MANUAL

CULTURE STRATEGY ELABORATION
versus
Project Management

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PROJECT MANAGEMENT

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Introduction

This manual has been developed within the frames of the *Eastern Partnership Culture Programme* targeted toward support the role of culture in the region's sustainable development and promotion of regional cooperation among public institutions, civil society, and cultural and academic organisations in the Eastern Partnership region and with the European Union.

Programme's Specific Objectives are:

- to support and promote cultural policy reforms at the governmental level, build capacities of cultural organisations and improve "professionalization" of the culture sector in the region;

- to contribute to exchange of information, experience and best practices among cultural operators at the regional level and with the European Union;

- to support regional initiatives/partnerships, which demonstrate positive cultural contributions to economic development, social inclusion, conflict resolution and intercultural dialogue.

On this behalf, the Regional Monitoring and Capacity Building Unit is providing capacity building for national/regional authorities and civil society culture actors that shall address specific priority needs of public institutions and the region's cultural sector. More information about the Programme and the programme activities can be found on http://www.euroeastculture.eu/ .

Experiences and skills in using strategy elaboration and planning as a tool for shaping and directing participatory and inclusive development processes in the sphere of culture are to be strengthened and further developed among the culture sector managers and decision makers in the EaP countries.

Contemporary project planning approaches somehow have started to penetrate the culture sectors. In many cases this is still rather a formal reaction to the donors' requirements, considered as a necessary formality to getting resources rather than a necessity for implementation of discrete cultural initiatives. Nonetheless, capacity-building components that support donors' activities have produced a whole number of skilled project managers in the culture sectors of some of the EaP countries.

However, the fact that most strategies behind culture programmes that address the EaP countries are donor driven and that donors essentially call culture stakeholders to answer these strategies with relevant projects that are eligible for funding, rather promotes a fragmented 'project level' thinking and restrains more general visions of the culture sector development processes at large.

Even programming processes are mainly driven by the casual demand initiated by the interest groups oriented in most cases towards specific practical outputs rather than towards the future development objectives. Attempts of comprehending the culture development process and setting up development objectives have been extremely rare and even unknown in the past. Furthermore, most governments regularly underestimate the role of culture for a sustainable social, human and economic development. That is why the culture development priorities as a rule are not properly incorporated to integrated and other sector specific policies and strategies.

The wide absence of clear and reality based concepts and strategies for culture related measures within national and/or local policies, strategies and plans is direct reason of insignificant financial support of the culture sector development from public and other financing sources. Even the recently signed Association Agreement between the European Union and Ukraine contains only 1 page (out of about 480 pages) with four articles, each of one sentence, that are dedicated to culture, giving culture the relevance of 0,2% of the overall agreement. The EU Roadmap for Engaging with Civil Society of Georgia produces dozens of findings, when searched for "culture", but exclusively as part of the word "agriculture". Meanwhile a high quality of cultural life, accessibility to diverse and competitive cultural products and services is necessary precondition for knowledge intensive economic development.

This Manual has been developed as practical advice for reinforcing public strategic planning as an indispensable component in the culture development processes. It is oriented to the state (decision makers, civil servants and managers, state/communal utilities and etc.) and non-state actors (NGOs, professional groups, private sector operators and etc.) in the EaP countries operating in the culture relating sectors, to those who actually or potentially are interested in identifying the long term future perspectives and in achieving sustainable results of the cultural development within specific geographical /administrative units (city, local community, cultural region and etc.).

The overall objective of this Manual is to promote and stimulate strategic public planning practices in the sphere of culture in the Eastern Partnership countries that shall generate and result in tangible culture policy reforms.

The specific objective of this Manual is to support strategic planning initiatives within the Eastern Partnership Culture Programme, provide brief practical information necessary for facilitating strategic planning sessions.

Structure of the Manual

The Manual in addition to this introductory section contains 7 sections to facilitate an easy and clear understanding of the strategic planning process, methodologies used and step-by-step operations.

"*Introduction*" provides a brief overview of the background and explains objective, scope, structure and contents of this Manual.

Section "*1. Introduction to inclusive, participatory and bottom up strategic planning*" gives key definitions and explanations with regards to the planning in general and strategic planning particularly.

Section "*2. A Strategy Paper structure and contents*" explains what should be in the strategy document and why as well as defines general requirements to the contents.

Section "*3. Applying strategic approach*" identifies key phases of a Strategy Paper elaboration process.

Section "*4. Comprehending the situation*" presents recommendations on the situation analysis including key organisational and methodological issues.

Section "*5. Identifying problems and needs*" explains the methodology of problem analysis in application to the strategic planning.

Section "*6. Identifying the Strategy*" gives instructions how to conduct SWOT, objective and strategy analyses.

Section "*7. Strategy approval and implementation*" contains recommendation on action planning and endorsement of the Strategy Paper.

This Manual mainly addresses the Strategy Paper elaboration process in culture related sectors. It also relates to general public interests and is developed as practical advice and supporting material for strategic planning sessions in the EaP countries. Planners and sector managers involved in mid- and long-term sector specific planning in culture related sectors can use it as well. As far as culture is a topic and a focus in regional development processes (which it should!) it can be used by regional planners for purposes of integrated planning to incorporate priorities of cultural development in regional development strategies.

Infographic 1. Processes of Change

PROCESSES OF CHANGE

SOCIETY IS IN PERMANENT CHANGE

SOCIETY DEVELOPS, CHANGE PROCESSES HAPPEN

THUS, THE NEED TO STEER THESE PROCESSES

CHANGE OUT OF URGE

ACTUAL NEEDS CREATE URGE FOR CHANGE

URGE FOR CHANGE LEADS PEOPLE TO LAUNCH CHANGE PROCESS

CHANGE PROCESSES

DIFFERENT STAKEHOLDERS AND INTEREST GROUPS CREATE A COALITION FOR CHANGE

AGREE ON MAIN PROBLEMS AND IDENTIFY MAIN CAUSES

JOINT VISION OF A BETTER FUTURE

STRATEGY

IMPLEMENTATION PLAN

TASKS, MEASSURES, ACTIVITIES

CHANGE PROCESS MANAGEMENT

CAN BE RUN TOP-DOWN, BUT RISKS TO LACK PARTICIPATION

ARE OFTEN INITIATED BOTTOM-UP COMBINED PROCESSES ARE BEST

BUILD OWNERSHIP, PARTICIPATION AND MOTIVATION OF THE CONCERNED STAKEHOLDERS

AVOID DOGMATIC OR BUREAUCRATIC APPROACHES

RE-ASSESS PROBLEMS AND OBJECTIVES ALONG THE WAY

EXPAND THE COALITION TO MAKE CHANGE HAPPEN

1. Introduction to Inclusive, Participatory and Bottom-Up Strategic Planning

Planning in general is a future oriented activity. A *future* in this case could be defined as the result of a process that brings change in time. Change is happening anyway, with or without planning. With regards to the future a planning intends to facilitate changes that provide additional benefits, mitigate negative consequences and influences and prevent undesirable hazardous events or processes.

Planners assume that human being/society can influence the process of change by shaping its characteristics, directions, time frames and results. Planning as specific activity is developing due to such a constructive attitude to the future.

A constructive attitude to the future assumes that a desirable situation can be designed at present and achieved as the result of specifically targeted activities in future. Such constructive attitude to the future is based on the following assumptions:

1) A future is cognoscible. It can be predicted and forecasted; cognition of the future requires considerable intellectual efforts at that.

2) A future can be changed. To deliver desirable change one has to develop and implement a set of activities as well as manage and control implementation process.

The above mentioned assumptions make it quite obvious that achieving the desired future requires investments. On the one hand, there is need to mobilize certain resources and means for cognitive efforts. It is difficult to assess real value of such efforts as far as they are in many ways based on previous experiences and findings. On the other hand, development and implementation of activities to influence actual processes and deliver desirable change require quite certain inputs that can be evaluated precisely enough. That is why planning, as professional activity is concentrated on ensuring effective use of investments to the future ensuring a strongly positive balance between inputs made and benefits delivered.

Depending on key functions, planning as activity involves three key practices: strategic planning, programming and project planning.

Strategic planning is mainly concentrated on the identification of the current development stage, desirable situation in long-term perspective and choice of broad means for approximating to the desirable future. The main function of the strategic planning is to build legitimized consensus over desirable future in terms of status to be achieved, ways to be followed and means to be used.

Programming is mainly concerned with the effective and efficient utilization of resources available at the current development stage to produce inputs for the achievement of intermediate objectives necessary on the way to the long-term perspectives. A programme is a concept or a plan allowing for reasonable distribution of financial resources.

Project planning is an instrument for delivering actual change. The implementation of numerous projects makes our life different insofar as each project intends to introduce changes in the physical environment, intangible changes in knowledge, experience and behaviour, influence wider social, economic and environmental processes.

All these planning practices are interconnected and complementary and allow top-down and bottom-up approaches.

A top-down approach is applied by executive bodies of corporations and by the executive authorities of states (central governments, regional and local authorities), meaning that ruling leaders exercise their legitimate delegated function, that includes planning. The EC and every government exercise top-down planning. In a democratic society, executive bodies are controlled by legislative bodies, the parliaments, that are expected to represent all relevant stratus and parts of society such as to ensure the taking into consideration of the 'wider public interests'.

The top-down approach in planning is often criticised because of the prevailing of a 'bureaucratic and technocratic dictatorship' that often works beyond, sometimes even against the actual public interests at the 'grass-root' level. Exercised exclusively it results in lessening of initiative and rise of social dependency as well as in neglecting opportunities that are not visible from above. Nonetheless, top-managers, decision makers and experts are expected to be usually more informed, have a broader comprehension of situations and have a wider and integrated vision of processes and trends. Moreover they have wider influence on the utilisation of public resources. Top-down planning processes use to be traditionally incorporated within existing bureaucratic structures.

Top-down planning uses to be the only approach in most of the Eastern European countries that prominently reveals shortages, especially in the application to the cultural development as far as this sector especially depends on creativity and wider initiatives.

A bottom-up approach presupposes a wider involvement of stakeholders, namely those persons, groups, organisations and institutions who are interested in and will be affected by the development processes. A wider involvement of stakeholders and representatives of the general public, characterise bottom-up planning as an *inclusive participatory approach* based on key democratic values. Bottom-up planning involves a wider dialog that allows taking into consideration actual problems and needs as they are perceived at the 'grass-root' level, stimulate social initiative and promote shared responsibility. In this sense, bottom-up planning should naturally result in a much higher "ownership" by the concerned sectors of society with regard to the developed strategy.

Inclusive in this context means to respect diversity, to avoid exclusion and division and to include all known sub-groups of interest into the process. P*articipatory* in this context means to apply a methodology that ensures active participation by all involved stakeholders in producing contributions and in the decision making that lead to the final strategy. However a bottom-up planning model has certain limitations as well. It is hardly applicable when parties involved have polar interests and consensus is not possible. Practitioners are often concentrated on short-term perspective and are not ready to compromise for the sake of future strategic benefits. There is a risk that socially active groups that express marginal opinions and interests will take over the planning initiative and manage planning process according their specific interests. A risk, that obviously is as much inherent to top-down processes. That is why such processes are to respect key democratic values, as to avoid manipulation and falsification of resulting strategies.

Combined top-down and bottom-up approaches allow overcoming the shortages and limitations mentioned above. Such a combination involves organisational and managerial efforts, expert support as well as provision of financial inputs necessary from above and wider participation from the bottom. As far as bottom-up planning practices require specific attention in the targeted Eastern

Partnership countries and for the culture sector, these issues are specifically stressed and commented throughout this Manual.

Numerous planning approaches can be differentiated with regards to the final output, namely what the ultimate product of a planning activity is:

1) planning document (strategy paper, programme document or project as plan);

2) actual changes delivered as the result of the full planning cycle including preparatory (elaboration of the planning document) and implementation phases; or

3) a planning process that is specifically organised in cycles of participatory and inclusive activities allowing for the elaboration of the planning documents and for the achievement of the desirable changes at the end of each cycle.

In other words in some cases clients expect from planners to deliver an effective plan providing competent solutions how to achieve goal(s) using resources available in the most efficient way. In other cases clients of planners are looking for 'turnkey' solutions delivering actual results. However in these both cases the participation of clients in the full planning cycle is rather limited. The most advanced and effective planning methodologies assume the involvement of key actors, be it clients or any other relevant stakeholders to achieve shared ownership with regards to ideas incorporated in the planning document and results achieved during its' implementation. That is why advanced planning practices concentrate on planning processes that allow a balanced combination of top-down and bottom-up approaches and ensure full-fledged involvement of all key actors. It is worth to be noted here, that such a process requires more time and efforts compared to strict top-down and client driven approaches – but it produces outputs that have a much higher probability to lead to sustainable development results.

This Manual considers strategic planning as a *process* by which a group, or groups of stakeholders define(s) its/their own vision of the future, define(s) the objectives that should be achieved for the purpose of approximation to this desired future, as well as ensuring the actual achievement of the strategic objectives. A strategic planning concept here is *a participatory and inclusive process* organised on a cyclic basis. External expertise is often necessary for facilitating this process and providing professional methodological support. However external expertise should never substitute the efforts of key stakeholders but ensure their wider ownership of the planning results at every stage. Certain practices, where external consultants deliver readymade strategy papers and that can often be observed, cannot be considered as examples to follow.

Why strategic planning is needed?

- Strategic planning coordinates attitudes of different stakeholders to the future situation and shapes them to specific definitions that motivate to action

- It gives "the top" an opportunity of working directly with stakeholders and their real needs and desires, rather than thinking about needs and problems on a theoretical/hypothetical level

- It allows and effectively employs group efforts involving those who are affected by the current problem and those who have the abilities of dealing with it

- It enables original, creative and innovative ideas to emerge for finding solutions and answers to what has to be done in order to achieve the desirable future

- It greatly increases the chances for success, facilitating wider ownership with regards to the vision of the desirable future and the steps necessary to achieve it

- It allows for coordination with other integrated and sector specific strategies and policies

- It stimulates information exchange, awareness rising and learning

- It creates opportunities for a wider social control over decision making processes

Key functions of the strategic planning are:

- facilitating experience and expertise sharing through participatory approaches involving wider circles of stakeholders;

- consensus building with regards to the comprehending of the current situation, to the feasibility of the desirable future, to the prioritisation of problems to be solved (mitigated) and the objectives to be achieved;

- ensuring adequate understanding and wider ownership of ideas and values;

- establishing partner relations and shared responsibilities between decision makers, top executors, technical specialists and professionals and the general public or the final beneficiaries;

- cross-sector coordination of planning efforts and of implementation activities;

- motivating for actions that are in line with the strategic directions;

- guiding the identification of short-term objectives, actions and managerial efforts while keeping sight of the long-term vision.

Strategic planning can be applied whenever a group of stakeholders of society initiates the first or any subsequent mid- or long-term planning cycle. There can be a wide variety of situations when a sector of society, a professional branch, a city, an oblast or any other combination of stakeholders wants to achieve certain change, for example:

- A city, a neighbourhood needs a plan to coordinate its efforts and limited resources as an answer to changed conditions and to re-launch the community towards a more prosperous future
- A city wants to elaborate a vision and a plan that involves culture for re-positioning the city's brand and image in line with its development goals
- The stakeholders of a city with different and maybe conflicting options for economic development need to agree on a vision and on priorities for the city's development
- The various actors of a culture sector of a country/a city need to agree on how they want to lead their sector out of a phase of deep crisis and disorganisation and over the next couple of years to become a vibrant part of society
- The culture sector of a city wants to elaborate a vision and a plan to be submitted to the city authorities on how the integration of culture into the city's development plans can strengthen the city's development
- The authorities want to update their cultural policies and harmonize them with the plans of the private sector and of civil society
- and etc.

Strategic planning also applies to NGO's, professional organisations or private companies, but such strategy development processes have a different character in the sense of being "internal" processes

that focus more on the interests of the specific entity rather than society. This can be the case when you start

- a new organisation / structure / consortia / association of stakeholders;

- a new direction / new initiative;

- a new phase of on-going activities;

- revising, coordinating or re-focusing an older initiative / efforts;

- applying or seeking for new funding opportunities or schemes.

There is a difference between strategic planning in the public sphere and corporate planning. In the latter case the management or the board of the entity can decide, even "order" the entity to engage in a strategy planning or strategy revision process. Contrary, in the former case, the initial and necessary condition for any meaningful strategy elaboration process consists in gathering the stakeholders that need to be involved and jointly agree with them on the launching of a strategic planning process that implies a process of change of which the strategy elaboration might only be the first step.

In every case strategic planning involves the elaboration of a Strategy Paper as the first step in the process. This is a comprehensive document providing competent answers to the most important questions:

- Where are we?

- Where do we want to be?

- How do we get there?

That is why this Manual is devoted to the elaboration of a Strategy Paper and it assumes that the same stakeholders will implement the strategy.

2.   A Strategy Paper's Structure and Contents

As a rule a Strategy Paper related to culture development issues is a publicly accessible document. In spite that the actual content of a Strategy Paper is predefined by its thematic scope and thus may significantly vary from case to case there are core structural components that can be found in each such document. These components are (1) Introductory Part, (2) Statement of the Current Situation, (3) Evaluation of the Current Situation, (4) The Strategy Statement, (5) The Strategy Implementation Provisions and (6) Annexes.

There are general requirements to the form and style of the materials presented in a Strategy Paper. These requirements derive from the necessity to make this document accessible, clear, promotional and credible with regards to the topics concerned; building a strong identity of the sector, the structure(s) or areas it is dealing with; being constructive and positive. With regards to these requirements Strategy Papers have to

- be user friendly (as brief, specific, comprehensive and clear as possible);

- avoid professional jargon and complicated terminology; all acronyms and abbreviations must be clear referenced and explained;

- allow easy navigation through the whole document and annexes and

- incorporate visual materials building strong identity and credibility (logos, area/territory/sector/topic specific visual materials, such as photos, diagrams, drawings and etc., illustrating contemporary problems, achievements and symbolising future perspectives).

As far as a Strategy Paper must be accessible as well to professionals concerned as to the general public it should be available in hard copies and in electronic form via Internet. That is why the document must have an attractive layout and requires careful proof-reading.

Introductory Part

The main functions of the Introductory Part of a Strategy Paper are

- explaining the context of the Strategy elaboration process (who initiated and why, what is the need for this Strategy);

- identifying the legislative and institutional framework (how the subject of the Strategy Paper relates to the actual legal framework, what regulations underlie the Strategy development and implementation process and what institutions/ structures/ organisations take responsibility over the elaboration and the implementation process);

- defining thematic and spatial scope and time perspectives (what sectors, subsectors and themes are concerned, what territorial/spatial/administrative units will benefit and what are the time frames for the actual planning cycle);

- ensuring a strategy/policy coordination (what other policies and planning initiatives have been considered; and what other social and economic processes this Strategy will influence and how);

- providing a transparent insight into the strategic planning process (identification of the planning cycle; how it has been developed; who has been involved; what data and methodologies have been used).

The Introductory Part can include sections reinforcing the document that are often placed before the main body of the Strategy Document such as Address, Foreword, Political Statement and etc. These sections are usually prepared by political leaders or opinion leaders having a publicly recognised authority in the sector/topic concerned, by decision makers or top managers/executors or can be specifically developed texts and adopted by public forums (like a manifesto, a declaration and etc).

To achieve better credibility the Introductory Part of a Strategy Paper may include a list of key personalities who have taken part in the Strategy elaboration and its approval and a list of organisations/ institutions/ donors who have made input (intellectual and/or financial and material) to the Strategy elaboration process.

Statement of the Current Situation

The identification of the current development stage is an obligatory operation within strategic planning. The main function of this part of the Strategy Paper is to give an accurate and precise description of the situation in the sector concerned. It involves not only analytical operations with as many facts and data as possible, characterising the contemporary status but also reasonable references to the past as well. The retrospective analysis allows to understanding why and how the actual status has been achieved; what the directions and trends of the actual development are as well as assessing sustainability with regards to the current processes and trends.

Comprehending the current situation is a necessary basis for the identification of problems and needs as well as for choosing priorities, directions and setting parameters for further development. The current situation is the starting point for building a process of change and all further achievements will be assessed in comparison with it.

The description of the current situation should be supported by as many data and facts as possible, which usually take considerable space. That is why for keeping a Strategy Paper brief and specific this part should contain clearly structured key findings and conclusions only. All baseline data and their interpretation (substantiations, justifications and explanations) should be placed in Annexes.

Evaluation of the Current Situation

The main function of this part of a Strategy Paper is to give a clear and substantial assessment of the current development stage revealing positive achievements and processes as well as negative situations and tendencies. SWOT and Problem analyses are the most powerful methodologies of strategic planning. These tools allow revealing positive and negative factors, processes and trends that require prior attention to understand how to build on previous achievements and speed up positive tendencies and for eliminating barriers in order to fulfil development needs. The findings of SWOT and Problem analyses help facilitating the change proposed by the Strategy for resolving or mitigating problems.

In the case of an integrated multi-sector Strategy, the description and the evaluation of the current situation are to be structured by sectors and/or topics.

The description and the evaluation of the Current Situation are crucial steps to be undertaken within the Strategy elaboration process in order to produce a Strategy Statement that is relevant to reality and needs. Corresponding sections in a Strategy Paper are necessary for the reader to understand correctly the proposed Strategy Statement.

The Strategy Statement

The main function of this part is to give a clear definition of what is going to be achieved and how. As far as it is the task of the Strategy to determine direction, set out a path or trajectory of development and define priorities (what should be done first as opportunity will arise) the Strategy Statement usually consists of brief, comprehensive and clearly structured definitions of the vision of the future, priorities and/or principles and strategic objectives.

Often this part of a Strategy Paper starts with a *mission statement*. This statement defines in brief the scope of competence of the alliance of institutions and organisations that is the initiator, key driver of the strategic planning process and takes responsibility for the final results of the strategy implementation process. In case of a Strategy Paper for NGO's, professional organisations or private companies, the mission statement will describe the scope of competence of the relevant institution(s) or consortia/partnership. However, the mission statement is often missing in Strategy Papers issued under the auspices of high level decision-making executive bodies that act on the basis of public law and have direct responsibility for public planning and management.

The definition of *time frames* for the Strategy implementation process is a necessary component for this section. It identifies the beginning and the end of the current planning cycle and often sets milestones of the implementation process that are needed for revision of results achieved and for adjustments of plans. For this purpose the Strategy Paper can set out several time periods (e.g. short-term, mid-term and long term perspective).

The Vision of the future is a brief description that outlines a clear and unequivocal picture of the future situation to be achieved in the time perspective that is set out in the Strategy. The vision should define the difference to be achieved in comparison with the current status. If several time periods of implementation are foreseen, the description of the future situation to be achieved has to be provided for each time perspective.

The Priorities set out key areas for intervention and manage the choice in the case of possible alternatives (e.g. cross-cutting strategic priorities).

The Strategic Objectives indicate what is planned to be achieved on the way to the desired future. In the case of an integrated (multi-sector/topical) strategy, priorities and strategic objectives can be defined specifically for each specific sector, sub-sector or topic.

The Strategy Implementation Provisions

A strategy implementation process is not a case-by-case exercise (one follows the plan when it pleases and forgets it when it is not in line with any momentary trend or intention). Strategic acting requires rigidity and commitment (for the strategic objectives) combined with flexibility and creativity (in the adaption of implementation plans to reality). That is why a Strategy Paper has to include a description of implementation provisions setting out managerial tasks and responsibilities. This can take the form of an Action Plan or a Programme that includes requirements to monitoring, control and evaluation of results achieved as well as procedures for updating and revision.

Annexes

Substantiations and explanations of findings, conclusions and evaluations require sufficient space. That is why the body of supplementary data and information for reference used for the Strategy Paper elaboration should be presented in Annex(-es). The information presented in the Annexes should have clear references.

The Distinction between Strategy and Policy Documents

Some people call strategy documents also policy documents and sometimes policy makers do not make any difference between whether they are elaborating a strategy or rather a policy document. In practice, a strict differentiation is maybe not that much relevant and mistaking the one for the other not that dramatic, as long as there is clear mutual understanding of what the scope and the function of the document in question is . However, for the purpose of a manual that seeks to give guidance it seems pertinent to outline the difference and to suggest a proper use of terminology and meaning, as the two types of documents have each their distinctive function.

The following quotation and a graph from the "Strategy Survival Guide" of the British Government published by the British Prime Minister's Strategy Unit in July 2004[1] shall shed light into this matter:

> *"The Relationship Between Strategy and Policy*
>
> *The terms strategy and policy are used in many different ways, and sometimes interchangeably. For the purposes of this guide the following definitions are used:*
>
> - *Strategy is the overall process of deciding where we want to get and how we are going to get there.*
> - *Strategic direction describes the desired future and sets out what needs to be achieved in order to bring it about. It provides the guiding principles that give context and coherence to action.*
> - *Policy provides the means of moving in that direction – and often a number of policies need to work together to deliver particular strategic outcomes. Policy design work is concerned with identifying how to achieve strategic objectives, selecting the most suitable policy instruments for doing this, and detailing how these instruments will work in practice.*

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[1] Strategy Survival Guide, Prime Minister's Strategy Unit (London 2004, page 3-4)
http://webarchive.nationalarchives.gov.uk/20060213205515/http:/strategy.gov.uk/downloads/survivalguide/downloads/ssg_v2.1.pdf

The relationship between strategy and policy is very close, and should be highly interactive. Strategies should be developed together with realistic idea of how they might be realized, and policies should exist within a strategic framework that explains how they contribute to desired results.

Divorcing strategy and policy creates the risk of setting unachievable strategic objectives and allowing policy programmes to develop legitimacy from their longevity rather than their contribution to meeting public needs. Close integration will help to ensure that strategies are implemented using the most suitable policies, and that different policies are not contradictory, but work together towards strategic outcomes."

Figure 2.1. Strategy-Policy-Delivery-Outcomes
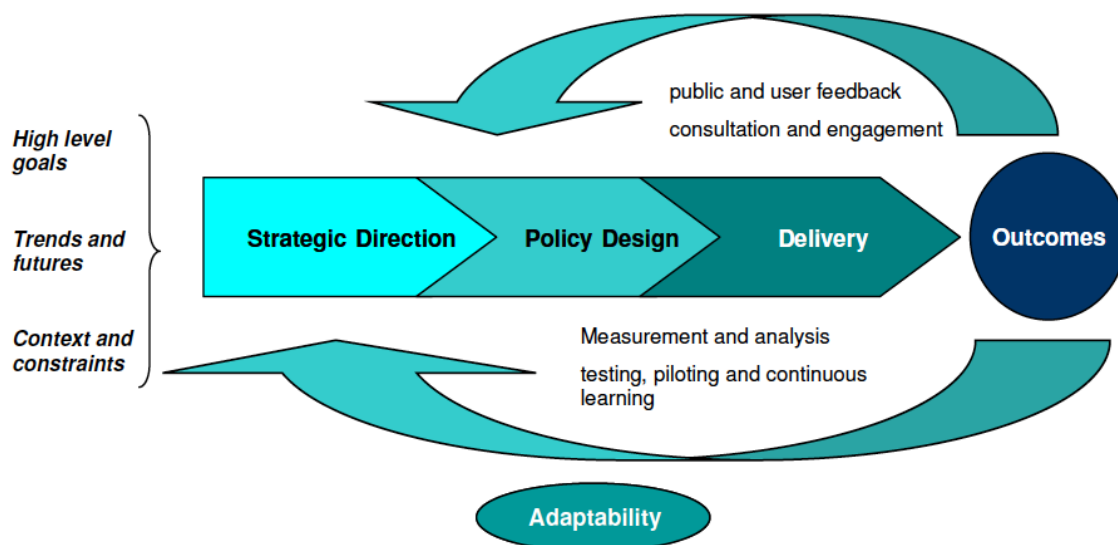
Source: Strategy Survival Guide, Prime Minister's Strategy Unit (London 2004, page 3)

Now, as much as from a concept point of view, policies follow strategies, as much in real life things are a little bit more complex, this simply for the reason that in principle everything is interconnected with everything under a holistic approach. That is why modern governments tend for transversal and cross-sectorial cooperation, trying to overcome the "silo-effect" that results from narrow-minded thinking in disconnected ministries or departments. Hence, higher-level policies do impact and have to be taken into consideration by lower level strategies. Specifically in the case of governmental strategy and policy elaboration cross-sectorial policies of higher and sometimes even of equal level do impact on lower or equal level strategies: an urban development policy might indicate what is possible for a local cultural strategy or, a cultural policy might influence strategies for the development of education or of youth. Without any doubt, this is also true for any applicable law or policy that results from laws, even when they are not sector specific (civil code, tax laws, labour laws, and so on).

The info-graphic on the following page illustrates this situation of everything being interconnected with everything.

Infographic 2. Strategies and Policies Shaping Projects, Measures and Activities

STRATEGIES AND POLICIES SHAPING PROJECTS, MEASURES AND ACTIVITIES

STRATEGIES FORMULATE VISION AND OBJECTIVES

LAWS

POLICIES

LAWS

STRATEGIES

LAWS

STRATEGIES DELIVER THE ROADMAP FOR PROJECTS, ACTIVITIES, MEASURES

BIG AND COMPLEX ORGANISATIONS (STATE, CORPORATIONS) ELABORATE POLICIES FROM STRATEGIES TO STREAMLINE THEIR ACTIVITIES

STRATEGIES

POLICIES

STRATEGIES

HIGHER LEVEL STRATEGIES FORM LOWER LEVEL POLICIES

HIGHER LEVEL POLICIES FORM LOWER LEVEL STRATEGIES

POLICIES RESULT FROM STRATEGIES OR ARE DICTATED BY LAWS

POLICIES

STRATEGIES

STRATEGIES

POLICIES

POLICIES

ACTIVITIES AND MEASURES CONTAINED IN A STRATEGY TARGET ACTORS TO IMPROVE THEIR CAPACITIES, FRAME CONDITIONS, INFRASTRUCTURE AND NETWORKS

3.   Applying a Strategic Approach

As stated in Section 1 of this Manual, planning in general and strategic planning in particular is a resource and time consuming activity that requires managerial efforts. The elaboration of strategic documents has been considered as a key result in quite a significant number of donor funded projects that targeted capacity building, development, reforms and etc. Support to strategic planning, especially to the first phase dealing with the elaboration of a Strategy Paper continues to be a subject for support by donor programmes including those developed within the frames of international financial instruments.

Generally speaking, organisations/ structures/ alliances initiating a strategic planning process have to assign resources for the elaboration of a Strategy Paper or raise the necessary funds from public sources or from donors. Where strategic planning is a routine procedure prescribed by the relevant regulations of public institution specific budgetary assignments should be foreseen in the budget of the institution. For example, the elaboration and implementation of strategies in such spheres as economy, education, biodiversity conservation, spatial development and etc. in many countries is a routine function of the competent state structures prescribed by specific regulations. However, in most cases strategic planning is an exercise driven by problems and needs. The need for a strategy development and its implementation arises as a reaction to the contemporary challenges and problems that evoke a need for change.

In both cases, as for routine public sector planning as for planning that reacts to the specific development challenges, there is the obvious necessity for a careful consideration of how the elaboration of the Strategy Paper will be organised and what inputs it will require.

It is recommended to consider the Strategy Paper elaboration process as a self-contained operation or *project* requiring clearly defined:

- need(s) for the strategic planning;

- stakeholders, target groups and final beneficiaries;

- objective(s) of the strategic planning (not of the strategy, yet) and purpose(s) of the Strategy Paper in particular;

- planned results needed to deliver a Strategy Document of adequate quality;

- a coherent set of activities to deliver the planned results;

- timeframes and timeline of the elaboration process;

- means, resources & budget;

- leading responsible institution or structure, partners and human resources.

Major international donors who support development processes require the definition of all these components. They constitute the core of project application that is necessary for donor's decision to release the requested financial means. When preparing a project application for financial support to the Strategy elaboration process, please strictly follow the guidelines and rules required by the specific donor and/or programme.

It is necessary to remember that when we are dealing with a Strategy Paper elaboration process as a self-contained activity or project, all the above listed definitions should contribute to convincingly justify the need for the Strategy Paper as such. This means that the elaboration of a Strategy Paper should never be issued by and abstract "in principle" need, but must be visibly the most effective way for resolving the arisen problems and guiding the change in reaction to the contemporary challenges.

The above-mentioned definitions will find their place in the Introductory Part of the Strategy Paper (please see pp. 12-13 of this Manual).

Defining *the need*(s) for strategic planning is necessary to explain why this particular Strategy Paper is important and necessary; it clarifies what challenges and problems the strategic planning aims to address and why strategic planning is considered to be the right instrument to deal with these challenges and problems.

Defining the *stakeholders* leads to reflect about which sectors, sub-sectors, institutions, organisations, structures and groups are affected by the situation or do impact on the situation that shall be addressed by the Strategy Paper. By answering the questions, who will benefit from the elaborated and endorsed Strategy Paper (potential *target groups*), who will benefit from the implemented strategy on a long-term perspective (*final beneficiaries*) and whom do we need to get on board to ensure endorsement and sustainable implementation (*allied opinion leaders and decision makers*) the alliance for change that is to be build through and for the strategy elaboration process is being outlined.

The correct definition of *objectives* requires the identification of the benefits and advantages that the target groups and final beneficiaries will get by the elaboration, the publication and the endorsement of the Strategy Paper, meaning what objectives have to be achieved in order for the Strategy Document elaboration process having fulfilled its purpose and justified its need.

Identifying *results* and *activities* is necessary to pay attention to the content and the general methodological sequence of the strategic planning operations and to specify the required outputs and outcomes of each operation. This topic will be explained in the following sections of this Manual in details.

The elaboration of a Strategy Paper requires time and resources. The involvement of external experts for organisational and methodological support, for baseline studies and assessments, and for facilitating working meetings, discussions and consultations as well as for the publication of the final document requires organisational and financial inputs. *Activity and resource scheduling and budgeting* are necessary steps preceding strategic planning, even in cases where it is expected that sufficient work will be done on a voluntary basis and necessary facilities and services will be provided in kind. The elaboration of the detailed action plan with identification of all activities (including organisational and managerial) and implementing bodies for each activity (including those based on volunteer and in kind inputs) is a necessary step for comprehending all what has to be done during the Strategy Paper elaboration. It is also necessary as for ensuring the commitment of all parties involved as well as for identifying of the resources needed and preparing a sound and substantial budget. On the basis of a detailed action plan each involved body has the opportunity to make its own activity specific plans and budgets that are the basis for the final consolidated budget.

Identifying the *leading responsible institution or structure and partner structures* is an obligatory requirement for each Strategy Paper and each project dealing with the elaboration of such a

document. If external financial aid and/or service contracts will be required, it should be also clearly established who will sign contracts with donor agencies and who will sign contracts with service providers if necessary.

For more detailed explanations of issues specifically devoted to project development and management methodologies please refer to donor and/or programme specific guidelines and manuals.

Having explained all this, please be aware that there are Strategy elaboration processes that are initiated by civil society organisations and alliances on a purely voluntary basis – and sometimes they fail to raise the necessary funds, in an first moment, or at all. Nonetheless, in order to achieve serious and professionally respectable strategic planning results, even in such cases it is recommended to follow the steps proposed in this Manual and to carefully structure the Strategy elaboration process. Furthermore, in such cases, there might be a very essential phase, preliminary to the strategic planning process itself, which is dedicated to advocacy and alliance building, convincing and brining other relevant stakeholders on board of the process. And exactly for this purpose, a neatly defined self-contained *Strategy Paper elaboration project documented by a project document* is often the one decisive factor that makes the difference between success or failure in extending and strengthening the alliance for the change planning process and raising funds for it.

4. Comprehending the Situation

As it is mentioned above a Strategy Paper has to provide a clear picture of the current development stage as far as it is the departure point from where to aim for the desirable change. A "Statement of the Current Situation" in a Strategy Paper is a clearly structured set of definitions, conclusions and evaluations characterising the actual stage of development in the sphere/ sector/ sub-sector/ branch/ topic concerned.

The elaboration of a "Statement of the Current Situation" requires (a) a collection and collation of data and facts providing for deep comprehending of the situation, (b) a detailed description of the situation on the basis of the data and facts collected, (c) an evaluation of the current development stage.

To avoid operations with unnecessary data sets it is highly recommended ensuring correct identification of the thematic scope, namely defining in details what is the sphere/ sector/ sub-sector/ topic that is addressed by your Strategy. All key participants have to agree what exactly this particular Strategy is about.

Generally speaking, strategies may concern several areas (so called integrated strategies) or, in the contrary, have a very specific and narrow focus. A matrix similar to the one as provided below may assist to clarify the topical focus of your strategy.

Table 4.1. Strategy Topics Matrix

	Advertising	Craft	Cultural Heritage[2]	Design	Fashion	Music	Film entertainment	TV and radio	Visual arts[3]	Literary arts[4]	Performing arts[5]	Etc.
Creative and cultural industries and services	✓		✓	✓	✓							
Amateur arts and creative leisure activities									✓			
Education for creative and cultural activities		✓										
Public and social management and control			✓									

As you can see in the matrix the strategy may touch upon very specific topics as it is shown with yellow and green colours (e.g. crafts' education, as it is in green, or development of amateur arts and creative leisure activities relating to visual arts, as it is in yellow). However more often strategies take an integrated approach and are dealing with several interconnected issues, as is shown in the matrix in red and blue colours (e.g. development of creative and cultural industries and services relating to advertising, fashion and design (in red), or development of practices relating to protection, restoration and utilisation of immovable heritage, as marked in blue). The clarification of

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[2] Immovable, movable, intangible, vernacular heritage
[3] Including drawing, painting, sculpture and installation art.
[4] Poetry, fiction, journalism and etc.
[5] Opera, theatre, mime, street performance and all other aspects of creating, producing and staging performing arts.

the thematic scope will prevent unnecessary efforts in collecting and operating with irrelevant data and facts.

Please notice that this matrix is only a sample. Depending on the level of society that the strategy is meant to address (national, oblast, city, neighbourhood / sector, sub-sector, association, individual organisation), the terms used in such a matrix may vary substantially, from encompassing rather comprehensive notions, for instance for national strategies, to becoming very specific and specialised in the case, for instance, of a local strategy.

Collecting and collating data

Once the thematic focus is defined and agreed by all key participants it is time to start with the identification of the current development stage. The elaboration of appropriate definitions, conclusions and evaluations involves operations dealing with the collection, systematisation and collation of a sufficient amount of facts and of data from different sources. Moreover, a complete identification of the actual situation requires a retrospective view. It means that the current stage of development needs to be considered as a result of a series of events and developments that took place in the past.

The collection and analysis of data can be a rather simple task when you are dealing with follow-upping strategic planning cycles, when a new Strategy Paper succeeds a previous one. In this case there is the opportunity to use the same sets of data from the same sources as they were using for the previous planning cycle with appropriate adjustments that incorporate experience gained and lessons learned. Often, there is also the opportunity to use data collected for monitoring and evaluation purposes during the implementation of the previous strategy cycle.

However, for a first planning cycle, the identification of needed data, of sources of information, and of collection and collation methods require particular attention. There are three extreme cases at this stage that can be characterised as negative practices: (a) collection of too general, superficial and easily accessible data and provision of rather formal and generalised descriptions of the situation; (b) collection of too detailed, complicated and technical data that are excessive and irrelevant for the necessary conclusions and (c) collection of predefined data sets to justify readymade conclusions. The following recommendations will lessen the probability of these negative practises.

- Involve direct strategy stakeholders (contrary to international experts) that have concrete and specific local knowledge and experience of the concerned areas and topics
- Invite experts and/or widely consult with experience of strategic planning in similar areas
- Involve specialists/professionals with recognised knowledge and authority and who are dealing with the requested data and facts in their daily professional practice
- Gather specialists in topic oriented groups (Topical Working Groups – TWGs)
- Reinforce each TWG with a planning professional who is able to set tasks, guide the work and moderate the working discussions
- Set clear working tasks and schedules
- Ensure regular working meetings and/or joint phone/Skype discussions

- Consult with stakeholders wherever it is possible

With the last bullet point, the circle of recommendations closes, referring back to the first one. Keep in mind, that your own stakeholders are the best experts, and all together they usually represent the accumulation of all knowledge and experience that is needed for the planning process. Usually, one just has to unleash that knowledge by appropriate facilitation methods that will help to break the lack of self-confidence that is often found in stakeholders of former soviet societies, that prefer to call for the external expert "who knows" instead of taking charge and responsibility themselves.

When choosing stakeholders to be involved in the elaboration of a culture sector specific strategy you will prefer those who either are dealing with the management of the culture sector or of other concerned sectors of society, such as public sector management in the relevant spheres, leaders of professional associations and networks, cultural managers and entrepreneurs. If you want to involve the creators and the artists, you will be looking for the ones that have given proof of their wider interest for the overall development of the sector rather than just their individual artistic career.

During the data collection and collation, the working meetings or online discussions of the TWGs may be devoted to the following.

- Identification of a tentative structure and format for the "Statement of Current Situation" chapter in the Strategy Paper

- Identification of needed data, of possible information sources and of formats for data requests; subdivision of responsibilities and scheduling the data collection and collation process

- Presentation of the findings and preparation and analysis of the materials for wider discussion and distribution between members of the Strategy Paper development team

Describing the current situation

The data and facts that have been collected to characterise the current situation require interpretation and explanation. At this stage it is crucial to elaborate a brief, comprehensive and clearly structured narrative descriptions referring to the data sets and facts and enriched by visual materials (diagrams, figures, pictures and etc.). These descriptions could be done in the format of a report with supporting materials placed in Annexes. This report on the current situation should then be distributed between key stakeholders for discussion and comments.

After incorporation of the comments received by key stakeholders this report becomes the basis for the further steps.

Evaluating the current situation

For a more targeted and constructive understanding of the current situation, strategic planning processes widely work with a SWOT analysis.

A SWOT analysis is an expert based methodology applied within strategic planning process to assess the current situation/development stage. This evaluation is based on joint experts' efforts to identify and present in clearly structured form *strengths (S)* and *weaknesses (W)* for internal characteristics of

the sphere/ sector/ sub-sector/ topic concerned and external factors that may influence development processes in positive (*opportunities (O)*) or in negative way (*threats (T)*).

A SWOT analysis may become a rather formal exercise when it is not based on deep knowledge of the current situation. Acquaintance of all stakeholders and experts involved in the SWOT analysis with the report on the current situation and sharing their concern for it is necessary for success, as well as the involvement of competent specialists having deep experience in the topics addressed.

The most commonly used format for the presentation of the SWOT-analysis findings is a table or several tables (one for each sector, subsector or subject) consisting of two columns (please see table below). Sometimes separate tables (one for strength and weaknesses and another for opportunities and threats) are used.

Table 4.2. A SWOT analysis format

Internal Factors	External Factors
Strengths	Opportunities
• • •	• • •
Weaknesses	Threats
• • •	• • •

While analysing the internal factors (strengths and weaknesses), think about characteristics of the sector, or subsector or the theme/topics concerned including your resources, processes and experiences:

- human resources (personnel, volunteers, professional and social groups)

- organisational resources (structures, organisations, networks)

- physical resources (location, buildings, equipment, raw materials)

- financial resources (private equity capital, access to community funding, grants, sponsorship, local funding agencies)

- local markets for culture sector related goods and services (actual and potential audience of local/regional TV and radio broadcasting, theatre, music and other shows and exhibitions, competitiveness of locally produced craftworks, designs and etc.)

- access to external markets (sustainable demand for local/ regional culture sector related product and services, tours with guest performances, exhibition exchange and etc.)

- activities and processes (events, internal programs and projects)

- experiences, skills, knowledge and reputation

- licenses, patents and authors' rights.

To analyse the external factors (opportunities and threats), think about the wider context, the social and economic environment of the analysed sector and conditions that are outside of the scope of your strategy and would anyway not be under the control of your strategy such as:

- sustainable trends and processes (demography, migration)
- other sectors that have a framework impact on your sector, such as economy, social sphere, public policy
- other sectors that are competing with your sector
- external funding sources (foundations, donors, central state budget)
- location and connectivity
- legislation
- international events and activities

As an expert based methodology, the SWOT analysis requires some organisational efforts. Mostly it is organised in the format of group planning sessions that allow time for brainstorming, opinions' exchange and structured analysis. Such sessions can be organised within each TWG with following wider communication of the results among key stakeholders afterwards. When conducting a SWOT analysis, all people involved are asked to pool and share their individual opinions and values, their knowledge and experiences. A relaxed, friendly and constructive setting and environment is an important preconditions for truthful, comprehensive and insightful results.

An individual or a small group can do a SWOT analysis, but it will be more effective if you take advantage of as many key stakeholders as necessary. However, many does not mean better. The more participants take part in a SWOT session the more difficult is it to ensure a constructive communication and exchange. To make a SWOT analysis more focused and efficient it could be conducted with the leaders and the more active members of the TWGs only. Nevertheless don't overlook anyone who can do a constructive input to the assessment of the current situation.

The best results come when a SWOT analysis session is organised as a collaborative and inclusive event and participants are encouraged to openly exchange their opinions and assessments. Do not forget to invite top executives and decision makers to take part in the SWOT session. If they cannot participate, forward the elaborated findings to them for familiarisation and commenting.

Here are some general recommendations for running SWOT analysis sessions.

- Designate a leader or group facilitator who has good listening and group facilitation skills, and who can keep things moving and on track.
- Designate a recorder/ rapporteur to back up the leader if your group is large.
- Make enough paper and markers available. Use large paper sheets (newsprint) on big flip charts or large boards or large sticky boards to document and record the analysis and discussion points. You can record them later in a more polished fashion for sharing with stakeholders and for updating purposes.
- Briefly introduce the participants of the SWOT session to the sphere/ sector/ sub-sector/ topic to the findings of the situation analysis and the Report on the "Statement of Current Situation". Ideally you have made the report available before the session and everybody present is familiar with it.

- Introduce the SWOT method and its purpose.

- Depending on the nature of your group and the time available let participants introduce themselves. If the number of participants is too big divide them into smaller groups. The size of the small groups depends on the size of your entire group and can range from three to seven. If groups are bigger, not all members will or will be able to participate.

- Designate group leader and rapporteur. Brief them to create the SWOT analysis in the format you choose. Give the groups 20-30 minutes to brainstorm. Proceed the brainstorming in the S-W-O-T order, recording **S**trengths first, **W**eaknesses second and etc. Encourage them not to rule out any ideas at this stage. Fill out the SWOT chart in the format that is agreed and of a size that is appropriate for wider group presentations.

- Present the findings of each small group to all the participants and consolidate the findings in one or several sub-sector/topic specific tables. To focus the discussion you can do separate tables for strengths, weaknesses, opportunities and threats.

- Reach some consensus about the most important findings for each category.

- If appropriate, prepare a written summary of the SWOT analysis to give or e-mail to the participants and other key stakeholders for comments and additional input.

Wider communication and consensus building over the results of the SWOT analysis among all key stakeholders including top-managers, high level representatives of executive structures and decision makers is a prerequisite for any effective strategic planning.

5. Identifying Problems and Needs

Identifying the problems and needs and building consensuses on what is necessary to be done for overcoming or mitigating these problems and fulfilling these needs are necessary operations before setting development purpose and direction. Careful and precise problem analysis is especially needed for the sphere of culture. A common understanding of problems and challenges related to the culture sector is widely missing in many societies, as it is the case in the EaP countries. Culture stakeholders perceive their sector and their cultural and artistic activities as being neglected by authorities that, if they do, mostly prioritise cultural heritage only. Both, culture stakeholders and authorities on the other side, often do not yet understand the strategic dimension that has to be attributed to culture to ensure the sustainable development of the presently fast growing knowledge societies and economies, as well as for successfully dealing with the challenges of culturally diverse societies that EaP countries are – or used to be. That is why the clear identification and structuring of problems of this sector and/or for the whole society but related to this sector needs special attention and care and might also specifically require professional support by professional expertise.

To avoid misleading conclusions and definitions the strategy elaboration phase has to take the previous findings of the situation and the SWOT analyses as its basis and starting point. While identifying the problems think first of weaknesses and threats as factors and processes that do not allow, do hinder or have negative impact on development processes. Then think of strengths that are not or insufficiently used and of obstacles that prevent from taking an opportunity. The problem analysis session should be held with the same stakeholders who took part in the SWOT analysis.

Once problems are listed, analysing these problems one will discover that some problems are an effect of circumstances, while others are a cause of circumstances. It is easy to reach consensus in a planning team, that acting on effects will never solve the causes of challenges and that in consequence it is essential to identify the causes of the challenges towards which the strategy will have to address measures in order to solve or mitigate the problems. Giving a poor or unemployed population money or food will mitigate for a moment the poorness, but it will not eliminate the causes of poorness or unemployment. Thus there is a need to differentiate between problems that are a cause and problems that are an effect. The identification of these cause-effect relations among problems is the essence of the *problem analysis*.

The problem analysis is another expert based methodology that is widely used in planning in general and that is applicable to a strategic planning process. It is a necessary step to elaborate a vision of the future and to decide on strategic objectives and development priorities.

"Problem analysis identifies the negative aspects of an existing situation and establishes the 'cause and effect' relationships between the identified problems."[6]

It uses the drawing of a Problem Tree diagram as a tool to visualise the hierarchic cause-effect relations between the found problems, where the causes are seen as the roots of the Problem Tree, the effects as the branches of the Problem Tree while the trunk of the tree consists of the one identified core problem that results from the *problem analysis.*

To sum up, a problem analysis should consist of:

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[6] Aid Delivery Methods, Volume 1: Project Cycle Management, European Commission, EuropeAid Office, Brussels 2004, p.67

– identification of problems arising from the situation and the SWOT analyses;
– confirmation of each problem;
– identification of additional problems directly linked to these problems;
– determining other problems important for the beneficiaries and,
– sorting the problems according to the cause-effect relations and creating of a Problem Tree.

The Problem Tree as the final result of the problem analysis is a comprehensive summary of the existing negative situation in the sphere/ sector/ sub-sector/ topic that the strategy wants to address. Summarised visualisation of a problem analysis output is presented on the figure below.

Figure 5.1. Visualisation of a problem analysis output
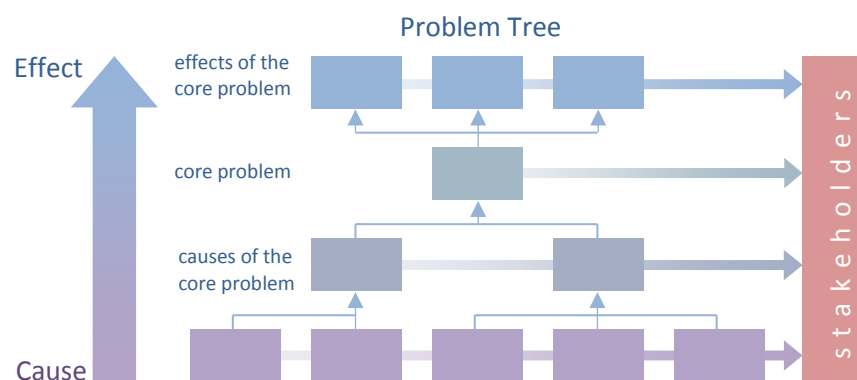
While some different approaches for developing a Problem Tree exist, one of the most effective is through using participatory group efforts of stakeholders who are crucial for the elaboration and the implementation of the strategy.

Here are some general recommendations for conducting a problem analysis session.

- Group work to be effective requires a limited number of participants. It is advised to work in groups of not less than 6 and not more than 12 participants. If you have a large number of stakeholders, it may be useful to conduct several group sessions and/or conduct separate group session for each specific sub-sector/topic concerned.
- Prepare for each session a set of blank cards (each problem should be written down on a separate card) and a space to display the cards (preferably a sticky wall or spacious board).
- Choose the group Leader (usually the most experienced person) who will moderate and direct the teamwork. The role of the Leader is twofold, to ensure a focussed and topic oriented discussion (that is why he needs professional experience in the field) and to facilitate a constructive and participatory group work (for which he needs to be familiar with the Problem Tree method and with participatory group work facilitation). As a professional expert, the Leader will ensure that the discussion is open and allows for all relevant input, without diverting to or getting lost in wrong or secondary topics. As a facilitator, the Leader will guide through the problem analysis process. He will also ensure a balanced equal participation by all members of the group, by stimulating those who are less involved and by delimiting those who might tend to dominate the discussion. If you feel the need for external

support regarding the Problem Tree methodology you can invite an external expert to be a facilitator (but not necessarily the Leader).

- Give the group 20-30 minutes to brainstorm. Each participant must write down as many problems as possible. Each problem must be written down on a separate card. As this is an individual task, participants should not discuss their ideas with each other at this stage. Each definition must be as short, clear and specific as possible. For identifying problems it is necessary to remember that definitions of problems is always made by negative statements. A negative situation, process or tendency, a shortage, a limitation or an unsatisfied need is described. While defining problems, participants should not mix several problems and needs in one description but split them and they should avoid explanations. Usually the explanatory clause is the other face of the problem or need, meaning the cause if the former problem is an effect or the effect if the former problem is a cause.
- When the group finishes the generation of the problems, the Leader collects all cards and puts them in one stack on the table. This is a necessary operation that makes the cards anonymous, separates persons from opinions and thus minimises the risk of deviation by hierarchies, personal relations and attitudes, mainly when superior and subordinated levels of stakeholders are involved in the group work.
- In the following step the appropriateness of the topics mentioned on the cards is assessed and their logical interconnection is analysed. This is done first card by card, where the Leader displays each card on a wall or a sticky board and the group discusses the problem identified by the card. The Leader helps the participants to find a mutual understanding and opinion on the problem statement:

  – Does the statement on the card describe a relevant problem?
    – If the group decides the problem described on the card is not relevant the card is put aside
    – If it does, the Leader asks next question
  – Is this problem a cause or an effect, and does it relate to any problem already displayed on the board? Where identified, cards are placed in a cause-effect problem hierarchy, where an effect is always placed above its cause. Keep in mind that each problem may have several causes and several effects and that cause-effect chains can be multi-layered, meaning that a cause of an effect, can itself be again an effect of a deeper level cause.

  If a problem discussed cannot be classified as a cause or effect of any other problem already placed on the wall, try to compare it with others, identifying the appropriate level in the problems' hierarchy and start a new "root" or "branch" of the tree.

  If the formulation of a problem is similar to one that is already displayed, the team should decide:
  – Which definition is better: shorter, more comprehensive, clearer and more specific? Is it possible to combine these statements and make a new, better one?

  If, during discussion and looking at the growing Problem Tree participants come up with additional ideas they should be encouraged to write them on cards and pass them to the Leader.

- After all cards are discussed, the result of all cause-effect chains displayed on the board is to be discussed and analysed with respect to its overall logic and interconnection: can we

identify or formulate one core problem to which all causes point and that is in itself the main cause for all the effects? This way we create the Problem Tree with roots, a trunk and branches. The trunk represents the core or key problem that is to be addressed by the strategy, the roots are the causes that lead to the core problem, the branches are the effects that derive from the core problem.

- From the cards create a diagram, connect the problems with cause-effect arrows that clearly show key links. Check definitions for correctness, comprehensiveness, clarity and specificity. Review the diagram and verify its validity and completeness. Ask the group – are there any important problems that have not been mentioned yet? If so, specify the problems and include them in an appropriate place in the diagram. If there is no clear trunk, thus if the diagram does not identify a clear core problem, the discussion has to continue to analyse the problem until a core problem has been chosen and agreed upon as the subject focus of the strategy elaboration.
- Problems do not exist on their own. They always affect specific entities, organisations, local population or social groups. Identify who (people, sectors, and etc.) is affected by each problem and write it on a separate card and display it for everyone to see and agree on it.

The following rules have to be respected in a problem analysis that uses the problem tree approach:

- each problem description in the Problem Tree shall always include only one problem, never more than one;
- the problems must be real, not hypothetical;
- avoid defining problems by negations of solutions (e.g. there is no crafts' centre), the absence of a solution cannot be the problem, so search for the real problems;
- make sure the sequences of causes and effects are correct, i.e. problems-effects stems from problems-causes;
- the Problem Tree elaboration is an iterative process and is usually not designed in one session; you must get back to the experts and key stakeholders to obtain additional input that will help you complete the tree or you might need more than one session.

It is necessary to stress that strategies are usually dealing with a complex situations where each subsector or topic has its specific strength, weaknesses, opportunities and threats. That is why a problem analysis may result in identifying several Problem Trees. Moreover, as opposite to the generalised model of a Problem Tree on the figure 5.1, it is not unusual that subsector or topic specific Problem Trees do include more than one core problems (see case study in Annex2).

As for the SWOT analysis, a wider communication and consensus building over the results of the Problem Analysis among all key stakeholders including top-managers, high level representatives of executive institutions and structures and decision makers is an obligatory requirement.

6.   Identifying the Strategy

Identification of the strategy involves the following key operations: (1) objective analysis, (2) identification of the vision of the future and (3) the setting of priorities and the strategy selection.

Objective analysis

Once the Problem Tree is constructed and agreed upon by all key stakeholders it is high time to think about how a positively changed situation could look like in the future. Problem by problem that is on our Problem Tree, we now figure out a description of the situation where the problem is eliminated or mitigated, the negative situation has been overcome and the shortage or need has been satisfied. This way we create a set of desired achievements for the future that we can interpret as our objectives. In a simplified approach, usually the conversion of the negative statements of the Problem Tree to positive statements will usually lead to robust definitions of objectives (please see some examples below). When defining objectives, remember that they must be measurable and achievable.

Figure 6.1. Examples of reformulating problems to objectives

Problem negative statement	Objective positive statement
Number of SMEs in the sphere of creative industries is decreasing	Raise of SMEs number in the sphere of creative industries
Production of local crafts have pure quality	Local craftsmen produce high quality competitive products
There are no regular events promoting amateur artists	Established regular events promoting local amateur artists

By replacing the problem definitions with the now found objective definitions, we build a new tree, which will be our Objective Tree. The objectives on the root side of the tree that replace the causes of the core problem represent the means of a strategy, meaning, our actions will have to target these objectives, as they address the causes of the problems. The objectives on the branches side of the tree represent the ends of a strategy, meaning they describe a positive situation where the negative effects of the core problem have been eliminated. Summarised visualisation of an objective analysis output is presented on the figure below.

Figure 6.2. Visualisation of a problem analysis output
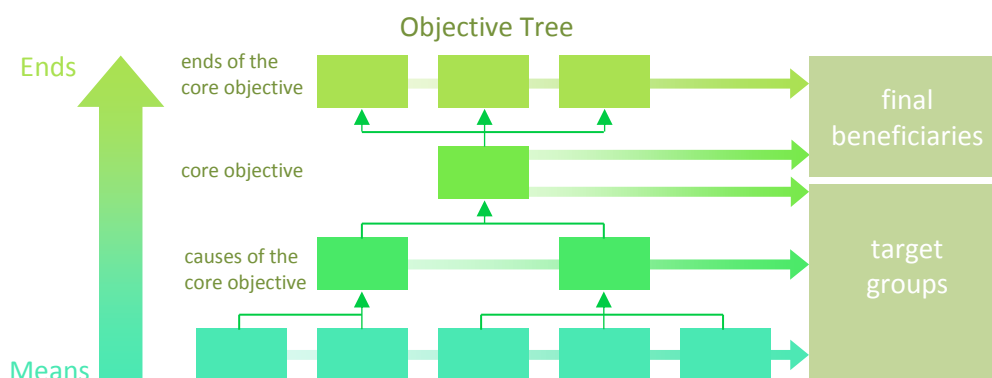
Thus, an Objective Tree is diagrammatic representation of the situation in the future once problems have been remedied, following a problem analysis, and showing a means to ends relationship[7]. The aim of the objective analysis is to present the interactions between objectives through tree-like structure similar to the Problem Tree.

To create an Objective Tree define positive statements substituting negative statements in the Problem Tree. Means-ends relations will substitute cause-effect relations between problems.

While developing the Objective Tree, check whether the positive statements are properly defined, specific and clear. Carefully check links and relations between objectives. Cause-effect relations between problems have now been transformed to means-ends linkages between objectives. The achievement of the objectives that are at the bottom (roots of the tree) is the precondition for the improvement of the situation at the upper objective level (branches of the tree): the means produce ends.

This operation also enables the identification of additional objectives, which previously may have been overseen when checking and updating the Problem Tree. Take a further look at the Objective Tree and check whether it is properly constructed and whether objectives take their appropriate place. It may happen that only in the Objective Tree you will notice that it is necessary to change a cause-effect relation in the Problem Tree (which did not become so evident at the problem analysis stage).

Whenever you change the position of any box in the Objective Tree, you must change the position of the corresponding problem box in the Problem Tree. It is necessary to remember that Objective Tree and Problem Tree are two interdependent logical structures directly linked to each other. If any change or adjustment is applied to one of them, an appropriate change or adjustment is required to the other one.

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[7] Aid Delivery Methods, Volume 1: Project Cycle Management, European Commission, EuropeAid Office, Brussels 2004 p.142

Vision of the future

Definition of the vision of the future is necessary for specifying the objectives that the Strategy will be dealing with. It describes a desirable future in a specific time perspective.

The Vision of the Future must be defined in a simple and clear way as far as this part of the Strategy Paper especially requires wide public acceptance. It should be unambiguously understood and shared by stakeholders, broad enough to encompass a variety of perspectives; inspiring and uplifting to everyone involved; and easy for communicating. The Vision of the Future should not be based on quantitative forecasts only, but provide a realistic description of a desirable situation.

The Vision of the Future may consist of one or several *vision statements* that are short phrases or sentences that convey hopes for the future. However try not to get caught up in having a set of alternative vision statements. Whether you ultimately end up with two vision statements or ten, what is most important is that the statements together give a holistic view of one and the same vision. By developing a vision statement or statements, the involved stakeholders clarify their beliefs and governing principles, first for themselves, and then for the greater community.

There are certain characteristics that most vision statements have in common. In general, vision statements should be:

- understood and shared by stakeholders and general public
- broad enough to include a diverse variety of perspectives
- inspiring and uplifting to everyone involved in this effort
- easy to communicate (for example, they may allow expression in short form to fit on a T-shirt, such as 'caring communities', 'healthy children', 'safe streets, safe neighbourhoods', 'education for all' or similar).

For writing a Vision of the Future take an attentive look at the objectives in the top of your Objective Tree, in the branches of the tree that represent the ends, and chose those objectives that encompass your desires about the future in better way. Then write a draft statement(s) and disseminate it to the members of the TWGs for comments. Incorporate proposals, discuss and agree with key stakeholders and top-managers, high level representatives of executive institutions and structures, decision makers and opinion leaders the final version.

A good Vision of the Future satisfies the following requirements:

- draws people to common work
- gives hope for a better future
- inspires for positive and effective action
- provides a basis for developing the other aspects of the strategic and action planning process.

Strategy selection

Strategy selection is crucial in the Strategy Paper elaboration process as far as it allows identifying a way on how to achieve the desirable future, namely, what areas require priority intervention and what should be achieved to ensure closer approximation to the desired situation.

Once the Objective Tree has been created, its logical interrelations have been verified, and top-level objectives have been selected to constitute the core of the Vision of the Future you can begin to define your strategy.

A complete Objective Tree consists of a number of chains. Each chain can be treated as a separate, consistent unit (group of objectives connected by a means-end relationship) representing a specific approach to contribute to the achievement of the desired future. However, resources available are usually limited and a situation where stakeholders have sufficient resources for dealing with all problems and needs that are ideally to be addressed within a development process is rather a rare to unrealistic exception. That is why resources and efforts must be concentrated on solutions that can deliver the best effects. In other word you have to choose in your Objective Tree reasonable number of vertical chains leading to the objectives incorporated in the vision of a desirable future and ensuring the best input in it.

This is an iterative process, as you might have to come back to the Objective Tree, once you have been working on your budgets and implementation plans, in order to adjust your choices to reality. However, do not forget about opportunities, think about activities that may attract additional resources to your strategy.

For defining a strategy, decide what vertical chains of objectives:

- best comply to the relevant national and regional policies,
- consist of realistic and achievable objectives,
- meet priority needs of stakeholders,
- are highly effective (ensure achievement of objectives with low inputs)
- are based on available human and financial resources,
- ensure sustainable benefits.

The simplest way to define the strategy is deleting vertical chains of your Objective Tree that do not comply with the criteria presented above. It means that to make a choice on the strategy, you should take another look at the Objective Tree and answer the following questions:

- Is the objective within our competences? (E.g. local authorities have no competence to take any decision over border infrastructure, although it is located on their administrative territory);
- Is the objective within the usual thematic scope of the alliance or the organisations involved in strategic planning? Do these organisations have appropriate experience and expertise in chosen fields?
- Do the responsible organisations have enough capacity and can the raise the financial means to implement this specific strategy?
- Is there a real possibility to achieve tangible results in the foreseen time perspective?

It is important at this stage that you have answered with 'yes' to all of these questions.

When analysing strategic alternatives think who else may have to get involved in the strategy implementation and check the list of stakeholders prepared in order to invite the organisations having strong interest and/or strong influence (i.e. that can provide the resources, competences or experience necessary to support the implementation with regards to specific chains of the Objective Tree).

If the answer to at least one question regarding a chain is 'NO', then delete it (please see figure 6.3 on the following page).

Figure 6.3. A strategy identification
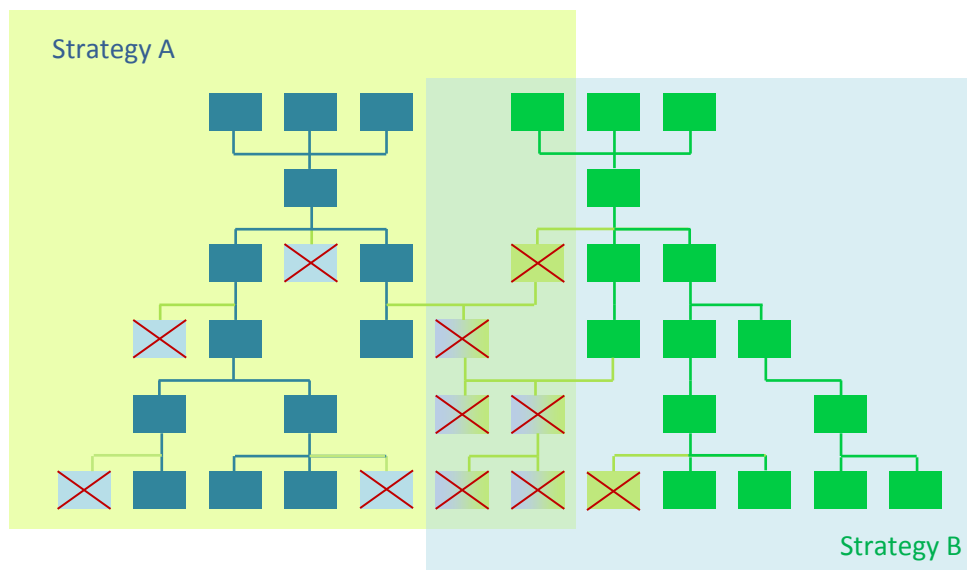
Once the chains of objectives that your strategy takes responsibility for are defined you need to chose the so called *Strategic Objectives* that clearly mark milestones on the way to your desired future and that can be considered as critical achievements of your strategy.

The final task in the strategy definition is to present these *Strategic Objectives* in a clearly structured way that is convenient for their understanding and for the next task, the Action Planning. It is a quite easy task for topic specific strategies that have pretty simple Objective Trees. However it can be a quite challenging task for integrated strategies that address whole branches or sectors of society and that thus have complex Objective Trees and, sometimes, even spread on several Objective Trees developed for each specific sub-sector. There is no standardised approach to dealing with this issue. Some cases require structuring strategic objectives within priority areas of intervention. Some cases require detailed structuring for general strategic objectives identifying sub-objectives and/or priority areas within each strategic objective.

The main requirement for such structuring is to keep your strategy as simple and clear as possible.

As at every stage of the Strategy Paper elaboration and as underlined already several times in this Manual, the strategy selection has to be as well subject for discussion and agreement between all key stakeholders. Once agreement on the strategy to be selected is achieved, all previously made planning operations need to be checked, revised and rearranged in the appropriate sections of the Strategy Paper in order for the whole document to be coherent.

7.   A Strategy Implementation Provisions and Approval

Implementation provisions

Each Strategy Paper contains very condensed definitions that may be perceived as declarations by readers who have not an advanced understanding of the area concerned and the functions of the strategic planning in particular. However, a correct Strategy Paper is not a declaration. It is first of all a planning document and to be worth the effort to have been elaborated, it has to be implemented to generate the desired benefits for the stakeholders. That is why a Strategy Paper as a rule includes a section specifically devoted to the implementation provisions, defining the implementation tools and describing the implementation process.

As it was outlined in the Section 1 of this Manual, different planning documents play different roles in delivering actual change. In brief, a Strategy Paper identifies a widely agreed and accepted direction and a route for a development process from the actual to the future stage, a Programme sets out provisions for mobilising and effective utilising of resources available and, finally a Project is an instrument for delivering an actual change. That is why a final success of each strategy depends on the actual results delivered by focused, effective and efficient projects. A good Strategy Paper stimulates both, a focused programming as well as the emergence of initiatives for relevant projects. A good programme allows establishing a pipeline for the initiation and implementation of such relevant project.

Keeping the above-mentioned in mind, think about how to facilitate an implementation process of your Strategy. Discuss the implementation with competent members of the TWGs along the answers to the following questions.

- What should be done and when? Do you feel the necessity to make specific arrangements for intermediate phases, e.g. introducing short term and/or midterm perspectives?
- What alternative actions/activities have priority over others?
- Who takes responsibility over each action?
- Do you have enough resources and ready to start with an important pilot/ indicative/ flagship project that draws public attention, attracts donors and stimulates fundraising, or, to the contrary, do you need to think about a careful programming allowing the effective use of existing resources and attracting co-financing from other sources? Or maybe you think about the opportunities that you might gain by combining both of these two options?
- How do you monitor and control the implementation process of your Strategy, what facts and/or data will allow you to measure an approximation to the desired future, how and when do you expect to get them?
- Who will be responsible for the monitoring and controlling?
- If a new opportunity will arise or a threat will affect the implementation process how will you adjust or correct your Strategy? What are the procedures for the introduction and approval of such adjustments or corrections?
- What are the provisions for the evaluation, for drawing lessons learned and for revision at the end of the implementation process?

Answers to all these questions will allow you to develop the implementation provisions for your Strategy.

There are no fixed requirements about the structure, contents and layout of this section. Provisions for implementation in some cases can be very general and stress a priority for further detailed action planning. In other cases the elaboration of the Strategy Paper is accompanied by a detailed action planning and the final document consists of two parts including in fact two coordinated and balanced documents: the Strategy and the Action Plan.

In general an Action Plan should answer the following questions:

- *What actions* will occur
- *Who takes responsibility* over these actions
- *When will these actions take place*, what is the tentative start and end date?
- *What resources* (i.e., money, staff) are needed to carry out each action?
- *What are the communication* provisions: who should know what about each action (responsible management/executive body(ies), monitors, stakeholders, wider public)?

A complete and clear Action Plan incorporated in your Strategy Paper allows:

- to understand what is and what isn't possible to do
- to be sure that you don't overlook anything important
- effective and efficient use of the resources available
- to increase commitment, ensure responsibility and accountability
- to raise credibility to your Strategy Paper.

A detailed Action Plan can be provided for a short-term perspective with provisions when and how you will proceed with the revision of the achieved results and starting planning the following set or phase of actions. Such an Action Plan is a work in progress. This means that on the one hand it is not something that once being developed is being kept somewhere hidden in a file. It is to be in permanent and prominent display for all stakeholders and even for a general public with regular updates identifying the progress achieved. On the other hand it is constantly to be revised and adapted to reality in an iterative process. While a strategy will undergo revisions only from time to time, an action plan is what it says, and actions might need to be adjusted to reality on an on-going basis

However, an Action Plan that extends over the full life span of a strategy accompanying the Strategy Paper requires a certain generality and flexibility allowing for the incorporation of changes and new initiatives. That is why it should be mainly concentrated on the organisational and programming activities, mobilising and ensuring an effective utilisation of resources. It means that the action planning at the strategic level is mainly concerned with the important programming/ pilot/ indicative/ flagship projects. With this respect it is necessary to remember that as each planning activity, programming and project planning require specific input to be foreseen.

As far as this section of the Strategy Paper involves subdivision of responsibilities between the different (groups of) stakeholders it requires to be consulted with and agreed by at least the authorised leaders of organisations/ structures/ institutions participating in the Strategy Paper elaboration.

Strategy approval

At last the Strategy Paper is ready. It is widely consulted. All points are agreed between key stakeholders. It incorporates all jointly agreed wishes and hopes about the future. It is high time for the key stakeholders to give proof of commitment to the Strategy. In the case of a strategic planning driven by public authorities there are specific procedural provisions in the relevant public law on how to approve, endorse and put in force a new planning document. Sector alliances, professional or economic organisations, public and private institutions have usually their own specific procedures for the approval and endorsement of planning documents, and if they don't they have to agree on them right at the beginning of the strategy planning process. Generally speaking, the approval and endorsement of a Strategy Paper requires a decision by the competent organ, be it a board, or an authorised representative, leader, executive top manager or high level administrator.

However, often a Strategy Paper elaboration process is a wider initiative that is driven by an alliance of several structures and institutions. In this case all involved structures and institutions should approve the Strategy Paper. In any case the approval and endorsement procedure of the Strategy Paper should strictly comply with the legislation and internal regulations of each organisation involved.

For strategic document requiring a high commitment of local communities and general public there is the need to organise a launching event with the participation of mass media, political and opinion leaders. Such a launching event will help to disseminate information about your initiative and attract the attention to your Strategy by a general public.

Infographic 3. Society, Societal Organisation, Societal Strategy Process and State

SOCIETY, SOCIETAL ORGANISATION, SOCIETAL STRATEGY PROCESSES AND STATE

SOCIETY

LEGISLATIVE POWER, PARLIAMENT

EXECUTIVE POWER, GOVERNMENT

SOCIETY

INDIVIDUALS FORM INTEREST GROUPS

DEMOCRACY: LEGISLATIVE BODY MIRRORS INTEREST GROUPS OF SOCIETY

DEMOCRACY: COMPETITION OF INTERESTS FORM A BALANCE OF POWER

LAWS AND POLICIES MIRROR THE ACTUAL BALANCE OF POWERR
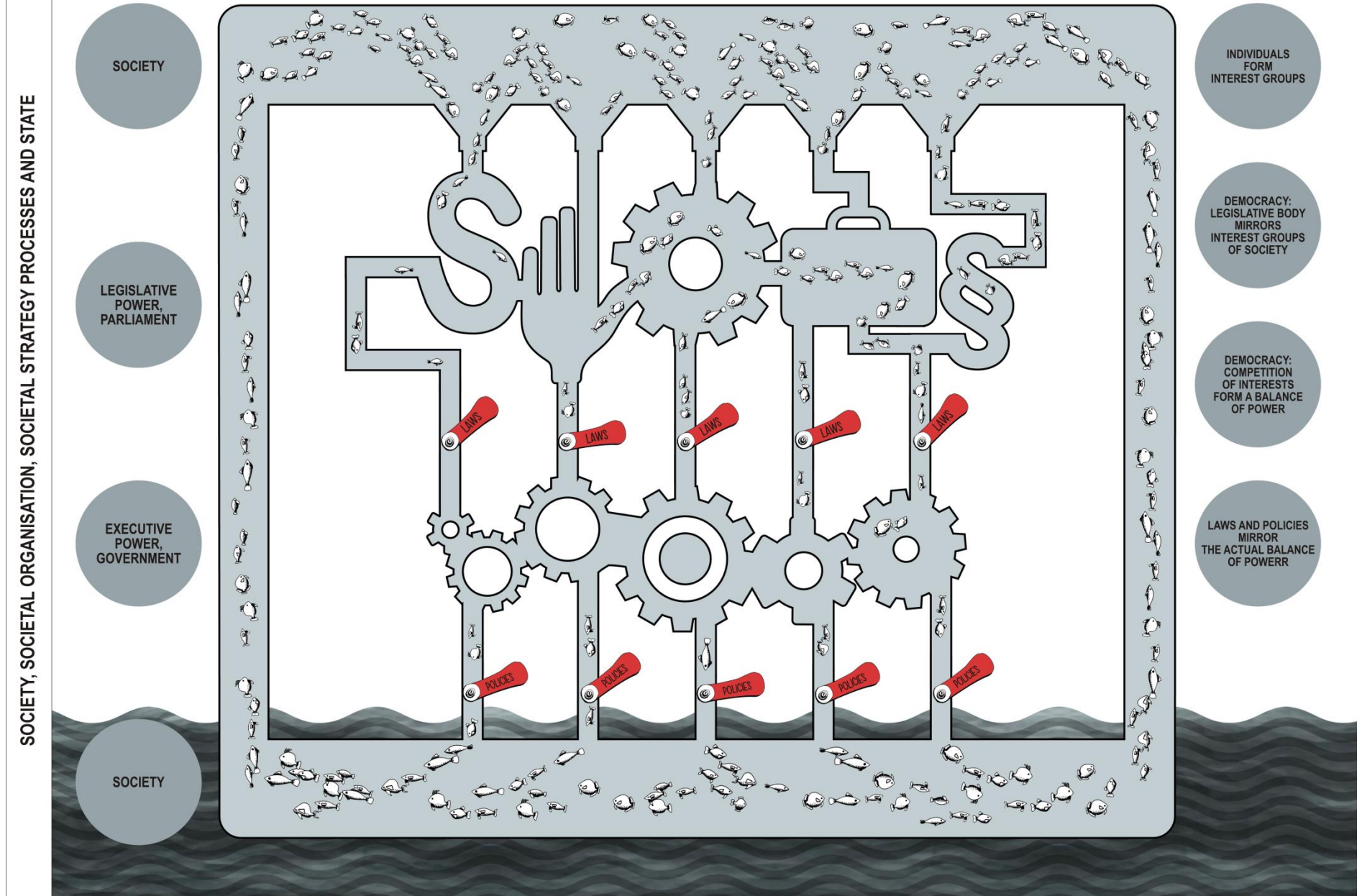
8.   Cultural Strategies: Topics and Issues

A comparison of cultural strategies of European Union Member States shows that there is no one-size-fits-all model and no common formula. Strategy documents differ in function as in the extent to which they go into details. In some cases they take the form of principles or guidelines, in other cases they include detailed lists that reach from defining priority activities to outlining action plans.

The content of cultural strategies depends largely on the chosen scope and function of the strategy document. Is the role of culture addressed in a wider sense or shall the strategy deal with the culture sector in a narrow sense. Hence, cultural strategy documents can look at culture as follows:

- The development of culture as a sector of society that includes arts, culture and cultural heritage.

- The role culture and creativity in relation to the wider society, including its contribution to the development of youth, education, science, economy, regional and local development, environment, and so on.

Who runs the strategy elaboration process decides which of the two approaches is appropriate for the strategy document. The narrow approach is chosen to give orientation to the development of the culture sector as such, for which ministries of culture or cultural departments are responsible for creating favourable conditions. The wide approach intends to mainstream the role of culture within society at large and requires more cooperation and coordination between different stakeholder groups as well as government bodies. It is therefore usually used for the elaboration of documents that in the end are to be adopted at high level, be it a government or a parliament, in the case of authorities, be it a national congress on culture for strategy processes that are driven by civil society (strategy elaboration not being an exclusive privilege of authorities).

Strategies for Culture as a Sector

The chapter "*The Distinction between Strategy and Policy Documents*" (page 16) explains how strategy documents in principle are not identical with policy documents. Forgetting for a moment the distinction between strategies and policies, the UNESCO 2005 Convention defines cultural policies and measures as "*policies and measures relating to culture, whether at the local, national, regional or international level that are either focused on culture as such or are designed to have a direct effect on cultural expressions of individuals, groups or societies, including on the creation, production, dissemination, distribution of and access to cultural activities, goods and services.*"[8]

What shall be underlined from this definition of the UNESCO 2005 Convention is the explicit call to include the full value chain of cultural activities, goods and services:

Creation	→	*Production*	→	*Dissemination, Distribution*	→	*Access*

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[8] https://en.unesco.org/creativity/node/4436
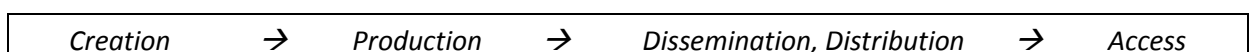
Many strategies of the past and often of the present as well, formulate almost arbitrary eclectic choices, according to which for instance production is supported but not research and development or not distribution. And often, where understanding for the need of distribution can be sensed, there is still the lack of understanding for the fact that audience building has to include measures that contribute to increased access to culture for being complete, comprehensive and sustainable approaches to culture sector development. The most coherent approach is probably one that understands the value chain as a circle that starts and ends with "access to culture", as creativity and innovation depend and are correlated with cultural participation which itself is correlated with access to culture. Prof Pier Luigi Sacco's presented some interesting views on what he calls "Culture 3.0" in a paper[9] produced in 2011 for the OMC Working Group on Cultural and Creative Industries and some findings on measuring effects of cultural production and cultural participation in a presentation[10] in October 2013 to a conference on the notion of growth and jobs through cultural and creative industries that confirm the correlation between innovation and cultural participation.

Access → Creation → Production → Dissemination, Distribution → Access

<u>What belongs to the culture sector?</u>

There are varying understandings of what areas or sub-sectors are considered to belong to the culture sector. More and more a narrow definition of the arts and culture sector is replaced by a broader understanding that includes the Cultural and Creative Industries (CCI) as they are closely interrelated and interacting with the core subs-sectors of culture. Hence, the following sub-sectors may be considered as forming the wider area of the cultural and creative sectors:

- Architecture
- Archives and libraries
- Handicraft
- Audio-visual sector (including film, video games and multimedia)
- Media and broadcasting (television and radio)
- Cultural heritage (including museums and monument protection)
- Design (including fashion)
- Literature and publishing
- Music
- Performing arts (including theatre, dance and circus)
- Visual arts

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[9] Pier Luigi Sacco, Culture 3.0: A new perspective for the EU 214-2020 structural funds programming, April 2011
http://www.eenc.info/wp-content/uploads/2011/07/pl-sacco_culture-3-0_CCIs-Local-and-Regional-Development_final.pdf
[10] Pier Luigi Sacco, Culture 3.0: The impact of culture on social and economic development, & how to measure it, Brussels, 24 October 2013.
https://ec.europa.eu/jrc/sites/default/files/events/20131024-cci/20131024-cci-sacco.pdf

Strategies addressing the wider role of culture for society's development

Before dealing with the above described matters of "culture sector development", a strategy that intends to guide the role of culture for a sustainable human, social and economic development of a society, will address topics like the ones that follow below, where some topics can be found that also appear under the focussed culture sector approach (for instance "access to culture" under a broader perspective):

- Cultural diversity and diversity of cultural expressions and *human rights* (including protection and promotion of languages);

- Cultural *education* (both access to culture for children and young people and also higher education in culture);

- Mainstreaming culture in other policy areas (crossovers/spill overs), including *sustainable development; social innovation; youth; education; environment; spatial, local and regional development: economy and innovation, tourism, country branding, cultural diplomacy*, etc.;

- Access to culture and cultural participation (*youth, disadvantaged groups, remote areas*, equal access, etc.);

- Culture and urban regeneration and quality of the living environment;

- Cultural and creative industries (mappings, awareness, entrepreneurship in culture, innovation and technology, creative incubators, capacity building, etc.);

- Intellectual property rights and regulation/deregulation of business models in the digital world;

- Access to finance and diversity of funding sources (private funding, European funding, cross-border funding, credit schemes, vouchers, investors, tax related schemes, etc.);

- Digital culture (digitalization of cultural heritage, new technologies in culture);

- Cultural and creative exports and internationalization, cultural diplomacy;

- Good cultural governance (transparency, rule of law, participation, accountability, pluralism, equity (fairness), etc.).

Strategic Choices position a Cultural Strategy

Designing a strategy, defining its objectives always means taking decisions by making choices. François Matarasso and Charles Landry have identified the key strategic choices for cultural strategy and policy formulation in their publication '*Balancing Act: Twenty-One Strategic Dilemmas in Cultural Policy*'.[11] These dilemmas are instrumental for a sound understanding of choices that contemporary cultural policy processes need to make. In our understanding, the 'policy dilemmas' in this publication do apply to both, strategies as well as policies, depending on topics, issues and context. Furthermore, analysing the dilemmas, it becomes clear that, depending on the choice, a more "sector-related" or a more "society-related" strategy or policy will result. In this sense, it is advisable,

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[11] Balancing Act: Twenty-One Strategic Dilemmas in Cultural Policy, Matarasso and Landry, CoE 1999
https://book.coe.int/eur/en/cultural-policies/1674-balancing-act-21-strategic-dilemmas-in-cultural-policy-policy-notes-no-4.html

to use the tool of the dilemma discussion early in the process, such as to help to decide on the general orientation of the process.

The dilemmas are divided into five main categories:

<u>Framework dilemmas</u>

1. Culture as the arts or Culture as a way of life (How wide ranging should a cultural strategy be?)
2. Cultural democracy or Democratisation of culture (What is the political conception of a cultural strategy?)
3. Culture as a self-justifying value or Culture as development (How developmental should cultural strategy or policy be?)
4. Art as a public good or Art as a conditional activity (How neutral is art conceived to be?)

<u>Implementation dilemmas</u>

5. Consultation or Active participation (How should cultural strategy or policy be determined?)
6. Direct control or Insulation from the political process (How should cultural funding be distributed?)
7. Public or Private (What is the right balance between public intervention in the cultural sector and private sector activity?)
8. Prestige or Community (Where should the state prioritise its cultural resources?)
9. National or International (How much should cultural policy concern itself with national or international culture?)

<u>Social development dilemmas</u>

10. Communities or Community (How should cultural strategies or policies respond to the expression of minority identities?)
11. Cultural diversity or Monoculture (To what extent should a cultural strategy or policy actively promote cultural diversity?)
12. Heritage or Contemporary (How much should a cultural strategy or policy prioritise heritage resources or contemporary experimentation and creation?)
13. Visitors or Residents (Who should be the focus target group of a cultural strategy or policy?)
14. External image or Internal reality (How much should culture be presented for internal or external consumption?)

<u>Economic development dilemmas</u>

15. Subsidy or Investment (On what legal basis should public funding of culture be provided?)
16. Consumption or Production (Which offers best leverage to the state to strengthen culture and its role: production or consumption?)

<u>Management dilemmas</u>

17. Centralisation or Decentralisation (Where should decisions about implementation of a cultural strategy or policy lie?)
18. Direct provision or Contracting-out (How should cultural services be delivered?)

19. The Arts or the Artist (Should a cultural strategy more promote the individual artist or the outcome of their work, the arts?)
20. Infrastructure or Activity (How should financial resources be split between investing in facilities and funding activities)
21. Artists or Managers (How should financial resources be split between supporting directly artists or rather effectively managed activities of curators, cultural entrepreneurs and multipliers.

For additional reference it is useful to compare cultural policy and strategy developments in other European countries. The Council of Europe and ERICarts initiated a web-based '*Compendium of Cultural Policies and Trends in Europe*'[12], which gives a good overview and comparative information on cultural policies and funding in all European countries.

Core issues to be considered in the context of cultural strategies

Depending on the objectives defined by a cultural strategy, the following core issues will have to be addressed within the strategy or when it comes to cultural policies that shall describe the measures and the means to achieve the objectives of the strategy. They include, *inter alia*:

- Legal framework, both cultural specific and general laws and regulations;

- Relationship between national, regional, local as well as public and private domains of culture.

- Balance between funding cultural content and investing into cultural infrastructure;

- Cultural funding mechanisms and financing principles;

- Balance between institutional cultural policy (funding cultural institutions) and role of non-governmental organisations;

- Salaries and social security/social guarantees for cultural professionals.

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[12] http://www.culturalpolicies.net/

Annex: Problem-Objective Tree Case Study

Problem-Objective Tree Case Study

**Strengthening the Audio-Visual Sector
of the South-Caucasus**

A participatory planning process, Tbilisi, spring 2005

Workshop Facilitator and Author of the Report: Christoph Spurk

The case study is taken from

**the project AVANTI, implemented by FOCAL, Lausanne,
financed by Swiss Development Cooperation SDC**

1. Processes and Methodology

In the course of preparing the next phase of the AVANTI programme, 21 stakeholders of the film sector of the three South Caucasian countries, 7 from each country were gathered in a planning workshop that had the objective to lay the programming grounds for that next phase, which involved the creation of a regional NGO. The planning workshop used a participatory method. The participants were encouraged to follow the steps of planning with Logical Framework. They jointly conducted a problems and objectives analysis for the three countries, took a common decision on the project's strategy including the relative importance of various means, and then agreed on expected results, indicators and activity lines.

2. Results

The workshop achieved major progress in elaborating the Logical Framework and an agreement to finalize the missing points.

a. On the base of three national problem analyses a **common regional problem analysis** has been elaborated (table 6), as the national problem analyses have demonstrated that all three countries share a lot of the same problems. This analysis discovered as

Main problem: **"film industry almost in destruction and film market very weak"**
Main Causes:

- **Legal situation**
- **Weak promotion**
- **Weak distribution**
- **Technical equipment not available**
- **Policy and public funding ineffective**
- **Low quality of films**
- **Common spirit of film community hardly organized**
- **Ignorance of filmmakers to domestic markets**
- **Poor economy**

Main effects:

- **Low interest of international market**
- **National and regional cultural identity low**
- **Audience difficult to reach**
- **Unemployment among film professionals**

b. On the base of a common objective analysis (tables 7-8) a **project's strategy** has been chosen, defining goal, objectives and areas of action for the AVANTI phase 4.

Thus, the **project goal** is:

- **National and regional Film production and market established**

The project's **four objectives** were formulated preliminary as:
- **Lobbying on legal/policy/finances issues in film sector is enhanced**
- **National/regional promotion and distribution are strengthened**
- **Quality of film equipment and skills of filmmakers are improved**
- **Common fighting spirit to form a coherent film community is well-organized**

c. The **relative importance** of these objectives and of the activities that result from them have been clarified.

The workshop achieved a special clarification on the importance of providing equipment. The plenary of all participants decided that the expenses for technical equipment must be limited to an extent that additional activities (Lobbying, promotion etc.) can still be conducted. Before determining concrete figures the plenary of all participants decided to first elaborate different activity lines and then to see, whether such a limitation is necessary.

d. **Expected results, indicators and activities** have been proposed (tables 10-12). A priority list for activities has been jointly agreed upon (table 13) that covers all four objectives.

e. For the **major missing points** for the elaboration of the Logical Framework, i.e.

- Some goals need minor re-formulation
- Some expected results need clarification
- Most of indicators have still to be formulated
- Sources of verification have still to be defined
- Assumptions have still to be defined
- Activities have to be formulated much more in detail, as some activities so far proposed were sometimes not very realistic (Can the association really execute the activities?)
- Based on the activities a budget has to be elaborated
- the **organizational set-up** of the regional/national association is still to be decided

The workshop participants agreed on a complete **tasks list and time frame** to complete all missing points. To do so, it was agreed upon **prolonging the preparation phase** until March 2005 by when the project document should be ready. The final Logframe would be the topic of an additional workshop.

Table 1: Milestones for revised preparation phase

Steps	Time	Control by
Detailed papers on activities (Proposal)	10. January 2005	Steering Group (SG)
Distribution, exchange of papers	15. January	Steering Group (SG
Making comments and corrections	5th of February	Steering Group (SG
Re-drafts ready	15th February	Steering Group (SG
Workshop Tbilisi	5th March	Steering Group (SG
Project Document ready	20th March	Steering Group (SG

3. The Planning Process

3.1 The Planning Workshop

The workshop was conducted along to the following timetable

Table 2: Realized timetable

Day	Tasks
Fri, 3. 12. 2004	Preparation with translators, assistants
Sat, 4. 12. 2004	▪ Introduction into Planning with Logframe ▪ Presentation of 3 national problem analyses ▪ Structuring of problem analysis (causes and effects)
Sun, 5. 12. 2004	▪ Elaboration of common problem analysis for the region ▪ Elaboration of common objectives analysis (working groups) ▪ Strategic decision on means/activity lines the Regional Scheme wants to work on
Mon, 6. 12. 2004	▪ Presentation results of study on sound ▪ Presentation of options for associations ▪ Defining expected results, indicators and activities (3 working groups) ▪ Re-orientation of objectives and results
Tue, 7. 12. 2004	▪ Continuation of working groups on results, indicators and activities (3 working groups) ▪ Presentation and discussion of working group results
Wed, 8. 12. 2004	▪ Input SDC: Options for working directly with local organizations ▪ Priority setting on activity lines (voting exercise) ▪ Decision on longer preparation phase ▪ Elaboration of tasks list in preparation phase ▪ Decision on who does what in extended preparation phase (incl. Time table)
Thu, 9.12. 2004	Debriefing of SDC, Steering committee

3.2 Results in Detail

3.2.1 Problem analysis of the situation of film sector in each country

After some clarifications on important Logframe terms in Russian language ("objective" is "zadadscha" and "goal" is "zeli") the speakers of the delegations presented on day 1 the problem and stakeholders part of the documents that were prepared by each delegation for this workshop. Each presentation was shortly documented on cards and visualized on wallpaper.

The problems were then structured into causes-effects-chains by plenary discussion. One major result of this exercise was to see the problems in the three countries were very similar (see tables 3 to 5).

Table 3: Problem Analysis Georgia 2004

Effects II	Low interest by international market						
Effects I	International distribution is weak	Promotion international market is weak	Video and TV piracy	Unemployment; Lost know-how			
Central problem		**Film industry almost in destruction**	**Weak film market**				
Causes I	National distribution weak	Promotion in Georgia is weak	Incomplete Film policy by State	Ignorance of domestic film market by filmmakers	low level of organization of common spirit	Technical equipment insufficient	Low attractiveness for film investors
Causes II	Very few cinemas/theatres exist		Weak law enforcement				Poor economy

Table 4: Problem Analysis Azerbaijan 2004

Effects II							
Effects I	No critics of film		Low level of professional education	Professionals leaving country	Only 1 cinema in Baku	Low interest of audience to existing film	
Central problem		**Caucasus cinema in crisis/decay**	**Film market weak**				
Causes I	Passive stakeholders	No support to filmmakers	Public funding ineffective	Absence of independent funding	No access to modern equipment	Audience difficult to reach	Insufficient legal situation (no law on piracy screening)
	Lack of interest of TV channels in national films		Film-financing in-transparent			TV is attractive (cheap, piracy)	
						High costs for visiting cinema	
Causes II			Corruption (misuse of funds				

Table 5: Problem Analysis Armenia 2004

Effects II				
Effects I			Only 2 cinemas (= 3 screens)	
Central problem			**Poor film market**	
Causes I	Political influence on TV channels	No "civilized" market on DVD, Videos	Lack of state finances to independent filmmakers	Technical base outdated (low importance of cause)	Legislation is not working
		High piracy on TV	Corruption: subsidies to old generation		Legislation favours Armenian film not enough

3.2.2 Elaboration of common problem analysis

Based on the three national problem analyses the workshop elaborated a common problem analysis (table 6) of the three countries as the delegations agreed that the main causes are valid in all countries. Exceptions are rare, but do exist, like the situation in the media sector (TV) which is very much politicized in Armenia and Azerbaijan, but less in Georgia).

The common problem analysis was completed by formulating additional effects of the "weak film production and market" as the strong influence of foreign films and consequently the low level of cultural identity in the South Caucasus. Participants stressed the positive role of film for supporting culture and cultural identity in all three countries.

3.2.3 Elaboration of common objective analysis

Therefore it was omitted elaborating any national objective analysis, and decided to continue directly in elaborating a common objective analysis, as a means-ends-chain (table 7).

3.2.4 Decision on project's strategy

After completion of the common objective analysis the plenary discussed the different means for achieving the central objective and their relative importance. One mean ("recovery of economy") was deleted, as it doesn't belong to the scope of the project. The other segments of means (see table 7) were clustered into four potential areas of action: These were:
  ▪ Lobbying for Legal/Policy/Finances issues
  ▪ Marketing (Promotion/Distribution)
  ▪ Production Quality (Equipment/Skills)
  ▪ Spirit Organization

3.2.5 Decision about importance of these areas of action

It was decided by the plenary that each of these areas should play a role and that none of them should be neglected by the project. This was clearly stated, as the presentation of the results of the study on sound (recommending buying equipment that would cost almost 70% of the overall budget) raised a discussion on the importance of providing equipment. The plenary decided that the expenses for technical equipment must be limited, in order to make additional activities (Lobbying, promotion etc.) feasible. Before determining concrete figures the plenary decided to first elaborate different activity lines and their costs and then take a decision on a limit for technical equipment, if necessary.

3.2.6 Revision of Goals, objectives and expected results

During the elaboration of results and activities in working groups, it became clear that the common objective so far ("well-developed film industry and market") as well as the means agreed upon, were very ambitious and not in line with the requirements of the project logic ("expected results" which are derived from the means of the objective analysis, have to be guaranteed by the project, whereas to objectives it has only to provide a substantial contribution (table 8). Therefore the previous objective "film market developed" was shifted to the upper level of "goal", and the former "means" became objectives. Thus, the **project goal** is:

- National and regional Film production and market established

The project's **four objectives are**, formulated preliminary as:

- **Lobbying on legal/policy/finances issues in film sector is enhanced**
- **National/regional promotion and distribution are strengthened**
- **Quality of film equipment and skills of filmmakers are improved**
- **Common fighting spirit to form a coherent film community is well-organized**

Table 6: Common Problem Analysis South Caucasus 2004

Effects	International market		Culture		Audience		**Employment**	
	Low attractiveness for film investors		National and regional cultural identity low		Audience difficult to reach		Professionals leaving country	Low level of prof. education
	Low interest by international market	Co-production hardly exists	Identity influenced by foreign films		Low interest of audience to existing films		Unemployment; Lost know how	Video and TV piracy
Effects	International distribution is weak	Promotion on international market is weak			Lack of culture to go to cinema			

Central problem		**Film production almost in destruction**	**Weak film market**	

Causes	**Legal**	**Promotion**	**Distribution**	**Equipment**	**Policy/Finances**	**Quality**	**Spirit**	**Ignorance**
	Weak law enforcement	Promotion in Georgia is weak	National distribution weak	Technical equipment insufficient	Incomplete Film policy by State	Quality of film is low	Common fighting spirit missing (Armenia)	Ignorance of domestic film market by filmmakers
	No law on piracy screening	Education for films is missing	Very few cinemas/theatres exist	No access to modern equipment	Public funding ineffective; lack of funds for independent filmmakers	Professional education is low	Low level of organization of common spirit (Azerb.)	
	Legislation is not working		Lack of distribution channels	Technical base outdated	Corruption: misuse + subsidies to old generation		Stakeholders are passive	
	Political influence on TV channels		No "civilized" market on DVD, videos	Lower importance of problem in Armenia	Low support ot filmmakers (tax exemption, social subsidies			
	Competitive disadvantage in comparison with TV (that is cheap)		High piracy rate					

Table 7: Common Objectives Analysis South Caucasus 2004

Ends	International market		Culture		Audience		Employment
	Favourable investment environment	Well developed Co-production	Solid National and regional cultural identity, internationally recognized		High interest of audience to existing films	Active Audience	Maximally employed film professionals
Ends	Well developed International promotion and distribution				Sufficient attendance to cinema		Attractive labour market

Central objective: National and regional Film production and market established

Means	Legal	Promotion	Distribution	Equipment	Policy/Finances	Quality	Spirit	Ignorance
		Promotion well developed	Established distribution system	Modern Technical equipment available and free access	Well-established Film policy by State	Film quality meeting world standards technically	Well organized community, fighting spirit	Filmmakers are interested in development of of domestic film market
	Low piracy	Well-educated viewer, aware of ongoing film process in the country	High number of cinemas exist	No technical problems	Public funding effective; fair system of funds for independent filmmakers	Highly developed system of professional/students education	Activated Stakeholders	
	Legislation stimulates film industry		Free media (from political pressure + private interest)		Transparent + fair subsidies; Social subsidies + tax exempt			
	Independent TV broadcasting; TV supports films industry		TV/DVD/video " sector adjusted to legal requirements and established and competitive market		Licensed broadcasting on TV channels			

Table 8: Revised Common Objectives Analysis South Caucasus 2004

See explanation under 3.2.6 to understand the step from table 7 to table 8. The fourth objective that is mentioned in 3.2.6 and that is deductible form table 7 has been omitted for this case study presentation simply for space reasons.

	International market		Culture		Audience	
Ends						
Ends II	Favourable investment environment	Well developed International promotion and distribution	Solid National and regional cultural identity, internationally recognized		High interest of audience to existing films	Active Audience; sufficient attendance to cinema
Central objectives	**Lobbying on legal Policy/ Finances issues enhanced**		**National/Regional Promotion Distribution strengthened**		**Equipment Quality improved**	
Means		Well-established Film policy by State	Promotion well developed	Established distribution system	Modern Technical equipment available	Film quality meeting world standards technically
	Low piracy	Public funding effective; fair system of funds for indep. filmmakers	Well-educated viewer, aware of ongoing film process in the country	High number of cinemas exist	Free access to modern equipment	Highly developed system of professional/students education
	Legislation stimulates film industry	Transparent + fair subsidies; Social subsidies + tax exempt		Free media (from political pressure + private interest)	No technical problems	
	Independent TV broadcasting; TV supports films industry	Licensed broadcasting on TV channels		TV/DVD/video " sector adjusted to legal requirements and established competitive market		

3.2.7 Elaboration of expected results, indicators and concrete activities

To elaborate on a more concrete set of expected results and activities three trans-national groups were formed, based on interest and competence. Each of them had to formulate results and activities related to one or two of the chosen objectives. Results were presented to the plenary.

Table 9: Working groups

	Theme	Participants
Group 1	**Production and Quality** (technical equipment and skills)	L, I, A, M
Group 2	**Marketing** (Promotion and Distribution)	D, V, AI, V
Group 3	**Lobbying** (on legal issues, politics) and **spirit** organisation	T, R, F, E, Y, A

Table 10: Working group 1: Production quality

Activities planned, results and indicators

Results (expected)	Indicators
1 direct sound equipment plus 2 sound engineers per country available (R1)	Revenue 40.000 $ per year in the whole region from renting equipment
2 interns per country aware on up-to-date technology of production (R2)	
Regionally branded common package of film projects (R7)	New culture of films projecting (package) regional
All films in the region have opportunity to record direct sound in production (Rx)	A number of films with appropriate technological quality; Half of films using direct sound
Activities	**Figures**
A0: Research on existing equipment and availability of it	
A1: Purchase of direct sound recording equipment	1 unit/country = 3* $ xxx
A2: Training in direct/stereo sound recording in South Caucasus	2 sound recordists/country, 7 days training, 1 Trainer = $ xxx
A3: Internship for sound editors/mixing – practical training in a western country	1 sound editor/country 3 * $ xxx
A4: Internship for DOP – practical training in a western country	1 DOP/country 3 * $ xxx
A5: Workshops + Consultation held by Interns in the countries	2 workshops (1 DOP, 1 sound editing) in each country à 3 days = 6 workshops =$ xxx
A6: Training for Scriptwriters and Producers on Storylines and Project Package	3 Trainings /country 8 participants/country, 7 days = $ xxx
A7: Preparation of Common Package of film projects	Package consists of 15 films $ xxx
A8: Definition of Partners in Co-Production	

Table 11: Working group 2: Marketing (Promotion + Distribution)

Activities planned, results and indicators

Results (expected)	Indicators
Developed promotion and distribution (film sales, renting)	15 trained distributors/Promotors per year Substitution of piracy products by legal up to 20% (from 10%)
Recognisable regional cinema, well-known brand	Product sales on markets/ awards on festivals High number of visits on website High number of readers of the magazine
Well-informed spectator	100 screenings per country, 10.000 viewers per country
Activities	**Figures**
Attending film festivals	5 festivals per year, 1-3 persons attending
Attending film markets	5 times/year; 1 person
Free screening and broadcasting of regional production (cinemas, theatres, TV)	Festival: 1 time/year TV: 2 times/year
Creating Mobile cinema for screening in regions	1 mobile cinema per country mobile cinema stays on one place for 5 months
Market Research data collection, forming data base	2 Reports per year from each country
Training for distributors and promoters	3 Trainings per year on regional level
PR-campaign against piracy	6 actions or events per year
Launching a website of the organisation	
Launching a magazine on cinema	2 issues per year

Table 12: Working group 3: Lobbying (on Legal, Politics, Finances)

Activities planned, results and indicators

Results (expected)	Indicators
Full package of legal initiatives supporting film sector in the region; ready to be presented in front of relevant authorities	Package distributed to all relevant authorities; Feedback from different individuals via relevant virtual forum
Dialogue within the members of the film community on national and regional level	Active Networking within the community (number of common meetings) Participation of well established directors and newcomers
	Concrete number of concepts proposed for public advertising
Activities	**Figures**
Regional Programme of "Legal Round Tables"	6 meetings: 1 opening session on regional level 4 sessions on national level 1 closing session on regional level
Complex Programme Caucasus Line with defined	Elaboration of 1 programme, 1logo (regional)

Logo and underlining idea to revive the film sector	and 1 slogan;
Competition on Public Social Advertisements	3 best will be chosen
Competition for best scripts supporting the idea: Well-established directors open competition for best scripts from newcomers (working together in teams)	3x 30 people developing spot films 3-5 minutes = $ xxx in 3 years
Regional Festival of Films (spots) developed under the Programme	3 x 40 people in second year

3.2.8 Setting priorities on activity lines

The list of possible activities (as proposed by the working groups) was prioritized by plenary discussion and a "voting exercise". Each member of the Task Force had 10 points (votes) to be attributed to the activities and thus drawing a first priority list. Individually, up to 3 votes could be attributed to one activity.

Before voting some activity lines were grouped in order to make better comparable in size (like "Internships of sound editing", Internships for DOPs, and Workshop with Interns" were grouped into one activity line, as well as "Competition of Social Advertisements" and "Competition for script development for shorts/spots"; see voting results, table 13).

Additionally it was decided to remove "designing logo and name" from the activity list to be chosen from, as this an obvious activity that belongs to the "setting up of an organisation". Later on also the activity "website creation" was seen as obvious for any kind of organisation. So the website needs anyhow to be established, despite its low rank in voting.

The priorities from this vote were:

Table 13: Priority list of activity lines

Number of Votes	Activity line
14	Purchase of direct-sound equipment
13	Market research
12	Attending film markets
"	Free of charge screenings of regional films
"	Training for Promoters and Distributors
"	Training for direct sound
"	Internships for sound editing / DOP and workshops with interns
"	Training for Scriptwriters and Producers
"	Common Project Package
11	Legal Package (plus Roundtables)
9	Competition on Social Advertisements and Script development (spots)
5	Festival of Shorts/Spots

4	Attending film festivals
"	Magazine on Cinema
3	Research/Networking Co-Producers
2	Website
0	Mobile Cinema
"	Research on Equipment
"	PR-campaign against piracy

The plenary decided to conduct all activities with 9 votes or more. When these activities are known in detail it can be decided if the budget is enough to conduct them.

3.2.9 Decision for Longer Preparation Phase

As it was foreseeable on the last day that roughly 50-60% of the Logframe could be finalized during the workshop the plenary decided to prolong the preparation phase, by at least 3 months, until March 2005. Until January 2005 the Task Force members should formulate the details of the chosen activity lines individually. This information would then be collected by a steering group for this preparation process, sent for comments to other Task Force members, and then be re-drafted and agreed upon. The information would then be transferred to the final workshop for elaborating Logframe, budget and Project Document, which was foreseen to be done in an additional workshop at the beginning of March 2005. Missing points like re-formulating gaols, results and indicators should also be done in this longer preparation phase.

Procedures

The plenary agreed on procedures to elaborate the missing elements, on a list of concrete tasks to do and a timetable until the final project document is achieved.

In the **first step** the Task Force members had to elaborate individual papers on the priority activity lines with all details regarding the planned activities.

The papers had to contain:
- Reasons for the planned activities (related to problems, objectives)
- Description of the planned activities (including number of events, training, seminars etc.)
- Timing (When? At least in year1, year 2 and year3)
- Resources needed (staff requirements, amount of funds)

The information on timing and resources are needed to elaborate later
- the working plan (at least for year 1) and
- the final budget

This paper was still a proposal. It was then sent in the foreseen time to the steering group of the preparation period. Members of the steering group were:

- T, F, A *(anonymised report, the letters stand for the name of the persons in charge)*

The **second step** consisted of the re-drafting: the steering group sent the original proposals to other members of the Task Force or to outside experts. The steering group decided whom to involve. These

members gave their comments and corrections. On the base of these results the proposals were re-drafted by the person in charge. These re-drafted papers were the base of the final workshop on Logframe. The workshop attributed the tasks such as:

Table 14: List of Tasks for Preparation phase

Tasks – Papers on	Who?	Until
Purchase of equipment direct sound + Training on direct sound	L	10.1
Market Research	V	10.1.
Attending film markets	A	10.1
Free of charge screenings of regional films	R	24.12.
Training for Promoters and Distributors	D	10.1.
Internship sound / DOP	A	
Training scriptwriters/Producers	V	10.1
Common Project Package	I	10.1
Logo + Website + Name of Organisation	M	20.1
Legal Package	E	10.1.
Competition Social Advertisements	Y	09.1.
Organisation (Legal, timing, Working Structure)	A	10.1
Budget / working plan 2005)	SG	March 2005
Additional tasks	Decision of SG	