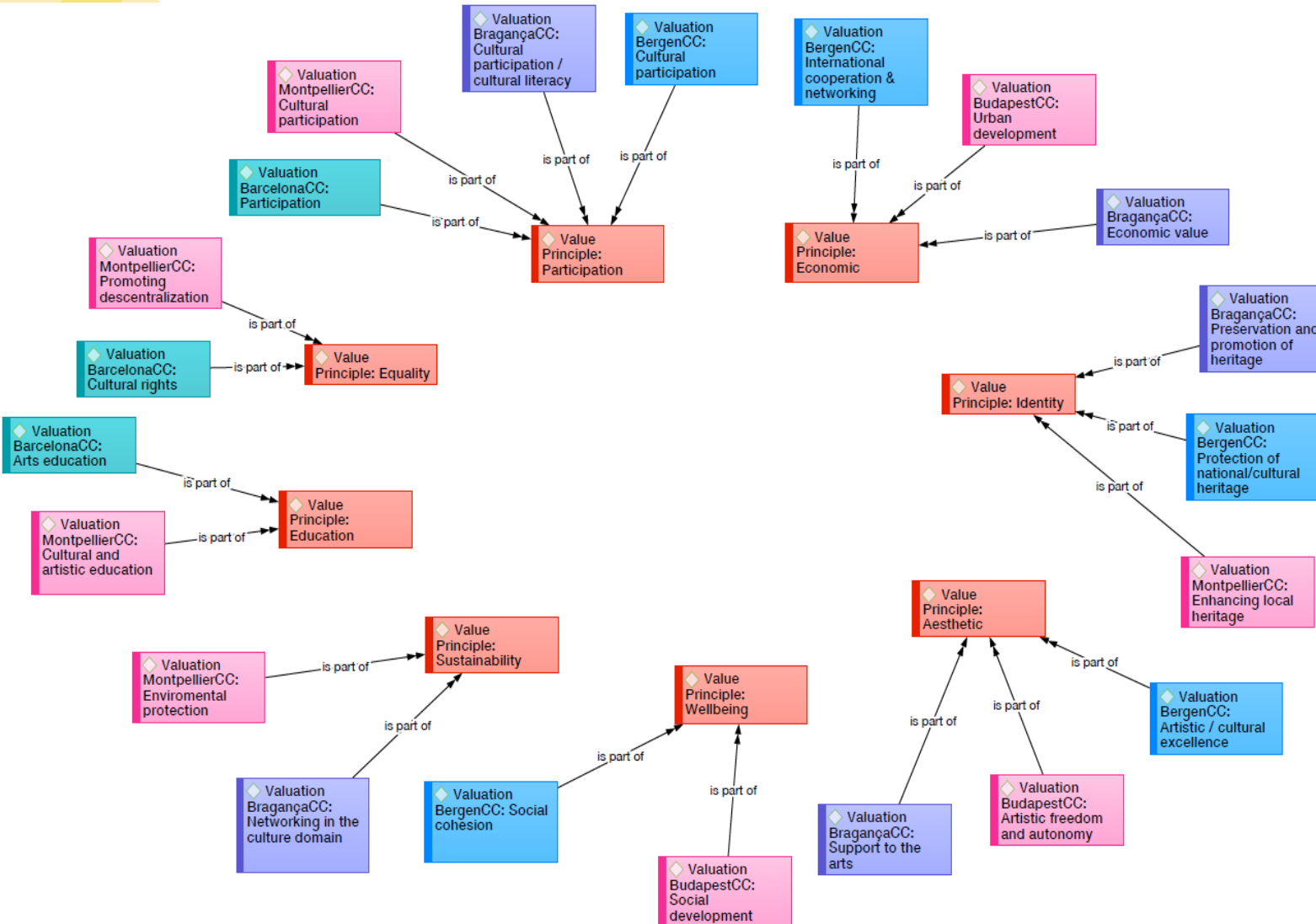
## National and regional EU cultural administrations

- 8 predominant *values principles*\*: economic, identity, aesthetic, participation, diversity, equality, education and well-being.
- 2 with special intensity and in a more generalized way: **economic** and **identity**



# Discussion

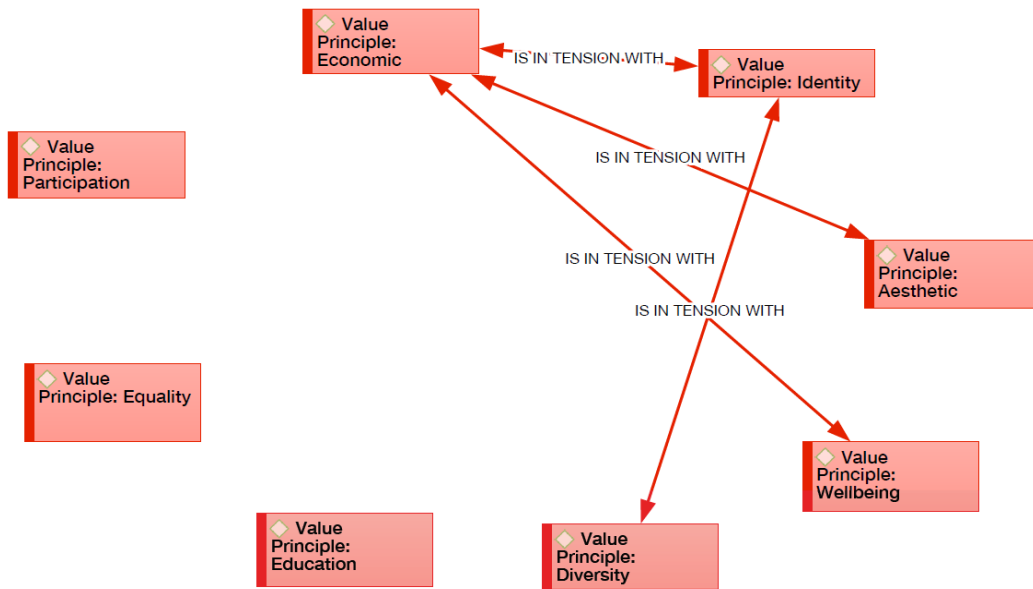
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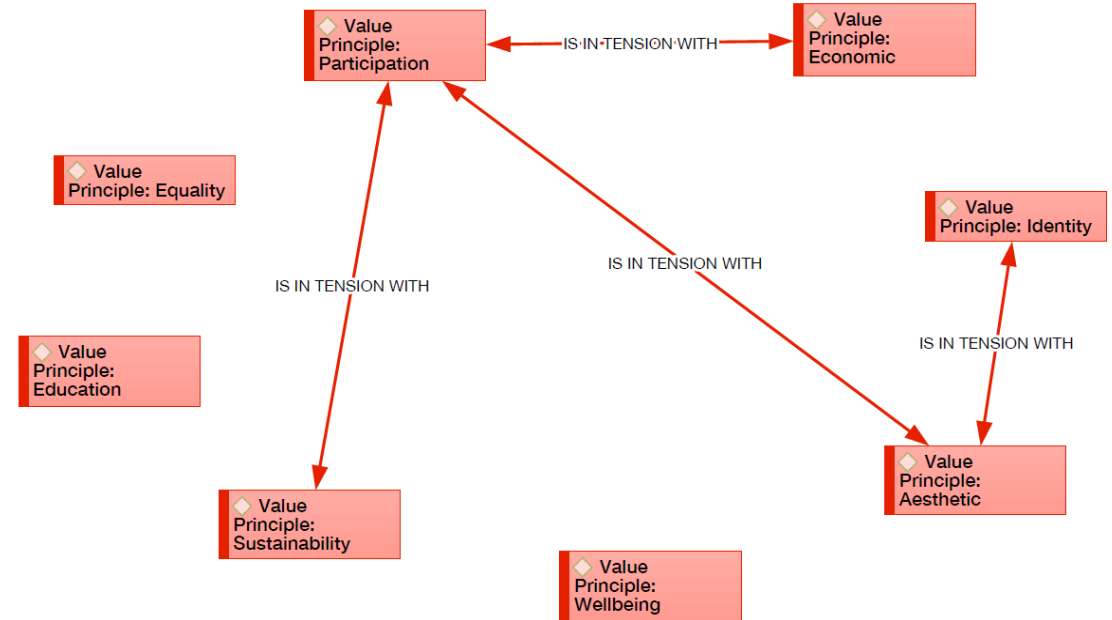
**Local EU administrations:**  
almost same *value principles*\*

- there is only one new, **sustainability**, and from the previous repertoire, only **diversity** is absent
- moreover, **participation** value is highlighted

## Value tensions in national and regional cultural administrations



## Value tensions in local cultural administrations



- **NATIONAL/REGIONAL LEVEL:** the **economic** value comes into tension with **wellbeing, identity** or **aesthetic**
- **LOCAL LEVEL:** **participation**; opposed to the **economic** or **aesthetic** values

Some tensions are more ambiguous, such as the tension between **economic** and **identity**

# Final remarks

- **A plurality of values** has been identified (i.e., 8 dominant value principles) under certain common trends
- Specific configurations relatively aligned with cultural **policy models** and level of government
- Dominant tensions **between social and economic values**, within various value configurations and policy trajectories
- Value tensions are often articulated as **tensions between different types of actors**: actors embody opposing axiological perspectives
  - i.e., **sectorial vs redistributive value** opposition often embodied by certain actors (i.e., Barcelona grant making)
- Tensions also manifested as **contrasts between discourse and policy action / outcomes**
  - (e.g., diversity in Hungary)
- “Translation” of value frames **into micro valuation processes and interactions** has been identified
  - (e.g., art awards, grant selection processes, etc.)

**Thank you for your attention!**

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