



# UIS–UNESCO–SPC Pacific Region Cultural Statistics Meeting

Suva, Fiji, 25–27 May 2011

REPORT OF MEETING

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## Overview

The Inaugural Pacific Region Cultural Statistics Meeting was held at the Pacific Islands Forum Secretariat (PIFS) in Suva, Fiji from 25 to 27 May 2011. The meeting was organised by the Human Development Programme (HDP) of the Secretariat of the Pacific Community (SPC) and was co-funded by the UNESCO Institute for Statistics (UIS), and SPC's Statistics for Development Programme (SDP) and Human Development Programme, with financial assistance from the UNESCO Office for Pacific States and in collaboration with PIFS.

The meeting was purposely held directly following a workshop on policy implementation, monitoring and evaluation, organised by the HDP for the six countries engaged in the Cultural Mapping, Planning and Policy process under 'Structuring the Cultural Sector for Improved Human Development', a project funded by the European Union (EU). The objective was to ensure policy design, implementation and monitoring were linked to the development of cultural statistics and indicators. In the cultural mapping, planning and policy process (Component 1 of the EU project) countries were encouraged to develop a cultural indicators toolkit as a means of understanding their policy data needs for the cultural sector itself as well as of/ for mainstreaming culture into other economic and social policy sectors.

Additionally, the meeting was intended to promote the growth of the Pacific cultural industries, the focus of Component 2 of the EU project. Cultural statistics are essential to understanding the health and vitality of the different components of the value chain or 'culture cycle' (2009 UNESCO Framework for Cultural Statistics). Data on a wide variety of factors – such as number of creators; people engaged in cultural employment; production, dissemination and trade of cultural goods and services – are required to ensure that public policy is cognisant of the status of the cultural industries and facilitates economic opportunities for communities and individuals. Cultural statistics are a means of formalising what is currently viewed as an informal sector in spite of its considerable contribution to economic and social well-being.

Finally, the meeting focused on cultural data needs at the regional level, particularly for the design of the Regional Cultural Strategy 2010–2015 and the implementation of the Pacific Culture and Education Strategy 2010–2015. These strategies are initiatives of the Council of Pacific Arts and Culture in response to, respectively, the Pacific Plan Objective 11.1 and the Pacific Education Development Framework. Both strategies provide direction to the cultural sector at the regional level and promote cross-sectoral approaches. Without adequate data provided through the collection and analysis of cultural statistics, the success of these regional initiatives would be difficult to monitor and evaluate.

Representatives of nine Pacific Island countries and territories (PICTs) from cultural agencies and national statistics offices (NSOs) attended the meeting along with representatives of international and regional organisations. The delegates discussed issues ranging from cultural policy needs to statistical methods and instruments. The meeting in particular introduced statisticians and cultural officers to the new 2009 UNESCO Framework for Cultural Statistics (FCS) and its application.

Recommendations from the meeting were wide ranging and included more collaboration between NSOs and cultural agencies (ministries, departments and divisions) and the development of joint action plans to pursue cultural statistics in-country, and the building of capacity in relation to cultural statistics in both the statistics and cultural sectors. Participants also recommended that the need for devising frameworks for cultural statistics be endorsed at the next Ministers of Culture meeting scheduled for 2012.



## **SUMMARY OF PRESENTATIONS AND DISCUSSIONS**

### **Official Opening**

1. The SPC Deputy Director-General welcomed the participants on behalf of SPC to the inaugural meeting on cultural statistics and acknowledged the Pacific Islands Forum Secretariat for providing the venue. She extended a special welcome to team members from the UNESCO Institute for Statistics, who had travelled from Montreal to share their expertise as well as the UNESCO Apia Office representative and the representative from the Pacific Regional Office of the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP). It was noted that the various contributions reflected a true spirit of partnership among all organisations and agencies.
2. The Deputy Director-General recognised the financial support from UIS for the meeting.
3. In acknowledging the representation from both the cultural sector and the national statistics offices from member states, the Deputy Director-General highlighted the need for close collaboration to ensure the full development of the cultural sector. She reminded participants that improved data collection and analysis are important to ensure that the evidence base required to enhance the cultural sector's policy capacity is readily available.
4. Special mention was made of the national consultants from the six focus countries – Cook Islands, Federated States of Micronesia, Palau, Tonga, Tuvalu and Vanuatu – who are working with each Department or Ministry of Culture on the development of cultural policies with funding from the European Union, through the project 'Structuring the Cultural Sector for Improved Human Development'.
5. The meeting immediately followed the cultural mapping, planning and policy workshop that took place earlier in the week. In making the link to the earlier workshop, the Deputy Director-General emphasised that cultural statistics are not a goal in themselves. Rather, they are keys to improved policy planning, development, implementation, monitoring and evaluation for better service delivery, improved living conditions and the well-being of the peoples of member states.
6. The Deputy Director-General highlighted the Ten Year Pacific Statistics Strategy (TYPSS) that is being developed in collaboration with development partners, the Australian Bureau of Statistics and Statistics New Zealand, as important for the future of cultural statistics. It is envisaged that the development of a focused work plan together with the allocation of resources could be made part of the TYPSS so that needed resources could be made available to member PICTs, in collaboration with development partners. Participants were also encouraged to begin by looking at the data already available in a range of existing instruments and consider extracting and analysing them.
7. The Deputy Director-General highlighted the work that SPC has already started with some countries on integrating cultural data in existing tools such as censuses. One example is its support for the 'Alternative Indicators for Well Being for Melanesia' project.

8. All participants, facilitators, support staff and guests briefly introduced themselves. The representatives from the UNESCO Institute for Statistics conveyed greetings from the UIS Director in Montreal.
9. The SPC Human Development Programme Adviser, Culture reiterated the need for data in the cultural sector so that those who work in the sector could work better. As well as gaining evidence regarding what is already in place, staff can use baseline data to measure the progress over time resulting from any initiatives in the sector.
10. The lack of data in the sector was highlighted during the cultural mapping exercise conducted in six countries as part of the EU-funded project, 'Structuring the Cultural Sector for Improved Human Development'. Through the project, for the first time there has been systematic mapping of cultural assets, the role of government, the role of the private sector, artists, producers, heritage sites and assets and this exercise brought out the difficulties encountered in the sector within the six focus countries. The aim of the mapping exercise was to draw attention to the cultural sector's role in human development, social cohesion, economic growth and the sustainability of countries – a role that is difficult to demonstrate without data at national and regional levels.
11. In other regional initiatives such as the development of the Pacific Culture and Education Strategy, goals had been developed but the lack of data made it difficult to identify clearly the steps needed to achieve them. Similarly when developing monitoring and evaluation indicators as part of the development of the Regional Cultural Strategy, it was evident that there were insufficient baseline data.
12. The data that have been gathered from the cultural mapping process will assist with informing the Regional Cultural Strategy. However, the data are for the six focus countries only whereas the strategy will cover SPC's 22 member PICTs.
13. The HDP Adviser, Culture highlighted that SPC so far has adopted an incremental approach but that its role should be developed. She further noted that developing SPC's role will require strong partnerships given the current financial and human resource limitations in both the cultural and statistics sectors.
14. Other areas in culture that are being targeted are the evaluation of national events, festivals and other activities on the ground where there is a lack of both quantitative and qualitative data. Qualitative data are important in identifying what festivals and national cultural festivals mean to people and how the festivals improve well-being and life in general. An evaluation on the Festival of Pacific Arts was carried out with UNESCO on a range of objectives such as social cohesion, cultural vitality and how the Festival contributes to safeguarding intangible heritage. In addition, however, it is now important to measure the economic value of the Festival and to understand clearly what the host country derives financially from the increase in the number of international visitors, and the long-term benefits of infrastructure built for Festival purposes.

15. Another focus is on tangible and intangible heritage. With the number of world heritage sites gradually increasing in the region, it is vital to look at the management of these sites and how such management could be integrated with other sectors such as education and tourism. In the area of intangible cultural heritage, it is important to assess the role and impact of cultural practices and traditional knowledge in regard to agriculture, fisheries and forestry and to gather data about these issues through the sectors themselves, such as through agriculture and fisheries censuses. Data are also needed in cultural industries (a relatively new term in the Pacific, even though people have been engaged in this industry for a long time without calling it that).
16. The Demographer of the SPC Statistics for Development Programme went through the six objectives of the meeting and called for the provisional agenda to be discussed and adopted.
17. The Assistant Director of the Statistics Division, FSM moved that the agenda be adopted, a move that was seconded by the Government Statistician from Vanuatu.

### **Session 1: Cultural Policy and Cultural Indicators and Statistics – Understanding Policy Needs for Data**

18. The session was introduced by the SPC Human Development Programme Adviser, Culture.
19. The Tonga Deputy Director of Education – Culture Division stated that the cultural mapping activity was a useful process to identify the type of data needed for the sector. Through the cultural mapping activity and as part of the process of developing a cultural sector policy, Tonga has developed a framework based on the *Kato Alu* (a precious woven basket used on special occasions), which provides a simple and culturally appropriate means of understanding the different domains of the cultural sector in Tonga. The representative explained the framework consists of five sections: the foundation weave, applied to cultural identity; the outer wall weave first bend, referring to development and maintenance of cultural sites, spaces and infrastructure; the outer wall weave second bend, referring to arts and culture in education and training; the third bend, referring to the expansion of the cultural industries; and the handle of the basket, referring to the role of government in mainstreaming culture in other sectors, and in promoting funding and investment in the cultural sector. The representative showed how the framework could be used to look at data needs within each of the five domains and how this information would be linked directly to policy. She shared a number of examples of specific questions that could be asked to obtain needed data.
20. The Solomon Islands Director for the Division of Culture spoke of the importance of data to the development of policy. He explained the role of the different Solomon Islands government institutions that were mandated to preserve and promote culture and showed how data could be used. He notably pointed out that currently Government viewed culture as non-productive or a social service, and that gathering cultural statistics would be important to highlight the economic viability of the industry and to highlight its contribution to gross domestic product (GDP).



21. The Secretary at the Ministry of Cultural Development of the Cook Islands based his presentation on the need for cultural statistics on three key events that have affected his country: the national economic meltdown in 1996–1998, political change in 2004 and the global economic meltdown in 2009–2010. On all three occasions, the cultural sector's contribution to the development of the nation was questioned and the Secretary called on his colleagues at the NSO to provide him with statistics to justify the existence of the Ministry of Culture as a separate portfolio in Government. Now in 2011, the cultural enterprise sector has grown into dynamic cultural and creative industries, but these need to be evaluated and to be grown further through the collection of data.

### ***Discussion***

22. In the discussion, Tonga was asked to define the sectors that make up cultural industries. The representative explained that these industries consisted of those who made tangible cultural products that were sent outside the country such as handicraft, tapa and weaving, and those who made intangible products, notably traditional composers whose music was sold outside the country.
23. The need for advocacy work in the sector was also emphasised in the discussions in order to convince key stakeholders, such as the Ministries of Finance and National Planning, of the important role of culture in sustainable and inclusive development.
24. The discussions also highlighted how the gathering of data can assist policy-making and lead to the development of adequate policies. For example, measuring the direct and indirect impact of cultural industries on GDP can facilitate improvements in the areas of marketing and trade and facilitation. Therefore the data do not just serve to reflect how the sector's contribution to GDP may be increasing but can help take forward the role of culture and illustrate the sector's participation in the mainstream economy.
25. The Statistician from the Cook Islands explained how she had been able to extract data from the current government data sets to show there is a value for having a ministry focused on culture in the country. While statistics are not collected specifically for the cultural sector, existing data can be used and correlated to support it. She explained that the cultural sector needed to create the demand for data and that the national statistics office would supply the data. This point was supported by the Statistician from Vanuatu who recognised the importance of cultural agencies and NSOs meeting in order to jointly map the way forward for users and producers, and to identify respective areas of responsibility.
26. The Vanuatu Statistician highlighted the need to keep the statistics-gathering activities and budgets within the NSO.
27. The Statistician from the Cook Islands mentioned that statisticians need to be proactive in identifying useful small amendments that could be made to administrative records or to the census form. As a simple illustration, she described how immigration arrival forms could be amended to find out if tourists were coming in for a cultural experience. She added that it was also important to define what is being measured and how the data collected would

relate or contribute to improved development outcomes for the people, as this information was essential when justifying budget processes.

28. The FSM Statistician reported that the current focus or priority of his NSO is to develop capacity in the collection, compilation and analysis of economic and social indicators. He noted the current lack of collaboration among stakeholders and the lack of understanding of the needs of the cultural sector. For FSM certain key initiatives were needed, including the establishment of a nationwide forum on culture as a setting for discussions on cultural industries and statistics and for the collection and sharing of administrative data. Such a forum could play a pivotal role in endorsing an undertaking to profile culture in FSM and assess and carry out an inventory of the legislative framework and policies. The FSM Statistician pointed out that there are data from the Household Income and Expenditure Survey and the census, as well as from migration and administrative sources, that cultural agencies could use. However, the cultural agencies need to clearly define what indicators they require in order for NSOs to determine whether already available data suffice or whether they need to provide the appropriate data. Better management of administrative statistics by cultural and related agencies, including through sharing data with NSOs, was strongly advised. The key is to foster better and more regular collaboration among the national stakeholders to improve national statistics on culture, and thereby to preserve culture effectively and develop it wisely.
29. The discussion highlighted the current lack of linkages between cultural agencies and NSOs but indicated agreement that this inaugural meeting was a first and positive step in this process. Clarification was requested on the best way to advance national policies as data were needed to develop policy, and statisticians needed the policy to guide the collection of data. The response from the SPC HDP Adviser, Culture was that both sectors needed to work closely together to start the process incrementally by looking at existing data and then developing the means to gather other needed data; and that policy could be developed concurrently. She added that the policy process would help identify data needs but recognised that there exists something of a 'chicken and egg' situation.
30. SPC is currently working on National Minimum Development Indicators for the cultural sector. In addition, it is working with countries to add cultural questions to existing statistical instruments such as censuses, Household Income and Expenditure Surveys and other tools that could allow the extraction of cultural information. SPC also has a small working group working on Well Being Indicators.
31. The UNESCO representative also highlighted the importance of the United Nations (UN) General Assembly resolution 65/166, adopted in 2010. This resolution emphasises the contribution of culture to development and invites all parties, including member states, intergovernmental bodies and UN organisations, to identify effective integration and mainstreaming of culture into development policy and strategies. She noted that all countries are required to report back on this resolution to the UN General Assembly to measure how much culture contributes to sustainable development. This is a historic and timely initiative, representing the first time that the linkages between culture and development have been formally recognised at an international level.

32. The UIS Programme Officer then encouraged the Cook Islands to consider working toward the development of a national Framework for Cultural Statistics as the country has a good foundation of statistics and a policy that is being developed. He added that the UNESCO FCS could function as a tool to bring together all the issues highlighted by the country in a systematic manner.
33. The representative from the Fiji NSO confirmed that Fiji had not made a specific attempt to collect cultural statistics but information could be extracted from current data sets. The meeting was told that during Fiji's last census in 2007, information on the informal sector was gathered and Fiji was working toward becoming the first country in the region to provide information on the informal sector. These data could be used to identify the cultural aspects of the informal sector, and statistics could be drawn from tourism industry data to identify the tourism sector's relevance to cultural activities and practices.
34. Fiji also requested that areas be identified where data could be shared and the Fiji NSO be consulted to see if the data-gathering process was also useful for national purposes, as the country faced limitations due to budget constraints and the lack of support for the sector. SPC responded positively to this request, and further discussions on how to address it will be conducted.
35. In bringing the discussion to a conclusion, the Session Chair highlighted that four countries present at the meeting were members of the Regional Statistics Committee, whose role is to oversee the implementation of the Ten Year Pacific Statistics Strategy Plan, and could brief the committee on the discussions at this meeting. Priorities under the TYPSS are economic statistics, education, health and improving administrative and statistical processes.

## **Session 2: Cultural Statistics Frameworks**

36. In providing the background to the discussions on the 2009 UNESCO Framework for Cultural Statistics, the UIS Programme Specialist for Cultural Statistics emphasised the need to define boundaries in gathering statistics and to agree on what is to be measured. An exercise was conducted with the participants using the iceberg model of culture, which identifies different levels of culture (surface, shallow and deep) and thus highlights the complexity of culture and its many stages, in which not everything is measurable.
37. He then provided UNESCO's definition of culture and showed how the FCS definition of culture had been adapted from the UNESCO one for measurement purposes.
38. UNESCO defines culture as a 'Set of distinctive spiritual, material, intellectual and emotional features of society or a social group that encompasses, not only art and literature, but lifestyles, ways of living together, value systems, traditions and beliefs'.
39. The UNESCO FCS defines culture as 'The behaviors and practices resulting from the set of distinctive spiritual, material, intellectual and emotional features of a society or a social group'.

40. The UIS representative indicated that cultural statistics are needed to measure and monitor the effectiveness of cultural policy, as well as to determine the contribution of culture to the economy and to development.
41. In introducing the 2009 FCS, the UNESCO UIS Assistant Programme Specialist, Cultural Statistics highlighted the changes made to the 1986 UNESCO Framework, from which the current FCS has evolved. Twenty years after its creation the 1986 Framework was reviewed to reflect new cultural practices and cultural production and adapted to reflect the situation of developing countries. The current FCS is a result of four years of worldwide consultation during which UNESCO came into contact with SPC.
42. The FCS is to measure the surface and the shallow components of culture as defined in the iceberg model, with an acceptance that it is not possible to measure everything in the sector.
43. The purpose of the 2009 UNESCO FCS is to provide **concepts** and **definitions** to guide the production of **comparable statistics**, as well as to support the **development of indicators** and **analytical research** in the cultural sector.
44. The FCS establishes a **conceptual model for defining culture** for statistical purposes. As a **tool for organising cultural statistics** internationally and nationally, it represents a **methodology** to support the production of harmonised data and indicators. It is a **classification instrument** that includes taxonomies of industries, goods and services and occupations from recognised international standard classifications for use in cultural statistics.
45. The presentation clearly highlighted that the FCS **does not** define a list of indicators but supports the development of indicators. It is **not** a data collection instrument but it supports the development of data collection instruments.
46. It is recognised that it could be costly to develop a culture survey. Therefore the FCS is useful as a tool to assist in data mining or extracting information relevant to culture from existing surveys.
47. The FCS as a first step is based on existing instruments but it is also recognised that it needs to be expanded. The initial presentations on the FCS on Day 1 were theoretical in nature and were to highlight the concepts inside the framework. More details and guidance on how to work with NSOs were to be provided later in the meeting.
48. The core of the FCS is based on three main components: 1) the culture cycle; 2) the cultural domains and constituents; and 3) classifications.
49. The culture cycle, derived from the culture chain, reflects new understandings of the cultural production cycle. It has been developed to assist in understanding the relationship between different cultural activities and illustrates the process by which cultural goods, services and activities are created, produced or performed, distributed and preserved. The

culture cycle also assists with conceptualising actors in cultural sector processes as well as the different steps involved in those processes.

50. The six phases of the culture cycle are described as:
  - a. **creation** – originating and authoring ideas and content (e.g. by sculptors, writers,) and making one-off products (e.g. crafts, fine arts);
  - b. **production** – making the reproducible cultural forms (e.g. TV programmes), using the specialist tools, infrastructure and processes needed for their realisation (e.g. in the printing of newspapers);
  - c. **dissemination** – bringing generally mass-produced cultural products to consumers and exhibitors (e.g. wholesale, retail and rental of recorded music and computer games, film distribution);
  - d. **exhibition/reception/transmission** – providing the place of consumption and live and/or unmediated cultural experiences to audiences by granting or selling access to consume/participate in time-based cultural activities (e.g. festivals opera houses, theatres, museums);
  - e. **transmission** – transferring knowledge and skills, which may or may not involve commercial transactions, often occurs in informal settings and includes the transmission of intangible cultural heritage from generation to generation; and
  - f. **consumption/participation** – the formal or informal activities of audiences and participants in consuming cultural products and taking part in cultural activities and experiences (e.g. book reading, dancing, participating in carnivals, visiting galleries).
  
51. The second key component of the FCS is based on a hierarchal model comprised of cultural domains and related domains. The cultural domains, which are usually associated with arts, include cultural activities, goods and services that are present in different phases of the culture cycle. The related domains are those that are linked to the broader definition of culture, encompassing social and recreational activities such as sports.
  
52. The FCS cultural domains represent a common set of culturally productive industries, activities and practices grouped under the following headings:
  - a. Cultural and Natural Heritage
  - b. Performance and Celebration
  - c. Visual Arts and Crafts
  - d. Books and Press
  - e. Audio-visual and Interactive Media
  - f. Design and Creative Services
  - g. Tourism
  - h. Sports and Recreation
  - i. Intangible Cultural Heritage (transversal in the sense it can be reflected in every domain)
  
53. In order to avoid double counting, each activity can only be classified once within a single domain.
  
54. Countries were encouraged to define the domains pertinent for each national context as the FCS was a general international framework that needed to be adapted to the country

context. Its system is broad enough to reflect and capture what is relevant to the national context.

55. The FCS is already having an impact in a number of countries around the world by linking NSOs with Cultural Officers. For example, Chile is developing a national framework, based on FCS and adapted to its national needs, and in Senegal the Ministry of Culture and NSO have made an official agreement to work together to improve cultural statistics.
56. The participants were told the FCS is an ongoing work, a living document with elements that still need to be thought out and worked on. It provides a good foundation and is a major improvement on the 1986 UNESCO Framework. Plans are in place for UIS to produce guidelines and handbooks to provide more guidance on areas such as cultural participation.
57. The UIS representatives emphasised that the FCS needs to be adapted to the country context. It is a tool that organises information and data on culture and can be taken to stakeholders who can provide resources.
58. A question was raised as to cultural and traditional practices in the development context which are perceived to be problematic and the cause of injustices against women, and how this link sits with UNESCO advocating for culture. The UIS representatives agreed that this issue was part of the challenge as they did want to advocate for culture as a strength.
59. The Subject Matter Project Manager (Maori/Culture), Social Conditions of Statistics New Zealand introduced the New Zealand Framework for Cultural Statistics that had been developed in 1995 and discussed the progress in the measurement of culture in New Zealand since then. The presentation focused on the experience of New Zealand in measuring the economic and social impacts of culture. New Zealand had done well in terms of economic measurement, with frameworks, tools and the capability in place and 'in roads' made in the social measurement of culture, how it is valued by people, and what impact it has on people's well-being, which New Zealand was willing to share.
60. The development of the New Zealand FCS enabled a consistent approach to collecting and assembling data related to the cultural industry. It also pulled together a variety of different approaches to measuring culture by harmonising the standards and classifications used to define and measure cultural activity.
61. New Zealand has since moved ahead to develop a Cultural Indicators Framework which provides a broad set of goals or outcomes that are relevant to culture and the role it plays in wider New Zealand society.
62. In the move towards measuring cultural identity, a Maori Social Survey (MSS) has been introduced with the aim of understanding Maori identity in 2011. The survey has been used with the census information to try to get a sense of diverse realities of the Maori population. The MSS aims to measure perceptions, values and behaviours to understand how people are faring socially, how they are doing economically and what they are doing culturally (e.g. whether they have visited their ancestral homeland recently).

## ***Discussion***

63. In discussing some of the aspects of culture unique to the Pacific and how it could be classified and measured under a framework, the representative from Statistics New Zealand highlighted the category of unpaid work in the work domain. This category, which includes the valuable voluntary contributions of women to the community, could also be used to measure the spirit of generosity and giving that is consistent in different forms throughout Pacific cultures. The participants were reminded that they needed to see themselves in their frameworks. For the New Zealand FCS, a lot of the Western measures were adopted as these were relevant to the country context but they were then tweaked in various ways to truly reflect the cultural situation in the country.
64. In discussing cultural indicators relevant to the country context, the participant from Tonga responded to the presentation from Statistics New Zealand by expressing interest in getting assistance with identifying indicators for social cohesion which would include cultural knowledge such as the number of people able to identify their tribe of origin. The Tongan participant noted that under the five theme outcomes in the New Zealand model, none currently measured this kind of knowledge.
65. The representative from Statistics New Zealand shared some of the differences of opinion over what was appropriate to measure, with some taking the view that generosity was part of culture and as such should not be measured. Another issue related to the possible difference of opinion between the older and the younger generations in relation to culture but it was important to capture the opinions of both old and young people in the process. He highlighted the need for creative endeavours in the process of developing indicators, using a good mixture of social scientists and cultural experts.

## **Session 3: Linking Statistical Needs and Instruments – Understanding and Using International Classifications and Instruments**

66. The UIS representative explained that classification systems have been developed to standardise different categories so that it is easy to make comparisons across regions and globally.
67. The move towards using classifications and definitions in the FCS is part of the process of advocating for the harmonisation of cultural statistics at international, regional and national levels and to ensure maximum use of all the data.
68. It was again noted that the FCS is a tool for national purposes, which is helpful to:
  - define the cultural sector by establishing boundaries to support policy formulation;
  - set out definitions for the harmonisation of cultural variables across data collection instruments;
  - give guidelines for the extraction of cultural data from existing data sources;
  - improve the quality and accuracy of cultural statistics, thereby improving the measurement of cultural phenomena;
  - provide a guide for the production of cultural statistics for all national stakeholders, and facilitate engagement with the NSO;

- provide a technical roadmap for the production of culture statistics;
  - facilitate the systematic monitoring of national policies; and
  - advocate for the development of cultural statistics.
69. The participants were told that an enabling environment is a key part of the process. Political commitment is necessary as collecting the necessary breadth of cultural statistics requires collaboration. NSOs have a key role as well as Departments of Culture, and other stakeholders may also have important roles.
70. NSOs, as the key lead agencies in the production and collection of national data, have often taken the lead in developing a national FCS as it is a statistical tool. Consultation, however, needs to range widely from the artisan to organisations to government, and to include all relevant stakeholders in the development of the FCS. Consensus on the identification of the lead agency also needs to be reached.
71. The meeting heard that it was not mandatory to follow the international classification system and there is no obligation to use it. However, there are benefits to using the developed standards especially when reporting at a global level.
72. For example, in the trade sector all trade statistics for imports and exports need to be reported against national classifications or the Harmonised System of Classification. It was noted that it is important to have the same classifications when working with other countries as such harmonisation could assist the private sector to gain access to a particular export market, by identifying which cultural goods may be more successful as exports and to which country.
73. The meeting resolved that training and capacity building are needed to bring about better understanding of issues related to data collection, management and distribution. Rather than being limited to national statistics offices, the training should be extended to other sectors to reinforce collaboration.
74. The SPC HDP Adviser, Culture said that, in the short term, the incremental approach to working together across sectors and understanding the work was important as both cultural and statistics sectors were under-resourced. The medium- and long-term objectives are to raise the profile of the sector and to draw assistance and funds to successfully move the work forward.
75. The participants were then briefed on how international classifications and instruments can be used to extract cultural data.
76. International classifications were used in the UNESCO FCS to:
- a. collect standardised data;
  - b. enable data comparability;
  - c. facilitate the calculation of key comparable economic indicators – GDP and cultural employment; and
  - d. function as an instrument for economic and social studies.



77. The benefits of international classifications are that they:
- a. provide links with national classifications;
  - b. provide links between the classifications themselves (e.g. International Standard Industrial Classification and Central Product Classification);
  - c. are widely used;
  - d. are updated on a regular basis to reflect global changes;
  - e. allow the classification of a set of activities and practices to facilitate data collection; and
  - f. provide a common language.
78. The participants were provided with an explanation of data mining within the context of international frameworks. The example provided was linked to the codification of occupation on immigration arrival forms. Data mining is the extraction of that information to identify the different categories of people entering a country and their occupations. The occupation is coded using international classifications.
79. The following classifications are used in the 2009 UNESCO FCS:
- a. economic classifications:
    - i. **production:** International Standard Industrial Classification (ISIC 4) and Central Product Classification (CPC 2)
    - ii. **trade:** Harmonized Commodity Description and Coding System (HS) and External Balance of Payments (EBPOS)
    - iii. **employment:** International Standard Classification of Occupations (ISCO 08)
  - b. social classifications:
    - i. International Classification of Activities for Time-Use (ICATUS)
80. The following existing instruments for data collection could be used to provide cultural data:
- a. economic data:
    - i. economic surveys
    - ii. system of national accounts
    - iii. business and enterprise surveys
    - iv. earnings surveys
    - v. international trade data
    - vi. employment data
    - vii. labour force surveys
  - b. social data
    - i. Household Income and Expenditure Surveys
    - ii. time-use surveys
    - iii. censuses
    - iv. culture participation surveys.
81. In terms of usefulness at a national level, international classifications provide a base for development of a national classification and a base for comparison. Although international classifications have some limitations, these could be overcome at national level by going into greater detail. International classifications are also useful in developing regional classifications.

82. The participants expressed the need for a simplified classification for the Pacific region for their relevant domain. The UIS representative emphasised that the FCS can be adapted depending on the country needs and some countries (e.g. Gulf countries, New Zealand and Australia) have already developed their own classification.
83. Data extraction was identified as a good first step in the work between the cultural sector and NSOs.
84. The meeting heard that this level of work is necessary to collect cultural statistics. The countries need to arrive at a consensus on classification so data are collected in a systematic manner and there are no inconsistencies.
85. The Demographer of the SPC Statistics for Development Programme presented a list of the existing surveys in the region, including the census and the Demographic Health Surveys, that could be used to gather data on the cultural sector. He highlighted the importance of users working with the producers of the data to clearly bring the issues of the user into the survey documents and to assist statisticians to develop questionnaires relevant to the need. He also highlighted the processes followed, including the formation of technical committees.

### ***Discussion***

86. All the participants received a copy of the report of the Regional Consultation on the Cultural Industries. They were also advised that the report on the Situation Analysis on Cultural Industries would be available in the following weeks on the Pacific Arts Alliance website and open to public commentary. All those who are registered on the website (which anyone can do for free) could provide feedback to the report.
87. Participants were made aware of the confined space for gathering information on census forms, such that they need to work tactically within the space available and modify questions as needed because in many cases more pages cannot be added due to the costs involved. The participants were also reminded that too many questions often becomes a burden for the respondents and this issue needs to be considered carefully. Given that the limited space on census forms is the practical reality, one has to work within strict parameters and think strategically when putting in questions.
88. Participants requested that census forms be made available to them for review during the meeting and that documents, tools and questionnaires from the New Zealand FCS be shared as these materials would assist their respective countries in developing their own frameworks.
89. When asked about the validity of statistics, the UIS Programme Officer explained that there were mechanisms built into the data-gathering processes to test the validity of the data collected. These mechanisms included sampling error, non sampling error and the considerations in the surveys themselves to ensure data consistency. The data were also often tested when they were being used and distributed.

90. Another issue highlighted was that through the process of developing the framework, value was being added to things that were previously not recognised as having a value. It was also important to build the trust of those engaged in the process to realise the value of culture.
91. The representatives from the UNESCO office in the Pacific discussed the importance of UNESCO conventions relevant to the Pacific region, particularly the 1972 World Heritage Convention and the 2003 Intangible Cultural Heritage Convention. The meeting heard that 2 of the 134 intangible cultural heritage sites and 10 of the 911 recorded World Heritage sites were in the Pacific. The representatives also shared the importance of using local languages for learning purposes as a means of helping to keep culture alive.
92. Participants raised some concerns about the use of local languages for learning purposes given the complexities of language and dialects in the Pacific and the different conditions that needed to be considered. It was also noted that the introduction of a local language for learning should not be at the expense of students' academic performance and progression through the academic system.
93. The UNESCAP representative expressed the need for the UN as a whole to work further on mainstreaming culture into the UN system.
94. The UNESCO UIS Programme Specialist identified the household survey instruments that could be used to measure culture. These included the Household Income and Expenditure Survey, and time use surveys which could be used with the draft International Classification of Activities for Time-Use to extract relevant cultural data.
95. The ICATUS is the only classification system that provides an exhaustive list of cultural practices, including community practices. It is useful as the activities listed reflect needs of both developing and developed countries and it allows for a more effective approach to measuring women's contribution to economic production.
96. The Demographer of the SPC Statistics for Development Programme provided practical guidance on data mining. He presented examples of a data dictionary and unit record data, as well as highlighting the need for data mining software at a national level and the importance of disseminating findings during policy dialogue workshops. He also stressed that it is important for users to know exactly what information they need and to bring this to the data collectors' attention.
97. A group exercise was then conducted allowing the participants to review the upcoming Tuvalu Census questionnaire and to provide input on how cultural data could be gathered. A full page for questions related to culture will be added to the census.

#### **Session 4: Cultural Statistics in the Pacific Region**

98. The UIS Assistant Programme Specialist shared examples of how cultural employment data could be drawn from existing survey data such as censuses or labour force surveys. She also highlighted the role of international classifications in determining cultural employment. Other existing data collection instruments that could provide data on cultural employment are micro surveys, Ministry of Finance data, income taxes, Household Income and Expenditure Surveys, and data on average income and source of income.
99. The UIS Programme Specialists presented some results on different studies on international trade in cultural goods and services. By using the codes related to international trade in FCS, these studies could focus on how trade in cultural products is significant to the economy, the magnitude and direction of that trade, who is creating and who is benefiting from these products and what are the trade trends over time. There were some limitations to the ways in which cultural goods were classified and valued in trade as customs data did not capture the symbolic value of the goods, only the value assessed by physical characteristics of the product. It was noted that it was then important to measure not just the cultural goods but also the cultural services generated. The UIS representatives presented results on the percentage of export and import share that cultural goods had in different regions, drawn from a worldwide custom database, and also initial results on imports and exports of cultural services.
100. The advantages of using the same coding were again stressed: namely it allows for harmonisation and adds to the potential for rich analysis. It was noted that a number of different data sources could be used to explain one phenomenon but only if the variables were defined in the same way, highlighting the importance of definitions of specific cultural variables at a national level.
101. The UIS Programme Specialist made a presentation on indicators and clarified the definition of a variable with reference to two different sources. According to USAID the purpose of a variable 'is to measure change in a phenomena or process' while the World Health Organisation has stated that a variable 'with characteristics of quality, quantity and time [is] used to measure, directly or indirectly, changes in a situation and to appreciate the progress made in addressing it'.
102. The presentation highlighted the different types of indicators and the attributes of good indicators, as well as the process for developing indicators that are useful to the work on cultural statistics. Indicators are used to monitor trends, which will allow us to analyse them and make necessary early interventions in order to effectuate change.
103. The participants discussed the importance of statistics for advocacy at national and regional levels, for raising the profile of culture and for demonstrating its contribution to sustainable development and human development. It was noted that a Cultural Ministers meeting had not been held since 2002 and statistics were needed to be able to influence leaders.

104. Holding consultations with all of the key stakeholders is important. Guiding policies also need to be in place to provide guidance on the aspects of cultural development that each country would focus on. Achieving consensus on a common language in terms of defining culture was important for the stakeholders as this would influence the national data-gathering processes.
105. The Demographer of the SPC Statistics for Development Programme presented the National Minimum Indicators that SPC had developed for each of the sectors in which it works. The development of indicators was guided by regional policy frameworks such as the Pacific Plan and recommendations from the 2007 Forum Economic Ministers' Meeting as well as other global and regional reporting requirements.
106. The participants were given an opportunity to review the National Minimum Development Indicators for the cultural sector that had been submitted and to discuss if these indicators were relevant to their national context, and to recommend additional indicators if considered necessary. The original list of indicators submitted by the HDP Adviser, Culture to the Statistics for Development Programme had been reduced in number and it was noted that this change reflected the overriding rationale of developing a core set of indicators across all major sectors, as mandated in the Pacific Plan; A progress report on the current coverage of all National Minimum Development Indicators across sectors will be presented to CRGA-41, SPC's annual governance meeting in November this year.
107. Feedback was provided on a range of the indicators. It was recognised that the national statistics officers and culture officers needed to first agree on their own country's definition of culture, and to start small in the move to design cultural indicators and to capture cultural statistics. It was recognised that not all the information would be immediately available but it was important to start the process and look at the inclusion of a few key questions in the census and the administrative records.
108. The Government Statistician from Vanuatu provided an update on the 'Alternative Indicators for Well Being for Melanesia' project, which had been endorsed by the Melanesian Spear Group leaders in Port Vila in 2008. The project aimed to assess the contributing factors to the well-being of Melanesians and identified three broad domains contributing to well-being **currently not measured in national accounts** as: 1) access to and availability of customary land; 2) strength of social relationships and Melanesian values; and 3) understanding of, and ability to participate in, customary practices.
109. The first phase of the project began in Vanuatu on 1 October 2010 and saw the collection of data on individuals' well-being. Phase Two of the project is expected to yield a report of **preliminary findings** which will be disseminated regionally and through the Internet as well as contributing to a documentary to be produced on Ni-Vanuatu well-being. This phase is expected to be followed by regional consultations with national statistics offices and cultural authorities to discuss the possible **regional adoption of the project**.

## **Session 6: Advancing Cultural Statistics in the Pacific region**

110. The participants discussed a list of proposed recommendations drawn up by a working committee and, after consultation, endorsed a number of national and regional actions as the way forward (Annex 1)
111. The recommendations included greater collaboration between NSOs and cultural agencies (ministries, departments or divisions) and the development of joint action plans to pursue cultural statistics in-country, as well as the formulation of clear definitions of culture for the collection of cultural statistics and indicators at both national and regional levels. Also recommended was to hold a Ministers of Culture meeting in 2012 to endorse the need for a Regional Framework for Cultural Statistics and to build capacity on cultural statistics in both the statistics and cultural sectors.
112. Other recommendations included developing advocacy strategies on the importance of cultural statistics and focusing awareness efforts in order to achieve greater commitment to the mainstreaming of culture from national planning, customs and other government ministries such as tourism.
113. The partners present at the meeting – UIS, UNESCO Pacific Office, PIFS, UNESCAP and SPC – then provided brief presentations on the level of technical assistance that was available to the countries who would be moving ahead with the work on cultural statistics.

### **Official Closing**

114. In formally closing the meeting, the PIFS Deputy Director-General Economic said the linkages between culture and statistics would allow policy-makers to measure the success and failure of aspects of cultural activities. She encouraged PICTs to actively and widely consult on the appropriateness of the UNESCO Framework for Cultural Statistics in cultural and development policies. She also stressed that the FCS would only be effective when further developed and applied to the unique circumstances of Pacific Island countries and territories. A similar process has been observed with the Traditional Knowledge Action Plan, where Forum island countries have used regional model laws and policy toolkits to develop their traditional knowledge frameworks. Through their national consultations, legal terms and traditional protocols have been refined to provide greater clarity in both policy and legislation in protecting traditional knowledge. She said PIFS was delighted to work closely with SPC and other partners in the area of cultural statistics and stood ready to move forward in progressing the meeting outcomes.

## **ANNEX 1: MEETING RECOMMENDATIONS**

The representatives of NSOs and cultural agencies present at the UIS–UNESCO–SPC Inaugural Pacific Region Cultural Statistics Meeting held 25–27 May 2011 in Suva, Fiji, noting:

1. the internationally recognised importance of culture in development;
2. the contribution of culture to the fulfilment of the Millennium Development Goals; and
3. the Pacific leaders' emphasis on maintaining and strengthening Pacific cultural identity in the Pacific Plan,

have recommended the following:

### **At the National Level**

1. Improve collaboration between NSOs and cultural agencies (ministries, departments or divisions) as well as with stakeholders and other government agencies through existing systems and mechanisms such as consultations, participation in user committees and individual discussions.
2. NSOs and cultural agencies should develop joint action plans to pursue cultural statistics in-country as part of a national strategy for the development of statistics, and/or in accordance with national strategic development plans and the development of national cultural policy.
3. Cultural agency and stakeholders at the national (and district/provincial where applicable) level are to develop a clear definition of culture for the purpose of data collection.
4. Cultural agencies and stakeholders are to define specific data needs and prioritise them in national context for the purposes of data collection, dissemination and analysis in collaboration with NSOs (referring to the 2009 FCS as a guide).
5. Cultural agencies, in close consultation with NSOs, are to produce a situation analysis of cultural statistics.
6. Cultural agencies, in close consultation with NSOs and other stakeholders (to support the development of cultural statistics in each country), are to undertake data extraction in order to support indicator development for policy, research and dissemination, and build databases.
7. Build capacity of NSOs to implement recommendation 6 through technical support from expert agencies.
8. Cultural agencies are to approach NSOs with their statistics needs for inclusion in the NSOs' annual work plans and other strategic documents.
9. NSOs and cultural agencies are to work together to include cultural questions in upcoming census and survey instruments.

10. Build up statistics capacity for the cultural sector (training, staffing, funding and in-country work) including for cultural agencies working on the development of cultural statistics.
11. Develop an advocacy strategy about the importance of cultural statistics, focused on cultural stakeholders.
12. Cultural agencies, with the assistance of NSOs, are to develop awareness and coordination among other government ministries and departments for the need to disseminate and make use of cultural statistics.
13. Each country is to develop cultural statistics and build a cultural statistics database.<sup>1</sup>

### **At the Regional Level**

1. Develop a regional definition of culture that can be used for the development of cultural statistics and indicators.
2. The Ministers of Culture Meeting in 2012 is to endorse the need for national frameworks for cultural statistics.
3. SPC is to initially engage a student, intern, volunteer and/or technical assistant to: 1) undertake cultural data analysis on publicly available data, and 2) assist with populating the PRISM cultural database with publicly available data.
4. Ensure the integration of culture into the Ten Year Pacific Statistics Strategy implemented by the NSOs.
5. SPC and partners including UNESCO and UIS are to facilitate countries' collaboration over the development, sharing and adoption of best practices on collection and analysis of cultural statistics and indicators including through regional consultations and exchanges of staff from within the region.
6. SPC is to provide technical assistance to countries to develop cultural statistics and indicators, by building databases and data mining existing databases, through the South-South collaboration in the Ten Year Pacific Statistics Strategy.
7. SPC and NSOs are to collaborate with international and regional agencies to further the development of cultural statistics and indicators for improved policy.
8. These recommendations are to be presented to the Pacific Statistics Steering Committee (the committee established under the Ten Year Pacific Statistics Strategy) at its next meeting in October 2011. It will also be presented at the next meeting of the Pacific Heads of National Planning and National Statistics Offices in either 2012 or 2013.

Participating international and regional partner agencies recognise that collaboration, funding and technical assistance will be essential and they undertake to work together to fulfil the recommendations.

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<sup>1</sup> This could include Cultural Satellite Accounts.



## ANNEX 2: Programme

### UIS-UNESCO-SPC Inaugural Pacific Region Cultural Statistics Meeting

25-27 May 2011

Suva, Fiji

#### Provisional Agenda

#### Objectives:

- (a) To better appreciate the contributions of culture to sustainable and human development
- (b) To link cultural policy needs and cultural statistics methods and instruments
- (c) To provide a forum for culture officials and NSOs to understand the linkages between policy and data needs
- (d) To introduce statisticians and cultural officers to the new 2009 UNESCO Framework for Cultural Statistics (FCS) and its application
- (d) To map a way forward for enhanced cultural statistics and indicators in the Pacific region
- (e) To develop a professional network in cultural statistics and enhance partnerships between countries, UIS, UNESCO and SPC

Time	Agenda item	Speaker/ Moderator
<b>DAY 1: Wednesday 25 May 2011</b>		
09:00- 09:30	Official opening, introductions	Welcome by Ms Fekitamoeloa 'Utoikamanu, Deputy Director-General, SPC  All participating organisations and countries
09:30- 10:00	Objectives and adoption of the agenda	Ms Elise Huffer, Human Development Programme Adviser, Culture, SPC  Mr Arthur Jorari, Demographer, Statistics for Development, SPC

<b>Time</b>	<b>Agenda item</b>	<b>Speaker/ Moderator</b>
10:00– 10:30	<i>Refreshment break</i>	
<b>Session 1: Cultural Policy and Cultural Indicators and Statistics</b>		
10:30– 11:30	Understanding policy needs for data	<p>Ms Pulumaki 'A Siuilikutapu Moala Ika, Deputy Director of Education – Culture Division, Tonga</p> <p>Mr John Tahinao, Director, Division of Culture, Solomon Islands</p> <p>Mr Sonny Williams, Secretary, Ministry of Cultural Development, Cook Islands</p>
11:30– 12:00	Cultural indicators: matching policy needs	<p>Ms Taggy Tangimetua, Government Statistician, Statistics Office, Ministry of Finance &amp; Economic Management, Cook Islands</p> <p>Mr Mathew Chigiyal, Assistant Director, Statistics Division, Office of Statistics, Budget &amp; Economic Management, ODA, and Compact Management, FSM National Government</p>
<b>Session 2: Cultural Statistics Frameworks</b>		
12:00– 13:00	The 2009 UNESCO FCS: What it is and what it does (purpose, concepts and definitions)	Mr Jose Pessoa, Program Specialist, Cultural Statistics, UIS

<b>Time</b>	<b>Agenda item</b>	<b>Speaker/ Moderator</b>
13:00– 14:00	<i>Lunch</i>	
14:00– 14:30	The 2009 UNESCO FCS: What it is and what it does (continued)	Ms Lydia Deloumeaux, Assistant Programme Specialist, Culture Statistics, UIS
14:30– 15:30	Discussion	Group
15:30– 16:00	<i>Afternoon tea</i>	
16:00– 16:30	New Zealand Framework for Cultural Statistics	Mr Atawhai Tibble, Subject Matter Project Manager (Maori/Culture), Social Conditions, Statistics New Zealand
16:30– 17:00	Discussion and wrap up	
<b>DAY 2: Thursday 26 May 2011</b>		
<b>Session 3: Linking Statistical Needs and Instruments</b>		
09:00– 09:30	Understanding and using international classifications and instruments	Ms Lydia Deloumeaux, UIS
09:30– 10:30	Existing statistical instruments in the Pacific	Mr Arthur Jorari, SPC
10:30– 11:00	<i>Refreshment break</i>	
11:00– 11:30	Matching policy needs with instruments	Ms Akatsuki Takahashi, Programme Specialist for Culture, UNESCO Office for the Pacific States  Mr Nafiou Inoussa, Statistical Cluster Advisor, UIS, UNESCO Office for the Pacific States

<b>Time</b>	<b>Agenda item</b>	<b>Speaker/ Moderator</b>
11:30– 12:30	Household survey data: presentation Data mining	Mr Jose Pessoa, UIS Mr Arthur Jorari, SPC
12:30– 13:00	Household Survey Data: Activity (use of existing data sets to determine which variables can be extracted for cultural indicators)	Group work by countries
13:00– 14:00	<i>Lunch</i>	
<b>Session 4: Cultural Statistics in the Pacific Region</b>		
14:00– 14:30	Cultural employment data: presentation	Ms Lydia Deloumeaux, UIS
14:30– 15:00	Cultural employment data: activity	Countries
15:00– 15:30	Cultural trade data: presentation	Ms Lydia Deloumeaux, UIS
15:30– 16:00	Discussion	Countries
16:00– 16:30	<i>Afternoon tea</i>	
16:30– 17:00	Discussion and recap of the day	Group
<b>DAY 3: Friday 27 May 2011</b>		
<b>Session 5: Applying the 2009 UNESCO FCS Part 2</b>		
09:00– 09:30	Developing indicators: presentation	Mr Jose Pessoa, UIS Mr Arthur Jorari, SPC Ms Elise Huffer, SPC
09:30– 10:30	Devising cultural indicators: activity Priority areas at national level	Country NSO and Heads of Culture representatives work together and report back
10:30– 11:00	<i>Morning tea</i>	

<b>Time</b>	<b>Agenda item</b>	<b>Speaker/ Moderator</b>
11:00– 12:00	Discussion	Group
12:00– 12:30	Well-being Indicators: a Melanesian project – presentation	Mr Simil Johnson, Government Statistician, Vanuatu
12:30– 13:00	Discussion	Group
13:00– 14:00	<i>Lunch</i>	
<b>Session 6: Advancing Cultural Statistics in the Pacific Region</b>		
14:00– 15:00	Strategies for advancing cultural statistics at national level: the way forward	Mr Sonny Williams and Ms Taggy Tangimetua, Government Statistician, Cook Islands
15:00– 16:00	The roles of UIS, SPC, UNESCO, PIFS	SPC, Mr José Pessoa, UIS, Mr Nafiou Inoussa, UIS
16:00– 16:30	Closing	PIFS
16:30– 18:00	<i>Refreshments</i>	

