

SECRETARIAT OF THE PACIFIC COMMUNITY

REGIONAL MEETING OF HEADS OF PLANNING AND HEADS OF STATISTICS (HOPS)
(Noumea, New Caledonia, 12–16 July 2010)

Statistics2020 – Developing sustainable national and regional statistical capacities

Session 4.5 : CULTURE AND GENDER STATISTICS

(Document presented by the Secretariat of the Pacific Community, Linda Petersen, Manager, HDP)

INTRODUCTION

1. The Human Development Programme (HDP) is part of the Social Resources Division of the Secretariat of the Pacific Community and was created in 2006 through a merger of the Pacific Culture, Women's and Youth Bureaux in Noumea and the Community Education and Training Centre in Suva. HDP focuses on the design and delivery of social policy, programmes and services. It does this through promoting an integrated approach to human and social development; mainstreaming gender equality, youth and culture in development and governance policy; improving the knowledge and information base for human development approaches; and strengthening partnerships and networks with community-based organisations and civil society to strengthen their role in human development policy and processes. Programme components include: policy advice, training and capacity building, technical assistance, research, partnership and network building; and complementary advocacy, communication and information approaches. (HDP Strategic Plan, 2008-2012)

PURPOSE OF THIS PAPER

2. This paper provides an overview and update on work being done by the Human Development Programme on Culture and Gender Statistics; related initiatives; and draws attention to the critical need for regional and national statistical implementation strategies and plans to include culture, gender equality, youth and community level considerations and approaches.

CULTURE STATISTICS

3. Valuing, honouring and developing culture for the future, so that the diversity of the Pacific remains not only a feature of the region but plays its full role as a source of economic growth, good governance, security and sustainable development in the future, is a key objective and driving focus of SPC's Human Development Programme and of the Council of Pacific Arts and Culture (CPAC), which it convenes. The Pacific has an extraordinary store of cultural wealth and capital but it must be protected, preserved, nurtured and promoted so that it can continue to sustain Pacific peoples and societies in the future. Like other social and economic sectors, culture requires substantive public and private attention and support. Without this, precious heritage, sustainable values and practices, languages and diversity will be a feature of the past rather than the foundation of the present and future.

4. Culture and creativity are recognized as vectors for development internationally; they are the fastest expanding economic and trade sectors representing over 7.3% of the global economy in 2001. (Colin Mercer, Regional Culture Policy Workshop, March 2010) and growing. Many regions and countries have been able to tap into the cultural sector to boost other growth areas, and to expand their economies. In some European countries the cultural sector has overtaken the agro-food industry.
5. Our Pacific region has not yet fully capitalized on its rich creative resources, capabilities and potential. Obstacles include insufficient institutional and infrastructural support, and absence of technical tools to link culture and other economic and social sectors. Culture is recognized as an asset but a lack of definite policy direction and dedicated resources to integrate it into national planning and development have prevented the sector's potential from being fully utilized.

MAPPING THE FUTURE OF CULTURE AND ITS POTENTIAL TO ENHANCE AND SUSTAIN ECONOMIC DEVELOPMENT IN THE PACIFIC

6. A number of steps, listed below, must be taken to ensure the vision of Pacific Leaders matches reality. SPC and the CPAC have initiated a number of these steps but genuine and long term success will require sustained and coordinated effort and support, and collaboration between regional institutions as well as public and private sector support and civil society engagement at the national level.

The steps are:

1) Development of the technical tools to value and measure the economic, political and social contribution of culture to development;

- 2) Structuring of the cultural sector so that it can contribute fully and formally to Pacific economies and societies;
 - 3) Development of the human resources required to manage and promote the cultural sector efficiently;
 - 4) Mainstreaming of culture into national and regional planning and policy,
 - 5) Ensuring that the cultural sector receives the financial, institutional and legal support it requires to fully play its role.
7. HDP's work on cultural statistics is part of **Step 1**. This is outlined below and is being initiated through three initiatives. They are:
 - i. Commissioning of a study by SPC and PIFS focused on 'Valuing culture in the Pacific' aimed at demonstrating how culture contributes to the 4 pillars of the Pacific Plan. This work will lead to the development of a Regional Cultural Strategy, in line with the *Pacific Plan's Objective 11.1 to develop 'a strategy to maintain and strengthen Pacific identity'*. This report will soon be widely circulated.
 - ii. Development of an initial preliminary set of cultural indicators by SPC as part of the national minimum development indicators database initiative which will soon be circulated to CROP agencies and member countries for further comments and inputs. Refer to HOPS 2010 Information Paper 10.
 - iii. Development of a framework for enhancing cultural statistics.

WORK TO DATE

8. With the Statistics and Demography Programme, the Human Development Programme through its Adviser – Culture who is based in Suva are currently undertaking the following work:

Using the census and Household Income and Expenditure Surveys

9. Working with countries to review current census and HIES questionnaires in order to incorporate culture specific response categories for existing census questions. For example, the census question on household economic activity is reviewed to ensure that household activities specific to culture like making handicrafts or collecting firewood are listed separately as answer categories. This has been done for Solomon Islands and Vanuatu. Meanwhile, discussions are currently taking place with the Marshall Islands and other countries.
10. HDP has also actively encouraged National Cultural Focal points to liaise with NSOs to develop cultural components to existing statistical tools by joining in national task forces for censuses and other national statistical exercises. Refer SPC/23CPA/ Working Paper 14.

Using the development indicators initiative

11. Developing minimum indicators to be used within SPC in the following areas:
- a. Cultural competency - measures language and cultural ability, literacy, frequency of use of indigenous language by age/sex and language groups;
 - b. living culture – production of food for cultural exchange, use, use of traditional methods of fishing, traditional land use, etc; and
 - c. driving culture – existence of dedicated national cultural policy, ratification of and implementation of cultural rights treaties and conventions and implementation of Model laws on Protection of Traditional Knowledge and Expressions of Culture, and on Traditional Biological Knowledge, national proportion of budget allocated to culture, including for protection, preservation (heritage) and promotion.

Note: a. Refers to the ability to engage in cultural activity; b. refers to cultural practice; and c. refers to conditions including institutional mechanisms from national down to the level of communities to enable a. - b.

Provision of TA

12. The Statistics/Demography Programme can also provide technical assistance with the computation/compilation of indicators as well as in conducting new household based culture surveys (subject to resource availability). Technical assistance is also available in interpretation of indicators and application into policy/planning areas.

GENDER STATISTICS

13. Part of SPC's core mandate is to help strengthen national institutional capacity for integration of gender as a critical cross-cutting issue in all aspects of development and governance. In the context of that mandate and based on requests from Pacific Island Countries and Territories (PICTs) for assistance with improving institutional capacity on gender statistics in the region, SPC's Human Development Programme, in collaboration with SPC's Statistics and Demography Programme, has since 2006 been working to research, develop and consult on a core set of cross-sectoral gender indicators for PICTs. The overall aim is to improve the collection, reporting, analysis and use of statistics on men and women in the Pacific, and to provide national women's machineries (NWMs) and other data users with the skills required to use gender indicators to influence national policies and programmes and to monitor and evaluate progress towards gender equality.
14. The indicators have been developed based on the United Nations Inventory of Gender Indicators as well as indicators developed from regional agreements such as the *Pacific Platform for Action on Gender Equality and Advancement of Women* (Revised PPA 2004) and the 2005 *Pacific Plan* (the Pacific blueprint for strengthening regional cooperation and integration). The indicators framework was endorsed by Heads of Statistics (2007) and Ministers and Departments of Women (10th Triennial Conference of Pacific Women and 3rd Ministers for Women Meeting, 2007). It aims to be sufficiently detailed to provide a meaningful picture of the national situation of men and women while remaining sufficiently flexible to account for differing PICT needs, priorities and capacities. Indicator categories included in the core set are: population, economic, families, housing, education, health, poverty, work and employment, public life, crime and justice, environment, governance, information and communication technology, and legislation for gender equality.
15. A central component of the initiative is forging partnerships between NWMs, National Statistics Offices (NSOs) and National Planning Offices (NPOs) or their equivalents. These agencies, sometimes jointly with administrative data providers, share responsibility for updating statistical information and ensuring its effective use. In collaboration with NPOs and sectoral ministries, NWMs ensure that gender is incorporated in sectoral and national strategies.
16. The indicators framework was launched through a sub-regional pilot workshop in the Northern Pacific (Micronesia) in November 2008. A second workshop was held in January-February 2010 for the three French Pacific territories, linking the use of statistics to international human rights reporting under the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), which the territories are actively engaged in for the purpose of contributing to France's 7th and 8th periodic CEDAW reports due in 2013.

Development of a multi-year programme

17. SPC, in collaboration with its development partners, is now aiming to develop a **multi-year programme** designed to:
 - a. establish a comprehensive baseline of gender statistics covering all 22 PICTs;
 - b. incorporate that baseline data into a regional Atlas of Pacific Women, with replication every five years to show progress over time; and
 - c. provide national level technical assistance in analysing and using existing data for improved policy advocacy, and in filling statistical gaps.

18. The **overall aim of aim of the programme** is to build the capacity of PICTs to follow through on and monitor national, regional and international commitments related to gender equality and the advancement of women. Its objectives will be to increase national capacity to collect, compile, analyse and utilise gender statistics for law and policy development, programming, monitoring and reporting; to improve the availability and accessibility of gender statistics to inform the monitoring of national and regional progress on gender equality commitments (Pacific Platform for Action, Pacific Plan, CEDAW, MDGs etc); to improve evidence on the situation of women and men at the national and regional level for use in policy, planning and advocacy; and to contribute to the long term strengthening of gender statistics and information throughout the Pacific region.
19. **Activities** will include: Development and verification of indicators framework, country data worksheets and training manual (completed); Pilot workshops (completed); Translation of materials into French (in process); Support for completion of country worksheets with baseline data across 22 PICTs; Design and publication of 5-yearly regional Atlases of Pacific Women; Technical assistance (policy stream) at national level in analysing and using existing gender data; Technical assistance (statistics stream) at national level in reporting gender indicators, and analysing and filling data gaps.
20. **Outputs** will include: Gender statistics framework and country data worksheets; Training manual and related materials; and Regional Atlas of Pacific Women; possible national reports on situation of women.
21. The **benefits** of this long term initiative are as follows: (i) countries have baseline gender data in one comprehensive place; (ii) allows for easy updating based on national data collection cycles; (iii) clear regional baseline data exists; (iv) creates comprehensive user-friendly Atlas on situation of Pacific women; (v) national gender reports can be developed immediately from the baseline data; (vi) allows for 'continual improvement' in data collection and reporting; (vii) baseline data allows for more systematic national level policy advocacy; (viii) Regional Atlas allows for regional and international advocacy; (ix) Atlas allows for cross country comparisons and sparks south-south information exchange; (x) 5-year Atlas cycle allows tracking of progress both on gender issues and on statistical strengthening; (xi) acts as a springboard for greater resourcing of key gap areas (gender issues + statistical systems).
22. In terms of **sustainability**, the gender statistics initiative will enhance the use of gender statistics for improved governance and development processes in the Pacific. The increased demand over time by data users for gender statistics will improve the collection and reporting of data by NSOs and other national data producers. Ultimately, this will result in improved national policies and programming for the equal benefit of women and men. The programme will work systematically with both data collectors and users over a sustained period, at national and regional levels, to increase their capacity to continue with the collection, compilation, reporting and use of gender indicators over time.

Related initiatives

23. Improvement in the collection and analysis of youth development indicators in the context of the SPC/CROP national minimal development indicators framework. (World Bank, UNICEF and SPC).
24. Gender based Violence surveys in Kiribati, Samoa and Solomon Islands. (UNFPA, WHO, Australia and SPC).

25. Gender mainstreaming capacity stock take initiative in six countries – Cook Islands, Federated States of Micronesia, Marshall Islands, Papua New Guinea, Solomon Islands, Tonga. (ADB, SPC and UNIFEM).
26. Gender, culture and youth policy work in various and related initiatives. (EC, UNICEF, UNESCAP, Australia and SPC).
27. Economic costing of gender inequality including violence against women to better understand the economic benefits of investing in gender equality. (UNESCAP, UNFPA and SPC).
28. Measuring well being in Vanuatu through the provision of technical support for the development of indicators to supplement national accounts measurements in order to measure Vanuatu's real economic well being and development. (Vanuatu NSO, SPC and the Christensen Fund).

CONCLUDING COMMENTS

29. The meeting of Heads of Statistics and Planning is asked to:
 - i. note the work being done on culture and gender statistics by the SPC;
 - ii. support this work at regional and country level;
 - iii. at national level include culture, gender and youth focal points in taskforces for censuses and other national statistical exercises; and
 - iv. take into account this and other work needed and being done on improving indicators and statistics for improved social and human development in the Pacific Regional Statistical Implementation Plan
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ANNEX

SPC/23CPA/ Working Paper 14
March 2010

ORIGINAL: ENGLISH

SECRETARIAT OF THE PACIFIC COMMUNITY

TWENTY-THIRD MEETING OF THE COUNCIL OF PACIFIC ARTS

(Noumea, New Caledonia, 23 – 25 March 2010)

AGENDA ITEM 14

CULTURE STATISTICS AND INDICATORS

(Document presented by the Secretariat of the Pacific Community, SPC)

Purpose

The purpose of this paper is to inform Senior Culture Officials about culture indicators, their purpose, their use, data sources, how SPC can assist countries/territories, and how National Cultural Organizations can work in close partnership with national statistical service providers like the National Statistical Offices to progress the development of culture statistics/indicators in countries and territories.

INTRODUCTION or CONTEXT

1. What is Culture?

The most encompassing definition of culture as developed by UNESCO in its Mexico World Conference on Cultural Policies: “*in its widest sense, culture may now be said to be the whole complex of distinctive spiritual, material, intellectual and emotional features that characterize a society or social group. It includes not only the arts and letters, but also modes of life, the fundamental rights of the human being, value systems, traditions and beliefs*”. **In other words**, culture refers to more than languages, artifacts, tradition, and other matters largely of interest to anthropologists, but embraces the overall complexity of any society or social group.

Another definition by Konai Helu Thaman is: “*a shared way of living of a group of people, which includes their accumulated knowledge and understandings, skills and values, as expressed and constructed in their language, which is perceived by them to be unique and meaningful*”.

2. What is an Indicator?

An indicator is basically a 'pointer'. It can be an objective measurement, such as a number, a specific rate or a ratio; it can, however, also refer to an opinion, or to a perception that points to a specific condition or situation, and can be used to measure changes in that condition or situation over time. In other words, indicators provide a close look at the results of initiatives and actions or interventions; they provide the benchmarks needed to monitor and measure progress. **For this reason, they are the most important tools for monitoring and evaluating development work (UNESCO, 1977).** *In Social Indicators* (1966), R. A. Bauer described social indicators as statistical series and all other forms of evidence that enable us to assess where we stand and where we are going with respect to values and goals, and to evaluate specific programs and determine their impact'.

This definition is useful because it recognizes the normative nature of indicators, in that a change in a particular direction can be interpreted as 'good' or 'bad', 'welcome' or 'unwelcome', 'desirable' or 'undesirable'. For example, a rising birth rate will most likely be greeted as welcome news in Japan, Italy and Germany (UNESCO, 1977), whereas it may generate considerably less excitement in countries with persistent high fertility, such as many countries in the Pacific. It also recognizes that indicators can come from 'all forms of evidence', both quantitative and qualitative, and that indicators must measure changes over time. Because of their normative nature, care must be taken in defining the norm or benchmark implicit in any indicator against which change is measured (UNESCO, 1977). For example, is the rate of migration of women being compared to the situation of men in a particular country, or to women in other countries?

MAIN TEXT

3. What are Culture indicators?

The preceding definitions show that a culture indicator is a measure that points out something about the state or situation of culture in a country. Culture indicators can be narrowed down to measure more specific areas of culture such as oral culture (expressed/constructed in local languages), traditional practice (skills/values), arts/crafts, cultural sites, songs/dances, etc.

4. What are culture indicators used for?

Once defined and developed, these culture indicators are used by governments, development agencies, non-governmental organizations, media, academic institutions and the private sector, and many other users. The indicators are intended to inform users on various aspects of culture and development, including business investment, allocation of public funds, civil society advocacy or academic research, etc.

From a development perspective culture indicators can be used for monitoring and evaluation of the progress and impact of culture programmes and projects. Culture indicators are also often used to establish benchmarks, objectives, targets, and goals in the policy/planning and other development context.

5. What are the data sources behind culture indicators?

Based on demand, these culture indicators can be collected and summarized from administrative registrations/records, censuses and surveys, participatory assessments, etc. Censuses and a broad range of household surveys are regularly collected by National Statistical Offices in all countries and territories of the Pacific; censuses at 5 or 10 year intervals, whereas household surveys are undertaken with greater regularity. The following is a list of countries undertaking census in 2010-2012:

1	American Samoa (US Bureau of Census) 2010	7	Samoa 2011
2	Federated States of Micronesia 2010		Cook Islands 2011
3	Guam (US Bureau of Census) 2010		Tuvalu 2012
4	Kiribati 2010		Nauru 2012
5	Papua New Guinea 2010		
6	Palau 2010		

Household income and expenditure surveys, demographic and health surveys, agriculture censuses are also being undertaken in some countries during 2010-2012

6. What can you do?

Although we at SPC are working with the National Statistical Offices to incorporate culture concerns into the existing census answer coding schemes, our input is advisory only, and hence National Statistical Offices are not obliged to incorporate such recommendations. It is therefore, important for National Culture Officials to work with the National Statistical Officers in your respective counties to ensure that culture dimensions are incorporated into existing census/survey instruments, as well as collaborating in new data collection efforts. Furthermore, national culture officials could work with national statistical officials to compile culture related indicators, and interpretation of such indicators and apply into policy/planning areas.

Users Advisory Committees

The usual practice in many countries is that before any major national statistical undertaking like a national census or a major sample survey, Users Advisory Committee's are formed by the National Statistical Offices or whoever is assigned by national governments to lead such national undertaking. These Committees are responsible for the formulation of the questions to be included in the census or survey instruments. To be invited into such committees, National Culture Officials need to inform the National Statistical Officials of their interest in collaborating with them for developing culture statistics and indicators in their country.

Minimum Indicator List and derivation of these indicators

It is the responsibility of National Culture Officials to develop the minimum indicators required as evidence for policies, plans, as well as monitoring/evaluation of various culture projects and programmes. There are various frameworks available including **2009 UNESCO Framework for Culture Statistics** that can be referenced in developing these minimum indicator lists.

Having listed a minimum indicator list for culture, the next step would obviously be to identify the data sources from which these indicators can be mined or extracted. Collaboration with national statistical agencies is necessary to mine the required input data/statistics to compute the listed indicator. There are many external technical assistance providers available to provide support for compiling culture indicators from the above data sources.

7. How SPC can assist

SPC Statistics and Demography Programme and SPC Human Development Programme Culture Adviser are currently undertaking the following:

1. working in collaboration with Pacific countries, review current census questionnaires to incorporate culture specific response categories for existing census questions. For example, census question on household economic activity is reviewed to ensure that household activities specific to culture like making handicrafts or collecting firewood are listed separately as answer categories. We have done that for Solomon Islands, Vanuatu, and Federated States of Micronesia. Meanwhile, discussions are currently taking place with the Marshall Islands and other countries; and
2. developing minimum indicators to be used within SPC in the following areas:
 - a. competency in language – ability, literacy, frequency by age/sex and language groups;
 - b. living culture – production of food for cultural exchange, use, use of traditional methods of fishing, traditional land use, etc; and
 - c. driving culture – existence of dedicated national cultural policy, Ratification of and implementation of Cultural Rights treaties and convention and Implementation of Model laws on Protection of Traditional Knowledge and Expressions of Culture, and on Traditional Biological Knowledge, National proportion of budget allocated to culture, including for protection, preservation (heritage) and promotion.

We (SPC Statistics/Demography Programme) can also provide technical assistance with the computation/compilation of indicators as well as in conducting new household based culture surveys (subject to resource availability). Technical assistance is also available in interpretation of indicators and application into policy/planning areas.

RECOMMENDATIONS or CONCLUSION

National Culture Officials Meeting is invited to:

- i. note the importance of culture statistics/indicators for national culture and development support;
 - ii. work in close collaboration with their respective national statistical services to define, collect, compile, analyse, and use culture and development statistics/indicators for decision support and advocacy across countries and the region;
 - iii. with their respective national statistical services, undertake gap analysis, which would be guided by the outcome of (ii) above, and their need for statistics/indicators for data for decision support;
 - iv. development of a long-term strategic vision and plan for the development and utilization of culture related statistics and indicators;
-