Towards a UNESCO culture and development indicators suite

Working document

Dimension n° 4: Impact of communication and culture for development

I. Summary list of indicators

<table>
<thead>
<tr>
<th>FULLY DEVELOPED INDICATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Rights and Legal Framework:</strong></td>
</tr>
<tr>
<td>4.1 Number of censorship cases</td>
</tr>
<tr>
<td>4.2 Freedom of Expression</td>
</tr>
<tr>
<td><strong>Infrastructure and Access:</strong></td>
</tr>
<tr>
<td>4.3 Minority Languages: % of annual broadcasting time for indigenous and tribal peoples</td>
</tr>
<tr>
<td>4.4 Media Availability and Culture</td>
</tr>
<tr>
<td>4.4 a. % ownership concentration of TV, radio, newspaper and internet access</td>
</tr>
<tr>
<td>4.4 b. spectrum allocation; broadband availability</td>
</tr>
<tr>
<td>4.4 c. Number of broadcasting channels per capita</td>
</tr>
<tr>
<td><strong>Content and capacity:</strong></td>
</tr>
<tr>
<td>4.5 Percentage of annual television broadcasting time on ‘Arts and culture’</td>
</tr>
<tr>
<td>4.6 % of graduates in the arts</td>
</tr>
<tr>
<td>4.7 Percentage of those new cultural products released (book titles on arts, recreation and literature, movies...*)</td>
</tr>
<tr>
<td>4.8 Percentage of stories that clearly challenge or reinforce stereotypes on women</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>INDICATORS NEEDING FURTHER DEVELOPMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Rights and Legal Framework:</strong></td>
</tr>
<tr>
<td>4.9 Number of cultural events per capita</td>
</tr>
<tr>
<td>4.10 Access to information data/legal country data</td>
</tr>
<tr>
<td><strong>Infrastructure and access:</strong></td>
</tr>
<tr>
<td>4.11 Minority Languages: Proportion of population taught in minority language</td>
</tr>
<tr>
<td>4.12 Government Funding of Cultural Activities</td>
</tr>
<tr>
<td><strong>Content and capacity:</strong></td>
</tr>
<tr>
<td>4.13 Funds dedicated to cultural grants by country</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>INDICATORS FOR WHICH NO DATA IS PROVIDED</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Infrastructure and access:</strong></td>
</tr>
<tr>
<td>4.14 Minority Languages: % internet usage amongst minority groups; % minority language/community/ cultural newspapers; Number of translations in minority languages; rate of reading, viewing or listening to language-based cultural products translated into and from minority languages, compared to all cultural experiences</td>
</tr>
<tr>
<td><strong>Content and capacity:</strong></td>
</tr>
<tr>
<td>4.15 Number of Civil Society organisations dedicated to cultural pursuits</td>
</tr>
<tr>
<td>4.16 % of all professions in the arts</td>
</tr>
<tr>
<td>4.17 Numbers of professionals and amateurs involved in cultural activities</td>
</tr>
</tbody>
</table>
II. Description

This dimension examines processes promoting and leading to the right to information, freedom of expression, media pluralism, access and the promotion of communication processes within communities traditionally excluded and silenced, contributing to their integration and providing them with a voice.

III. Proposed definition

This dimension relates to the communication capacities of people on issues of culture i.e. the extent to which individuals can communicate about their culture, thereby promoting or protecting culture diversity. This dimension is thus about the phenomenon of the direct act of communicating between at least two people. Therefore communication should not be limited to the modern and formalized media. An important aspect of this is the opportunities for and degree of intercultural dialogue – the degree to which different cultures are communicating with each other across cultural boundaries to avoid segregation and cultural entrenchment and prevent conflict. But if communication is geared towards enhancing ‘the effective freedom of people to pursue whatever they have reason to value’, then it needs to be structured around three elements: firstly, the right to communicate freely about one’s culture; secondly the levels of infrastructures enabling effective communication of cultures as well as access to the means of communication; thirdly the capability to communicate and the possibility to produce content related to culture. These three elements are inter-related. Without rights and supporting factors such as freedom of expression, the right to information and access through language communication capacities are powerless. Indicators outlining the communication of culture must therefore cover these issues, within the framework of cultural benchmarks and capacities.

IV. Proposed Indicators

FULLY DEVELOPED INDICATORS

Indicators here are referred to in A. Puddephatt’s paper as ‘Means of verification’ and ‘rationale’ as ‘cultural communication indicators’

Rights and legal framework

Rationale

In order to be able to communicate about your culture, thereby contributing to development, you need the right to do so. Without freedom of expression as a guaranteed right, cultural communication, especially relating to minority groups will not be possible. For the rights to be usable they must be enshrined in law, supported by a regulatory system and carried out in practice.

This can include a number of indicators as follows:
4.1. Number of censorship cases

**Rationale**
This indicator would aim to assess censorship, i.e. the limits to the right to communicate freely about culture in practice.

**Data source and definition of indicator**
Reporters without Borders Freedom Index: [http://www.rsf.org](http://www.rsf.org), a composite index based on an annual survey of 50 criteria conducted in 169 countries around the world could be used. This index was compiled by sending a questionnaire to the 15 freedom of expression organisations throughout the world that are its partners, to its network of 130 correspondents, and to journalists, researchers, jurists and human rights activists. This questionnaire assesses the state of press freedom in each country. It includes every kind of violation directly affecting journalists (such as murders, imprisonment, physical attacks and threats) and news media (censorship, confiscation of newspaper issues, searches and harassment). It includes also the degree of impunity enjoyed by those responsible for these press freedom violations. Furthermore, it measures the level of self-censorship in each country and the ability of the media to investigate and criticise. Financial pressure, which is increasingly common is also assessed. A score and a position are assigned to each country in the final ranking.

*To be discussed*: Alternatively, an indicator could be built using the results of some of the questions asked for building this Index, such as:

- 18. Restricted physical or reporting access to any regions of the country (official ban, strict official control etc)?
- 19. Problems getting journalist visas for foreign media (undue delay, demand to know names of people to be interviewed etc)?
- 22. Routine failure to prosecute those responsible for seriously violating press freedom (killers and kidnappers of journalists etc)?
- 23. Prison terms imposed for press-related offences defined by law?
- 49. Cyber-dissidents or bloggers imprisoned (how many?)
- 50. Cyber-dissidents or bloggers harassed or physically attacked (how many?)

- Another source of information is the World Information Access Project which aims at monitoring new media issues ([http://www.wiareport.org/index.php/56/bloggerarrests#more-56](http://www.wiareport.org/index.php/56/bloggerarrests#more-56)). This report provides statistics on the arrests of bloggers and new media reporters by country.

- The Index on Censorship provides a global review of censorship laws as well as qualitative information on the countries with the highest levels of censorship. This organisation is misnomer: does not provide an index on censorship. However, it provides an index of online censorship in a selection of countries.

**Issues and Limitations**
- Censorship is not strongly enough related to cultural communication and may include both cultural and non-cultural aspects of communication. An alternative indicator could be the number of banned cultural products per capita.

- Working document prepared by UNESCO Secretariat based on experts’ contributions -
- Some of the proposed data such as those on bloggers’ arrests are statistics (number of bloggers arrested) and not indicators

4.2. Freedom of Expression

Rationale
This indicator would aim to measure the right to communicate freely about culture.

Data sources and definition
An indicator based on the replies to questions on issues such as strength of the legal system, repression of expression and so on can be obtained from regional barometer survey (AFROBAROMETER, ARAB BAROMETER, ASIAN BAROMETER, LATINOBAROMETER). Not all countries are surveyed. One question around freedom of expression is as follows: ‘Now I want you to look at this card. I am going to read out a variety of political activities that people can undertake and I would like you to tell me, if you have ever done any of them (1), if you would ever do any of them (2), or if you would never do any of them (3).

Q62ST.A  Sign a petition.................................................................1 2 3 0
Q62ST.B  Take part in authorized demonstrations.......................1 2 3 0
Q62N.C  Protest without authorization........................................1 2 3 0

- Freemuse, a web-based NGO reports on the freedom of expression of Musicians Worldwide.

- IREX Media Sustainability Index (MSI): (http://www.irex.org/msi/) Provides in-depth analyses of the conditions for independent media in 76 countries. This index is based on scoring different indicators on free speech; professional journalism; plurality of news sources; business management and supporting institutions.

Issues and Limitations
- The barometer information above on Freedom of Expression is related to political activities and is not strongly enough related to cultural communication and may include both cultural and non-cultural aspects of communication
- Unfortunately, Freemuse does not provide indicators on the freedom of expression of Musicians Worldwide. It is based on qualitative information

Infrastructure and Access

Rationale
Rights and legislation alone cannot guarantee the successful communication of culture, it also requires a communication infrastructure. Consequently infrastructure is a necessary condition for culture and its communication; without cultural venues or government structures supporting culture, its promotion and protection becomes far more difficult. Access is interlinked with infrastructure, as two sides of the same coin, but also as follow on requirements for the application of cultural communication.
4.3. Minority Languages: % of annual broadcasting time for indigenous and tribal peoples

Rationale
This indicator would quantify indigenous and tribal peoples’ use of modern communication channels to broadcast programmes on their culture. This indicator also provides information on access to cultural information in indigenous and tribal peoples’ own languages.

Definition
- % of annual broadcasting time for indigenous and tribal peoples – Government (public) radio and television (by station and programming)

Data
Key Data Points include : % of annual broadcasting time for indigenous and tribal peoples – Government (public) radio and television

Issues and limitations
- Tables presenting data on ‘% of annual broadcasting time for indigenous and tribal peoples’ from UIS are almost empty
- These indicators reflect people’s participation in their own cultures, but not learning about other cultures. It might be best to develop an indicator reflecting how different cultures are communicating with each other across cultural boundaries (e.g. measures of translations of cultural products to and from minority languages)

4.4. Media Availability and Culture

Indicators to be discussed
a. % ownership concentration of TV, radio, newspaper and internet access
b. spectrum allocation; broadband availability
c. Number of broadcasting channels per capita

Rationale
These indicators aim to detail media ownership and concentration as well as access to information via internet

Data and definition of indicators
The UNESCO Institute for Statistics (UIS) has a dataset on public broadcast channels:
- % of annual broadcasting time for indigenous and tribal peoples – Government (public) radio and television
- % of annual broadcasting time for national production – television and radio
- % of public radio and TV channels with national coverage
- % of public TV channels with national coverage

- Working document prepared by UNESCO Secretariat based on experts’ contributions -


- The UNDP Human Development Reports contain useful data such as Internet Users as a Percentage of Population and Telephone Lines per 1000 Inhabitants, http://hdr.undp.org/en/

- IREX Media Sustainability Index (MSI): http://www.irex.org/msi/ Annual survey of perception-based criteria conducted in 76 countries in Africa, Europe and Eurasia And Middle East and North Africa. Data for each MSI indicator is not available online, and we Would recommend contacting IREX to ask under what conditions it would be released.


**Issues and limitations**
- Traditional media such as television, radio and newspapers are being usurped by the internet. Measures based on traditional media will not necessarily reflect all the communications sources available for cultural communication
- It would be important to find a measure of the changes brought by technology to culture
- All these measures are not strongly related to culture. These TV and Radios might not broadcast any cultural programs nor do they broadcast in minority languages (Madden).
- Media ownership is not necessarily a good indicator of diversity of cultural communications. Such an indicator would seriously disadvantage smaller countries, where diverse ownership is not economically viable
- Indicator on internet users is presented as an economic indicator in UNDP country sheet

4.4.c. *Number of broadcasting channels per capita* (or the number of people served by each channel, which would be easier to conceptualise).
The indicator would need to be adjusted for availability (eg the percent of the population with access to each medium).

**Rationale**
This indicator might provide an indication of how disaggregated the broadcasting market is, with the implication that the more channels available (regardless of who owns them), the higher the market segmentation, and the more programming is tailored to specific groups.
Issues and Limitations
All of these indicators do not really relate to cultural interaction, i.e. the way in which we have access to other cultures

Content and Capacity

Rationale
Content is fundamental to the proper communication of culture. TV, radio or newspapers might exist, but if they produce content which is not culturally rich and diverse, the effect on development in terms of culture is void. The presence of a public broadcaster to support cultural programming, where it is not financially self-sustaining, and programming figures demonstrating cultural content, are indicators that cultural issues are being communicated. Content is linked to capacity, because without capacity of people to communicate the content, the latter is not created.

Issues and Limitations
None of the identified indicators illustrating this dimension concern communication as a way of negotiating and changing cultural values for development (for instance: eg. in Bangalore, a tradition obliging girls to isolate themselves during menstruation was to a certain extent abandoned thanks to open dialogue and interviews on this issue organized on community radios, in which women and girls described their isolation as shameful and disturbing)

4.5 Percentage of annual television broadcasting time on ‘Arts and culture’

Rationale
Public broadcasting ensures content reflects cultural contents

Data
The question on broadcasting time on arts and culture is asked in survey by UNESCO Institute for Statistics (http://stats.uis.unesco.org/unesco/tableviewer/document.aspx?ReportId=143). However, not much data is available on their tables

4.6 Percentage of graduates in the arts

Rationale
Education in the arts is widely available

Data source
UNESCO Statistics Office. Data is collected for all countries and the percentage of graduates in the arts and to one level higher granularity can also be obtained. http://stats.uis.unesco.org

Issues and limitations
- Link to communication unclear
4.7 Percentage of those new cultural products released (book titles on arts, recreation and literature, movies...)

Rationale
New products created

Data
UNESCO Institute of Statistics has a database on ‘Book production’, providing information on the number of titles of non-periodic printed publications (books and pamphlets) published in a particular country and made available to the public. Unless otherwise stated, statistics on titles refer to both first and re-editions of books and pamphlets. There are some gaps in the data, but there is a good basis to build on: http://stats.uis.unesco.org/unesco/TableViewer/tableView.aspx?ReportId=202
- UIS also collects data on the total number of national feature films produced, number of titles of daily newspapers released...

Issues and Limitations
- This is not only about new products/books released but also about re-editions

4.8 Percentage of stories that clearly challenge or reinforce stereotypes

Rationale
This would aim to analyse how men and women are represented in the news. Often, stereotyping is about exaggerating cultural traits. MDG 3 related to Gender equality

Data
Percentages of replies to the following statements: ‘stories that clearly challenge OR reinforce stereotypes’ of women. Answers from question from Who Makes the News Global Media Monitoring Project, the largest and longest longitudinal study on the representation of women in the world’s media(http://www.whomakesthenews.org/) on one given day. The study focused on four sets of indicators: Representation and voice of women and men as news subjects; News delivery – characteristics and responsibilities of journalists and reporters; News content – gender stereotyping and gender inequality in news, and; Journalistic practice – reinforcing or challenging stereotypes. Monitors in 76 countries submitted data that were analyzed and compared.

INDICATORS NEEDING FURTHER DEVELOPMENT

Rights and legal framework

4.9 Number of cultural events per capita

Rationale
This indicator testifies to the right to convene to support cultural issues or for cultural purposes; the right to freedom of assembly.
Data source
Existing national surveys carried out by the national statistics office or by independent research agencies (see for instance report carried out by Hill Strategies Research Inc: http://www.culturalpolicy.org/commons/announcedetail.cfm?ID=112).

Issues and Limitations
- There is no clearly quantifiable dataset either globally or regionally for this indicator
- This is focussed on supply-side factors, i.e. it does not provide any indication of the size of audiences at these events (one person or thousands of them). It might be best to focus on the rate of participation in cultural activities that measures the vitality of receptive cultural communication

4.10. Access to information data/legal country data

Rationale
This indicator would provide information on the right to access any information

Data
- Transparency International produces a global data set, the national integrity system assessment, based on a common survey with questions such as:
  - Is there a freedom of information law? Access to information law?
  - Are these laws made use of by the news media or others?
  - To what extent are media freedom/access to information laws affected by other laws, such as those relating to national security?

Some survey results are available online: http://www.transparency.org/policy_research/nis

Issues and Limitations
- The data proposed from both Privacy International and Transparency International is only descriptive. No indicators are proposed
- This is not strongly enough related to cultural communication and may include both cultural and non-cultural aspects of communication

Infrastructure and access

4.11 Minority Languages: Proportion of population taught in minority language

Rationale
Culture is, in most cases, vehicled through languages, hence the importance of monitoring teaching of minority languages.
Data
- As language teaching is largely a state-run activity, the national statistics office should be a starting point. The data availability varies widely from country to country; building a global data set will be challenging.
- 2010 Biodiversity Indicators Project: Status and Trends of Linguistic Diversity and Number of Speakers of Indigenous Languages – In development for UNESCO: http://www.twentyten.net/Indicators/HL_Linguisticdiversity/Linguisticdiversity/tabid/93/Default.aspx This is a global initiative to track progress towards significantly reducing the rate of biodiversity loss by 2010. A part of this is to conduct a questionnaire with minority language groups.
- EU Survey – Europeans and Their Languages: http://ec.europa.eu/education/languages/pdf/doc631_en.pdf This is a Europe-wide poll the perceptions of Europeans to Language. Included in this is a question on the perceived importance of teaching of minority languages and whether the teaching is adequate or not.

Issues and limitations
- The web link on the 2010 Biodiversity indicators project leads to country-based data collection of numbers of speakers of indigenous languages. These are not indicators.

4.12 Government Funding of Cultural Activities
- % of ministry funding allocated to minority and indigenous rights
- Number of cultural venues per capita

Data
These are very much dealt with on a country by country basis and in the scope of this search, no significant regional or global indices were found. The data is generally available from the office of statistics or the treasury department of each country.

Issues and limitations
- The indicator on funding is not strongly related to communication of culture for development

Content and capacity

4. 13 Funds dedicated to cultural grants by country

Rationale
Creativity and entrepreneurship is encouraged through government sponsorship or grant

Data
This has been one of the least forthcoming sources of data. There is some information available on a national level. For example, records of cultural funding in the UK are available. However, this search has not found a way for a global measureable to be created other than by assessing each country through its own sources of cultural funding.

- Working document prepared by UNESCO Secretariat based on experts’ contributions -
INDICATORS FOR WHICH NO DATA IS PROVIDED

Infrastructure and access

4.14 Minority Languages: % internet usage amongst minority groups; % minority language/community/ cultural newspapers; Number of translations in minority languages; rate of reading, viewing or listening to language -based cultural products translated into and from minority languages, compared to all cultural experiences.

Issues and limitations
- ‘Number of translations in minority languages’, is a statistic, not an indicator. No data is presented for building it and turning it into an indicator. It is also not specific to culture but to translations in general

Content and capacity

4.15. Number of Civil Society organisations dedicated to cultural pursuits

Rationale
Civil society participate in communication of culture by supporting arts

Data
No global data sources have been found in the scope of this search relating to this means of verifying the indicators. There are numerous national, local, and cultural group reviews but no global data sets.

4.16 % of all professions in the arts

The data described for graduates above is the closest to this – no data source could be found relating to the percentage of professions in a country that relate to the arts.

4.17 Numbers of professionals and amateurs involved in cultural activities

Data
There were a number of very local data sources available, but nothing higher than national level could be found in this search. Further searches could be done on this, but information was extremely scant and it is likely that a global survey would need to be carried out.