

INDICATOR FRAMEWORK ON CULTURE AND DEMOCRACY POLICY MAKER'S GUIDEBOOK



COUNCIL OF EUROPE



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INDICATOR FRAMEWORK ON CULTURE AND DEMOCRACY

POLICY MAKER'S GUIDEBOOK

French edition:
*Cadre d'indicateurs sur la culture et
la démocratie: guide à l'intention des
responsables politiques*

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Foreword

In recent years, the impact of culture on society and the economy has become a mainstay of European and international discussions on cultural policy. We can distinguish four main strands in this discussion: 1) culture's contribution to the economy; 2) culture's contribution to well-being and health; 3) culture's role in promoting sustainable development; and 4) culture's capacity to foster democracy.

However, these themes are no newcomers to cultural policy professionals. Actually, they were already at the very core of the Council of Europe's seminal report *In from the margins* from 1997. What is relatively new is that they are, finally, coming in from the margins to the wider political agenda, helped by the accumulation of evidence and changes in our societies.

The decision by the 10th Council of Europe Conference of Ministers of Culture to launch the process to study the links between culture and democracy in 2013 was an historic one: it marked the first systematic effort to provide empirical evidence on these links. But the ministers probably could not envisage just how crucial this endeavour would become.

Only a couple of years ago, it seemed that democracy was the uncontested system of governance in Europe. But the combined impact of prolonged economic woes and the immigration crisis has resulted in political turmoil which has, at least partly, cast doubt on the functioning of democracy.

Counteracting these doubts on the viability of democracy, or outright attacks against it, calls for the best possible understanding of what actually underpins democracy. Empirical evidence on the positive correlation between culture and democracy offered by the Indicators Framework on Culture and Democracy (IFCD) provide new insights and open up new perspectives to foster democracy. Thereby, the IFCD has general political relevance.

It comes as no surprise that the IFCD has been developed as an initiative of the Council of Europe which is the Organisation that stands for human rights, democracy and the rule of law. Today, the work of the Organisation to safeguard and promote these basic values is as crucial as it ever was. The Steering Committee for Culture, Heritage and Landscape (CDCPP), which oversees the development and implementation of the IFCD, will do its utmost to use the insights of the Indicator Framework in its own work and to share them with other Council of Europe committees and bodies and well with governments and other stakeholders interested in safeguarding and promoting democracy in Europe as effectively as possible.

Kimmo Aulake

Chairman of the Council of Europe Steering Committee
for Culture, Heritage and Landscape (CDCPP)

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Chapter 1

The context

A link has been made in recent years between a strong, well-functioning democracy and an abundance of cultural opportunities for citizens and others living within a society. Societies are said to be more open, tolerant, well-functioning and economically successful where people have easy access to a wide range of cultural activities and participation rates in these activities are high. Cultural activities seem to be an important part of building citizens' skills to express themselves, inform themselves, think critically and hold opinions – skills that are essential for a democracy to work. However, respect for the need to support a wide range of cultural activities requires a strong sense of openness and tolerance.

In the framework of the European Cultural Convention (ETS No. 18, 1954), the Council of Europe has been active for more than 60 years in the areas of culture and cultural heritage. In the cultural policy sector, this work included, inter alia, evaluations of national, regional and sectoral policies and drawing up of expert recommendations; transversal analyses and studies on cultural diversity; the development of a permanently updated cultural policy information system offering succinct country profiles (Compendium of Cultural Policy and Trends in Europe) and capacity-building projects for the management of cultural diversity at local level (Intercultural Cities).

A Council of Europe Conference of Ministers of Culture was held in 2013 on "Governance of Culture – Promoting Access to Culture". In the Final Statement, ministers agreed:

To launch a medium-term working process that should include work on indicators of the impact of cultural activities on democracy as well as the economic efficiency of financing culture in order to improve the effectiveness of cultural policies, to map related trends and developments at a pan-European level with special regard to access to and participation in culture and help generate harmonised national and European surveys.

As part of the process, the Council of Europe has been working with the Hertie School of Governance to prepare an Indicator Framework on Culture and Democracy (IFCD). Based on an indicator mapping study prepared by Helmut Anheier in 2013, the Hertie School team worked during 2014 to develop a draft indicator framework, strengthen its conceptual basis, assess the availability of data and present the draft framework to the Council of Europe and other audiences. In 2015, the Hertie School team proceeded to expand the framework, populate it with comparable, reliable data, explore a number of promising policy relationships that could be examined with the data, and develop a proposal for an online interface that should facilitate the practical application and use of the framework's contents. The result of this work is a framework filled with 177 variables covering a wide range of issue areas and concerns for 37 Council of Europe member states.

The purposes of this guidebook are:

- ▶ to introduce policy makers to the IFCD and its underlying conceptual and analytical framework
- ▶ to offer ideas for ways that policy makers can use the IFCD to examine their countries' current situation and potential, both within the country and in comparison with other countries.

More generally, the framework and findings extracted from it can then be used by governments to adjust cultural policy in order to spend money where it is most needed, make access to culture easier where required, assist marginal and excluded groups where necessary and let the private sector and civil society take responsibility where needed and possible. The framework can eventually also serve as a continual feedback loop, enabling governments to map participative democratic progress, and continue adjusting their cultural policies.

Chapter 2

The framework

2.1. PURPOSES

The main purposes of the framework are:

- ▶ to assemble indicators on culture and democracy and the economic efficiency of financing culture that provide a stronger evidence base for policy making;
- ▶ to enable policy makers to examine their own position in terms of culture and democracy and in comparison with other countries;
- ▶ to contribute information to Council of Europe reports and projects and to relevant initiatives by other international and national bodies.

2.2. THE MAIN CONCEPTS

There are enough definitions of the terms “culture” and “democracy” to fill several libraries, and the proposed indicator framework could easily become overwhelmed by engaging in debates about the exact meanings and operationalisation of each term, and how both could, or should, relate. Therefore, it seems best to acknowledge the richness of the debate, and that the project will take insights originating from the broad range of relevant research into account.

2.2.1. Culture

Most policy-inspired frameworks for measuring culture use a rather narrow definition (for example, Eurostat 2011). This narrow concept focuses on the arts, artefacts and cultural expression found in the sectors of theatre, literature, music, dance, and so on, often also including heritage issues. For a long time, this concept has also been at the heart of what is termed “cultural policy”. An extension of this narrow definition to include the so-called “creative” and “cultural” industries has taken place over recent decades.

However, we think that a broader understanding of culture (for example, Williams 1967; Griswold 2013) is needed to grasp its relationship with democracy. Since the IFCD analyses the process and formation of culture, the working definition used to

develop the framework does not focus on “existing” culture but on the process of cultural production (hereinafter cultural activity):

Culture in a narrow understanding is defined as cultural activity that is based on cultural values emphasising cultural freedom, equality, and pluralism. Cultural activity includes cultural action, products, services, and intellectual property, as well as market- and non-market activities which are carried out by any type of individual or collective actor. Furthermore, cultural activity is generated in the policy, civic, and economic dimensions, and as an aspect of freedom and equality.

2.2.2. Democracy

How to conceptualise and measure democracy is the subject of ongoing, lively debate among political scientists and other social science researchers. Broadly speaking, there are two general approaches to the development of quantitative measures of democracy. The first approach uses a minimalist definition that primarily concentrates on the electoral processes in a country. Scholars using this approach look at electoral competition and participation and investigate questions such as whether there is universal suffrage for all citizens, whether elections are conducted in a fair and meaningful manner, and how fairly and competitively executives and representatives are selected (see for example, Alvarez et. al. 1996; Vanhanen 2000). However, a narrower definition might not necessarily be valid in the sense of capturing what democracy really means to people. Other scholars, by contrast, adhere to a maximalist notion of democracy. In this second approach, measurements of a wide range of features regarded as characteristic of democracy are used to construct a quantitative measure. Aspects of social justice, basic freedoms and constitutional checks and balances are considered to be as central for democracy as the features of electoral processes (see for example, the indices of Freedom House or Democracy Barometer). The problem with this definition is the difficulty of assessing which aspects are essential and which of them are beyond the actual meaning of democracy (Munck 2009: 16-17).

In light of these considerations, we will apply an abstract concept that leaves room for heterogeneous realisations and avoids more normative accounts. Our working definition is thus:

Democracy is a form of government where citizens have opportunities to choose the representatives that reflect their values and opinions, and influence decisions via direct democratic participation (civic dimension); where party competition is institutionalised and executive power is controlled (policy dimension); and where basic civil rights and liberties (freedom dimension) are protected by an independent and impartial judiciary (rule of law dimension).

2.3. FRAMEWORK ELEMENTS

The IFCD sees culture and democracy as separate domains or systems that shape society both independently and in concert. In other words: culture has an independent and dependent (via democracy) effect on how society works; just as democracy has an independent and dependent (via culture) effect on the workings of societies.

To enable closer examination of these relationships and to systematise data collection and analysis, the IFCD identifies for each domain a set of dimensions, or analytical

lenses, which are further broken down into one or more components, each comprising a number of indicators. Table 1 offers an overview of the entire framework. The dimensions, components and indicators are described below, with greater detail provided in the appendix.

Table 1. IFCD dimensions, components and indicators

Culture		Democracy	
Dimension	Components/indicators	Dimension	Components/indicators
Civic	<p>Cultural participation</p> <ul style="list-style-type: none"> • Artistic expression and creation • Interest in foreign cultures • Non-partisan involvement • Online creativity • Online cultural participation • Passive cultural participation • Students in the arts 	Civic	<p>Political participation</p> <ul style="list-style-type: none"> • Institutionalised participation • Non-institutionalised participation
Policy	<p>Cultural funding</p> <ul style="list-style-type: none"> • Cultural funding legislation • Direct funding of culture <p>Cultural openness</p> <ul style="list-style-type: none"> • Support and promotion of cultural diversity <p>Cultural education</p> <ul style="list-style-type: none"> • Arts education • Intercultural education 	Policy	<p>Government capability</p> <ul style="list-style-type: none"> • Analytical capacity • Central bank independence • Confidence in political institutions • Political independence <p>Political competition</p> <ul style="list-style-type: none"> • Political competitiveness • Political party finance • Rules for contestation and competition <p>Safeguards and checks and balances</p> <ul style="list-style-type: none"> • Constraints on government powers • Judicial review <p>Transparency</p> <ul style="list-style-type: none"> • Absence of corruption • Informational openness

Culture		Democracy	
Dimension	Components/indicators	Dimension	Components/indicators
Economic	Cultural industries <ul style="list-style-type: none"> • Cultural industry outputs • Intangible assets • Size of the cultural industry Cultural infrastructure <ul style="list-style-type: none"> • Size of the cultural infrastructure 	Rule of law	Equality before the law <ul style="list-style-type: none"> • Judicial impartiality • Judicial independence Quality of the legal system <ul style="list-style-type: none"> • Confidence in the justice system • Judicial efficiency and professionalism
Freedom and equality	Cultural access and representation <ul style="list-style-type: none"> • Access to cultural sites and events • Public measures for equality 	Freedom and equality	Individual freedoms <ul style="list-style-type: none"> • Freedom and neutrality of the press • Freedom of association • Freedom of expression Individual liberties <ul style="list-style-type: none"> • Free conduct of life • Security and physical integrity Political representation <ul style="list-style-type: none"> • Equality of participation

2.3.1. Dimensions

As noted above, both culture and democracy are complex phenomena that are related directly or indirectly to virtually all aspects of everyday life. To narrow the focus, but still allow for rich analysis, the IFCD divides the two domains according to a set of four analytical lenses, or dimensions. Three of the four lenses, that is, civic, policy, and freedom and equality, are applied to both domains, focusing in the cultural domain on cultural activity and diversity and in the democracy domain on the processes and institutions of democratic political systems. The culture domain includes an economic dimension, while the democracy domain includes a separate dimension for the rule of law.

Four dimensions of culture	encompass ...
Civic	... primarily aspects of participation, both passive (interest in other cultures and attendance) and active (making of art), related to various cultural events and fields.
Policy	... various governmental measures that have a direct or indirect impact on creative expression and production and on cultural diversity.
Economic	... both the direct economic output of culture-related industries and the indirect, or spill-over, impact of cultural activity on the overall economy. Specific to the culture domain.
Freedom and equality	... the equality of access to culture, both in terms of actual access to cultural sites and events and in terms of programmes and measures promoting equality of access to culture.
Civic	... a classical notion of political participation that includes individual or collective activities that aim to influence the election of political leaders or otherwise provide feedback in relation to policy making. Such engagement ranges from more conventional political participation, such as voting, to non-institutional or unconventional activities, such as demonstrating or petitioning.
Policy	... many aspects considered to be part of good governance in a well-functioning democracy. Among them are factors relating to a government's ability to solve public problems efficiently, to institutions and rules shaping the way a democracy works, and to accountability mechanisms.
Rule of law	... elements considered to be crucial to a system that both imposes limits on the exercise of power by the state, individuals and private entities, and ensures that the state fulfils its basic duties towards its population. Though a form of rule of law might exist in non-democratic systems, then often called rule by law, it serves in democracies to restrict the use of arbitrary power and is the basis for a system of rules to keep citizens safe, resolve disputes, and promote prosperity and well-being. Specific to democracy domain.
Freedom and equality	... the freedoms and liberties expected within a democracy. Like its counterpart in the culture domain, this dimension considers aspects relating to equality of participation, but focuses on the democratic political process.

While these dimensions do not cover all aspects of either phenomenon, they do allow for exploration of core themes and critical issues.

2.3.2. Components and indicators

Each dimension reflects at least one aggregated component that highlights key elements measured for each of the two domains – culture and democracy. These components are based upon measurement of a number of conceptually related indicators, as described below. Appendix 1 provides more detailed information on the components and indicators, along with variables, data sources and current coverage within the IFCD.

CULTURE → Civic → Cultural participation

Taking the operational definition from UNESCO's Framework for Cultural Statistics Handbook on Measuring Cultural Participation (2012a: 51), cultural participation can be defined as "participation in any activity that, for individuals, represents a way of increasing their own cultural and informational capacity and capital, which helps define their identity, and/or allows for personal expression." Such activities may take many forms, both active, such as creating art, and passive, such as watching a film, or even volunteering for a cultural organisation, and may occur through a variety of formal or informal channels, including the internet. Also included within this component are indicators that foresee and support the potential for cultural participation, such as interest in foreign cultures, and students taking classes in arts subjects into schools. Taken together, the indicators included in this component assess the vibrancy of a country's cultural life and the populace's actual and potential appreciation of different forms of expression and cultural diversity. By allowing for the expression of and exposure to multiple viewpoints, cultural participation contributes to the functioning of democratic societies.

CULTURE → Policy → Cultural funding

One of the **many** instruments available to policy makers for pursuing objectives in the cultural field is funding. Such financial support may take the form of legislation or tax rules that provide incentives for others, including individuals and private firms, to support culture and the arts or more direct measures at national level that provide subsidies or tax advantages for specific types of cultural activities. Such measures reflect how important the cultural sector is perceived to be by a given country's national government.

CULTURE → Policy → Cultural openness

Cultural diversity, a key objective of the Council of Europe, is a fact in (almost) all modern societies. When cultural diversity is accepted, valued and even encouraged, it can be a resource to be drawn on to encourage creativity and participation in cultural activities, and to foster economic development and conflict reduction. An individual's or society's openness to the many cultures existing within the country's territorial boundaries and beyond them is one sign of such acceptance and respect. Though this attitude is expressed most fully at the individual level, openness is also reflected in measures enacted or encouraged by governments. Such measures range from broader initiatives, such as laws covering direct or indirect discrimination against minorities or immigrants, to more specific, targeted interventions, such as public funding for national immigrant bodies and the production of integration

policy reports. These and similar measures are not only a sign of a society's cultural openness: they also lay the groundwork for those within these groups to participate freely, openly and actively in producing and enjoying cultural activities.

CULTURE → Policy → Cultural education

Cultural education relates to encouraging creativity by providing instruction in the arts in schools and interest in other cultures through intercultural education. Education in the arts contributes to developing individual skills and talent and to building a basis for the appreciation of cultural expressions and diversity. For its part, intercultural education not only introduces information about different cultures but also provides practical tools and experiences for understanding and experiencing different value systems, traditions and ways of life. This component assesses the significance of cultural education policy in a given country at national level.

CULTURE → Economic → Cultural industries

Acknowledging the debate about the definition and scope of the term, cultural industries is used here to refer to "a set of activities that produce and distribute cultural goods or services, which at the time they are considered as a specific attribute, use or purpose, embody or convey cultural expressions irrespective of the commercial value they may have" (UNESCO Institute for Statistics 2012b). The term is generally considered to encompass a wide range of fields, such as music, art, writing, fashion and design and media industries, for example, radio, publishing, film and television production. Over the past decades, the cultural industries have become one of the most dynamic segments of the global economy, and their contribution towards countries' gross domestic product (GDP) has continued to grow. The indicators in this component seek to capture the phenomenon from different perspectives, including tangible or monetary output in terms of, for example, cultural trade and turnover of specific industries, intangible assets such as intellectual property, and the size of the cultural sector in terms of, for example, employees and enterprises.

CULTURE → Economic → Cultural infrastructure

Cultural infrastructure refers not only to the space in which cultural activities take place, but also to heritage sites that represent or are considered of particular physical or cultural significance.

The extent of a country's cultural infrastructure gives a sense of the significance of the cultural sector.

CULTURE → Freedom and equality → Cultural access and representation

As noted in Muriel Marland-Militello's report to the Parliamentary Assembly of the Council of Europe's Committee on Culture, Science and Education (2012: 14), "the right to access culture is, essentially, the right to fulfil oneself freely, to construct one's cultural identity in relation to that of others." It involves both the freedom to seek out, choose and develop one's own cultural identity and the right to contribute to cultural life through art and creative expression. Access to culture is said to help promote social cohesion through enhanced mutual understanding and to contribute to the development of critical thinking and thus to reinforcing democratic citizenship. In its Recommendation 1990 (2012) on the right of everyone to take part in

cultural life stemming from that report (Parliamentary Assembly of the Council of Europe 2012), the Parliamentary Assembly noted that the right of everyone to take part in cultural life presupposes equal and free access for all to a variety of cultural resources. This component groups indicators that measure the level of equality of cultural access in relation to various socio-economic factors and that examine government programmes to promote equality of access and representation in the activities and institutions of the cultural sector.

DEMOCRACY → Civic → [Political participation](#)

Political participation refers to action by ordinary citizens directed towards influencing some political outcome either directly by affecting the making or implementation of public policy or indirectly by influencing the selection of individuals who make that policy. Political participation takes a number of different forms, including both conventional or institutionalised forms which involve electoral processes (for example, voting, election campaigning, membership in political parties, and so on) and non-conventional or non-institutionalised forms which occur outside electoral processes (for example, signing petitions, participating in political demonstrations, and so on). Such political involvement is a defining feature of a vibrant democracy.

DEMOCRACY → Policy → [Government capability](#)

Government capability can be thought of in terms of “good governance” and a democratic government’s ability to solve public problems in effective and legitimate ways. The capabilities currently considered in the framework include, among others, a government’s capacity to gather and assess “intelligence” regarding society’s problems, concerns and possible solutions, the ability of government’s organs to operate effectively free of undue influence, and the confidence bestowed on key government entities that both reflects satisfaction with their performance and gives them legitimacy to continue.

DEMOCRACY → Policy → [Political competition](#)

Free, fair and competitive elections are considered to be a minimal precondition for a country to be a democracy. Political competition plays a crucial role in the process, both as a focal point for stimulating political participation and as a key element that ensures democratic accountability and responsiveness. Indeed, only competition offers citizens a real choice. Political competition is affected not only by the balance of power between political parties, but also by rules that ensure a level playing field in political party and campaign financing, and those that facilitate or create obstacles to voting or standing for election.

DEMOCRACY → Policy → [Safeguards and checks and balances](#)

Within a democracy, checks and balances and other safeguards serve to ensure that no person or group in any part of government abuses power and that government is held accountable. Checks include the ability, right and obligation of each person, group or branch of government to monitor the activities of the others, while balances enable each to use its authority to limit the powers of the others. Indicators within this component currently include the existence of constitutional and institutional

constraints on government power and the power of courts to control political decisions and government actors.

DEMOCRACY → Policy → [Transparency](#)

Transparency is crucial within a democracy to give citizens insight into the policies and actions of government and its actors and to enable citizens thus to monitor, assess and ultimately control government. It also serves to establish and nurture citizen trust and confidence. Transparency requires that public officials, civil servants and others act visibly and understandably and report on their activities. The absence of corruption is an indication of such transparency. In addition, the extent to which information about the content and intent of new laws and other measures is publicly available indicates a government's level of transparency.

DEMOCRACY → Rule of law → [Equality before the law](#)

A central feature of the rule of law is the equality of all before the law, as enshrined in Article 7 of the Universal Declaration of Human Rights, in Article 20 of the European Union Charter of Fundamental Rights, and in constitutions throughout Europe and many other parts of the world. As part of this equality, all persons are entitled to equal protection of the law. This implies that constitutional or other provisions exist that ensure that courts operate fairly and impartially, without making arbitrary or irrational distinctions based on economic or social status. It also implies that the court and judges are free to interpret and review existing laws without interference from government, private or partisan interests.

DEMOCRACY → Rule of law → [Quality of the legal system](#)

The quality of the legal system determines in many ways how the principle of equality before the law can be and is put into practice. On the one hand, the people's confidence in the justice system reflects how well the system has been working and lays the foundation for its continued legitimate functioning. On the other hand, the practicalities of the legal system, for example, reasonable and professional processes, ensure effective results.

DEMOCRACY → Freedom and equality → [Individual freedoms](#)

Democracy's functioning is built on a set of freedoms ensuring its citizens the right to voice their needs, concerns and opinions, and to join together with others who share those concerns and interests. These freedoms include freedom of association and freedom of expression, and the freedom and neutrality of the press. The ideal result is a citizenry that is equipped with the information and the individual and collective resources to shape the democracy's goals and policies, and to hold government accountable to its citizens.

DEMOCRACY → Freedom and equality → [Individual liberties](#)

Within a democracy, the government has the obligation to protect the basic rights of individuals to conduct their lives and pursue their interests without undue interference and without threat to their personal security, as laid out in numerous international declarations, conventions and national constitutions. One indicator within this component evaluates the extent to which citizens' free conduct of life,

including freedom of movement, is subject to actual government restrictions. Another indicator considers whether constitutional provisions banning torture and inhuman treatment exist, the extent to which a country's laws protect private property rights, and the degree to which these rights are actually enforced.

DEMOCRACY → Freedom and equality → [Political representation](#)

Ideally, decision-making systems within a democracy are structured so that the voices of all its citizens can be taken into account, or at least heard. In principle, barriers to participation in the political process, whether as a candidate, a voter or an interested party, should not exist, or should at least be reasonable and understandable within the country context. The equality of participation can be gauged by the extent to which potential participation barriers related to education, income and gender are overcome within a particular country.

2.4. KEY FEATURES OF THE IFCD

The IFCD has been built to take into account a diversity of concepts and approaches. Key features include the following.

- ▶ **Units of analysis:** Each of the framework's main elements incorporate different units of analysis:
 - institutions (for example, rules and regulations, social and cultural patterns);
 - organisations (for example, formal structures and tools to enact institutions);
 - individuals, also as aggregates (for example, groups, professions).
- ▶ **Analytical phases:** For analytical purposes, the process unfolding within each of the two domains can be viewed in separate phases: inputs (that is, prerequisites in terms of values, laws, rules and regulations and resources), throughputs (that is, patterns, processes and practices applying inputs to some effect), and outputs (that is, the results of inputs and throughputs).

The analytical phases serve as an organising heuristic, primarily. For, in reality, culture and democracy are ongoing processes and have neither clear starting points nor easily identifiable intermediary markers and end products. There are complex time sequences in the sense that beginnings and ends of how they impact society are hard to identify; they are riddled with attribution problems. What is more, there are conceptual and methodological ambiguities and overlaps in allocating factors as inputs rather than throughputs or outputs.

In the framework's current form, these analytic phases have been used to guide data collection to ensure that indicators and variables were chosen that cover all parts of the entire process.

- ▶ **Aggregation to the nation state or country:** There are good reasons for aggregating to the level of the nation state or country:
 - The concept of culture refers explicitly to something shared. Individuals can have attitudes, values, beliefs, certain lifestyles, and

so on, but they cannot have a culture. They can, however, belong to a certain culture, shared by a community or group of people. In many scientific approaches, this group of people is identified at national level. From a historical perspective, Gellner argues that the development of a shared culture was an important prerequisite for the emergence of the nation state (Gellner 1992, 2006). From more recent empirical evidence we know that belonging to a particular country is an important, or even the most important, predictor of many values and attitudes (Hoelscher 2006; Immerfall 1996). Thus there are ample reasons why national cultures exist.

- From a political or governance perspective, the national government is in many countries still an important funder of cultural institutions and sets cultural policy. Additional influence of central governments can be exerted through laws, support programmes, public-private partnerships, and so on, so the question of how to govern culture at national level is, and will probably continue to be, of special interest.
- Last but not least, the domains of culture and democracy are heavily interrelated on the level of the nation state.

Despite these compelling reasons to look at the relationship between culture and democracy at national level, there are also some problems related to this perspective. For example, the mechanisms of causal relationships are difficult to grasp at this highly aggregated level. Furthermore, the restricted number of available cases does not allow the quantitative empirical testing of complex models. Only a limited number of variables can be analysed at a time. Nevertheless, the information available at national level provides a useful starting point and could be supplemented by regional/local analyses at a later stage of the IFCD process.

- ▶ **Calculation of scores, aggregation and weighting:** The scores for each of the 177 variables are calculated using z-score transformation, which assigns all variables a mean of zero and a standard deviation of one. This makes it easy to identify countries that perform above (positive scores) and below (negative scores) the average for the entire set of countries in the framework. All individual variables are aggregated into single indicators, which are in turn aggregated to components, and which are finally aggregated to the level of the four dimensions for both culture and democracy. The different scores are aggregated by taking the simple, even-weighted average of each data point. The IFCD includes aggregated scores for the indicators, components, dimensions, and domains, but not for each individual variable.

2.5. THE WHOLE FRAMEWORK

As of 30 April 2016, the IFCD contained 177 variables covering a wide range of issue areas and concerns for the Council of Europe member states, though data coverage varies among countries. To avoid significant bias in the aggregated scores for domains, components and indicators, the framework currently covers those 37 Council of Europe member states for which data is available on at least 50% of the variables

(see Table 2). As more data becomes available, additional countries may be added (see section 4.1: Expanding IFCD coverage for more explanation).

The data is available in various formats (Excel, Stata, and so on) for further individualised analyses, and may eventually be accessible via a user interface (IFCD online tool).

Table 2. Council of Europe member states covered by IFCD, as of October 2016

Albania	Georgia	Netherlands
Austria	Germany	Norway
Belgium	Greece	Poland
Bosnia and Herzegovina	Hungary	Portugal
Bulgaria	Ireland	Romania
Croatia	Italy	Serbia
Cyprus	Latvia	Slovakia
Czech Republic	Lithuania	Slovenia
Denmark	Luxembourg	Spain
Estonia	“The former Yugoslav Republic of Macedonia”	Sweden
Finland	Malta	Switzerland
France	Moldova	Turkey
		United Kingdom

Chapter 3

Using the framework

There are few indicator frameworks (if any) that are as comprehensive in issue and country coverage as the IFCD. The question remains: How can the wealth of data best be used? Below are suggestions and guidance regarding potential uses.

3.1. EXAMINING COUNTRY PERFORMANCE AND POTENTIAL

The IFCD currently contains the most recently available data – in both disaggregated form and aggregated to various levels of sub-indices and indices – for 37 Council of Europe member states. This wealth of data allows each country to examine its own performance and identify potential opportunities for policy action.

3.1.1. Examining country performance

The IFCD country indicators matrix makes it possible to both examine individual country scores across the different dimensions, components and indicators and compare performance across different country groups. In general, one could test how indicator performance varies within and across countries by conducting performance comparisons and systematic associations.

Examining an individual country's performance can be as easy as reading the row of scores pertaining to the country and assessing the country's relative strengths and weaknesses in the two domains and the various dimensions, and at the component and indicator levels. Let us take the case of Finland: although Finland's scores in both the culture and democracy domains are well above average, it faces a number of challenges on the dimension and component level. The country is performing particularly well in both of the policy dimensions, and in the civic dimension in the culture domain and in the rule of law and freedom and equality dimensions within the democracy domain. However, Finland scores only slightly above average in the economic dimension of the culture domain and the civic dimension in the democracy domain. Most striking is the country's well below average scores in the freedom and equality dimension in the culture domain, which places Finland in the lower third of the 37 countries currently included in the IFCD. Although Finland has instituted public measures intended to promote equality in the cultural sector, those measures do not seem to be fully effective, judging by the country's low scores in the access to cultural sites and events indicator.

Another issue that may be of interest for Finland is how it compares to the other Nordic countries, for example, Sweden. Since the two countries share some economic and cultural similarities, it might be expected that they should score similarly across the different dimensions and components. Based on the IFCD, Sweden achieves higher overall scores on the culture and democracy domains mainly due to its outstanding performance in the civic dimension, in the culture domain and the freedom and equality dimension in the democracy domain. Sweden also scores higher than Finland in the economic dimension of the culture domain and the civic dimension in the democracy domain. Interestingly, Sweden's scores in the freedom and equality dimension in the culture domain also put the country near the lower third.

Of course, in order for the scores to be applied to policy making, they must be put into context and require interpretation based on in-depth knowledge of the particular country or additional research. Staying with the case of Finland and focusing on the cultural domain, if the scores in the civic, economic and policy dimension are above average, why are the scores in the freedom and equality dimension clearly below average? Are parts of the population prevented from participating in cultural activities because of they cannot afford them or because they are disadvantaged by their geographic location, or because what is being offered is not relevant or not appealing to them?

These are only a few examples of the ways policy makers and researchers can draw information from the IFCD to examine a country's performance alone or in comparison with other countries or sets of countries.

3.1.2. Examining the opportunity for intervention

Reading the scores for each component and indicator gives an interesting insight regarding where a country stands. Yet, in order to move towards actions, the basic performance scores need to be placed in the context of the relevance of particular indicators for achieving better performance. One way in which users can use the IFCD to identify areas where policy intervention would have the greatest impact on a country's performance in the culture and democracy domains is to calculate "opportunity scores". A country would first identify a component or indicator on which it would like to improve its score such as "Cultural access and representation" and then calculate the degree of association between this component and the other components or indicators in the framework. The stronger the association with the area of interest and the lower the country's performance on the correlated components or indicators, the higher the opportunity for action. In simple terms, this approach highlights where a policy or other intervention might have the most impact given the country's performance on a particular component or indicator, and given that component's relevance to the selected component index of interest.

3.2. EXPLORING POLICY RELATIONSHIPS AND DYNAMICS

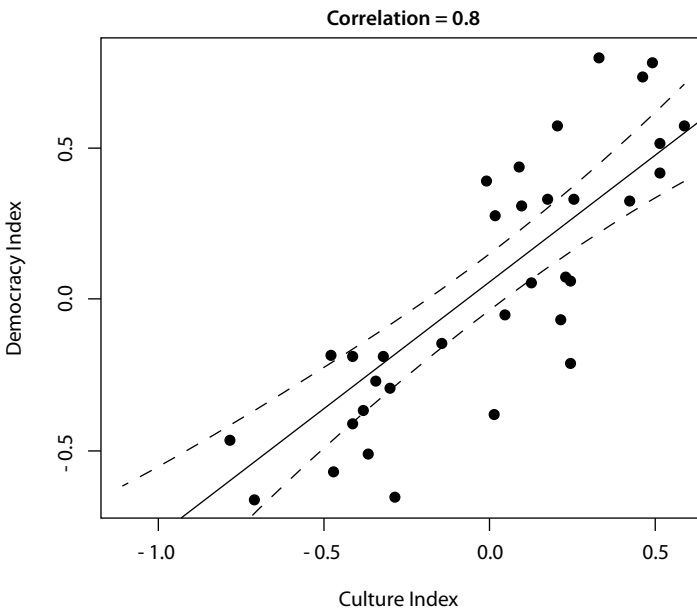
Because the IFCD includes indicators for a multitude of member states, it can be used to explore relationships among the various components and indicators, and

complementary information, in order to point to possible areas in which policy or other interventions might have more or less impact. It should be clear, however, that the empirical associations shown here as examples are not causal relationships in a straightforward way, that is, more of X definitely leads to more of Y. Rather, the correlations should be interpreted as interlinkages, that is, plausible explanations or as evidence of some underlying mechanism or dynamic, and thus as potential avenues towards achieving policy objectives.

3.2.1. Culture’s relationship with democracy

Much academic literature and today’s “common wisdom” indicate that a country’s level of democratic performance in terms of institutions and actual practice is driven by, or at least closely related to, its performance in the culture domain, including cultural industries, diversity, access, participation and general vibrancy. To test this relationship, one can aggregate the overall scores of each country in each of the four dimensions of the culture and democracy domains. Figure 1 shows the results of an estimation of the strength of the association between the two domains for the set of 37 countries. The dots represent individual countries, the solid line in the middle is the regression line (a single line that best fits the data points) and the dotted lines are confidence bands (depicting the area in which data points should fall if they fit the specified distribution). The correlation coefficient ($r = 0.80$) suggests that culture is strongly associated with democracy and the slope of the linear regression line portrays a positive linear relationship.

Figure 1: Culture index and democracy index



In substantive terms, this means that culture does indeed appear to have a strong relationship with democracy. Policy makers might use this general finding to underpin

arguments that investment in culture and enhancement of cultural policies are supportive of, or at least highly likely to be related to, sustaining and strengthening democracy.

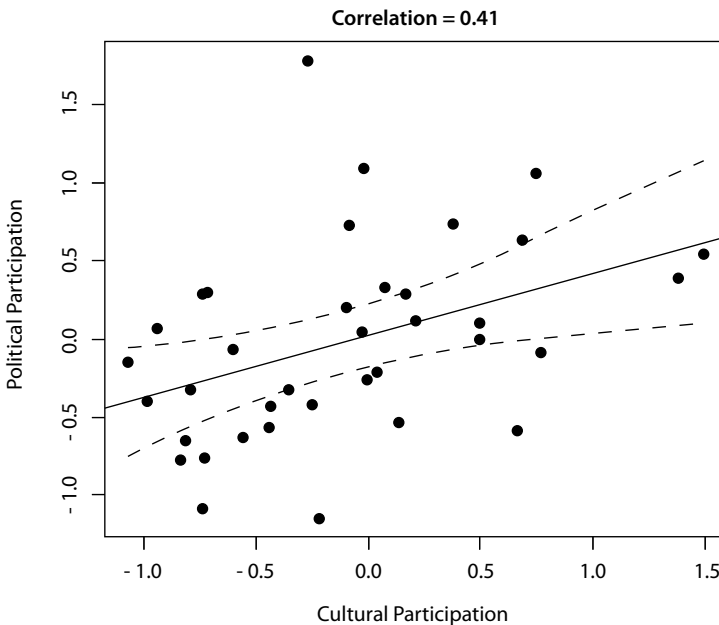
3.2.2. Does participation in culture influence participation in democratic activities?

Since Tocqueville underlined the importance of culture for democratic development, few studies have examined the interrelationship between these two categories. One notable exception is the study from Silva and colleagues, who point out that democratic politics is promoted by membership in culture-related associations. They conclude that “cultural organisations nurture a wider range of civic virtues than most other types of associations” (Silva, Clark, and Cabaço 2014: 343).

Political participation as a concept has to account for country differences in political institutions and legal opportunities to become politically involved. Therefore, different indicators such as voter turnout and the effective use of public petitions and referenda are important measures for explaining differences in political activities across countries, but each might be biased or only grasp a certain aspect of participation. To avoid such bias in the example, aggregate component scores for political participation are used.

Figure 2 shows the aggregate relationship between participation in cultural activities and participation in political activities. Both are positively linked, and the correlation is moderate ($r = 0.41$).

Figure 2: Cultural participation and political participation



This lends some support to the argument that cultural participation might enhance the awareness of community and civic virtues, and in turn political engagement. Though, admittedly, the positive association does not prove causality in one direction or the other, decision makers might extrapolate that policies, programmes and funding supportive of participation in cultural activities and organisations might contribute to activating or sustaining political participation.

3.2.3. Cultural and political participation in relation to well-being

With the worldwide financial and economic crisis, governments and researchers began to argue that economic growth is not the only, and perhaps not even the most important, goal for a society. Instead, concerns of well-being such as health and happiness have become the centre of attention. Many studies contend that democracy is an important ingredient for citizens' well-being (Owen, Videras, and Willemsen 2008). Orviska and colleagues, for example, argue that democracy has a positive impact on subjective well-being. Using data from the World Values Survey, they observe that democratic satisfaction impacts both individual happiness and life satisfaction (Orviska, Caplanova, and Hudson 2014). In the same vein, Dorn and colleagues find a significant effect of democracy on well-being and life satisfaction after controlling for socio-economic, demographic and cultural variables (Dorn, Fischer, Kirchgässner and Sousa-Poza 2007).

We can also assume that culture has an important influence on this outcome. Reuband, for example, shows that life satisfaction (and well-being) in three German cities is correlated with cultural participation, when gender, age and education are taken into account (Reuband 2013). The argument is that participation in cultural activities goes hand in hand with the accumulation of social capital. This echoes the argument made by Gundelach and Krainer, who emphasise that social capital is the most important predictor of happiness (Gundelach and Kreiner 2004).

To test these arguments, the measures on cultural and democratic participation in the IFCD can be combined with data from the OECD Better Life Index (OECD 2015) that allows people to compare countries' performances according to their own preferences in terms of what makes for a better life. Figure 3 displays the average score on the Better Life Index¹ in comparison to the IFCD component of cultural participation. The results indicate a strong positive relationship between the two ($r = 0.73$), supporting the hypothesis that cultural participation may contribute to more life satisfaction. As shown in Figure 4, we find a similar positive relationship between political participation and life satisfaction, although the level of association is much weaker ($r = 0.46$).

1. The Better Life Index is not part of the IFCD dataset.

Figure 3: Cultural participation and life satisfaction

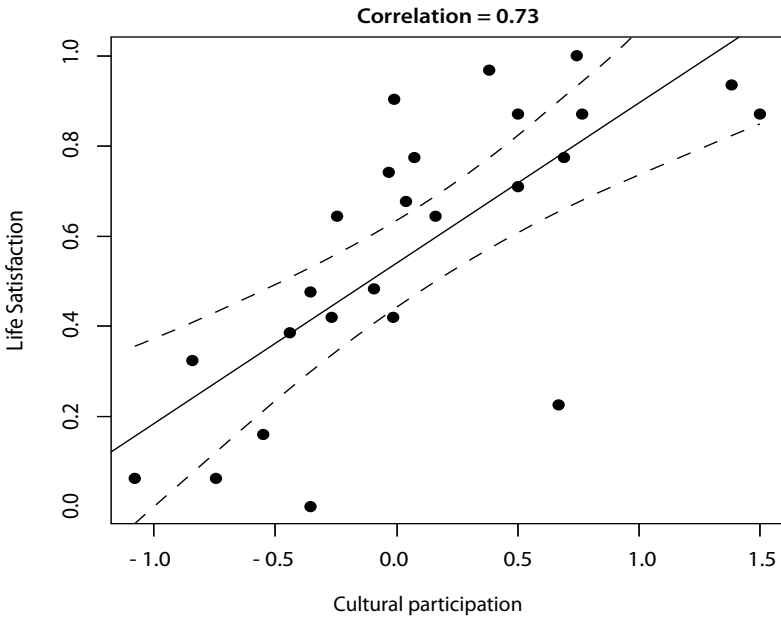
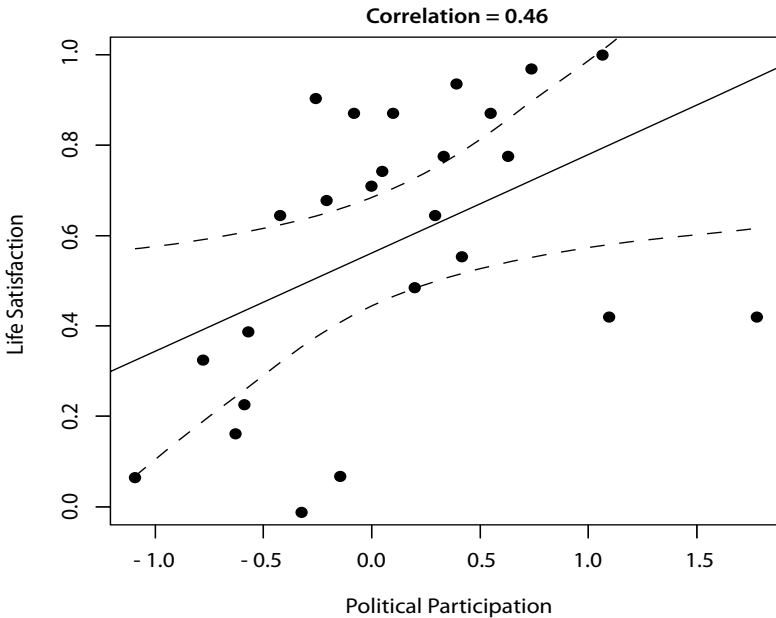


Figure 4: Political participation and life satisfaction



From a policy making perspective, policies and programmes that promote active participation in cultural activities and organisations would seem to enhance the perceived overall well-being of citizens. Policies to enhance political participation also appear to have such potential, although it is more moderate.

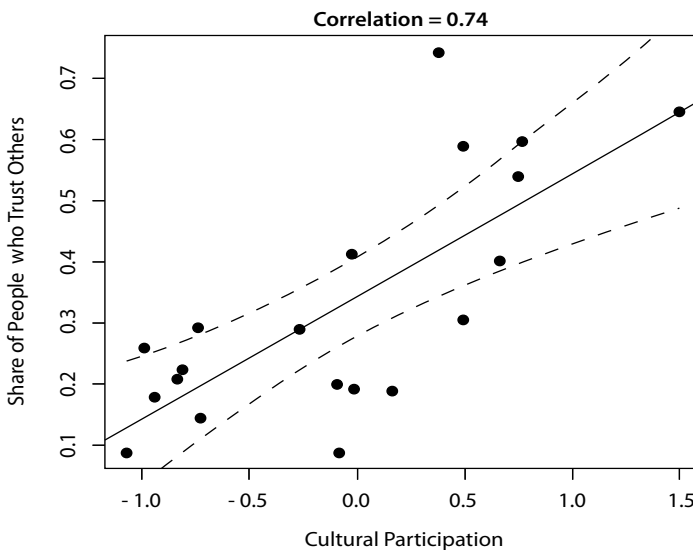
3.2.4. Cultural participation and a trusting society

Generalised interpersonal trust, a value based on shared identity and trust, is considered to be an integral part of a society's social capital and essential to a functioning society, as it reduces personal fears and increases security and cohesion within communities. Many have looked at the connection between generalised or social trust and political participation, finding varying links to different forms of political activism (see for example, Bäck and Christensen 2016). More generally, social trust may encourage people to get involved in their communities since it is assumed that trusting people are more likely to join civic groups and have more social connections than people who are less trusting.

But is there also a link between cultural participation and interpersonal trust? Cultural participation is measured as above using data within the IFCD, while the level of interpersonal trust in a country is assessed using the response in the World Values Survey to the question: "Generally speaking, would you say that most people can be trusted, or that you can't be too careful in dealing with people?"

Figure 5 provides supportive evidence that participation in cultural activities is strongly linked to levels of trust in others ($r = 0.74$). Countries with high cultural participation rates also show high levels of interpersonal trust among the population.

Figure 5: Cultural participation and share of people who trust others



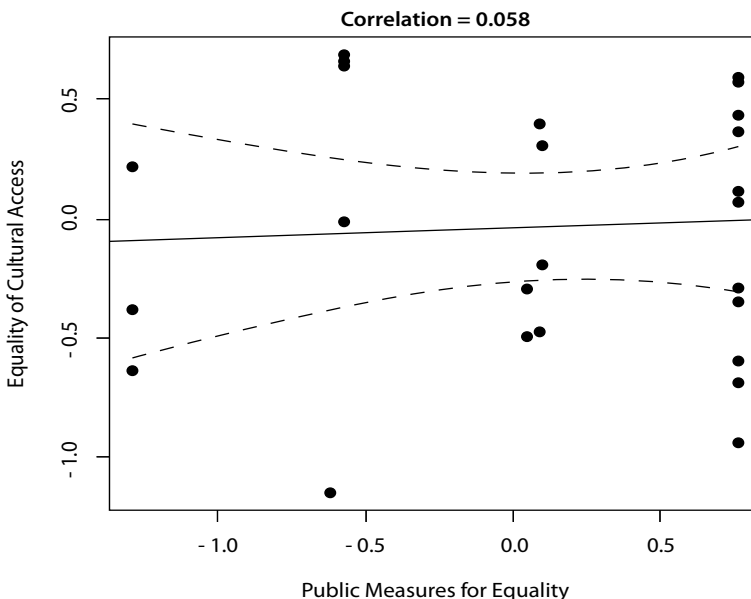
Given the strength of the relationship, but the uncertainty regarding the causal direction, policy makers can consider working on either side, or even both sides, of the cultural participation-social trust equation. Where the objective is increased participation in cultural activities, measures such as intercultural education can be taken to enhance trust and social cohesion. And where greater social cohesion is the primary objective, efforts can be made to extend participation in cultural activities or groups.

3.2.5. Do integrative policies impact equality in cultural access?

The IFCD's structure also allows for fruitful analyses within each domain separately. For example, within the culture domain, relationships between specific types of policies and selected outcomes can be examined.

A number of studies on cultural participation have provided evidence that cultural activity varies with individuals' level of education, occupation status and affluence (Coulangeon 2013; Danielsen 2008; DiMaggio and Useem 1978). Here the analysis examines whether the existence of government measures for equality and integration of women in the cultural sector, and studies on the level and conditions of women working in the cultural sector, is related to a lower degree of inequality in cultural access and representation (Moghadam and Senftova 2015). As can be seen in Figure 6, there is no clear relationship ($r = 0.06$) between the two "Freedom and equality" indicators, one measuring the degree of equality in cultural access (Access to cultural sites and events) and the other that captures the existence of governmental programmes promoting equality in the cultural sector (Public measures for equality): there is no evidence that would suggest that current governmental policies that address issues of inequality in the cultural sector may induce higher levels of equality in cultural access.

Figure 6: The effect of integrative measures on equality of cultural access



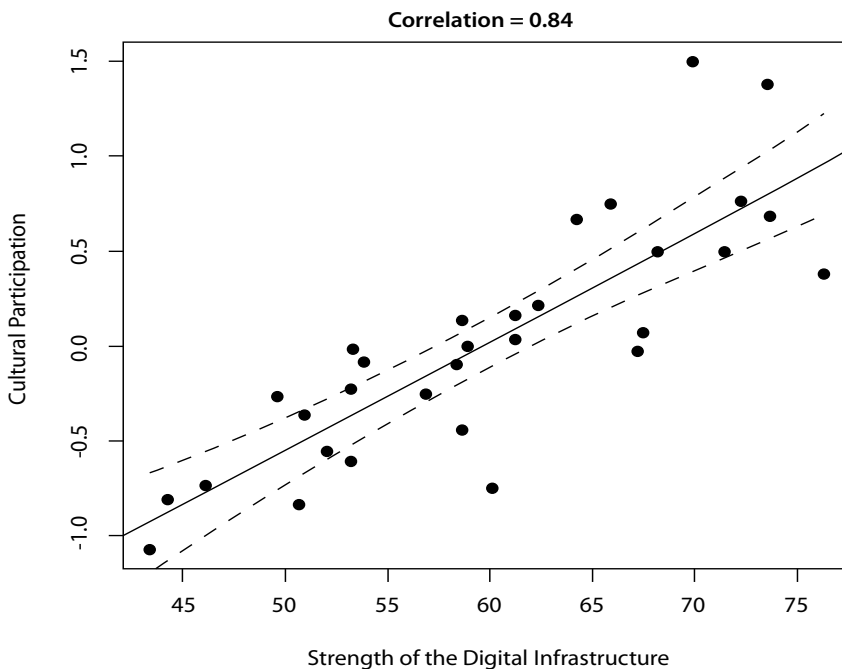
Ensuring basic legal rights and freedoms is generally found to be an important element in tackling unequal participation (Danielsen 2008; Jancovich 2011; Looseley 2004). Increasing equality in cultural access and participation, however, requires more than minimum institutions and policies that establish and protect such rights and freedoms.

3.2.6. Do higher levels of digitisation encourage higher levels of cultural participation?

The internet has become an important platform for cultural workers and artists to present their work. At the same time, cultural institutions are faced with the challenge of becoming relevant to a wider group of people with diverse backgrounds. To achieve this goal, cultural institutions must try to meet new demands in terms of how they communicate. Artists' and cultural institutions' ability to attract new audiences largely depends on the availability of a strong digital infrastructure. Digitisation also allows people who are immobile or have limited resources to participate in cultural activities, both actively and passively. It might be expected then that higher levels of digitisation lead to higher levels of cultural participation.

As shown in Figure 7, this expectation seems to be valid. Digitisation (measured among others by variables complementary to, but not within, the IFCD dataset relating to the share of households with internet access, the percentage of individuals using the internet, and activity on social media platforms) correlates strongly ($r = 0.84$) with cultural participation and, as indicated by the regression line, has a large linear impact on it.

Figure 7: Strength of digital infrastructure and cultural participation

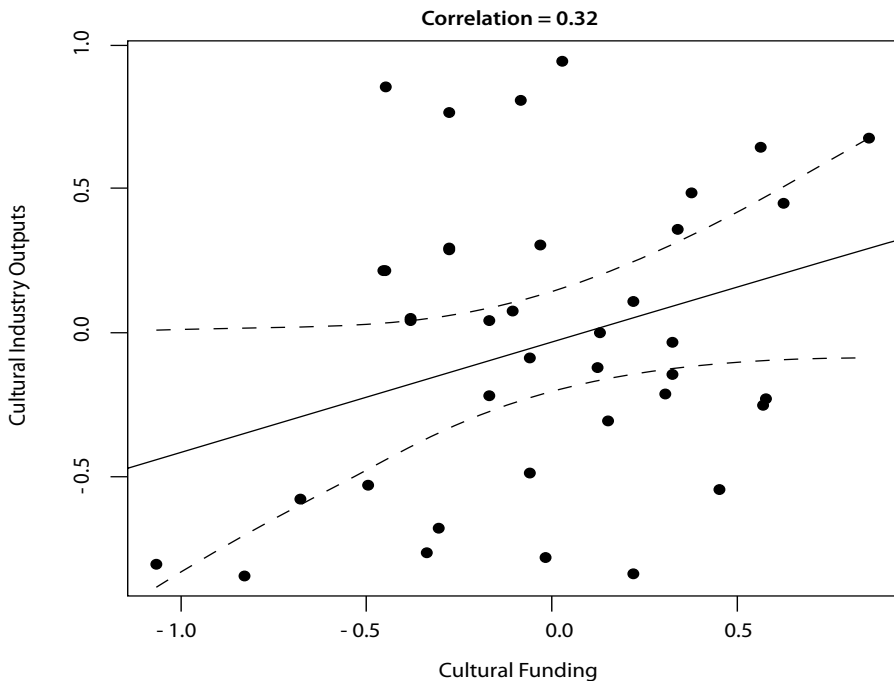


It would appear then that programmes and funding that ensure internet access and promote usage of the internet, and even social media, would serve to enhance participation in cultural activities and organisations.

3.2.7. Does public cultural funding lead to higher cultural output?

The general assumption would be that higher levels of government funding for cultural activities would necessarily promote greater output on the part of cultural industries. To test this assumption, measures of direct (public sector) funding of culture are analysed in relation to cultural industry outputs, including trade in cultural goods and turnover of the publishing and entertainment industry.

Figure 8: Public cultural funding and cultural industry outputs



The variation between the different countries in Figure 8 suggests that cultural industry outputs and public cultural funding are positively associated, but only weakly (0.32). A few countries achieve below average outputs despite high levels of investment, suggesting that increased funding does not automatically result in higher cultural industry outputs.

The weak relationship suggests the need for closer examination of the objectives and strategies for public investment in cultural activities at the individual country level. Where the objective of public investment is indeed increased cultural output, there might be potential for increased efficiency in public cultural funding. Where increased output is a minor objective or only one of many, the relationship needs to be placed in that broader context to assess value for money.

3.2.8. Testing other relationships

These are but a few of the many potentially fruitful analyses that can be conducted within the IFCD and in conjunction with other existing datasets to examine relationships among the various elements and policies covered in the IFCD. Though it must be stressed again that these relationships cannot be proven to be causal and that the focus on the country level might overlook important subnational variations, such testing can be useful not only for strengthening the evidence base for current and future policy making, but also for social science research more generally.

Chapter 4

Further development of the IFCD

The IFCD, and this guidebook, are tools that can and should be used and further developed in many directions. A selection of just a few of these avenues is presented below.

4.1. EXPANDING IFCD COVERAGE

As noted above, the IFCD contained, as of 30 April 2016, 177 variables covering a wide range of issue areas and concerns for 37 of the 47 Council of Europe member states, making the IFCD one of the most comprehensive and extensive databases on culture and democracy today. In the process of populating the framework, data was sought and collected on several hundred possible variables and for all Council of Europe member states. Ultimately, in order to ensure that the aggregated scores on indicators, components and dimensions had any meaning and were not too biased, variables for which data was available for less than 50% of the member states were removed from the framework. For similar reasons, the current framework covers only those 37 Council of Europe member states for which data was available for at least 50% of the variables.

Thus, to the extent data becomes available, there is room to expand the framework to incorporate additional countries or additional variables of interest. This can be done in various ways:

- ▶ **National-level data collection:** The data contained in the IFCD has been assembled from a broad variety of sources that contain information that either is already reliable and comparable or that has been made comparable (ex-post harmonisation). It may well be that additional data sources exist or that additional data related to the indicators could be collected at national level. The data could then either be harmonised and incorporated into the framework directly or used at national level in conjunction with the data contained in the framework.

- ▶ **Harmonised data collection tools:** A further extension could be the development of harmonised data collection tools that could be implemented by national offices (or relevant international bodies) to fill in any missing data.

Lastly, it has to be noted that the data on each of the variables represents a single point in time, that is, the latest information available from the respective data sources. Plans for regularly updating the IFCD and possibly adding historical data are under development. Evidently, such enhancements depend on the availability of updated data from relevant national or European sources too.

4.2. THE IFCD INTERACTIVE TOOL

An interactive interface for the IFCD database that would allow users – policy makers and their staff, researchers and civil society groups, among others – to explore the database more fully is under development based on a model welcomed by the Council of Europe Steering Committee for Culture, Heritage and Landscape (CDCPP) in June 2016, with a beta version available in late 2016 and, should resources allow, a full version available in 2017. This should enhance the possibility and ease of using the IFCD to examine one’s own country’s current situation and to compare it with peer countries. An additional feature would allow the user to see the relevance of one component or indicator in relation to another component or indicator, a country’s performance on that element, and, most innovatively, an “opportunity” score that helps the user determine which of the factors are both relevant to the selected index of interest, and have significant room for improvement in terms of current performance. In other words, the feature would help the user to decide which areas might be the most appropriate targets for policy intervention.

Furthermore, the interactive tool should enable the user to explore the database for policy relationships beyond those presented here in section 3.2. Any set of indices, indicators or variables within the framework can be combined to generate a scatter plot that graphically shows the relationship and, if desired, where a particular country or group of countries is located within the plot.

Ultimately, the full development of this interface will depend on resources available. It is hoped that Council of Europe member states will support the initiative by means of voluntary contributions, in addition to current and possible future partnerships with European institutions and foundations, especially the European Cultural Foundation and the European Union (EU).

4.3. THEMATIC REPORTS ON CULTURE AND DEMOCRACY

The wealth of indicators should provide fruitful ground for exploration of a variety of themes in greater depth that would be useful for policy makers, in particular, and researchers, civil society actors and others. A first thematic report on culture and democracy, with special reference to the findings on participation in culture and a trusting society will be available in late 2016. The topics of future reports will be determined by the IFCD stakeholders.

4.4. STATE OF DEMOCRACY, HUMAN RIGHTS AND THE RULE OF LAW IN EUROPE, ANNUAL REPORT BY THE SECRETARY GENERAL, AND OTHER COUNCIL OF EUROPE REPORTS

Following the IFCD's first contribution on aspects of cultural vibrancy and participation in the section of chapter V (Inclusive Societies) to the 2016 report by the Secretary General on the *State of democracy, human rights and the rule of law in Europe* dealing with education and culture for democracy, it is expected that the IFCD will make systematic future contributions to the series of SG reports on a number of key indicators, especially those dealing with issues of access to and participation in culture. Also, a report by the Parliamentary Assembly of the Council of Europe on culture and democracy dated May 2016² cites some of the IFCD's insights and highlights its importance as a tool to measure cultural vitality and promote political commitment and investments in the cultural sphere. The IFCD can be used for a range of Council of Europe reports, research, projects and monitoring by fully exploiting the data it offers in the fields of both culture and democracy.

2. <http://assembly.coe.int/nw/xml/XRef/Xref-DocDetails-EN.asp?fileid=22770&lang=2>.

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Appendix – Detailed information on components and indicators

Example: DOMAIN → Dimension → Component → *Indicator*

CULTURAL PARTICIPATION

CULTURE → Civic → Cultural participation

Taking the operational definition from UNESCO's Framework for Cultural Statistics Handbook on Measuring Cultural Participation (2012a: 51), cultural participation can be defined as "participation in any activity that, for individuals, represents a way of increasing their own cultural and informational capacity and capital, which helps define their identity, and/or allows for personal expression." Such activities may take many forms, both active, such as creating art, or passive, such as watching a movie, or even volunteering for a cultural organisation, and may occur through a variety of formal or informal channels, including the internet. Also included within this component are indicators that foresee the potential for cultural participation, such as interest in foreign cultures and students taking instruction in the arts in schools.

CULTURE → Civic → Cultural participation → *Artistic expression and creation*

Description: As Farida Shaheed, UN Special Rapporteur in the field of cultural rights, noted (2013), "Artistic expressions and creations are an integral part of cultural life." As such, artistic expression and creativity contribute to both the development of vibrant cultures and, by allowing for the expression of and exposure to multiple viewpoints, the functioning of democratic societies. This indicator assesses the vibrancy of a country's cultural life according to the share of people engaged actively in a broad variety of artistic forms.

Collected variables:

Acted

Share of people who in the past 12 months have acted on stage or in a film | 2013

Danced

Share of people who in the past 12 months have danced | 2013

Played instrument

Share of people who in the past 12 months have played a musical instrument | 2013

Produced art

Share of people who in the past 12 months have done any artistic activities like sculpture, painting, handicrafts, drawing | 2013

Produced film

Share of people who in the past 12 months have made a film or done some photography | 2013

Sang

Share of people who in the past 12 months have sung | 2013

Wrote

Share of people who in the past 12 months have written a poem, an essay, a novel | 2013

Data sources:

Eurobarometer 79.2

Measurement notes: Each variable is based on the following question “Please tell me if, in the last 12 months, you have, either on your own or as part of an organised group or classes ...”

Minimum coverage: The indicator covers at least 28 Council of Europe member states.

CULTURE → Civic → Cultural participation → *Interest in foreign cultures*

Description: Interest in other cultures, be it by taking up a foreign language or by viewing a foreign film, indicates receptiveness to forms of cultural expression that are not necessarily one’s own. Where interest in foreign cultures is high, the expectation is that acceptance, respect, and tolerance for others is also relatively high and, more important here, that engagement alongside those others might be possible and even desirable. This indicator assesses this interest and potential by way of variables relating to people’s knowledge of and willingness to learn another language, general interest in arts and culture in other European countries, and students studying abroad.

Collected variables:

Foreign language knowledge

Share of the population aged 25-64 stating they know at least one foreign language | 2011

Interest in arts and culture in other European countries

Share of people who claimed that they are “very interested” in arts and culture in other European countries | 2007

Willingness to learn new languages

Share of people who would be willing to learn a new language or improve a command of another language or languages | 2007

Student mobility (outflow)

Share of students (ISCED level 5–6) studying in another EU-27, EEA or candidate country | 2012

Data sources:

Compendium of Cultural Policies and Trends in Europe; EU-Adult Education Survey; Eurobarometer 67.1; Eurostat [educ_thmob]; Eurydice; UNESCO Institute for Statistics

Minimum coverage: The indicator covers at least 26 Council of Europe member states.

CULTURE → Civic → Cultural participation → *Non-partisan involvement*

Description: Non-partisan involvement informs us about the extent to which individuals care about contributing to finding solutions to societal problems through channels distinct to those of the political competition process. It draws upon data regarding the share of people who are volunteers of organisations engaged in cultural activities, and those who donate money to charity. In the future, and should sufficient comparable data become available, the indicator might also include information on membership in cultural and artistic organisations and more specific information on individual donations to culture and arts organisations.

Collected variables:

Donations to charity

Share of people who donated money to charity in the last month | 2015

Unpaid voluntary work

Share of people involved in unpaid voluntary work for cultural organisations | 2008

Data sources:

CAF World Giving Index; European Values Study 2008

Minimum coverage: The indicator covers at least 39 Council of Europe member states.

CULTURE → Civic → Cultural participation → *Online creativity*

Description: Online creativity refers to people's usage of digital media in order to distribute cultural content that they have created themselves. This indicator takes into account the share of people who put their cultural content online or do creative computing, and other variables such as Wikipedia monthly edits, video uploads on YouTube and top-level domains.

Collected variables:

Putting own cultural content online

Share of people who use internet for putting own cultural content online, for example, on an online social network or sharing site | 2013

Creating a website or blog

Share of people who use the internet for creating a website or blog with cultural content | 2013

Cultural activity – creative computing

Share of people who in the past 12 months have done creative computing such as designing websites or blogs, and so on | 2013

Generic top-level domains

Generic top-level domains per thousand population 15-69 years old | 2014

Country-code top-level domains

Country-code top-level domains per thousand population 15-69 years old | 2014

Wikipedia monthly edits

Wikipedia monthly page edits per million population 15-69 years old | 2014

Video uploads on YouTube

Number of video uploads on YouTube scaled by population 15-69 years old | 2014

Data sources:

Eurobarometer 79.2; Global Innovations Index

Measurement notes: Generic top-level domain includes the five generic domains .biz, .info, .org, .net, and .com. Country-code top-level domains are two-letter domains especially designated for a particular economy and includes the total number of registered domains.

Minimum coverage: The indicator covers at least 28 Council of Europe member states.

CULTURE → Civic → Cultural participation → *Online cultural participation*

Description: Online cultural participation refers to individual online engagement with a country's cultural creations. In this sense, this indicator takes into account variables such as visits to museum websites and cultural blogs, online purchases of cultural products and online consumption of movies, music and newspaper articles.

Collected variables:

Visiting museum websites

Share of people who use the internet for visiting museum, library or other websites to improve their knowledge | 2013

Playing computer games

Share of people who use the internet for playing computer games | 2013

Downloading movies

Share of people who use the internet for downloading movies, radio programmes (podcasts) or television programmes | 2013

Watching streams

Share of people who use the internet for watching streamed or on demand movies or television programmes | 2013

Reading newspaper articles online

Share of people who use the internet for reading newspaper articles online | 2013

Downloading music

Share of people who use the internet for downloading music | 2013

Listening to music

Share of people who use the internet for listening to radio or music | 2013

Reading cultural blogs

Share of people who use the internet for reading or looking at cultural blogs | 2013

Buying cultural products

Share of people who use the internet for buying cultural products such as books, CDs or theatre tickets | 2013

Searching for cultural events online

Share of people who use the internet for searching for information on cultural products or events | 2013

Data sources:

Eurobarometer 79.2

Minimum coverage: The indicator covers at least 28 Council of Europe member states.

CULTURE → Civic → Cultural participation → *Passive cultural participation*

Description: Passive cultural participation is important because it tells us the extent to which a country's residents are consumers of what its cultural industry is producing. In this sense, this indicator takes into account people's engagement with different cultural creations and institutions and the share of people who claim to be very interested in arts and culture.

Collected variables:

Visits to museums

Total number of visits to museums per 100 000 inhabitants | 2003-2014

Interest in national arts and culture

Share of people who claimed that they are "very interested" in arts and culture in their country | 2007

Read a book

Share of people who in the last 12 months read a book at least once | 2013

Been to concert

Share of people who in the last 12 months have been to a concert at least once | 2013

Been to historical site

Share of people who in the last 12 months visited a historical monument or site (palaces, churches, castles,) at least once | 2013

Been to library

Share of people who in the last 12 months visited a public library at least once | 2013

Been to museum

Share of people who in the last 12 months visited a museum or gallery at least once | 2013

Been to performance

Share of people who in the last 12 months saw a ballet, a dance performance or an opera at least once | 2013

Been to theatre

Share of people who in the last 12 months have been to the theatre at least once | 2013

Been to cinema

Share of people who in the last 12 months have been to the cinema at least once | 2013

Watched cultural broadcast

Share of people who in the last 12 months watched or listened to a cultural programme on television or the radio at least once | 2013

Data sources:

European Group on Museum Statistics; Eurobarometer 67.1; Eurobarometer 79.2

Minimum coverage: The indicator covers at least 27 Council of Europe member states.

CULTURE → Civic → Cultural participation → *Students in the arts*

Description: Arts education is believed to develop individual skills including cognitive and creative skills, implement human and cultural rights to education and improve the quality of education. Furthermore, arts education fosters the appreciation of different cultural expressions and diversity and might therefore stimulate enhanced cultural participation. As a consequence, the number of students in the arts can be used as a proxy to estimate the potential for young people in a given country who participate in culture.

Collected variables:

Culture students

Share of tertiary students in fields of education related to culture (humanities, arts, architecture and building) | 2012

Number art college graduates

Share of graduates in the fields of arts | 2012

Enrolment in arts classes

Share of pupils and students enrolled in art classes | 2014

Data sources:

Eurostat [educ_enr15]; [educ_grad5]; [educ_uae_enra03]

Minimum coverage: The indicator covers at least 33 Council of Europe member states.

CULTURAL FUNDING

CULTURE → Policy → Cultural funding

One of the many instruments available to policy makers for pursuing objectives in the cultural field is funding. Such financial support may take the form of legislation or tax rules that encourage others to support culture and the arts or more direct measures that address specific sectors or types of culture.

CULTURE → Policy → Cultural funding → *Cultural funding legislation*

Description: Cultural funding legislation refers to the incentives for cultural expression, creation and participation that are to be found among the enacted laws and regulations of a given country. This informs us about the relevance that a country's government gives to the cultural sector. This indicator takes into account variables regarding the promotion of business sponsorship and tax reductions for sponsorship in the arts and culture sectors.

Variables:

Promotion of business sponsorship in the arts and culture

Existence of government schemes to promote business sponsorship in the arts and culture | 2014

Tax reduction for sponsorship in the arts and culture

Existence of a legislative base that outlines tax deductions to private sponsors of arts and culture | 2011

Data sources:

Compendium of cultural policies and trends in Europe

Measurement notes: The variables are binary measures that capture whether each of the policies exist in a country.

Minimum coverage: The indicator covers at least 38 Council of Europe member states.

CULTURE → Policy → Cultural funding → *Direct funding of culture*

Description: Direct funding of culture reflects how important the cultural sector is perceived to be by a given country's government. Public cultural funding may also be important to ensure that not only certain groups (for example, the rich, the well-educated or urban residents) in a society can be involved in artistic expression, creation and enjoyment. In this sense, direct funding refers both to the general level of public sector spending in the cultural sector, and the tax advantages for people involved in the arts.

Collected variables:

Public funding for publishers

Existence of direct public funding to book publishers | 2011

Tax reduction for artists

Reduction of Standard VAT rate for works/services of visual artists | 2011

Tax reduction for writers

Reduction of Standard VAT rate for works/services of writers/composers | 2011

Public cultural expenditure GDP

Recreation and culture expenditure as percentage of GDP in Euro | 2011

Data sources:

Compendium of cultural policies and trends in Europe

Measurement notes: Public funding for publishers is a binary measure that captures whether the policy exists in a country. Tax reductions are measured on a three-category scale with no reduction = 0, tax reduction = 1, and tax exemption = 2.

Minimum coverage: The indicator covers at least 37 Council of Europe member states.

CULTURAL OPENNESS

CULTURE → Policy → Cultural openness

Cultural diversity, a key objective of the Council of Europe, is a fact in (almost) all modern societies. When this diversity is accepted, valued and even encouraged, it can be a resource to be drawn on to encourage creativity and participation in cultural activities, and to foster economic development and conflict reduction. An individual's or society's openness to the many cultures existing within the country's territorial boundaries, and beyond them, is one sign of such acceptance and respect. Though this attitude is expressed most fully at the individual level, openness is also reflected in measures enacted or encouraged by governments.

CULTURE → Policy → Cultural openness → *Support and promotion of cultural diversity*

Description: A society open to cultural diversity will nurture that diversity via public measures and policies that at the very least recognise, and in the best case support, minority, immigrant and foreign groups. Such measures range from broader initiatives, such as laws covering direct or indirect discrimination against minorities or immigrants, to more specific, targeted interventions, such as public funding for national immigrant bodies and the production of integration policy reports. These and similar measures are not only a sign of a society's cultural openness; they also lay the groundwork for those within these groups to participate freely, openly and actively in producing and enjoying cultural activities.

Collected variables:

Legally recognised languages of minorities

Existence of legally recognised languages of minority cultural groups | 2011

Multilingual education

Annual instruction time for foreign languages in full-time compulsory education in Europe | 2014

Minority language promotion

Existence of legal provisions to promote the use of languages of minority cultural groups in radio/television programming | 2011

Funding for immigrant bodies

Public funding or support of immigrant organisations on the national level | 2014

Integration policy reports

Existence and regularity of integration policy reports | 2014

Marriage and civil partnership

Family reunion policy ensures eligibility for spouses and partners | 2014

Internationally coproduced films

Percentage of feature films that are majority co-productions | 2013

Data sources:

Compendium of Cultural policies and trends in Europe; Migrant Integration Policy Index

Minimum coverage: The indicator covers at least 32 Council of Europe member states.

CULTURAL EDUCATION

CULTURE → Policy → Cultural education

Cultural education relates to governmental measures that encourage creativity by providing arts instruction in schools and foster interest in other cultures through intercultural education. For its part, this component assesses the significance given to cultural education, in particular arts education and intercultural education, via policies in a given country at national level. Should data become available for the subnational level, it can be added.

CULTURE → Policy → Cultural education → *Arts education*

Description: Learning in the arts, whether it be music, the visual arts or other art forms, enables individuals to develop the critical thinking, collaborative and creative skills necessary to succeed in today's ever-changing world. Arts education has the potential not only to develop pupils' individual skills and talents, but also to establish a basis for the appreciation of different cultural expressions and diversity.

Collected variable:

Valorisation of creativity at school

Annual instruction time for arts in full-time compulsory education in Europe | 2013

Data source:

Eurydice

Measurement notes: The annual instruction time for arts is the percentage of arts education out of the total minimum compulsory curriculum in primary and secondary level education.

Minimum coverage: The indicator covers at least 29 Council of Europe member states.

CULTURE → Policy → **Cultural education** → *Intercultural education*

Description: Intercultural education not only provides individuals with information about different cultures but also provides practical tools and experiences for understanding and living different value systems, traditions and ways of life. Intercultural education stresses the acquisition of intercultural competences, such as listening to and understanding others, recognising and accepting differences, thinking critically and managing conflict. This indicator combines information on the existence of intercultural education programmes in primary and secondary schools, and in higher education.

Collected variables:

Intercultural education in schools

Intercultural education (ICE) is part of the curriculum in primary and high schools | 2013

Higher intercultural education

Existence of special programmes or experiences for intercultural education (ICE) at higher education institutions | 2013

Data source:

Compendium of cultural policies and trends in Europe

Measurement notes: Primary and secondary intercultural education are measured on a three-category scale with 0 = no, 1 = partly, 2 = yes.

Minimum coverage: The indicator covers at least 30 Council of Europe member states.

CULTURAL INDUSTRIES

CULTURE → Economic → **Cultural industries**

Acknowledging the debate about the definition and scope of the term, the term cultural industries is used here to refer to “a set of activities that produce and distribute cultural goods or services, which at the time they are considered as a specific attribute, use or purpose, embody or convey cultural expressions irrespective of the commercial value they may have” (UNESCO Institute for Statistics 2012b). It is generally considered to encompass a wide range of fields, such as music, art, writing, fashion and design, and media industries, for example, radio, publishing, film and television production. In recent decades, the cultural industries have become one of the most dynamic segments of the global economy, and their contribution towards GDP has continued to grow. The indicators in this component seek to capture the phenomenon from different perspectives, including tangible or monetary output, intangible assets such as intellectual property, and the size of the cultural sector in terms of employees and enterprises.

CULTURE → Economic → Cultural industries → *Cultural industry outputs*

Description: The main statistics regarding the level of cultural creation in a given country constitute its total level of cultural industry outputs, which is useful to give us a sense of how vibrant and important the cultural sector is in that country. This indicator takes into account the level of cultural trade, the turnover of the entertainment and publishing industries, and the total number of national feature films produced.

Collected variables:

Trade in cultural goods

Ratio of intra- and extra-EU trade in total cultural goods | 2014

Turnover of the entertainment industry

Turnover per person employed by enterprises in motion picture, video and television programme production activities | 2013

Turnover of the publishing industry

Turnover of a publishing sector as a share of manufacturing | 2008

Cultural activity carried out by the cultural industry

Cultural and creative services exports as a share of total trade | 2012

National feature films produced

Number of national feature films produced per million population aged 15-69 | 2013

Data sources:

Eurostat [cult_trd_prd]; [sbs_na_1a_se_r2]; [sbs_na_2a_dade]; Global Innovations Index

Minimum coverage: The indicator covers at least 24 Council of Europe member states.

CULTURE → Economic → Cultural industries → *Intangible assets*

Description: Intangible assets, such as those assets related to intellectual property or the development of new ways of doing things, can be considered the outputs of creativity and innovation and thus a reflection of the vibrancy of a country's creative activity and production. This indicator measures that vitality by taking into account variables such as the number of national and international trademark applications, and the extent to which information and communication technologies enable new business and organisational models.

Collected variables:

National trademark applications

Number of trademark applications issued to residents by the national office per billion PPP\$ GDP | 2013

International trademark applications

Number of international trademark applications issued through the Madrid System per billion PPP/GDP | 2014

Information and communications technology (ICT) business model creation

Extent to which ICT enables new business models | 2014

ICT organisational model creation

Extent to which ICT enables new organisational models | 2014

Data sources:

Global Innovations Index

Measurement notes: ICT business model creation is based on the average answer to the question: In your country, to what extent do ICTs enable new business models? [1 = not at all; 7 = to a great extent]. ICT organisational model creation is based on the average answer to the question: In your country, to what extent do ICTs enable new organisational models (for example, virtual teams, remote working, telecommuting) within businesses? (1 = not at all; 7 = to a great extent).

Minimum coverage: The indicator covers at least 39 Council of Europe member states.

CULTURE → Economic → Cultural industries → *Size of the cultural industry*

Description: The economic significance of culture in a given country is very likely to be reflected in the size of its cultural industry, that is, the number of cultural facilities and employees in the cultural sector, both in the public and private spheres. This indicator is built upon data regarding the number of new cultural enterprises and employees in the cultural sector, the share of employees that work in the cultural and creative sectors, and the average annual growth rate of the publishing sector.

Collected variables:

New enterprises in cultural industries

Number of birth of enterprises at time in arts, entertainment and recreation | 2013

Employment in cultural sectors

Number of persons employed in selected cultural sectors as a share of total employment | 2015

Employee share in creative sector

Share of employees that work in creative, arts and entertainment activities | 2013

Employee share in culture sector

Share of employees that work in libraries, archives, museums and other cultural activities | 2013

Growth rate publishing sector

Average annual growth rate of number of (publishing) enterprises | 2013

Data sources:

Eurostat [bd_9bd_sz_cl_r2]; [lfsq_egan2]; [sbs_na_1a_se_r2]

Minimum coverage: The indicator covers at least 26 Council of Europe member states.

CULTURAL INFRASTRUCTURE

CULTURE → Economic → [Cultural infrastructure](#)

Cultural infrastructure refers not only to the space in which cultural activities take place, but also to heritage sites that are considered of particular physical or cultural significance.

CULTURE → Economic → [Cultural infrastructure](#) → *Size of the cultural infrastructure*

Description: The extent of a country's cultural infrastructure, that is, buildings and sites, gives a sense of the significance of the cultural sector. In this sense, cultural infrastructure refers to the total number of cultural facilities, both publicly and privately operated, and the number of heritage sites that a country has.

Collected variables:

Number of museums

Total number of museums per 100 000 inhabitants | 2003-2014

Number of cinema screens

Screen per capita per 100,000 inhabitants | 2013

Heritage sites

Number of heritage sites on the World Heritage List | 1978-2015

Data sources:

European Group on Museum Statistics; UNESCO Institute for Statistics; UNESCO World Heritage List

Minimum coverage: The indicator covers at least 28 Council of Europe member states.

CULTURAL ACCESS AND REPRESENTATION

CULTURE → Freedom and equality → [Cultural access and representation](#)

As noted in Marland-Militello's report to the Parliamentary Assembly of the Council of Europe's Committee on Culture, Science and Education (2012: 14), the right to access culture is, essentially, the right to fulfil oneself freely, to construct one's cultural identity in relation to that of others. It involves the freedom to seek out, choose and develop one's own cultural identity and the right to contribute to cultural life through art and creative expression. Access to culture is said to help promote social cohesion through enhanced mutual understanding and to contribute to the development of critical thinking and thus to reinforcing democratic citizenship. In its recommendation stemming from that report, the Parliamentary Assembly noted that the right of everyone to take part in cultural life presupposes equal and free access for all to a variety of cultural resources. This component groups indicators that measure effective access to cultural sites and events and examines government programmes to promote equality of access and representation.

CULTURE → Freedom and equality → Cultural access and representation → Access to cultural sites and events

Description: Regardless of a country's level of cultural expression and creation, access to cultural sites and events may not be equal, that is, some groups may still lack cultural rights. Participation in and access to cultural activities constitute the backbone of human rights related to culture. In this sense, this indicator measures the level of equality of cultural access in a given country in relation to various socio-economic factors. Ideally, the indicator could be expanded in the future to include other factors of interest, such as ethnicity, religion, and so on.

Collected variables:

Equality of cultural access

Level of equality of access to cultural sites and events in terms of age, income, gender, location and education | 2013

Data sources:

Eurobarometer 79.2

Measurement notes: Cultural access is calculated as the aggregated share of respondents who indicated that at least once in the past 12 months they have seen a ballet, a dance performance or an opera [qb1_1]; been to the cinema [qb1_2]; been to the theatre [qb1_3]; been to a concert [qb1_4]; visited a public library [qb1_5]; visited a historical monument or site [qb1_6]; or visited a museum or gallery [qb1_7]. Equality is the absolute distance between the percentage share of the respective subgroup and everyone else. The six subgroups are respondents below the age of 25 [d11], above the age of 64 [d11], who most of the time have had trouble paying bills at the end of the month [d60], women [d10], people who live in rural areas or villages [d25], and those who received no full-time education past the age of 15 [d8r2]. [The labels within the brackets identify the questions on the Eurobarometer questionnaire].

Minimum coverage: The indicator covers at least 28 Council of Europe member states.

CULTURE → Freedom and equality → Cultural access and representation → Public measures for equality

Description: Government action is fundamental to guaranteeing that minorities and disadvantaged groups have equal participation and representation in the activities and institutions of the cultural sector. Thus, public measures for equality can provide a more level playing field, broadening access to the right to artistic expression and creation. This indicator is built upon data regarding the existence of government programmes for equality and integration of women in the cultural sector, and studies on the level and conditions of women working in the cultural sector. Ideally, the indicator could be extended in the future, depending on data availability, to include information on such programmes and studies on the access and participation of other groups of interest, for example, youth and the elderly, immigrants, and so on.

Collected variables:

Government programmes for equality in the culture sector

Existence of government working group addressing equality in the culture sector | 2013

Public measures to promote women in cultural institutions

Existence of public measures to promote women in decision-making positions in cultural institutions | 2013

Studies on women working in the cultural sector

Existence of studies on women working in the cultural sector | 2013

Data sources:

Compendium of cultural policies and trends in Europe

Measurement notes: The variables are binary measures (yes/no) that capture whether each of the policies exist in a country.

Minimum coverage: The indicator covers at least 40 Council of Europe member states.

POLITICAL PARTICIPATION

DEMOCRACY → Civic → Political participation

Political participation refers to action by ordinary citizens directed towards influencing some political outcome, either directly by affecting the making or implementation of public policy or indirectly by influencing the selection of individuals who make that policy. Political participation takes a number of different forms, including both conventional or institutionalised forms which involve electoral processes (for example, voting, election campaigning, and so on) and non-conventional or non-institutionalised forms which occur outside electoral processes (for example, signing petitions, participating in political demonstrations, and so on). Such political involvement is a defining feature of a vibrant democracy.

DEMOCRACY → Civic → Political participation → *Institutionalised participation*

Description: A fundamental prerequisite for any democracy is the effective use of rights to participate through various established institutions such as referenda, elections and organisations such as political parties and unions. If, for example, more citizens vote, the turnout is also more likely to be equal (Lijphart 1997). Disproportional turnout, by contrast, could signal a lack of social cohesion and cultural resources related to the acquisition of knowledge about the political system. This indicator assesses the vibrancy of participation in established democratic institutions by measuring the number of referenda taking place, the percentage of registered voters who cast their ballots in elections, and the membership of political parties and unions.

Collected variables:

Effective use of direct democratic instruments

Sum of national non-mandatory referenda per year | 2014

Previous voter turnout

Share of registered electorate in elections of respective or previous years (only first ballot considered if more were held) | 2014

Participating in political parties or unions

Share of people participating in activities of political parties or trade unions at least once in the past year | 2014

Data sources:

Democracy Barometer; World Value Survey Wave 6

Minimum coverage: The indicator covers at least 27 Council of Europe member states.

DEMOCRACY → Civic → Political participation → *Non-institutionalised participation*

Description: Participation via rather non-institutionalised avenues such as petitions and demonstrations can enhance the quality and vibrancy of democracy since citizens can gain more opportunities to shape political decision-making. As citizens use alternative forms of participation effectively, political representatives can be expected to become more responsive to the interests of diverse social groups. This indicator evaluates the extent to which citizens have taken part in alternative ways by signing petitions or participating in lawful demonstrations.

Collected variables:

Effective non-institutionalised participation

Share of respondents who indicate having signed petitions or attending lawful demonstration | 2014

Data sources:

Democracy Barometer

Measurement notes: Alternative participation includes signing petitions and attending lawful demonstrations.

Minimum coverage: The indicator covers at least 38 Council of Europe member states.

GOVERNMENT CAPABILITY

DEMOCRACY → Policy → Government capability

Government capability can be thought of in terms of good governance and a democratic government's ability to solve public problems in effective and legitimate ways. The capabilities currently considered in the framework include, among others, a government's capacity to gather and assess "intelligence" regarding society's problems, concerns and possible solutions, the ability of a government's organs to operate effectively free of undue influence, and the confidence bestowed on key government entities that both reflects satisfaction with their performance and gives them legitimacy to continue.

DEMOCRACY → Policy → Government capability → *Analytical capacity*

Description: Analytical capacity refers to the ability of a government to mobilise resources to generate ideas and insights in order to address challenges (Stanig 2014).

These resources can be located within the government itself, or can be drawn from non-governmental sources, for example, think tanks and research organisations. Though such non-governmental sources cannot be said to provide unbiased information, a vibrant research marketplace might improve the analytical capacity of a government because the existence of diverse views leads to a fact-based debate on policy alternatives, and factual information is released as a by-product of the policy debate. This indicator combines variables related to the existence of an active marketplace of ideas for policy making and experimentation on which a government can draw.

Collected variables:

Number of policy schools

(Log) number of policy graduate programmes | 2013

Number of think tanks

(Log) number of think tanks listed in the National Institute for Research Advancement (NIRA) directory adjusted by (log) population of the country | 2013

Think tanks

Public or private think tanks produce analyses, forecasts and proposals on major national issues | 2013

Social science research funding

Research funding to the social sciences as a share of GDP | 2013

Data sources:

Governance Report 2014; Institutional Profiles Database; UNESCO Institute for Statistics

Measurement notes: The 'Think tanks' variable is a binary measure.

Minimum coverage: The indicator covers at least 28 Council of Europe member states.

DEMOCRACY → Policy → Government capability → *Central bank independence*

Description: The independence of a country's central bank is said to be related to its ability to control inflation and, more specifically, to ensure that monetary policy is not subject to changing political cycles. As such, the extent of central bank independence is considered an indicator of government capability, in particular, a system's ability to implement policy efficiently.

Collected variables:

Independence of central banks

Assessment of the independence of the central bank | 2014

Data sources:

Democracy Barometer

Minimum coverage: The indicator covers at least 39 Council of Europe member states.

DEMOCRACY → Policy → Government capability → *Confidence in political institutions*

Description: The central institutions of democratic states require a high level of public support to ensure their legitimacy. Confidence in governments, parliaments and political parties is both a signal of the success these institutions have had in satisfying the needs of the populace and a basis of legitimacy that can be drawn on in implementing policies and programmes in the present and future. The purpose of this indicator is to evaluate the extent to which citizens have confidence in political institutions such as governments, parliaments and political parties.

Collected variables:

Trust in government

Average level of trust/confidence in government | 2010-2014

Trust/confidence in parliament

Average level of trust/confidence in parliament | 2010-2014

Trust/confidence in political parties

Average level of trust/confidence in political parties | 2010-2014

Data sources:

World Values Survey

Measurement notes: The variables are measured on a four-category (reversed) scale: 1 = none at all, 2 = not very much, 3 = quite a lot, 4 = a great deal.

Minimum coverage: The indicator covers at least 24 Council of Europe member states.

DEMOCRACY → Policy → Government capability → *Political independence*

Description: Government capability is commonly associated with independence from non-elected political actors and interests. The key idea behind this indicator is that governments are less independent when non-elected actors such as the military interfere with political decision-making. Similarly, religious tensions can result from the political interference of a dominant religious group that intends to exclude other religious groups from the democratic process. Political independence means that the political involvement of actors such as military and religious groups is constitutionally and effectively limited. The purpose of this indicator is to assess the level of political independence in an individual country.

Collected variables:

No political interference by religion

Degree of freedom from risk of political interference by organised religion | 2014

No political interference by the military

Degree of freedom from risk of political interference by the military | 2014

Data sources:

Democracy Barometer

Minimum coverage: The indicator covers at least 37 Council of Europe member states.

POLITICAL COMPETITION

DEMOCRACY → Policy → Political competition

Free, fair, and competitive elections are considered a minimal precondition in order for a country to be a democracy. Political competition plays a crucial role in the process, both as a focal point for stimulating political participation and as a key element that ensures democratic accountability and responsiveness. Indeed, only competition offers citizens a real choice. Political competition is affected not only by the balance of power between political parties, but also by rules that ensure a level playing field in political party and campaign financing and those that facilitate or create obstacles to voting or standing for election.

DEMOCRACY → Policy → Political competition → *Political competitiveness*

Description: The competitiveness of the electoral system reflects the spectrum of options available to voters in choosing their leadership and representatives. Researchers have associated political competitiveness with a low degree of concentration of parliamentary seats, which indicates that electoral outcomes are indeed susceptible to peaceful change through elections. This indicator focuses on the electoral concentration of votes and the seat shares of parties in the lower house of parliament as a proxy for political competitiveness.

Collected variables:

Concentration of seats

Difference between largest and second largest lower house party as a share of all seats | 2014

Political party seat share in the lower house

The sum of the squared seat shares of all political parties in the lower house of parliament | 2014

Capture of house by one political party

Difference between largest and second largest lower house political party as a share of all votes | 2014

Margin of electoral concentration of votes

Margin of electoral concentration of votes | 2014

Small parties can win a seat

Degree to which small parties can win a seat | 2014

Data sources:

Democracy Barometer

Measurement notes: The margin of electoral concentration of votes is calculated as 100% minus the percentage of votes obtained by strongest party. The chance for small parties to win a seat is measured as vote share of the smallest party in the lower house of the national parliament multiplied by -1.

Minimum coverage: The indicator covers at least 39 Council of Europe member states.

DEMOCRACY → Policy → Political competition → *Political party finance*

Description: Political parties need resources in order to have a chance to win contested elections. At the same time, there must be ceilings on expenditure or income of political parties so that electoral results are not simply the result of one party or candidate outspending its rivals. This balanced access to resources is a core component of democratic competition. This indicator evaluates the extent to which there is a relatively level playing field for political parties to access and use resources when competing in elections.

Collected variables:

Ceilings on political party expenditure

Existence of ceilings on expenditure and income of political parties | 2014

Disclosure of political party financing

Existence of legal provision for contributions to/expenditures of political parties | 2014

Public funding of political parties

Existence of provisions for direct and indirect public funding of political parties | 2014

Data sources:

Democracy Barometer

Measurement notes: The variables are binary measures that capture whether each of the policies exist in a country.

Minimum coverage: The indicator covers at least 39 Council of Europe member states.

DEMOCRACY → Policy → Political competition → *Rules for contestation and competition*

Description: Electoral participation can be enhanced through clear rules outlining who can be a candidate and who can vote, and how participation in elections as candidate or voter should take place. The purpose of this indicator is to capture whether countries have implemented administrative rules that make it easier for citizens to enter and participate in electoral contests and to cast their votes.

Collected variables:

Facilitating participation

Degree of facilitation of electoral participation | 2014

Gerrymandering

Existence of possibilities to delimit electoral districts | 2014

Legal hurdles for political entry

Degree of administrative hurdles to become an electoral competitor | 2014

Mean district magnitude

(Log) of mean district magnitude in lower parliamentary chamber at the highest level of seat allocation | 2014

Suffrage

Sum of requirements for and disqualifications of active suffrage | 2014

Competitiveness of participation

Extent to which alternative preferences for policy and leadership can be pursued in the political arena | 2013

Regulation of participation

Extent to which there are binding rules on when, whether and how political preferences are expressed | 2013

Data sources:

Democracy Barometer; Polity IV Project

Measurement notes: Facilitation of electoral participation is measured on a three-category scale: 0 = voters can vote at specific polling station only, 1 = voters can vote everywhere in the same district, 2 = voters can vote everywhere in the country. Gerrymandering is a binary measure.

Minimum coverage: The indicator covers at least 37 Council of Europe member states.

SAFEGUARDS AND CHECKS AND BALANCES

DEMOCRACY → Policy → Safeguards and checks and balances

Within a democracy, checks and balances and other safeguards serve to ensure that no person or group in any part of government abuses power. Checks include the ability, right and obligation of each person, group, or branch of government to monitor the activities of the others, while balances enable each to use its authority to limit the powers of the others.

DEMOCRACY → Policy → Safeguards and checks and balances → *Constraints on government powers*

Description: Beyond elections, representative democracy critically depends on constitutional and institutional constraints on government power that hold government and all its agents accountable. In some countries, such constraints are achieved through formal separation of powers. The key is that authority is distributed in a way that ensures that no single organ of government, whether executive, legislative or judicial, can exercise unchecked power (World Justice Project, Rule of Law Index). This indicator focuses on various measures that foresee checks and balances in order to assess the level of constraints on government powers, especially at the executive level. A low value indicates a relative lack of constraint and imbalance of power, while a high value reflects a balanced distribution of authority.

Collected variables:

Balance between executive and legislative powers

Degree of balance between executive and legislative powers | 2014

Executive constraints – decision rules

Extent of institutionalised constraints on the decision-making powers of chief executives | 2013

Checks on government powers

Degree to which government powers are subject to non-governmental checks | 2014

Effective limits to government power through auditing

Degree to which government powers are effectively limited by independent auditing and review | 2014

Effective limits to government power through legislation

Degree to which government powers are effectively limited by the legislature | 2014

Sanctions for government official misconduct

Degree to which government officials are sanctioned for misconduct | 2014

Transition of power is subject to the law

Degree to which transition of power is subject to the law | 2014

Institutional constraints on government powers

Extent to which government officials are held accountable for official misconduct | 2015

Data sources:

Democracy Barometer; Polity IV Project; Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Policy → **Safeguards and checks and balances** → **Judicial review**

Description: Alongside elections and other constraints to government powers, judicial review is essential to safeguard democratic principles enshrined in a country's constitution and laws. This means that courts must have, at a minimum, the possibility to review the laws and other measures passed by the legislature or enacted by the executive. This indicator analyses the power of courts in controlling political decisions and government powers.

Collected variables:

Power of judiciary

Effective possibility of the judiciary to control political decisions | 2014

Government powers are effectively limited by the judiciary

Degree to which government powers are effectively limited by the judiciary | 2015

Data sources:

Democracy Barometer; Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

TRANSPARENCY

DEMOCRACY → Policy → Transparency

Transparency is crucial within a democracy to give citizens insight into the policies and actions of government and its actors, and thus to enable citizens to monitor, assess and ultimately control government. Transparency requires that public officials, civil servants and others act visibly and understandably and report on their activities. Such open disclosure of information also serves to establish and nurture confidence and trust.

DEMOCRACY → Policy → Transparency → *Absence of corruption*

Description: The absence of corruption is a common proxy measure for transparency, since a highly transparent system, in which the actions and intent of people entrusted with power are visible and understandable, is considered to be the best safeguard against corruption. Researchers have associated the absence of corruption with effective oversight of a government's economic decision-making, enhanced abilities for the press to provide checks on government action, and a greater willingness on the part of the general public to engage in political participation. This indicator assesses the perception of corruption within a given country, thus providing insights to its transparency.

Collected variables:

Absence of corruption

Degree of absence of corruption within the political system | 2014

Lack of corruption in executive branch

Degree to which government officials in the executive branch do not use public office for private gain | 2015

Lack of corruption in judicial branch

Degree to which government officials in the judicial branch do not use public office for private gain | 2015

Lack of corruption in legislative branch

Degree to which government officials in the legislative branch do not use public office for private gain | 2015

Lack of corruption in police and military

Degree to which government officials in the police and the military do not use public office for private gain | 2015

Data sources:

Democracy Barometer; Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Policy → Transparency → *Informational openness*

Description: Informational openness is a key facet of transparency in democratic states, but can also serve the purposes of improving public service delivery, enhancing government legitimacy and encouraging citizens to engage with the government and monitor its performance. For example, citizens should have access to information about the content and intent of new laws and other measures that affect them directly, or even indirectly. The purpose of this indicator is to evaluate the level of government transparency, especially in terms of public availability of information, in a given country.

Collected variables:

Transparency of government policy

Degree of transparency of government policy | 2014

Availability of laws

Laws are publicised and accessible | 2014

Availability of official information

Official information is available on request | 2014

Data sources:

Democracy Barometer; Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

EQUALITY BEFORE THE LAW

DEMOCRACY → Rule of law → Equality before the law

A central feature of the rule of law is the equality of all before the law, as enshrined in Article 7 of the Universal Declaration of Human Rights, Article 20 of the EU Charter of Fundamental Rights and in constitutions throughout Europe and many other parts of the world. As part of this equality, all persons are entitled to equal protection of the law. This implies that courts operate fairly and impartially, without making arbitrary or irrational distinctions based on economic or social status. It also implies that the court and judges are free from outside influence.

DEMOCRACY → Rule of law → Equality before the law → *Judicial impartiality*

Description: Equality before the law depends on constitutional provisions for the impartiality of courts in both the civil and criminal systems. By virtue of these provisions, a court's operation has to be fair and trials have to be public. Consequently, individuals are more assured of formal and procedural justice when respective rights

are guaranteed by a state. While constitutional provisions for judicial impartiality are essential, courts also must be effectively impartial. This indicator assesses the quality and effectiveness of constitutional provisions which exist to ensure the impartiality of the justice system.

Collected variables:

Constitutional provisions for impartial courts

Existence of constitutional provisions for fair organisation of the court system | 2014

Effective impartiality of the legal system

Degree of efficiency of the legal framework in settling disputes and strength and impartiality of the legal system | 2014

Equal treatment before the law

Degree of equal treatment of citizens before the law | 2012

Accessible and affordable civil justice

Degree to which civil justice system is accessible and affordable to people | 2015

Civil justice is free of discrimination

Degree to which civil justice system is free of discrimination | 2015

Criminal system is impartial

Degree to which criminal justice system is impartial and non-discriminatory | 2015

Due process of law and rights of the accused

Degree to which the rights of both victims and the accused are protected effectively | 2015

Equal treatment and absence of discrimination

Degree of equal treatment and absence of discrimination | 2015

Criminal system is free of corruption

Degree to which criminal justice system is free of corruption | 2015

Data sources:

Democracy Barometer; Institutional Profiles Database; Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Rule of law → Equality before the law → *Judicial independence*

Description: Judicial independence is important as it secures the rights of citizens against the state. This means in practice that no pressure is exerted on judges by the government or by private or partisan interests. Judges should be able to interpret and review existing laws without interference. This indicator evaluates the extent to which the judiciary is independent from influences of members of government, citizens or firms, and free of corruption.

Collected variables:

Judicial independence

Extent to which the judiciary is independent from influences of members of government, citizens or firms | 2015

Civil justice is free of corruption

Degree to which the civil justice system is free of corruption | 2015

Civil justice is free of improper government influence

Degree to which the civil justice system is free of improper government influence | 2015

Criminal system is free of improper government influence

Degree to which the criminal justice system is free of improper government influence | 2015

Data sources:

Global Competitiveness Report; Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

QUALITY OF THE LEGAL SYSTEM

DEMOCRACY → Rule of law → **Quality of the legal system**

The quality of the legal system determines in many ways how the principle of equality before the law can be and is put into practice. On the one hand, the people's confidence in the justice system reflects how well the system has been working and lays the foundation for its continued legitimate functioning. On the other hand, the practicalities of the legal system, for example, reasonable and professional processes, ensure effective results.

DEMOCRACY → Rule of law → **Quality of the legal system** → **Confidence in the justice system**

Description: In a democracy, citizens need confidence in the justice system, including the courts, the police and the related administrative arms. Without such confidence, the justice system lacks legitimacy and might then be unable to uphold basic human rights and the rule of law. The fair administration of citizens' legal concerns is of crucial importance in sustaining that trust, and citizens' willingness to uphold the law that the system is intended to protect and enforce. The purpose of this indicator is to assess the level of confidence in a country's judicial system, societal rules in general and the police in particular.

Collected variables:

Trust in the justice system

Share of survey respondents indicating high confidence in the legal system and in the fair administration of justice | 2014

Confidence in the police

Share of survey respondents indicating high confidence in the police | 2014

Rule of law

Extent to which agents have confidence in and abide by the rules of society | 2014

Data sources:

Democracy Barometer; Worldwide Governance Indicators

Measurement notes: The issues included in the rule of law variable are the quality of contract enforcement, property rights, the police and the courts, and the likelihood of crime and violence.

Minimum coverage: The indicator covers at least 36 Council of Europe member states.

DEMOCRACY → Rule of law → Quality of the legal system → *Judicial efficiency and professionalism*

Description: Living in a democratic society means not only that citizens have access to courts and other legal administrative bodies, but also that they can reliably assume that judges and the system as a whole will apply the law in a skilful, timely and impartial manner. An efficient and professional legal system requires competent investigators, prosecutors and other judiciary authorities, including judges, working with adequate resources to solve crimes and resolve disputes effectively and without unreasonable cost or delay. This indicator thus measures the degree of judicial efficiency and professionalism in an individual country.

Collected variables:

Civil justice is effectively enforced

Degree to which civil justice system is effectively enforced | 2015

Civil justice is not subject to unreasonable delays

Degree to which court proceedings are conducted in a timely manner and not subject to unreasonable delays | 2015

Correctional system is effective

Degree to which correctional system is effective in reducing criminal behaviour | 2015

Criminal adjudication system is effective

Perpetrators of crimes are effectively prosecuted and punished and judicial officers are competent | 2015

Criminal investigation system is effective

Perpetrators of crimes are effectively apprehended and charged and police, investigators and prosecutors have adequate resources, are free of corruption and perform their duties competently | 2015

Resolving civil disputes

Alternative dispute resolution mechanisms are affordable, efficient, enforceable and free from corruption | 2015

Judicial professionalism

Professionalism is a precondition for appointment of judges to highest courts | 2015

Data sources:

Rule of Law Index; Democracy Barometer

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

INDIVIDUAL FREEDOMS

DEMOCRACY → Freedom and equality → Individual freedoms

Democracy's functioning is built on a set of freedoms ensuring its citizens the rights to voice their needs, concerns and opinions and to join together with others who share those concerns and interests. The ideal result is a citizenry that is equipped with the information and the individual and collective resources to shape the democracy's goals and policies and to hold government accountable to its citizens.

DEMOCRACY → Freedom and equality → Individual freedoms → *Freedom and neutrality of the press*

Description: A free and neutral press allows citizens to make up their own mind about political issues and decide whom to support. For this reason, press neutrality is a key enabling condition for the development of democratic publics and democratic institutions. This indicator assesses the ideological balance of regional and national newspapers, and also takes into account the share of neutral/independent newspapers' circulation.

Collected variables:

Political neutrality of the press

Share of neutral newspapers' circulation (weighted by frequency of publication) of a country's total newspaper circulation | 2014

Competitiveness of the media market

Degree of genuine media pluralism | 2012

Press freedom

Global score on the World Press Freedom Index | 2015

Data sources:

Democracy Barometer; Institutional Profiles Database; World Press Freedom Index

Minimum coverage: The indicator covers at least 34 Council of Europe member states.

DEMOCRACY → Freedom and equality → Individual freedoms → *Freedom of association*

Description: Freedom of association is a universal human right and enshrined in the European Convention on Human Rights (ETS No. 5), which states, "Everyone has the right to freedom of peaceful assembly and to freedom of association with others" (Article 11). The freedom to exert this right is essential for robust democratic participation. By joining political or non-political organisations, individuals can voice their

concerns and advocate for specific or public interests. Moreover, through attending community meetings, citizens can learn to treat other citizens who have interests and values different from theirs with respect and tolerance. This indicator evaluates the constitutional provisions guaranteeing that citizens can freely join associations and participate in gatherings.

Collected variables:

Government limitations to freedom of association

Extent to which the freedoms of assembly and association are subject to actual governmental limitations or restrictions | 2011

Constitutional provisions for freedom of association

Degree of constitutional provisions guaranteeing freedom to associate | 2014

Freedom of association is effectively guaranteed

Degree to which freedom of assembly and association is effectively guaranteed | 2015

Data sources:

CIRI Human Rights Data Project; Democracy Barometer; Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

DEMOCRACY → Freedom and equality → Individual freedoms → *Freedom of expression*

Description: Freedom of expression is a human right anchored in the European Convention on Human Rights (Article 10), which states, “Everyone has the right to freedom of expression. This right shall include freedom to hold opinions and to receive and impart information and ideas without interference from public authority and regardless of frontiers.” In practical terms, this means that a free flow of information must be allowed, and the possibility of citizens to engage in public discourse must be legally ensured. This indicator assesses the existence of constitutional and other provisions concerning the freedom of expression and speech.

Collected variables:

Constitutional provisions for freedom of expression

Degree of constitutional provisions guaranteeing freedom of speech | 2014

Consequences of informing media about power abuse

Degree to which public sector employees risk severe negative consequences if they pass on information about abuses of public power to the media | 2015

Freedom of opinion is effectively guaranteed

Degree to which freedom of opinion and expression is effectively guaranteed | 2015

Data sources:

Democracy Barometer; Quality of Government Expert Survey Data, Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

INDIVIDUAL LIBERTIES

DEMOCRACY → Freedom and equality → Individual liberties

Within a democracy, the government has the obligation to protect the basic rights of individuals to conduct their lives and pursue their interests without undue interference and without threat to their personal security, as laid out in numerous international declarations, conventions and national constitutions.

DEMOCRACY → Freedom and equality → Individual liberties → *Free conduct of life*

Description: The right to free conduct of life is an important prerequisite for democratic self-determination and mutual respect between citizens. It encompasses freedom of movement within a country and the freedom to leave a country. This indicator evaluates the extent to which citizens' free conduct of life is subject to actual government restrictions.

Collected variables:

Freedom from interference with private life

Degree of constitutional provisions guaranteeing right to freedom of conduct of life | 2014

Freedom of domestic movement

Degree of citizens' freedom to travel within their own country | 2011

Freedom of foreign movement

Degree of citizens' freedom to leave and return to their country | 2011

Data sources:

Democracy Barometer; CIRI Human Rights Data Project

Minimum coverage: The indicator covers at least 39 Council of Europe member states.

DEMOCRACY → Freedom and equality → Individual liberties → *Security and physical integrity*

Description: The right to physical integrity is an essential condition for citizen's protection from state violence; it helps ensure that states cannot legally resort to torture, inhuman or degrading treatment or punishment. Without this right, a society lacks the legal foundation on which democratic governance builds. The indicator analyses whether constitutional provisions banning torture and inhuman treatment exist and whether the respective human rights treatment has been ratified. It also evaluates the extent to which a country's laws protect private property rights and the degree to which these rights are actually enforced.

Collected variables:

Freedom from deprivation of life

Degree of constitutional provisions guaranteeing physical integrity | 2014

Right to life and security

Degree to which the right to life and security of the person is effectively guaranteed | 2015

Security across the territory

Degree to which the state ensures security across the national territory | 2012

Crime is effectively controlled

Degree to which crimes (homicide, kidnapping, burglary and theft, armed robbery, extortion) are effectively controlled | 2015

Violence is not used to redress personal grievances

Degree to which people do not resort to violence to redress personal grievances | 2015

Freedom from arbitrary interference with privacy is effectively guaranteed

Degree to which freedom from arbitrary interference with privacy is effectively guaranteed | 2015

Data sources:

Democracy Barometer; Institutional Profiles Database; Rule of Law Index

Minimum coverage: The indicator covers at least 31 Council of Europe member states.

POLITICAL REPRESENTATION

DEMOCRACY → Freedom and equality → [Political representation](#)

Ideally, decision-making systems within a democracy are structured so that the voices of all its citizens can be taken into account, or at least heard. In principle, barriers to participation in the political process, whether as a candidate, a voter or an interested party, should not exist, or should at least be reasonable and understandable within the country context.

DEMOCRACY → Freedom and equality → [Political representation](#) → [Equality of participation](#)

Description: Modern democracies require that all citizens' preferences have the potential to be represented in the political decision-making process. Neither the level of education, the income nor the gender of individuals should restrict or enhance their ability to participate in elections as candidates or voters. This indicator evaluates the extent to which potential participation barriers related to education, income and gender are overcome within a particular country.

Collected variables:

Political rights of women

Political rights of women are guaranteed by law | 2014

Alternative participation

Degree to which representative participation in alternative forms of participation is non-selective | 2014

Equality in voter turnout

The share of respondents who turned out to vote based on education and income | 2014

Data sources:

Democracy Barometer

Measurement notes: Political rights of women include the right to vote, the right to run for political office, the right to hold elected and appointed government positions, the right to join political parties and the right to petition government officials. Calculation of gaps in terms of education and income are calculated as the mean share of respondents with high/middle/low education/income minus the share of voting respondents with high/middle/low education/income (differences in absolute values). The degree of non-selective participation is calculated as the sum of education gap plus income gap.

Minimum coverage: The indicator covers at least 38 Council of Europe member states.

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A link has been made in recent years between a strong, well-functioning democracy and an abundance of cultural opportunities for all. Societies are said to be more open, tolerant and economically successful when people have easy access to a wide range of cultural activities and when participation rates in these activities are high. In collaboration with the Hertie School of Governance (Germany), other leading European research institutions and the European Cultural Foundation, the Council of Europe has developed the Indicator Framework on Culture and Democracy (IFCD) as a tool for examining this multifaceted relationship. This guidebook introduces policy makers and others to the IFCD and its underlying conceptual and analytical framework, and offers them ideas on how it can be used to examine their country's current situation and potential, both at national and European level.



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