

EVALUATION ROADMAP			
TITLE OF THE EVALUATION/FC	Independent evaluation of Europeana following adoption of Council Conclusions by EYCS Council on 31/05/2016		
LEAD DG – RESPONSIBLE UNIT	CNECT/G2	DATE OF THIS ROADMAP	22/12/2016
TYPE OF EVALUATION	Evaluation	PLANNED START DATE	Q4 / 2016
		PLANNED COMPLETION DATE	Q4 / 2017
		PLANNING CALENDAR	<a href="http://ec.europa.eu/smart-regulation/evaluation/index_en.htm">http://ec.europa.eu/smart-regulation/evaluation/index_en.htm</a>
This indicative roadmap is provided for information purposes only and is subject to change.			

A. Purpose
(A.1) Purpose
The purpose of this evaluation is 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.
(A.2) Justification
The Council Conclusions on the role of Europeana for the digital access, visibility and use of European cultural heritage adopted by the EYCS Council on 31 May 2016 invite the Commission " <i>to present to the Council an independent evaluation of Europeana and give clear orientations for the mid- and long-term development of Europeana by assessing alternatives at the EU level for the future scope, sustainable funding and governance of Europeana, including a possibility to transform or integrate Europeana into a European legal entity, whilst taking account of the dual nature of Europeana as both a cultural and digital innovation project</i> ".

B. Content and subject of the evaluation
(B.1) Subject area
Europeana was 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 <sup>1</sup> :
<ul style="list-style-type: none"> <li>- Commission's strategy for the digitisation, online accessibility and digital preservation of Europe's cultural and scientific heritage as set out in the Commission Communication 'i2010: digital libraries' of 30 September 2005. The purpose of the initiative was to make Europe's cultural, audio-visual and scientific heritage accessible to all and to make it easier and more interesting to use in an online environment;</li> <li>- Commission Recommendation of 24 August 2006 on the digitisation and online accessibility of</li> </ul>

<sup>1</sup> The [timeline](#) of the digitisation initiative outlines all relevant events and policy documents since 2005.

cultural material and digital preservation (2006/585/EC)<sup>2</sup>, updated by Commission Recommendation of 27 October 2011 on the digitisation and online accessibility of cultural material and digital preservation (2011/711/EU)<sup>3</sup> (the Recommendation). The recommendations call for concerted action by Member States to digitise and preserve their cultural heritage, to make it available online for leisure, studies or work and for re-use in creative efforts (e.g. in tourism or for education), while the latter calls on Member States i.a. to encourage their cultural institutions to make their digitised material available through Europeana.

- The Member States Expert Group on Digitisation and Digital Preservation (MSEG) assists the Commission in monitoring progress with the implementation of the Recommendation, including national actions contributing to the further development of Europeana.
- Consecutive funding programmes (eContentplus, CIP ICT PSP, CEF) since 2007. The funding 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' Digital Service Infrastructure (DSI)<sup>4</sup> with priority for funding under the Connecting Europe Facility (CEF)<sup>5</sup>.

Today, Europeana is Europe's digital platform for cultural heritage. It currently provides access to over 53 million items, (including image, text, sound, video and 3D material) from the collections of over 3,700 libraries, archives, museums, galleries and audio-visual collections across Europe.

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

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

## (B.2) Original objectives of the intervention

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

As per its strategy for 2015-2020 'We transform the world with culture', Europeana offers services for three different user groups: end-users (anyone with an interest in culture), data partners & professionals (the contributing cultural institutions; cultural heritage, creative and technology professionals) and for creative re-use (in novel products or services, e.g. for education, research, tourism or the creative industries).

<sup>2</sup> OJ L 236/28, 31.8.2006, p. 28.

<sup>3</sup> OJ L 283, 29.10.2011, p. 39.

<sup>4</sup> DSIs are networked services for citizens, businesses and/or public administrations delivered electronically, typically over the internet, consisting of a core service platform (i.e. a central hub funded at 100%) and generic services (gateway services for national infrastructures to connect to the core, implemented by the parties connecting to the relevant core service platform, funded at up to 75%).

<sup>5</sup> The CEF consists of Regulation (EU) No 283/2014 of the European Parliament and the Council of 11 March 2014 on guidelines for trans-European networks in the area of telecommunications infrastructure and repealing Decision No 1336/97/EC [OJ L 86, 21.3.2014, p. 14] (CEF Guidelines) and Regulation (EU) No 1316/2013 of the European Parliament and the Council of 11 December 2013 establishing the Connecting Europe Facility, amending Regulation (EU) No 913/2010 and repealing Regulations (EC) No 680/2007 and (EC) No 67/2010 [OJ L 34, 20.12.2013, p. 129] (CEF Regulation). The CEF Guidelines lay down guidelines for the trans-European deployment i.a. of DSIs. The CEF Regulation determines the conditions, methods and procedures for providing Union financial assistance for such deployment.

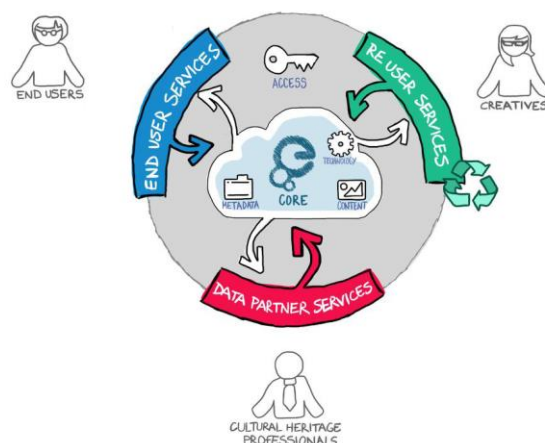


Figure 1: Europeana's services for three different audiences (Europeana | CC BY-SA)

Europeana promotes standardisation and best practice on digitisation of cultural heritage.

Europeana contributes to preserving and fostering European culture in the digital age and involves all EU Member States.

#### (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 Europeana Professional site with information for cultural institutions and culture 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 re-use, through APIs and dedicated sites: Europeana Labs, for the creative community, and Europeana Research for the research community. Europeana has been exploring re-use of collections in education, research, tourism and the creative industries, through collaboration with partners such as Wikipedia, Apple and Google.

Europeana's Annual Business Plans set the major priorities for each year.

Europeana is steered by the Europeana Foundation, a 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.

## C. Scope of the evaluation/FC

### (C.1) Topics covered

Considering that Europeana has been in operation for eight years, the scope of the evaluation will cover both the underlying concept and value of Europeana as a European cultural and digital innovation project as well as an in-depth review of the adequacy and viability of the services provided by Europeana as a Digital Service Infrastructure 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 data partners, end users, and re-users
- Data & functionality offered
- Technical infrastructure
- Europeana professional network & ecosystem
- Legal form, governance structure and management
- Platform sustainability

The evaluation, as well as an 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 propositions and services.

#### (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 Member States (Article 167 TFEU) and the Digital Single Market?
- Are Europeana's services relevant to the needs of its user groups: data partners, end users, re-users?
- How relevant is the content and 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 re-users?
- 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 to the needs of Europeana and its stakeholders?
- How do the costs involved compare 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 or German Digital Library; Research infrastructures such as DARIAH or 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 Member States at national and/or regional levels?
- Have there been national, European or international developments that would not have happened without Europeana?

#### **(C.3) Other tasks**

As described in section (A.1), the results of the 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.

### **D. Evidence base**

#### **(D.1) Evidence from monitoring**

- Member States report to the Commission every two years on progress they have made with the implementation of the Recommendation. This includes measures Member States 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 for 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.

#### **(D.2) Previous evaluations and other reports**

- **The New Renaissance:** Report delivered in January 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 under way:

- 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 mid-term 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 mid-term evaluation, as well as contributing to the latter.
(D.3) Evidence from assessing the implementation and application of legislation (complaints, infringement procedures)
N.A.
(D.4) Consultation
<p>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.</p> <p>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.</p>
(D.5) Further evidence to be gathered
<ul style="list-style-type: none"> <li>– Quantitative and qualitative information about developments catalysed through Europeana that have facilitated progress in relevant policy areas.</li> <li>– Quantitative and qualitative information about the value of the Europeana Network for Europeana and for Europe's digital cultural heritage sector.</li> <li>– Operational, technical and financial benchmarking against similar national or international endeavours/major digital cultural heritage projects.</li> <li>– Comparative analysis on governance against similar national or international endeavours/major digital cultural heritage projects.</li> </ul>

E. Other relevant information/ remarks
<p>The results of the evaluation will be the subject of a Staff Working Document (SWD). In line with what is requested in the Council Conclusions, the Commission will also produce a report (COM report), to be transmitted to the Parliament and the Council, presenting the results of the evaluation of Europeana and the orientations for its future development. The SWD will accompany the COM report, as Annex.</p> <p>The outcomes of this exercise will further feed into future CEF work programmes and possible future Commission proposals on Europeana.</p>