



# Europeana Foundation's Response to Europeana Evaluation Roadmap

The following are Europeana Foundation's responses to each section of the [Europeana Evaluation Roadmap](#).

## Overall comments on the Evaluation Roadmap

In general the following should be taken into account:

- Strategy and Business Plan 2017, validated by the Europeana Foundation Board (EF) and the Europeana Network Association (ENA) and discussed with MS should be included in the evaluation.
- The user groups should be separated from the professional community - see the market focus of Europeana.
- There is a need for diverse expertise in the composition of the evaluators.
- Recognition of the changes in Governance that have already taken place in 2015 and 2016.
- The use of "current" is not defined in the proposal, suggest 1 January 2017.
- What is meant by sustainability needs to be carefully outlined, there is a big difference between financial sustainability or how project results are made sustainable.

## A. Purpose

*"To assess Europeana in terms of its effectiveness, efficiency, relevance, coherence, and EU added value. The results will be used to inform orientations for Europeana's future development."*

EF agrees with and understands the purpose of the Evaluation, but requests that the evaluators look forward rather than back. So much has changed during the last ten years that looking back with today's eyes is fantastic hindsight but creates an untrue evaluation of the effectiveness given the environmental conditions.



## B. Content & subject of the evaluation

### B.1 Subject area

*“Launched in November 2008 as “The European Digital Library,” aiming to make Europe’s cultural heritage accessible to all, through a single access point. Its creation was initiated by a letter from six heads of state and government in 2005. Since then the following policy, coordination and funding initiatives by the Commission have framed the development of Europeana:*

- Commission’s strategy for digitisation, online accessibility and digital preservation to make Europe’s cultural, audio-visual and scientific heritage accessible, easy and interesting to use online;*
- Commission’s recommendations of August 2006 and October 2011+ call for concerted action by MS to digitise and preserve their cultural heritage, to make it available online, to encourage their cultural institutions to make their digitised material available through Europeana;*
- MSEG on digitisation and digital preservation assists the Commission in monitoring progress with implementation of recommendation including national actions contributing to the further development of Europeana;*
- Consecutive funding programmes since 2007 to date has supported both the central coordination and the European integration of national efforts to make digital cultural material accessible through Europeana including standardisation, interoperability and targeted digitisation.*

*In the current MFF, Europeana is recognised as a well established DSI with priority for funding under the CEF.*

*Today Europeana is Europe’s digital platform for cultural heritage. It currently provides access to over 53 million items incl. Image, text, sound, video and 3D material from the collections of over 3700 libraries, archives, museums, galleries and audio-visual collection across Europe.*

*Europeana ingests metadata while the objects which are made accessible continue to be held by the contributing institutions.*

*Europeana Network of cultural heritage, creative and technology professionals exchange and promote best practice on digitisation and metadata standardisation and simulate capacity building in the cultural heritage community.”*

### **Suggested changes:**

(penultimate paragraph: Europeana ingests metadata....).

Europeana ingests metadata, while, in the main, the objects which are made accessible, continue to be held by the contributing institutions. Increasingly to address user and technological demands Europeana holds more of the content. This includes the caching of



thumbnails and holding the full-text of 1.9 million newspapers from 16 European countries and the user generated content Europeana 1914-1918 material from the family collection days.

## B.2 Original objectives of the intervention

*“Europeana’s objectives have evolved over time, responding to the varying needs of its stakeholders.*

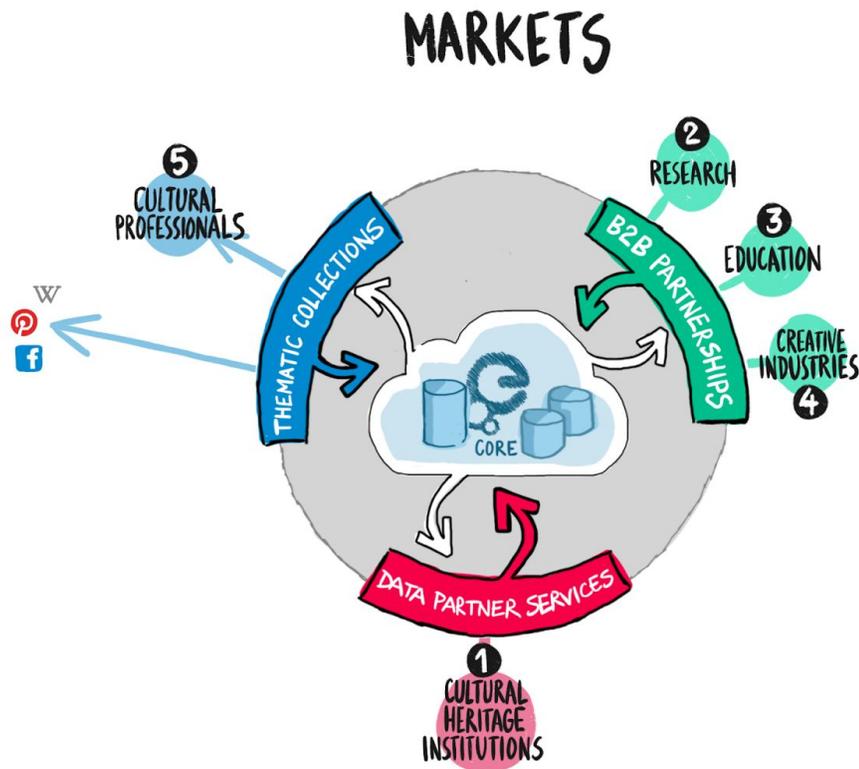
*As per strategy 2020 - we transform the world with culture - Europeana offers services for three different user groups: end users, data partners and professionals and for creative reuse.*

*Europeana promotes standardisation and best practice on digitisation for cultural heritage. Europeana contributes to preserving and fostering Europeana culture in the digital age and involves all EU MS.”*

### **Suggested changes:**

Europeana’s objectives have evolved over time, responding to the varying needs of its stakeholders. The most recent Europeana Strategy 2020, agreed in 2014, was critiqued by Member States in Council Conclusions, adopted in May 31, 2016. These conclusions largely affirmed the strategy of Europeana, but called for several improvements and indicate that more clarity is needed on what a “multi-sided platform” is and its execution (in particular the role of a “portal”). This led directly to a refinement of strategy which has been agreed by a majority of the stakeholders: Commission, MS (through the MSEG), the National Platforms and Domain Aggregators (and through them the cultural heritage institutions), the Europeana Foundation Board and the Europeana Network Association. The core of the resulting position can be summarised as follows:

Europeana Strategy 2020, which positions Europeana as a multi-sided platform to facilitate interaction between the CHI and the user, is still largely valid. But a shift in emphasis is needed to make the execution more effective. This led to two game changers: to make it much easier to bring the material in to Europeana and to modernise the reach out to users, while clarifying the respective roles of Europeana, the MS and Cultural Heritage Institutions and a focus on delivering services to five markets. 1. Cultural Heritage Institutions and Professionals, 2. Research (Academic, with emphasis on Digital Humanities), 3. Education (formal and life-long learning), 4. Creative Industries (app developers, publishers, media companies), 5. Culture professionals. In addition it reaches the European Citizen by placing CH in places they frequent, and through Europe wide thematic campaigns.



### B.3 How the objectives were to be achieved

*“Europeana offers the following services to its three target audiences:*

- *Data Partner services include the infrastructure that enables cultural heritage institutions to deliver and ingest their data to the platform, as well as the European Professional site with information for cultural institutions and cultural professionals.*
- *End user services include the main portal Europeana Collections with enhanced features such as Thematic Collections and Exhibitions as well as reaching end users through external platforms such as Wikipedia, Facebook, Pinterest.*
- *Re-user services where the material is made available for professional reuse, through APIs and dedicated sites: Europeana Labs for creative community, and Europeana Research for the research community, Europeana has been exploring re-use of collections in education, research, tourism and creative industries, through collaboration with partners such as Wikipedia, Apple and Google.*

*Europeana’s annual business plans set major priorities for each year.*

*Europeana is steered by the Europeana Foundation established under Dutch law. Its governing board meets four times per year to set strategy and policy.*



*Europeana is supported by the Europeana Network Association which gathers cultural heritage, creative and technology professionals who support the day-to-day activities of Europeana and advises on its strategy.”*

## **Suggested changes:**

Europeana offers the following services to its five target markets of cultural heritage institutions, research, education, creative industries and the end user:

**Data Partner Services** for cultural heritage institutions include the infrastructures for ingestion, as well as expertise on multilingualism, data and enrichment; standardisation and interoperability via the data modelling and licensing frameworks; quality improvement frameworks, peer training and work on standards such as IIF or best practice in data sharing. This is all accessible via Europeana Professional.

**B2B Services** for three markets of research, education and the creative industries.

- a. Research services for academic research networks, particularly Digital Humanities Researchers, includes provision of the database of European cultural heritage material, full text newspapers and linked open data sets as downloads or API's. Dedicated website of Europeana Research
- b. Education services for formal (via Education networks and Ministries) and informal learning (moocs and online universities). Includes specific API's for educational software and systems providers and data sets for educational publishers and educators. Currently accessible via Europeana Labs
- c. Creative Industries are provided with co-creation and crowdfunding services alongside seed money from challenges, and support from a network of physical labs plus API access to the data in Europeana Collections. Currently accessible via Europeana Labs.

**User services** for two types of audience, the Culture Professional and the Casual User, based on Europeana Collections - europeana.eu

- a. Culture Professionals are serviced by the thematic collections of art, music, fashion etc and the full Europeana Collections. These people use cultural heritage as part of their jobs from journalism to tourism. EF provides (free, paid by DSI) platform and functionality (under the core service), including access to data and tools which enable reuse of content of Cultural Heritage Institutions. Partners curate and market the service to end users, acquiring additional metadata and content from relevant cultural heritage institutions.
- b. Casual Users interested in infotainment also use the highly curated aspects of thematic collections, such as exhibitions or storymaps but are mainly reached via places they already frequent such as wikipedia, facebook, pinterest.



In addition large scale thematic campaigns such as Art 280 and Europeana 1914-1918 are conducted to engage the European citizen directly with their cultural heritage.

Europeana's annual business plans set major priorities for each year against strategy. The published Europeana Strategy 2020, has been refined as a result of Council Conclusions of May 2016. The refinement will be published early February 2017, alongside the 2017 Business Plan.

Europeana is steered by the Europeana Foundation established under Dutch law. Its governing board meets four times per year to set strategy and policy.

## C. Scope of the evaluation

### C.1 Topics covered

*“Considering Europeana has been in operation for eight years, the scope of evaluation will cover both the underlying concept and value of Europeana as a European cultural and digital innovation project as well as in depth review of the adequacy and viability of the services provided by Europeana as a DSI under CEF. The evaluation will be based on the five mandatory criteria of the Better Regulation Guidelines (effectiveness, efficiency, relevance, coherence, EU added value).*

*In particular the evaluation will examine the following aspects of Europeana in detail:*

- *Europeana's capacity as a catalyst for innovation for cultural heritage in a digital environment*
- *Core platform services for the data partners, end users, reusers*
- *Data and functionality offered*
- *Technical infrastructure*
- *Europeana professional network and ecosystem*
- *Legal form, governance structure and management*
- *Platform sustainability*

*The evaluation, as well as assessment of possible options for the future development of Europeana, will be conducted with the assistance of a panel of 3-4 outside experts from different fields of relevant expertise including a panel rapporteur who will draft the report.*

*The expert panel will be supported by a contractor who will help refine the evaluation questions and methodology and will gather and analyse convincing data to underpin the evaluation and the scoping of orientations for possible future value positions and services.”*

### **Suggested changes:**



- a. Europeana's capacity as a catalyst for innovation for cultural heritage in a digital environment, should include assessment of the ability to lead sectoral change in best practice such as making metadata open and conforming to the same model, development of standardised rights statements, creation and implementation of publishing and impact frameworks.
- b. Core platform services for data partners, end users and reusers should be assessed against known user demand and research.
- c. Data and Functionality offered should also be assessed in the light of the EC's own work programme (large number of disconnected projects delivering quantity and not quality, with an overall emphasis on quantity) and the work that has been done by Europeana to manage this and still deliver its plans.
- d. Legal form and Governance should take on board the work of the task force on governance (which included the major pan European associations of content holders, such as CENL, LIBER, ICOM Europe and Euroclio to represent educational usage) that led to a new formation of the Europeana Foundation Board, adopted in June 2015 and adjusted in June 2016 to take into account MS recommendations in Council Conclusions of May 2016. It should also look at what changes might be required under a procurement funding model.
- e. Platform sustainability should be understood, in the light of Council Conclusions, known funding mechanisms and past work on market failure, and that Europeana does not own the data so cannot make money from it.

### **Additional suggested changes:**

Three additional areas are suggested for inclusion in the scope:

- f. Funding between 2006 and 2012 was fairly generous to the sector but not always very coordinated, leading to some projects where the results could not be incorporated into the Europeana platform. Procurement helps coordination but hands over control of the outcomes to the European Commission at the expense of the MS and Cultural Heritage Institutions who have the knowledge and insight of what needs to be achieved. The participation of MS through continued digitisation and funding of national platforms that work with Europeana is not sufficiently acknowledged. Some investigation and evaluation on most effective funding mechanisms to run a core service platform on cultural heritage for Europe and prevent market failure would be beneficial.
- g. Europeana has a wide and multidimensional stakeholder base, some assessment of the positive and negatives of such a base should be evaluated.
- h. Aggregation infrastructure. The funding mechanism and the need for scalability created the current aggregation infrastructure. This is a hybrid of domain and national aggregation. It has the positive benefit of there being only a couple of hundred direct partners to Europeana doing the work to bring in 3700 institutions and their content. But there are also several negatives with this structure, particularly in the light of new technologies and the coming of age of linked data. Leading to duplication of effort and



lack of direct motivation for the Cultural Heritage organisations of whom many follow a publish and forget model with regards to Europeana, particularly those that were originally had their contributions funded by a EU projec. The national aggregators are better equipped to survive and link to Europeana - but not every country has one. A good example of a structure that would not exist but for Europeana is the German Digital Library (DDB) which was founded with direct links to Europeana. The federal states of Germany agreed that the DDB should be the national contribution to Europeana . Leading to this also being seen as the financial contribution to Europeana. Germany has spent lots of money and time (since 2011 ca. 33 mio EUR only for DDB, not to mention the huge efforts on digitization by the federal states), bringing the German cultural heritage to the European one, so in Europeana. In doing so, the DDB itself created a complex aggregation system with mostly domain and thematic aggregation partners on a national level.

Suggested scope rewording and additions:

- a. Europeana's capacity as a catalyst for innovation and standardisation for cultural heritage in a digital environment, including assessment of the ability to lead sectoral change in best practice and web competitiveness.
- b. Core platform services for data partners, end users and reusers against known demand and research.
- c. Data and functionality given mechanisms deployed (ICT-PSP-CIP etc) to bring data in.
- d. Legal form and Governance with reference to past change resulting from consensus with sector and MS and future needs under Procurement.
- e. Platform sustainability given Council Conclusions and the available or previously tried funding possibilities and mechanisms.

*additions:*

- f. Funding model evaluation past and future and participation of MS in sustaining Europeana (both inkind and cash)
- g. Europeana professional network and ecosystem, stakeholder roles, benefits and weaknesses (MS, Commission, CHI's, Users, ENA etc)
- h. Aggregation infrastructure, domain, national, regional role in contributing data to Europeana.

## C.2 Questions/Issues to be examined

*"The evaluation will assess the effectiveness, efficiency, relevance, coherence, and EU added value of Europeana in relation to its current situation. Evaluation questions will include:*

Relevance



- *To what extent is the concept of Europeana relevant to the needs of the EU? Are Europeana's outputs and results relevant to EU priorities in particular the flowering of cultures of the MS and the digital single market?*
- *Are Europeana's services relevant to the needs of its user groups; data partners, end users, reusers?*
- *How relevant is the content of metadata?*
- *How relevant is Europeana as a facilitator of professional exchange of cultural and technological expertise in the digital heritage community?*

#### Effectiveness

- *How successful have the offered services been in meeting requirements of the different audiences? How effective is Europeana in reaching end users and reusers?*
- *What has been the progress towards achieving an impact based, where applicable, on statistics and performance indicators? Are the current performance indicators of Europeana sufficient for monitoring progress?*
- *Has the underlying technical infrastructure and functionality of Europeana been adequate for achieving its objectives?*
- *Does Europeana's governance ensure the most inclusive and effective operation?*
- *To what extent have the presentation of results and outputs of Europeana to stakeholders and the public been effective?*
- *How does Europeana meet the requirements of a fast changing technological environment?*

#### Efficiency

- *How efficient is the current aggregation infrastructure?*
- *How efficient is the current governance structure?*
- *To what extent is the current support scheme efficient to respond the needs of Europeana and its stakeholders?*
- *How do the costs involved compared to the achieved results and impact?*

#### Coherence

- *How coherent are Europeana's activities and services internally?*
- *To what extent is Europeana coherent with other national or international initiatives with similar objectives (eg. national aggregators such as Gallica, Hispana, German Digital Library, research infrastructures such as DARIAH, E-RIHS or DPLA)*
- *To what extent is Europeana coherent with wider EU policy, including with the European Agenda for Culture in 2007 whereby cultural heritage has been a priority under successive Council Work Plans for Culture?*

#### EU added value



- *What is the EU added value of Europeana compared to what could be achieved by the private sector or by MS at national and / or regional level?*
- *Have there been national, European or international developments that would not have happened without Europeana”*

## **Suggested changes:**

Rephrasing of:

C.2 Questions/Issues to be examined

*“The evaluation will assess the effectiveness, efficiency, relevance, coherence, and EU added value of Europeana in relation to its current situation. Evaluation questions will include:*

To:

C.2 Questions/Issues to be examined

*“The evaluation will assess the effectiveness, efficiency, relevance, coherence, and EU added value of Europeana in relation to its current situation, **against the mechanisms deployed by all actors ( EC, MS, Europeana Foundation) to create it.** Evaluation questions will include:*

## Relevance ([Forward-looking](#))

- *To what extent is the concept of Europeana relevant to the needs of the EU? Are Europeana’s outputs and results relevant to EU priorities in particular the flowering of cultures of the MS and the digital single market?*

Comment on first question: where are the needs of the EU in the context of access to Cultural Heritage written? A tighter scope for this first section, including defining which EU priorities under DSM etc, for determining relevance is needed to have a factual outcome.

- *How relevant is the content and metadata?*

This would benefit from rephrasing in two parts:

- How relevant is the content provided by the cultural heritage institutions to known user needs?
- Has metadata a continued role for users of Europeana services?

## **Suggested additions:**

- Are Europeana’s services relevant to the needs of its user groups; data partners, end users, reusers?
- How relevant is Europeana as a facilitator of professional exchange of cultural and technological expertise in the digital heritage community?



## Effectiveness (backward-looking)

The questions asked in this section are looking back. An evaluation on the ability of the refined strategy of (to be published in February 2017), to deliver would be good. As this goes to evaluation of effectiveness to date and of Europeana being able to change course to become more effective.

### **Suggestion for additional questions as follows:**

How effective has Europeana been in responding to changing technologies, environment and user demands?

How effective has Europeana been in creating interoperability of rights statements and data?

How effective has Europeana been in increasing the amount of cultural heritage data and content released into the public domain? (or influencing that the public domain is preserved in the digital world)

How effective has Europeana been in deploying new features and functionalities resulting from user research and analysis?

How successful are the audience development activities of Europeana?

### **Suggested changes and additional clauses:**

- What has been the progress towards achieving an impact, based, where applicable, on statistics and performance indicators? Are the current performance indicators of Europeana sufficient for monitoring progress? Or would the impact framework be a better mechanism?
- To what extent have the presentation of results and outputs of Europeana to stakeholders and the public been effective, given the available funds?
- What effect has Europeana had on European Aggregation?
- Have services emerged and become aligned under the umbrella of Europeana?

From a historic perspective the question: *“How successful have the offered services been in meeting requirements of the different audiences? How effective is Europeana in reaching end users and reusers?”* should be preceded by the question *“How successful has Europeana been in addressing the original policy priorities set by the EU and the member states for Europeana in 2008?”*



## Efficiency [\(backward-looking\)](#)

No comments

## Coherence [\(policy\)](#)

### **Suggested addition:**

Is the work of Europeana on copyright reform seen to be coherent with their role and the needs of the cultural heritage sector?

## EU added value

No comments

### **C.3 Other tasks**

*“The results of evaluation will form the basis for the assessment of options and the formulation of orientations for the possible future value proposition and scope of Europeana, and may include recommendations on target user groups and provided services, underlying technical solutions, governance, corresponding costs, and future viability. It will also investigate possibilities to transform or integrate Europeana into a European legal entity.”*

### **Suggested changes:**

#### C.3 Other tasks

Suggestion to add, taking into account the work done with the Europeana Network, Member States and Cultural Heritage Institutions in the 2016 refinement of Europeana Strategy 2020.



## D. Evidence Base

### D.1 Evidence from monitoring

“ - MS report to the EC every two years on progress they have made with the implementation of the Recommendation. This includes measures MS have put in place to contribute to the further development of Europeana. Two sets of reports have been received so far, for 2011/2013 and fro 2013/2015,

- Review reports to monitor implementation of the CEF DSI grants in support of the Europeana core service,
- Review reports on the implementation of CIP IST PSP projects contributing to Europeana,
- The Europeana Statistics Dashboard provides quantitative information about how many times collections have been viewed, where visitors come from, what their most popular items are and what copyright statuses are in use for Europeana Collections as a whole, but also at institution, aggregator and country level,
- The Europeana annual reports published by Europeana Foundation.”

### **Suggested to add:**

- Existing User research and analysis on Europeana sites and search and retrieval
- Existing research into multilinguality issues and deployment. "EuropeanaTech white paper on multilingual access to digital cultural heritage content, a white paper on Search Strategy and a publication on improvements of search

### D.2 Previous Evaluations and other reports

- *“The New Renaissance: Report delivered in Jan 2011 by the Reflection Group on bringing Europe’s cultural heritage online. The Reflection Group was invited to provide a set of recommendations for the digitisation, online accessibility and preservation of Europe’s cultural heritage in the digital age. This addressed Europeana as a way to increase access to digitised goods.*

*The planned Europeana evaluation articulates with ongoing CEF evaluation activities currently underway:*

- *The CEF DSI sustainability study will explore by end 2016 sustainability solutions for the funding, operations and governance of the core service platforms of CEF DSIs beyond the end of CEF,*
- *The CEF midterm evaluation will assess by end 2017 the progress achieved in the deployment of CEF DSIs, their conformity with technological and economic*



*developments as well as possible consequences of such developments on future CEF funding,*

*Considering that the sustainability study will look at all CEF DSIs that Europeana has existed since 2008 and has already achieved a considerable degree of deployment , the Europeana evaluation will need to be much more specific and go into much further depth. It might nevertheless draw on some of the findings of the CEF sustainability study and the CEF midterm evaluation, as well as contributing to the latter.”*

### **Suggested Report:**

- [SEO Economic Research Report: The Value of Europeana 2013](#)

D.3 Evidence from assessing the implementation and application of legislation (companies, infringement procedures)

(N/A)

### **D.4 Consultation**

*“Consultation of target user groups and key stakeholders of Europeana will be carried out as part of the support contract and may include user focus groups / user surveys / interviews and user needs analyses, as well as a usability evaluation of current services offered by the three sides of the platform. The analysis of the gathered data will be used as evidence both to address the evaluation questions and to underpin the scoping of future value propositions and services.*

*In line with the Better Regulation requirements, an online public consultation with EU citizens at large, to be open for three months, will be launched in Q1 2017.”*

### **Suggestions of bodies/networks to consult:**

Europeana Network Association Members, Cultural Affairs Committee, Aggregators to Europeana, National Platforms, DDB, Finna, Cultural Heritage Institutions supplying data, EMA, NEMO, LIBER, CENL, EURBICA, INA, FIAT/IFTA etc... Ministries of Culture and Education, DG EAC and DG Research. Wiki Community, International equivalents: DPLA, Trove, Brazilia etc. W3C, IIF Communities, users of Pinterest, users of Europeana sites who have agreed to help in surveys and tests.



## D.5 Further Evidence to be gathered

- *“Quantitative and qualitative information about developments catalysed through Europeana that have facilitated progress in relevant policy areas.*
- *Quantitative and qualitative information about the value of the Europeana Network for Europeana and for Europe’s digital cultural heritage sector.*
- *Operational, technical and financial benchmarking against similar national or international endeavours / major digital cultural heritage projects.*
- *Comparative analysis on governance against similar national or international endeavours / major digital cultural heritage projects.”*