

Social cohesion

The challenge of
Public Service Media

Work, prepared by Ufficio Studi Rai, completed in October 2020.

For the drafting of the research report, Ufficio Studi Rai availed itself of a technical panel, commissioned and coordinated by Ufficio Studi, Rai composed of Antonia Carparelli (economist at the European Commission's Representation in Italy), ISTAT – Italian National Institute of Statistics and LUISS 'Guido Carli' University – Centre for Conflict and Participation Studies of the Department of Political Science, with whom the methodological framework was shared.

The volume, edited by Flavia Barca, is therefore the result of the collective work carried out by the Technical Panel, with contributions in particular from: Antonia Carparelli in Chapter 1; ISTAT (Elisabetta Segre and Barbara Baldazzi with the collaboration of Fabio Bacchini and the direction of Roberto Monducci) in Chapters 2 and 5; LUISS (Donatella Selva, Mattia Zunino, Jan Kermer and Rolf Nijmeijer, under the direction of Michele Sorice) in Chapter 4; Ufficio Studi Rai (Flavia Barca, Paolo Morawski and Alessandra Paradisi under the direction of Andrea Montanari) in Chapter 3.

Index

The cohesion horizon	5
Social cohesion, a fundamental objective of the Public Media	8
What We Talk About When We Talk About Social Cohesion	10
1.1. Origins and emergence of the concept of social cohesion in the political agenda	10
1.2. The concept of social cohesion and the problem of definition	11
1.3. The dimensions of social cohesion: comparing approaches and methods	12
1.3.1. The European Union: economic, social and territorial cohesion	12
1.3.2. The Council of Europe: cohesion and human rights	13
1.3.3. The OECD: social cohesion and human capital	14
1.3.4. Social cohesion and trust	15
1.4. The unanswered question: which community?	17
1.5. Social cohesion and capabilities, from the person to the community	19
Social cohesion, well-being and sustainability: an overview of the main national and international attempts at measurement	23
2.1. Measuring environmental sustainability, social cohesion and well-being	23
2.1.1. International initiatives	24
2.1.2. The ISTAT projects and the BES project (Equitable and Sustainable Well-being)	25
2.1.3. The United Nations 2030 Agenda and measuring sustainable development	26
2.2. Indicators, information, and the quality of the statistics: some methodological considerations	26
2.2.1. Indicators and value system	27
2.2.2. Subjective indicators	27
2.2.3. Composite indicators	28
2.2.4. Indicators and strategic choices	28
2.2.5. The quality of the statistical data	29

The National Service Agreement: the social cohesion framework in the founding principles of Rai	30
3.1. Convention and National Service Agreement: legislative and regulatory framework	30
3.2. Service agreement and social cohesion	31
3.3. Defining the social cohesion framework for a public service media company	32
3.4. Rai activities for social concerns and monitoring social cohesion	42
3.4.1. The Social Report	45
3.4.2. Monitoring social cohesion and pluralism, and the representation of the female figure	50
Social cohesion and European Public Services	57
4.1 France	58
4.2 Germany	61
4.3 Netherlands	63
4.4 Spain	65
4.5 The United Kingdom	68
4.6 Summary overview	72
Monitoring social cohesion: a methodological framework	74
5.1 SDGs, social cohesion and Rai	74
5.2. Methodological social cohesion analysis toolkit for a Public Service Corporation	81
5.2.1. Television Audience Survey (A)	81
5.2.2. Evaluation of internal organisation aspects (O)	84
5.2.3. Qualitative assessment of programme contents (C)	86
5.3. Conclusions	96
5.4. Methodological note	96
Bibliography	98

The cohesion horizon

The future of European Public Service Media (PSM) is written in the national societies and regional realities that make up the European mosaic and will be marked by the changes currently underway. One need only think of the dramatic developments that have occurred on the financial and institutional level; of changing customs, tastes and mindsets; of the transformation of collective and personal domains; of the constant technological innovation; of the changing international contexts in which Europe and the continent's individual countries position themselves and operate; and finally of the global challenges that beckon.

The daily lives of people and communities continue to be impacted by the audio and video content and multimedia contributions of each Public Service, as these strive towards two related objectives: on the one hand, to address a complex, plural and diverse society in its entirety; on the other, to creatively glean and process the expectations and demands of society as a whole and of its members individually.

This dual mission has accompanied PSM throughout the evolution of radio, then television and, in the last quarter of a century, of the new digital realm, engaging millions and millions of citizen-users daily. The pandemic, which has severely affected the populations on our continent since early 2020, has highlighted the value inherent in each Public Service Media. We were, are and will be important in the eyes of our societies, who recently witnessed our active and positive approach to the crisis. We continue to be creators and guarantors of the public (i.e. general) interest, even in a new ecosystem where communication is increasingly digital. The distinctive approach we took during the pandemic highlighted the central role that Public Service Media play in linking the diversity of metropolitan and regional riches and forging a sense of belonging, national cohesion, and social and cultural inclusion.

It is often said, quoting our colleagues at the BBC, that the essence of the mission of European PSM, including Rai, is encapsulated in three words: 'inform, educate and entertain', which is a valid summary and one that is easy to understand. Although, of course, each public service develops and enhances these objectives by adapting them to the specific context of its own country.

Today's objectives must take into account the particular needs of our time, the first and foremost being the digital transformation, which is a decisive challenge for Rai, as it is for all Public Service Media. In a technologically and socially fragmented world, where many people are at risk of isolating themselves in electronic niches and replacing human contact with merely

virtual interaction, there is an increasing need to connect people, to effectively connect individuals and groups through the quality and relevance of our content and services.

Public Service Media, then, is a matter of ‘informing, educating and entertaining’; but, on closer inspection, its mission is much broader, more varied and challenging. At the heart of our commitment – now more than ever – is the need to build relationships and pave the way for understanding and dialogue, to connect people to the fabric of the community, to boost understanding, facilitate comprehension and guide growth in a confusing and rapidly changing world.

In Italy, the tasks that the Public Service Concessionaire is called upon to perform are defined by a ten-year Convention (currently: 2017-2027) and a five-year Service Agreement (the one in force: 2018-2022). Having established the perimeters of action, the legislators call on Rai to be a universal media provider offering content and services in a wide variety of fields.

If Rai is a point of reference for the majority of the country it is also because of its inclusive nature, committed as it is to reflecting the diversity of Italian society, from minorities to gender issues, from childhood to the problems of the disabled, from Italians who choose to emigrate to non-Italians who chose Italy. For Rai there are no marginal audiences: the Public Service Media is aimed at all citizens, from the young to the elderly, whatever their background, community or convictions.

Considered to be a common asset of the country and an instrument for bringing Italy to the world, Rai is not just a Media Company, but an institution. It is a resource whose value grows to the extent that it succeeds in remaining close to and useful for citizens, in large and small cities as well as in the countryside, as the world changes at differing speeds. To achieve that end, Rai must first and foremost continue to work towards the social cohesion of the country, a current topic whose relevance has been repeatedly highlighted by the President of the Republic, Sergio Mattarella.

Promoting unity across the various components of Italian society means tackling many new problems and being careful to counter threats that undermine or have the potential to undermine social cohesion: artificial intergenerational conflicts, digital divides, discrimination and forms of exclusion, prejudice and stereotypes, violence, hate speech, various forms of intolerance both old and new, and fake news, propaganda and misinformation.

These are delicate issues that affect all national communities, which the Public Service must be able to address with competence and professionalism, through its programmes and services, being able to include, to unite, and to elevate common belonging to a more mature level, while at the same time responding to new curiosities and expectations, regarding the needs and questions of our time.

As this study reminds us, Rai is called upon to act as a guardian of the country's cohesion around the founding principles and values of the national community, which have been strengthened for seven decades by common membership of the European project that overlooks, among other things, the challenges facing the Mediterranean. This gives the Public

Service a unique function in the media landscape, a public function that the Covid-19 tragedy has, as we have seen, confirmed and further strengthened.

The lesson derived from the pandemic is of universal significance: we will not save ourselves and we will not grow alone. This is the message that a large, solid, cutting-edge public service cultural organisation must convey. In order to fulfil its mission, Rai must be able to innovate by relentlessly refining its role. Today more than ever it is crucial to have a broad political, cultural and territorial horizon: the horizon of social cohesion.

All public service media companies are well aware that they cannot save themselves, faced as they are with a competitive environment in which multiple players operate: Internet and technology giants, European and non-European commercial media groups, and telecommunications operators. Public broadcasters are currently under pressure throughout Europe. We therefore need to emphasise – in the most effective and innovative way possible – our public value, our service to the community, the positive and undeniable contributions we make to society as a multimedia company. It is no coincidence that in recent years we have seen our forms of collaboration and co-production, our mutual exchanges of experience and best practices grow and strengthen what we have in common despite borders and language barriers. In fact, we all have the same goal: earn the trust of our public, be perceived by them as useful, indispensable, authoritative, and reliable. We share common challenges concerning the distinctive, not to say unique, character of our content offer and public interest services, a distinctiveness largely expressed through the diversity, quality, and accuracy of our programming. We also have common challenges in terms of social responsibility. Every year Public Service Media operators across Europe broadcast a considerable number of programmes to help raise funds to support medical research, to support those most vulnerable to the economic and social crisis, and for many other important causes.

Throughout Europe we urgently need to relaunch the mission and role of Public Service Media in the new digital environment. To do this we need to intensify dialogue, listening to and interacting with our target societies. This necessity has led to our study on social cohesion, the result of an open project coordinated by Ufficio Studi Rai; a project – summarised here in English – that focuses on our main stakeholder: the citizen-user.

Fabrizio Salini

Rai Chief Executive Officer

Social cohesion, a fundamental objective of the Public Media

Contributing to the social and cultural cohesion of the country and its communities is one of Rai's priority tasks.

The mission of the Public Service Concessionaire centres on the objective of connecting Italians and keeping them together. How is this achieved? By addressing everyone, young and old, people in the big cities and in the countryside; promoting social and cultural inclusion at all levels; representing the plurality and diversity of the components of Italian society, giving space and voice to its different components; taking into account different generational cultures as well as socio-economic differences; voicing the wealth and the disparities present in the territory at both the regional and provincial level; providing the public with an account of reality and at the same time with appropriate tools for understanding the contemporary world; dealing appropriately with socially relevant issues (from gender or children's issues to the problems of people with disabilities); prompting active and informed participation in the life of national, European and international institutions; and finally by boosting the digital skills of Italians in light of new forms of citizenship.

This set of tasks is more relevant and pressing than ever, especially in light of the digital revolution that has permeated all aspects of daily life; and which, while offering extraordinary opportunities, tends to fragment society into many small communities, with each retreating into its own bubble. Meanwhile, the immediate and long-term effects of the Covid-19 pandemic, which has exacerbated inequalities and disparities, and increased poverty and marginalisation, should certainly not be underestimated. Stricken and disoriented, citizens have been asking – and continue to ask – for equal access to information and educational services. At a time when the sense of community is in danger of disappearing and whole sections of society are experiencing loneliness, insecurity, anxiety and fear, people need psychological help; they need to feel protected; they need to regain confidence ('in the proper functioning of the community as a whole, in its institutions, in its founding values, in the ability to enforce criteria of fairness'); they need to smile and be entertained; and they need high quality content, services and information. People are searching for reliable, authoritative and verified news. They also need new skills to enable them to defend themselves against fake news,

hoaxes, propaganda and misinformation. The pandemic has made all these issues highly relevant and of crucial importance for the future of our democratic systems.

Hence the urgent need, in such difficult times, to relaunch the mission and role of the national Public Service Media, in Italy and in all European countries, none excluded.

These are the reasons that motivated this study on Social Cohesion and Public Service Media, which was strongly supported by my predecessor, Andrea Montanari, from whom I am delighted to take over the task of directing the Ufficio Studi. This work, coordinated by Rai's Ufficio Studi, investigates the close link between the Public Service Media and social cohesion, a concept which, together with that of sustainable development, has become an ideal to strive for and through which to orient and evaluate policy decisions within the European Union. By examining the objectives, standards and practices adopted by Rai and by the main European and international Public Service Media, the study identifies a useful analytical framework for making the concept operational, so that it can be implemented in corporate policies and monitored easily. It is a particularly flexible tool both to provide a snapshot of Rai's role as an agent of social cohesion and to accompany the company as it defines new objectives and strategies for self-renewal and performs its role in the country in the best possible way.

The findings of this study, collected in the publication ***Social cohesion. The challenge for Public Service Media***, presented here in English, are relevant for all Public Service Media, which, with due differences and nuances, have identified precisely in the issue of 'social cohesion' – according to the terms in which this expression has taken shape in the international political agenda – the quintessence of their mission of general interest. In the pursuit of the common good, the first step for any Public Service Media is to firmly safeguard social cohesion and inclusion, which is also – we must never forget – cultural cohesion and territorial cohesion. Inclusion and cohesion must account for all sorts of differences, be they economic or professional or related to gender and age, faith, beliefs or ideas.

The very idea of public service in the broadcasting, multimedia and digital spheres needs a new lease of life. A heartfelt thank you to all those who make this debate possible and keep it alive.

Claudia Mazzola

Director Rai Ufficio Studi

What We Talk About When We Talk About Social Cohesion

1.1. Origins and emergence of the concept of social cohesion in the political agenda

The concept of social cohesion is over a century old. A vast body of literature dates the origin of the concept to the sociological theories of Émil Durkheim and his reflections on the formation of collective consciousness. In 1897 Durkheim defined social cohesion as a society where individuals are interdependent and strong relational ties are present while manifest or latent conflicts are absent¹. This was at a time when researchers had just started to investigate the formation and dynamics of collective processes, a new line of research later echoed in the work of Freud and many other leading 20th-century thinkers².

However, it was only over the final two decades of the last century that the concept of social cohesion gradually made its way into the language and agenda of international institutions and national entities around the world, to the point of directing political action and, in many cases, becoming part of primary and secondary legislation. It is also no coincidence that the concept of social cohesion first emerged with the great wave of globalisation at the end of the 19th and beginning of the 20th century: a period characterised by massive migrations, the emergence of new economic and political powers, the de-structuring and dislocation of production and the redistribution of wealth, all of which contributed to the erosion of traditional communities³.

Nearly a century later, the political relevance of social cohesion seems to be accompanied by “a pervasive sense of anxiety, reflecting the great uncertainties and perceived ill effects of globalisation”⁴. It is the paradox of our times, noted by many authors, that the drive for openness and global integration produces the opposite effect, not infrequently in the form of virulent identity-based, nationalist and sometimes separatist political movements.

It is no coincidence that the European Union – an agent of openness and integration par excellence – was quick to adopt an agenda for social cohesion, to provide an antidote or counterweight to the disruptive and destabilising effects of what is essentially market-driven integration⁵. The Single European Act of 1986 launched the grand design for the creation of a ‘true single market’ and introduced economic and social cohesion as a Community concern. This was the first step in a political journey that would lead to the objective of social cohesion

being institutionalized as one of the cornerstones of European policy, along with the single market and economic and monetary union. Another important step was the 1992 Maastricht Treaty, which not only included economic and social cohesion as one of the objectives of the Union (Art. 2), but also contained a protocol explaining the scope and implications of this commitment. In implementing that protocol a decision was made to devote one third of the resources of the European budget to cohesion policies and to set up a European Cohesion Fund, which would start in 1994. The expansion of the Union helped increase the relevance of cohesion policies, despite financial resources being clearly inadequate for the scope of the challenge. In 2008, the Lisbon Treaty introduced a third dimension to cohesion policy in the EU: territorial cohesion, which emphasises the role of territories and the need to preserve their vitality and uniqueness.

As a major policy laboratory with strong links to other international institutions in the West (i.e., the OECD, the Council of Europe, the International Monetary Fund and the World Bank) the European Union has contributed greatly to bringing social cohesion to the forefront of the political agenda of these institutions and of a significant number of national governments, including non-European governments such as Canada, Australia and South Africa, to name but a few. A growing number of countries now include references to social cohesion in their political agenda and legislation and sometimes even in constitutional precepts.

As of 2001 – when the reform of Title V redefined regional competences – the Italian Constitution, which entrusts the Republic with the task of ‘removing obstacles of an economic or social nature that constrain the freedom and equality of citizens, thereby impeding the full development of the human person and the effective participation of all workers in the political, economic and social organisation of the country’ (Art. 3, paragraph 2), contains an explicit reference to cohesion and social solidarity (Art. 119, paragraph 5)⁶.

1.2. The concept of social cohesion and the problem of definition

The concept of social cohesion brings with it all the potential and all the limitations that are typical of concepts that, for various reasons and in certain historical contexts, end up assuming great relevance and operational value in political processes and systems, such as the concept of *sustainable development*, or of *social market economy*, or any of the other constructs often associated with the idea of social cohesion.

In Anglo-Saxon literature, the expression ‘term of art’ denotes a noun or phrase that takes on different meanings in different contexts. A Canadian sociologist often quoted in the literature on the subject has spoken of a ‘quasi-concept, that is, one of those hybrid mental constructions that politics proposes to us more and more often in order to simultaneously detect possible consensuses on a reading of reality, and to forge them’⁷.

Vagueness of definition is probably the most salient feature of such concepts, though at least two others also deserve mention. First of all, these concepts generally represent *an ideal to strive for*, rather than an observable reality, and are readily employed as both political objectives and as criteria for evaluating the extent to which a society is cohesive or a

development model sustainable. Secondly, they are almost always *multidimensional concepts*, summarising a multiplicity of underlying dynamics. For all their differences, all the various definitions of social cohesion invariably evoke a plurality of dimensions of human coexistence, ranging from the economy to institutions, culture, behaviour, and attitudes.

In the light of the above, it is easy to understand why there is no commonly agreed upon definition for social cohesion. This was the conclusion reached by influential participants at an international OECD conference in 2011, whose presentations ranged from theoretical to political analysis, from economics to sociology, from the experiences of rich countries to those of poor countries, and from objectives to instruments⁸.

And yet, one must search for a definition. If the aim is to measure the degree of cohesion of a society or to assess the impact that policies, or other endogenous and exogenous factors, have on social cohesion, one must at least understand what one is talking about. It is therefore not surprising that many institutional reports have opted for an independent and pragmatic approach, proposing ‘tailor-made’ definitions. Such definitions largely reflect the founding values and the mission of the given institution and have adequate ‘operational’ potential, in terms of qualitative and/or quantitative assessment and policy development.

The project launched by Rai must inevitably adopt a similar approach as it works to interpret and follow up on the specific mission assigned to it by the Service Contract: a mission that stems naturally from the fundamental values that inspire the primary and secondary legislation of the Italian Republic. These values are in turn intertwined with and evolve alongside the principles of the international institutions that Italy is a part of, the European Union first and foremost, but also the Council of Europe, the OECD, the United Nations, the International Monetary Fund and the World Bank, not to mention the various agencies and research institutes that emanate from these institutions or from other intergovernmental cooperation processes.

It therefore seems appropriate to start by reviewing the definitions most often used by international and Italian institutions and research institutes, to see which dimensions are highlighted in various fields and to identify concepts that are particularly useful for the purposes of this project, ultimately attempting to integrate them with elements of specific relevance for the Rai public service mission.

1.3. The dimensions of social cohesion: comparing approaches and methods

1.3.1. The European Union: economic, social and territorial cohesion

Despite the prominence of social cohesion objectives in EU law and practice, there is no standard definition of the concept in the official documents of the European institutions. However, the copious production of reports, strategies, regulations, and indicators offers an eloquent picture of the dimensions that the European Union associates with the concept of social cohesion.

A first important reference is the series of Cohesion Reports that the Commission has produced every three years since 1996, in fulfilment of a Treaty obligation (Art. 175, paragraph 2 TFEU)⁹. From the Reports one can appreciate the dimensions considered relevant for cohesion and the evolution of the concept over time. From the outset, the economic dimension (usually measured in terms of productivity, income, and employment trends) is complemented by a social inclusion dimension, measured by tracking the fight against poverty and for equal opportunity, education and access to the digital world.

The work done on social inclusion indicators under the leadership of Anthony Atkinson at the beginning of this century – the so-called Laeken Indicators – gave new scope and depth to the Commission's analyses, with a strong emphasis on inequality, deprivation, persistent exclusion from the labour market, and above all on how these aspects affect different segments of the population (children, young people, women, the elderly, etc.)¹⁰.

Later, with the introduction of the principle of territorial cohesion, there was more explicit reference to the dimension of environmental sustainability, the transport system, and urban environment. In more recent years, the demographic dimension and, more specifically, the dimension of migratory flows and the integration of migrants have gained importance. At the same time, the Commission's Reports pay increasing attention to the quality of institutions and policies, as a crucial element for the resilience of the economic and social fabric and the development of territories.

It should be added that the three dimensions of cohesion that European institutions focus on – economic, social and territorial – coincide to a large extent with the dimensions of sustainable development, another objective that has emerged almost simultaneously on the international and European agenda. Rather than downplaying the relevance of social cohesion in European policies, sustainable development helps place it in a broader spatial and temporal perspective, clarifying relationships and trade-offs between the different dimensions.

1.3.2. The Council of Europe: cohesion and human rights

In contrast to the predominantly economic approach that prevailed, at least initially, in EU institutions, the Council of Europe's elaboration places great emphasis on human rights. The *Concerted Development of Social Cohesion Indicators, Methodological Guide*, published in 2005, offers an extremely rich and articulate treatment of social cohesion as an objective, a process, and an achievement, and remains in many respects a compulsory reference work on the subject¹¹.

In the vision of the Council of Europe, 'social cohesion is an integral part of human rights. Accordingly, individuals, as a vehicle of rights in modern society, are viewed as key players in a social process to enhance the substance of these rights [...]. Social cohesion thus takes account of how the various social players interact and the degree to which they succeed in ensuring the well-being of everyone'¹². In this view, social cohesion is not a homogenising concept aimed at protecting traditional forms of social integration such as identity, common culture and shared

values, which are nonetheless important. Rather, it envisions an open and multicultural society and primarily highlights the need to guarantee access to basic social and economic rights for all citizens, placing everyone on equal footing with no discrimination. ‘Every society has a structural need for social cohesion. In the course of their history, modern European societies have sought to meet this need in different, and often “negative”, ways, for example by glorifying the fact that their citizens belonged to a strong nation or by engendering “us” and “them” confrontations, especially by inciting mistrust of foreigners or immigrants. Following the experience of two world wars, they have tried to achieve cohesion through human rights, the constituent elements of which are freedom, equality and solidarity’¹³. This approach exemplifies the Council of Europe's concern with firmly anchoring the political agenda for social cohesion in the value system it has promoted since its inception, namely: rule of law, human rights and the exercise of democracy.

1.3.3. The OECD: social cohesion and human capital

The OECD has adopted a concise definition of social cohesion: ‘A cohesive society works towards the well-being of all its members, fights exclusion and marginalisation, creates a sense of belonging, promotes trust, and offers its members the opportunity of upward mobility’¹⁴. This definition rests on three different pillars, each of which is equally important: social inclusion, social capital and social mobility.

In 2014, the OECD launched the Social Cohesion Policy Reviews to measure the state of social cohesion in emerging countries and monitor progress over time. The Reviews use various indicators for each of the three ‘pillars’ of the definition: social inclusion is measured in terms of absolute and relative poverty levels, income inequality between groups and between regions within a country, and income growth incidence curves; social mobility is evaluated in terms of inter-generational mobility, as measured by income or education levels, and intra-generational mobility, as measured by the percentage of households accessing higher levels of income; and social capital considers civic engagement, trust, tax compliance and social support networks¹⁵.

Although the Social Cohesion Policy Reviews remained limited in number, the objective of social cohesion was nevertheless strongly present in the OECD's analytical toolbox, and the institution is undoubtedly to be credited with having changed our understanding of the mechanisms of economic growth. The OECD emphasised the positive relationship between economic development and social cohesion, especially by highlighting the importance of social cohesion for the formation and growth of human capital.

FIGURE 1.1 SOCIAL COHESION ACCORDING TO THE OECD



Source: oecd, 2012

1.3.4. Social cohesion and trust

Among the numerous attempts at defining and measuring social cohesion in the European context, the contributions of Danish sociologist Christian Albrekt Larsen and those of the Bertelsmann Foundation have received special attention¹⁶. Although these approaches are quite different, both underscore trust as a key dimension and largely base their measurements of social cohesion on subjective variables rather than structural data (poverty indices, inequality, etc.).

Larsen defines social cohesion as ‘the belief held by citizens of a given nation-state that they share a moral community, which enables them to trust each other’¹⁷. Larsen measures social cohesion in different countries as a percentage-wise distribution of responses to a simple, generic question about how much one can trust the other. Having observed the evolution of reciprocal trust over time in various countries, the Danish sociologist formulates bold

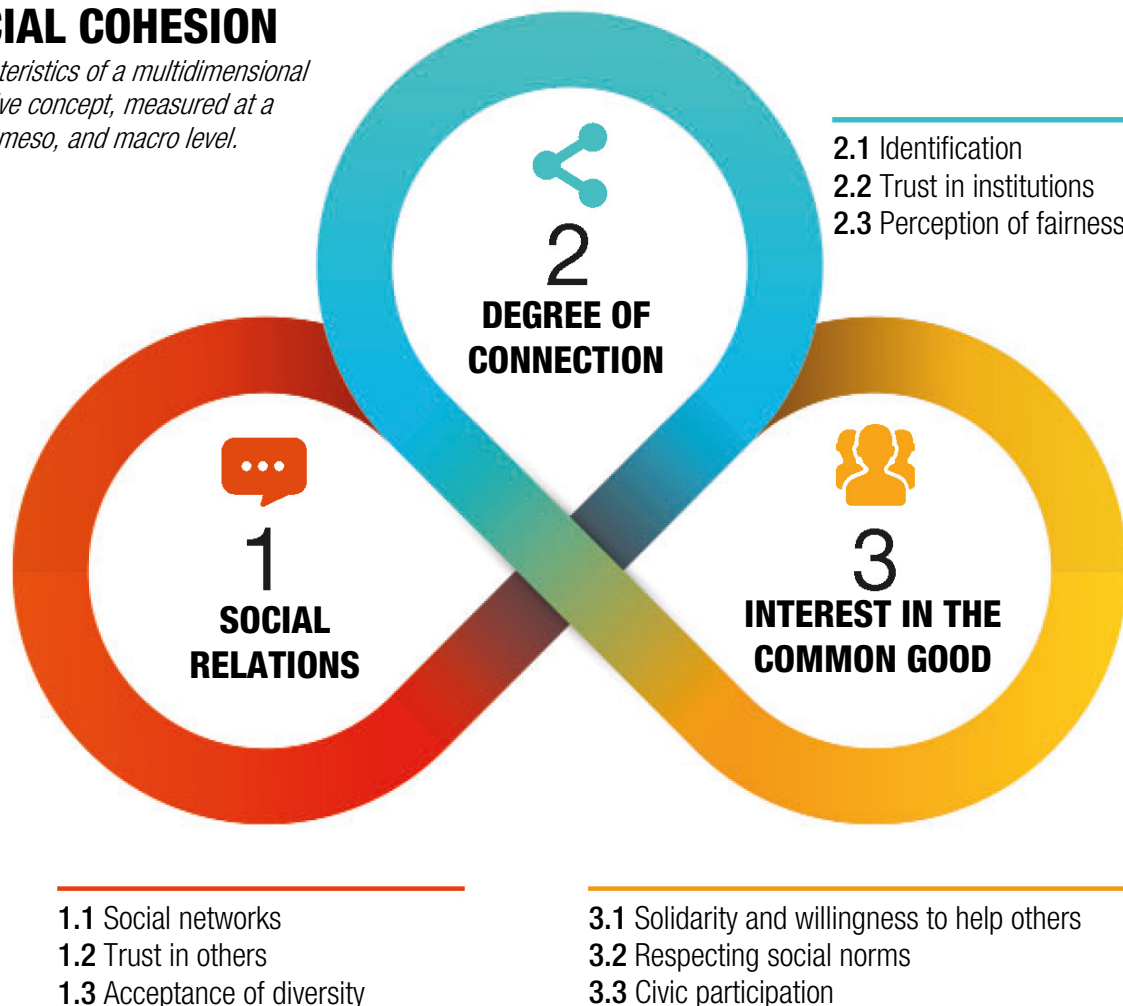
hypotheses about what factors might determine the erosion of trust, including the polarisation of income and the decline of the middle class.

The definition proposed by the Bertelsmann Foundation and adopted by Eurofund, the ‘European Foundation for the Improvement of Living and Working Conditions’, is significantly more articulate¹⁸. The proposed definition comprises three main ‘domains’, each of which has three dimensions. The first domain is ‘connectedness’, covering the dimensions of identification, trust in institutions and perceptions of fairness in distribution and treatment. The second domain is ‘social relations’ and covers the robustness of social networks, trust in people and acceptance of diversity. A third domain concerns ‘focus on the common good’, which encompasses solidarity and helpfulness, respect for social rules and civic engagement.

FIGURE 1.2 SOCIAL COHESION ACCORDING TO THE BERTELSMANN STIFTUNG FOUNDATION

SOCIAL COHESION

Characteristics of a multidimensional collective concept, measured at a micro, meso, and macro level.



Source: Bertelsmann Stiftung, 2013, p.14 - Note: produced by the author

As can be seen, the definition adopted by the Bertelsmann Foundation focuses on relational aspects (solidarity, helpfulness, social networks), perceptions (perception of fairness, acceptance of diversity) and, as already mentioned, trust (trust in institutions, trust in people). This is an interesting and useful conceptualisation that may be relevant for the Rai project. However, as with the Larsen approach, this definition also raises some important questions.

First, measurements of social cohesion based solely on perceptions are far from straightforward for policy-making purposes. The domains and dimensions considered in the Bertelsmann Foundation's fascinating definition, for example, are of little use for defining public economic policies that aim at reducing poverty or territorial disparity. This does not, of course, mean that the definition is inadequate, but it does highlight the need for ad hoc definitions to be developed for specific operational objectives.

Secondly, there is a surprising absence of variables referring to information and communication, which take data from reality and bring it into the realm of perception, ultimately serving as the founding elements of a community. In the words of John Dewey: 'There is more than a verbal tie between the words common, community, and communication.... Try the experiment of communicating, with fullness and accuracy, some experience to another, especially if it be somewhat complicated, and you will find your own attitude toward your experience changing'¹⁹. Access to information, accuracy, the search for objectivity, and the ways in which information is provided are all decisive in shaping perception. No discussion of social cohesion today can ignore the role of the media. Media outlets set the stage for the emergence of a 'public sphere'. The media is 'the connective tissue that binds citizens to society, allows them to be part of the production and consumption process, paves the way for their dreams and aspirations, and conveys the information they need to make decisions in everyday life'²⁰. This is especially true of society today, which is deeply immersed in the world of digital media. The advent of the internet has paved the way for the formation of countless new communities, whose range of communication varies from small clubs with a few friends to pervasive international networks²¹.

A further consideration is the singleness of the community of reference. Both Larsen's definition and that of the Bertelsmann Foundation refer exclusively to the 'the nation-state' without considering the individual's city, region, or other possible reference communities. This aspect certainly merits further reflection.

1.4. The unanswered question: which community?

As we have seen, academic and institutional literature on the concept of social cohesion is extensive. Numerous treatises have been devoted to the many dimensions of the concept – economic, relational, cultural, behavioural, institutional, normative, etc. – and to how these can be measured. There is one dimension, however, that is generally overlooked or taken for granted: the community of reference.

Much of the ambiguity associated with the idea of social cohesion stems from this omission, which also explains some of the criticism levelled at the concept. It is, therefore, well worth addressing this question explicitly.

Which community should be taken as a reference when measuring, promoting and cultivating social cohesion? To what extent is the pursuit of social cohesion and of the well-being of that specific community consistent with achieving those same goals in a neighbouring community or on a broader scale? An emblematic example is the European Union's difficulty in tackling the issue of migration with a spirit of solidarity. Regional and national communities perceive migration as a threat to their own internal cohesion – be it their shared identity or social or economic situation – and disregard the impact that an attitude of categorical refusal might have on more exposed neighbouring communities and on the broader community they belong to, namely the European community. This is just one of countless examples where the immediate well-being and cohesion of one community can set it on a collision course with other communities.

The history of European integration is, after all, a history of negotiating and reconciling the conflicting objectives of various national communities with the objective of establishing and safeguarding European cohesion²³. The point is that no community lives in isolation. In the globalised world the fates of individual communities – be they cities, regions, states, or federations – and of their constituent members are increasingly connected and interdependent. In this setting, community cohesion depends critically on external factors against which the community itself can often do little or nothing. How can this be factored into cohesion policies to ensure their credibility?

The Council of Europe's response has been to adopt a vision of *cohesion* that draws heavily on the Universal Declaration of Human Rights, in which respect for *individual* rights in a very broad sense – not just the right to freedom and equality, but also the economic, social and cultural rights of the individual vis-à-vis the community – provides the foundation for peaceful and civil coexistence. Might this end up diluting or even producing a negative perception of the identity, culture, language, history, tradition and other dimensions of social cohesion that often characterise small communities? Not necessarily. In fact, a community's success in preserving these values ultimately depends on how the community positions itself and relates to its wider context. An individual is part of a city, a region, a country, a regional area of several countries, and finally of the whole world, and only a full awareness of this multi-layered identity can produce a credible ideal for a cohesive society.

To return to the example of migration management, only strong cooperation at the national, European and international level can provide an adequate response to the distress of small town or regional communities, but this cooperation also depends on the cohesion and self-awareness of the community most directly affected. To put it plainly, more cohesive regions would make Italy more cohesive, and a more cohesive Italy would help with the cohesion of the European Union.

1.5. Social cohesion and capabilities, from the person to the community

The quick overview of how various institutions and academic researchers have gone about defining and implementing social cohesion confirms that a tailor-made definition is suitable for the purposes of the Rai project as well. It is therefore a matter of agreeing on a definition that is broad enough to encompass all the dimensions that are relevant for the project while also helping to establish practical guidelines and criteria to be used for evaluation. An ideal definition must be simple and easy to communicate. At the same time, both the theoretical premises that produced the definition and interpretations that flow out from it must be stated explicitly.

The definition proposed below draws on the work of Amartya Sen concerning human development and capabilities, as well as the importance of individual freedom; the work of Martha Nussbaum on universal ethics and the role of emotions and empathy, as well as on the value of humanistic culture; and the work of Robert D. Putnam on social capital, understood as ‘that set of elements of social organisation which facilitate the coordinated action of individuals’²⁴. In this definition, social cohesion depends on the abilities of both the individual and the community as a whole:

A society is cohesive to the extent that individuals and communities within the society trust that the values and culture, the institutions and norms, and the concrete mechanisms that shape and implement economic and political power are conducive to the pursuit of their personal and social development goals.

As can be seen, the proposed definition emphasises the dimension of human development and individual fulfilment, which implies freedom to decide and to act within a community of reference. Capacity-building, especially through education, training and access to information is also how individuals acquire what Sen calls ‘substantial freedom’, i.e., the freedom of choice necessary for the effective realisation of human wholeness. An education and information system capable ensuring that people are aware of their rights, of their historical and social context, of the opportunities they have access to and of the obstacles they may face is a central element of this approach, as amply illustrated in the work of Sen and Nussbaum.

Trust is another important component of the proposed definition, since it provides the basis for the sense of belonging and the will to remain part of a community, i.e., to retain its cohesion. Members must trust the proper functioning of the community as a whole, its institutions, its founding values and its ability to enforce justice and to evolve according to principles of justice. The community, in this context, is also seen as a dynamic reality, which is functional and cohesive to the extent that it offers inclusion, opportunity and room to the different and to the extent that it defends the rules and institutions of civil coexistence, and – if necessary – corrects itself.

The capabilities of the community and of the individual are locked in a reciprocal causal relationship. A community that nurtures and cultivates the humanity and development of

individuals benefits in return from a substantive, non-ideological sense of belonging, a positive disposition towards participation, solidarity and civic commitment.

Finally, not only is the proposed definition compatible with loyalty to more than one community – one's own city, region, country, or wider community – it also promotes belonging to multiple communities as a source of enrichment and growth. In this definition social cohesion can be interpreted as an objective that is not antithetical to openness and increasing international integration and cooperation.

A brief description and possible articulations of the proposed approach are illustrated in Figure 1.3.

FIGURE 1.3 SOCIAL COHESION - A CAPABILITIES-BASED APPROACH



*With appropriate distinctions by age group and gender.
 **Region, State, Supranational Community, World.

Source: original production by the author

1.6. Conclusions and ideas for a method of evaluation

How can the proposed definition be used to assess Rai's contribution to social cohesion?

A first consideration relates to the validity of distinguishing the sphere of individual freedom and empowerment from that of community functioning and vitality. Although these dimensions are complementary and strongly related, they require separate treatment in the evaluation.

The development of individual capabilities depends on the provision of quality information to all segments of the population, as well as on the ability to integrate, enhance and extend the

reach of the educational system through pedagogical and cultural products that range from the humanities (history, art, literature, languages, etc.) to technical and scientific topics (economics, medicine, biology, environmental sciences, etc.). Multimedia broadcasting can offer a much broader range of educational and cultural services than the school-university system and, unlike the latter, can reach people of all ages and social conditions, with great flexibility in terms of times and schedules, greater access to figures of high professional stature and all the advantages of audiovisual communication.

As far as the social or community dimension is concerned, it seems difficult to underestimate the potential of increasingly multimedia public broadcasting to promote and disseminate the founding values of a community, to contribute to the respect of those values and to denounce problems that hinder their full realisation. It is not just a matter of providing information and monitoring the operation of institutions and the political system, but also of encouraging all forms of social and political participation that make a society supportive, vital and capable of evolving and improving in the interests of individuals and the community. It is about helping to expand and strengthen the bond of trust that holds the community together, makes it resilient to events that can threaten its cohesion, and strengthens the sense of belonging.

To avoid any misunderstanding it must be clarified at the outset that for a public service media company fostering confidence in the proper functioning of society does not mean promoting adherence to the political leadership of the moment or failing to denounce the malfunctioning of the institutions. Instead, it means cultivating confidence in one's own independence, in the ability to interpret the needs and ferment of the entire social body, in the quality of the service offered and, above all, in the relevance of the service. Having spoken of relevance it should be noted that the great contemporary challenges faced by companies like Rai concern both technology and content.

In the space of a decade, technology has radically changed the ways in which the public uses media. More and more people are viewing media content not only (or no longer) on traditional TV, but on Smart TVs, mobile phones, laptops, tablets, or other connected devices. Technology allows audiences to select content and messages, share them, judge them and interact with the broadcaster, all of which changes the way content companies relate to audiences. The rise of networks such as Facebook, Twitter, LinkedIn, Instagram etc. is changing the way companies create and share content. It is hard to say what the media landscape will look like in ten years' time, but all predictions point to an increasing shift of audiences towards online consumption, and that is where Rai will need to remain relevant²⁵.

In terms of content, being relevant to the public service mission means getting to the heart of issues that are of particular importance for the resilience and future of the community. In the case of Italy – as in many European countries – the list of problems is rather long: the North-South divide, deepening social inequality and increasing poverty, management of migration flows and the integration of migrants, economic sustainability and the consequences of demographic ageing, respect for the rule of law and the fight against organised crime, gender differences and violence against women, youth unemployment and the brain-drain, technological backwardness and the digital divide, and the list could go on. For a public service

media company, it is essential to keep an attentive, rigorous, timely eye on all the problems that erode the resilience of the social fabric and sap the energy that enables renewal. To do this, we need to equip ourselves with the best scientific, intellectual, and professional energies.

The search for relevance helps reconcile the reasons of the audience with those of the public service mission or, one might say, the reasons of the market with those of the public interest. This should be considered when monitoring and evaluating Rai's contribution to social cohesion.

One final note: according to the proposed definition, the cohesion of a society depends on more than just internal dynamics. Social cohesion is also affected by the interplay with smaller communities within and with the larger communities that a given society participates in and to some extent depends on. As he underscores the strong sense of belonging of Roman citizens in the age of republican Rome, the historian Norman Davies describes the great ferment of assemblies, meetings, exchanges between administrative offices and other types of gatherings, but he also points out that every Roman citizen knew exactly where he or she stood in relation to his or her tribe, clan, family, centuria and master. Participation and service were part of the accepted ethos²⁶. Promoting social cohesion includes cultivating a sense of empathy and belonging that ranges from the microcosm one's family and hometown, to the city, the region, the nation-state, the European community, and the great community of all human beings who populate the 'global village'.

Notes

1. DURKHEIM, 1897.
2. Freud defines social cohesion as the identification of one individual with others who share the same characteristics and provide intense emotional ties (FREUD, 1921). For a thorough reconstruction of the theoretical reflection developed around the concept of social cohesion, see FONSECA et al, 2019.
3. See, in this regard, the illuminating essay by FRIEDEN, 2008.
4. See HEALY et al, 2016, p.3. Also see RITZEN and WOOLCOCK, 2000.
5. Jacques Delors, President of the European Commission from 1985 to 1995, is the person par excellence with a vision that inseparably links the opening up of markets and the implementation of cohesion policies, a vision that is amply documented in his memoirs. See DELORS, 2003.
6. "In order to promote economic development, social cohesion and solidarity, to remove economic and social imbalances, to promote the effective exercise of individual rights, or to provide for purposes other than the normal exercise of their functions, the State allocates additional resources and makes special interventions in favour of certain Municipalities, Provinces, Metropolitan Cities and Regions".
7. BERNARD, 1999, p.47-49.
8. OECD, 2011.
9. Cohesion Reports are published on the official website of the European Commission (the latest is 2017) https://ec.europa.eu/regional_policy/en/information/publications
10. See ATKINSON et al, 2002.
11. COUNCIL OF EUROPE, 2005.
12. COUNCIL OF EUROPE, 2005, p.15.
13. COUNCIL OF EUROPE, 2005, p.15.
14. OECD, 2011.
15. OECD, 2014.
16. BERTELSMANN STIFTUNG, 2013. Christian Albrekt Larsen of Aalborg University has devoted much of his research to analysing the mechanisms that make social cohesion possible in open economies and multicultural societies. His most comprehensive work on the subject is LARSEN, 2013.
17. LARSEN, 2013, and also LARSEN, 2014, p.2.
18. BERTELSMANN STIFTUNG, 2013, pages 13-14. See also BERTELSMANN STIFTUNG, EUROFUND 2014, which analyses cohesion in the EU Member States according to the concept of cohesion described below.
19. "There is more than a verbal tie between the words common, community, and communication... Try the experiment of communicating, with fullness and accuracy, some experience to another, especially if it be somewhat complicated, and you will find your own attitude toward your experience changing" (DEWEY, 1916).
20. See JAKUBOWICZ, 2007, p.161 (quote translated by the author).
21. On the social implications of the advent of information technology, the standard reference is the work of the Spanish sociologist Manuel Castells. See CASTELLS, 2004.
- 22.
23. For a reading of the process of European integration as a process of conflict resolution that has progressively changed the nature of the nation-state, see BICKERTON, 2012.
24. The concepts referred to are an integral part of the vast production of the authors cited, of which only a few reference texts are mentioned here: SEN, 1999 and 2009; NUSSBAUM, 2006 and 2014; PUTNAM, 1993, p.193; PUTNAM, 2004.
25. See HALL, 2017.
26. DAVIES, 2006. The quote is found in Chapter III, 'Rome: Ancient Rome, 753 BC-AD 337'.

Social cohesion, well-being and sustainability: an overview of the main national and international attempts at measurement

Chapter 1 presented social cohesion and *sustainable development* as multidimensional concepts that in certain historical and cultural contexts have become ideals to strive for and to refer to when directing and evaluating policy choices (in a manner similar, we add here, to the concepts of *well-being* and *progress of a society*). In many national and transnational contexts, policy objectives on the one hand and political action on the other are dependent on a framework of indicators that provide guidance for decisions and help monitor results.

The Rai project considered in this document hinges on the same process, which starts with identifying an objective and continues by defining a system that can monitor progress towards that objective. This chapter reviews key experiences in which statistical frameworks were designed to measure multidimensional concepts, with the ultimate aim of offering some thoughts on the link between indicators and strategic choices and guiding the selection the measurements to be used for this project.

2.1. Measuring environmental sustainability, social cohesion and well-being

“Indicators are measures that condense information on policy relevant issues in order to facilitate decision making”¹. There is a growing demand for adequate statistics to provide a reliable basis for decision-making, clearly defining needs and objectives, assessing progress and achievements, and measuring the effective use of resources.

In the field of public policy, a drive towards the systematic production and analysis of social indicators began to emerge as early as the 1960s. The forerunner to this new trend was the ‘Social Indicators Movement’, which developed in America from the work conducted by NASA on the social impact of space missions and was consolidated in the 1970s through the OECD Social Indicators Programme and the development of the UN Social and Demographic

¹ Eurostat, 2016

Statistics System'. Raymond Bauer, the project director for the Social Indicators Movement, defines social indicators as: 'statistics, statistical series, and all other forms of evidence – that enable us to assess where we stand and where we are going with respect to our values and goals'². Over those same years, with the dissemination of the Club of Rome's 'The Limits to Growth' report, a fruitful body of literature was produced concerning the need to measure the environmental sustainability of economic development.

The debate over social indicators and their availability has undoubtedly contributed to the development of the better-known debate over the need to identify a solid information reference framework to assess the level of well-being of a territory and its environmental, economic, and social sustainability over time. This objective unites numerous academic, institutional, civil, national, and international initiatives, despite the different definitions that have, over time, been associated with the various frameworks: sometimes referred to as sustainable development, sometimes as *well-being*, and sometimes as *progress*. A turning point, especially in terms of the notoriety and legitimacy of the debate, was the presentation in 1990 by the UN of the first Human Development Index (HDI) report, which combined per capita income with life expectancy and educational attainment.

Underlying the human development approach is Amartya Sen and Martha Nussbaum's so-called 'capability approach', which was referred to in the previous chapter for the identification of the definition of social cohesion.

Over time, the HDI has grown to encompass various social phenomena and even aspects of environmental sustainability. Initially, environmental sustainability was seen as an objective that was, if not incompatible, at the very least in conflict with development. This perception was not limited to the HDI but was true of the larger debate. However, these days environmental sustainability is seen as an indispensable part of the process of improving living conditions.

2.1.1. International initiatives

Since 2001, the OECD has promoted various initiatives to raise awareness about the issue of measuring social progress and, with the Istanbul Declaration adopted in June 2007 by the European Commission, the OECD, the Organisation of the Islamic Conference, the United Nations, the United Nations Development Programme (UNDP) and the World Bank, a first international consensus was reached on the need to 'undertake the measurement of social progress in every country'. In September 2009, the Commission on the Measurement of Economic Performance and Social Progress published a report, the so-called Stiglitz-Sen-Fitoussi Report, with 12 recommendations on how to better measure economic performance, social well-being, and sustainability³. The report was recently updated at the 6th OECD World Forum on Statistics, Knowledge and Policy.

² Bauer, 1966

³ Stiglitz et al, 2009

Over the first two decades of this century, several initiatives were developed at national and local level, some twenty-five countries moved in this direction, with more than fifty projects. Many of the initiatives involved National Statistical Institutes and were supported by extensive public consultations, involving stakeholders and civil society, for example in Australia, Austria, Belgium, Finland, France, Germany, Italy, Mexico and the United Kingdom. In some countries, the government has taken an active part in the process, such as in *Australia (Well-being Framework)*, *Finland (National Strategy for Sustainable Development; Findicator)*, *France (Les nouveaux indicateurs de richesse)*, *Germany (National Sustainable Development Strategy; W3-Indikatoren)* and the United Kingdom (*Measuring National Well-being Programme*).

2.1.2. *The ISTAT projects and the BES project (Equitable and Sustainable Well-being)*

As for Italy, the National Institute of Statistics has committed itself, with the BES project, to creating an information framework to monitor not just the level of well-being, through the analysis of relevant aspects of the quality of life of citizens, but also equity in terms of distribution of the determinants of well-being among social subjects and sustainability, so that the same level of well-being can be guaranteed for future generations⁴. A particularly important element that distinguishes the BES framework from other international experiments is the identification of a domain aimed at the quantitative description of the landscape and cultural heritage, which are considered fundamental elements of national identity and therefore essential elements of the quality of individual and collective life of Italians, alongside the more traditional domains dedicated to health, economic well-being, work, etc. Overall, the BES project shares the typical objective of identifying a framework for measuring well-being that is shared at a national level, provides a reference for public debate and serves to better direct democratic decisions concerning the country's future. An important step in this direction was the introduction, in Law 163 of 2016, concerning the reform of the state budget, of a device through which equitable and sustainable well-being indicators were included in the government's economic policy-making cycle.

In this context and over the same period, albeit within sociological literature that had its own specific roots, several contributions to identifying a statistical framework for the measurement of social cohesion in national contexts were developed. All of these experiments, including the one carried out by ISTAT, focus attempts at measurement on three areas: the realm of social inclusion and inequality (with indicators relating to participation in the labour market, income and the redistribution of income, equal opportunity spanning gender, age, social strata, Welfare State coverage, etc.), the realm of social relations (with indicators on the frequency and quality of relations with different reference groups) and the realm of values (with indicators of trust in others and in institutions, social solidarity, civic pride).

⁴ ISTAT, 2019a

2.1.3. The United Nations 2030 Agenda and measuring sustainable development

The last five years have certainly been dominated by the sustainable development goals identified by the UN 2030 Agenda and the corresponding set of indicators. These indicators, were chosen by the global community to represent its values, priorities and goals, through political agreement between different actors; they are tools designed to guide public debate and national policy decisions and ensure that global development and sustainability goals are achieved. The SDG indicators share this trait with almost all the experiments developed in recent years at the local, national and supranational levels, and therefore overlap, to some extent, with many of the indicator frameworks identified in other similar experiments, briefly mentioned above, including those used to measure social cohesion.

The SDG indicators can, therefore, be seen as the final act in a debate that began over half a century ago concerning the need for valid, shared quantitative indicators arranged in frameworks that could guide decisions and monitor the achievement of long-term well-being, social cohesion and environmental sustainability objectives.

Official statistics have the task of measuring and continuously monitoring progress and the implementation of the 2030 Agenda. ISTAT and the National Statistical System therefore play a crucial role in the production of statistical information for the 2030 Agenda, providing statistical measures in keeping with the methodological criteria of transparency, timeliness, territorial coverage and comparability, length of the time series and consistency with BES indicators and other databases⁵.

For a company like Rai to commit to developing its own framework, in order to monitor the impact of its activities on the social cohesion of the country, is therefore consistent with the framework of experiments mentioned above.

2.2. Indicators, information, and the quality of the statistics: some methodological considerations

“Thousands of statistics could be provided about the performance of a car, but the dashboard only provides those that are deemed essential for the driver”⁶. How should one go about selecting the indicators that are to guide an organisation or a company as it seeks to achieve a list of objectives?

From a methodological point of view several issues need to be clarified in advance, the analysis of which will offer a deeper understanding of the proposals contained in Chapter 5.

⁵ ISTAT, 2091b; ISTAT, 2020

⁶ Van De Berghe, 1998

2.2.1. Indicators and value system

A first important point is the relationship between the indicators chosen and the specific system of values and priorities of the entities who select them – be they academics, citizens, institutions, or companies.

The system of indicators included in the set (or, in some cases, the composite indicator) ultimately reflects the theoretical model of those who assemble them. Three possible approaches to the problem can be found in the literature: top down, bottom up and the so-called ‘bi-directional method’⁷.

In the first method, the indicators are chosen directly by the expert implementing the set. The second method, on the other hand, relies on the participation of the stakeholders, who are generally the members of a given territorial community⁸. In the third case, a mixed system is implemented, combining stakeholder consultation with the work of a group of experts. While a top-down approach, where an expert decides what dimensions and indicators are relevant for progress, cannot claim political legitimacy⁹, the purely bottom-up system, though politically legitimate, appears unfeasible in a non-local perspective. For example, citizens are often tied to unsustainable lifestyles and consumption models without even being fully aware of the problem. In this case, the ‘guiding’ role of the experts seems very appropriate.

2.2.2. Subjective indicators

Another relevant issue in the debate over the selection of indicators is whether subjective indicators should be included. Objective indicators are based on actual measurements, i.e., objectively detectable (hard facts), while subjective indicators seek to quantify emotions, attitudes, knowledge, consciousness, opinions, elements (soft matters), which are often linked to contingent and changing situations. With subjective indicators, the lack of an external ‘referent’ makes it difficult to ascertain the ‘truthfulness’ of the information and check its reliability¹⁰.

As part of the debate over what indicators might be used to measure well-being, in 1997 Ed Diener and Eunkook M. Suh distinguished at least three advantages and three disadvantages to the use of subjective indicators when studying quality of life. First advantage: the subjective indicator succeeds in capturing the experience that is important to the individual, unlike objective indicators which are only indirect measures of individual well-being. Second advantage: the subjective indicator is adequate, precisely because of how it is calculated and defined and is methodologically easier to reformulate than an objective indicator. Third advantage: the subjective indicator is easily comparable between countries or populations while the objective indicator is often defined with different units of measurement. First disadvantage: conceptually, the main weakness of subjective indicators is reliability, i.e., the

⁷ Michalos et al, 2010

⁸ Atkisson et al, 1997; Valentin and Spangerberg, 2000

⁹ Innes, 1990

¹⁰ Schifini D’Andrea, 1999

property of remaining constant and not being subject to alterations due to contingent facts and situations. Whenever possible, it is desirable to use multiple methods and to detect several indicators at the same time. Second disadvantage: subjective indicators are strongly influenced by the individual's temperament and personal relationships. Third disadvantage: methodologically, the value of the indicator often changes across countries and populations¹¹.

2.2.3. Composite indicators

The possibility of arriving at a composite indicator gives greater communicative force to the operation, but this operation and the resulting substitutability between components suffers from serious shortcomings in interpretation. At the same time, the methods of aggregation have a decisive influence on the final result. While the debate over how to measure environmental sustainability essentially hinges on our ability to assess the load bearing capacity of nature, the debate over how we should measure the well-being of individuals or social cohesion as a whole is decidedly thorny, since values, priorities and social objectives cannot be excluded from the assessment and there is no universal definition of well-being from which a measurement system can be easily deduced.

2.2.4. Indicators and strategic choices

Once the content of the set of indicators has been established, what relationship will it have with decision making? Indicators, and the statistical information derived from them, influence both the decisions of policy makers – ‘what we measure is what we do’¹² – and of citizens and society in general. The production and dissemination of statistical information is central to the creation of knowledge and the expansion of the information set available for making decisions¹³, guiding policies and helping citizens form opinions about measured social phenomena. When users are involved in the development and selection of indicators, the probability that the resultant information, based on shared values and knowledge, will have bearing on subsequent decisions also increases.

Information becomes more valuable the more it is disseminated and used. In this context, the authority of the source is key: if a source has been reliable and provided good quality data in the past, it will be given credit, and the dissemination and use of its output will gradually increase. As this new information interacts with information obtained from other sources and with what people already know it becomes knowledge and will prove useful for tackling problems and exploring fields outside of the one it was originally produced for.

¹¹ Diener and Suh, 1997

¹² Stiglitz et al, 2009

¹³ Giovannini, 2009

2.2.5. The quality of the statistical data

The production of a piece of data results from the application of a linked and interdependent series of specific standards and tools. The main tool for improving the quality of the measurement is monitoring the data production process itself. The high level of quality of official statistics is a matter of both processes (activities that ensure accuracy, reliability, timeliness) and products (relevance, pertinence), with various trade-offs that need to be addressed and often restrained.

In a world experiencing a trend towards instant information, ensuring the quality of statistics is crucial¹⁴.

From a methodological point of view, various types of national and international standards exist and can be applied to produce quality measurements. At the European level, the Code of Practice¹⁵ for official statistics offers interesting insight that is applicable here as well. The CoP points out that the quality of the data does not depend exclusively on the type of statistical process adopted, but also from the institutional context in which it is produced. Independence and impartiality are fundamental, as is the nature of the output that contains the data. Several dimensions come into play, ranging from timeliness of dissemination to consistency and comparability over time and space, to accessibility and clarity.

As far as the statistical process is concerned, the reference standard is the GSBPM¹⁶ developed by the UNECE. Without diving into the details of its articulated composition, the complexity of the GSBPM as presented in Table 2.1. shows how much the statistical process must integrate different methodological dimensions ranging from the identification of cognitive needs to the predisposition of the survey instruments, such as the questionnaire (which will be discussed in more detail in paragraph 5.3.1.), to the modalities of data collection and analysis, all the way to the dissemination of data.

The construction of the survey instrument deserves special attention. In the case of direct surveys, this is typically a structured questionnaire. From a methodological point of view, the construction of the questionnaire is an extremely delicate phase that can significantly impact the ultimate quality of the data collected. There are several aspects to keep in mind when designing an effective survey instrument. These are linguistic in nature, are related to the conceptual and visual layout of the instrument and must consider the load on the respondent.

¹⁴ See the Proceedings of the XII National Statistical Conference, Rome 22-24 June 2016

¹⁵ <https://ec.europa.eu/eurostat/web/quality/european-statistics-code-of-practice>

¹⁶ <https://statswiki.unece.org/display/GSBPM/GSBPM+v5.1>

The National Service Agreement: the social cohesion framework in the founding principles of Rai

3.1. Convention and National Service Agreement: legislative and regulatory framework

The mission of Rai's public radio, television and multimedia service is based on the principles laid down by the Italian Constitution and by the European Union, inter alia, with the 1989 'Television without Frontiers' Directive and subsequent amendments, the 9th Protocol, concerning public television, annexed to the 1997 Treaty of Amsterdam and the subsequent Communication of the Commission of the European Communities 2009/C 257/01 published in the *Official Journal of the European Union* of 27 October 2009. This mission, within the framework of the concessionary relationship, is governed by primary and secondary level national legislation, starting with Legislative Decree no. 177 of 31 July 2005, containing the Consolidated Law on Radio and Audiovisual Media Services (hereinafter, TUSMAR¹⁷ (TESTO UNICO DEI SERVIZI DI MEDIA AUDIOVISIVI E RADIOFONICI)).

The TUSMAR was most recently amended by Rai Reform Law no. 220 of 28 December 2015, 'Reform of Rai and the public radio and television service reform', which, acting on previous provisions, introduced significant changes especially concerning the renewal of the National Service Agreement and the governance of the Concessionaire.

Reform Law 220/2015 provided that the renewal of the National Service Agreement (hereinafter the Service Agreement) between the Ministry of Economic Development (hereinafter, MISE) and Rai would be stipulated within the framework of the Concession granting Rai the exclusive exercise of the public radio, television and multimedia service, every five years and no longer every three years. It also provided that, concerning the Concession, the MISE would first carry out a public consultation regarding public service broadcasting obligations.

'CambieRai' was the first public consultation on 'Public Service Media carried out in Italy. The purpose of the consultation was to give citizens, for the first time, a say in the idea of public

¹⁷ The title '*Testo Unico dei servizi di media audiovisivi e radiofonici*' was implemented by art. 1, paragraph 1, of Legislative Decree no. 44 of 15 March 2010, as of 30 March 2010, pursuant to the provisions of art. 20, paragraph 1, of the same Legislative Decree 44/2010. The original title was: '*Testo unico della radiotelevisione*' (Consolidated Broadcasting Act).

service they would like, in preparation for the new Agreement between the State and Rai. Citizens participated in the public consultation by completing a web questionnaire that was available on the MISE website www.cambierai.gov.it for 45 days, from 17 May to 30 June 2016. The voluntary questionnaire consisted of 36 questions. The contents were defined by 16 technical committees subdivided into 4 macro areas ('The Italian Economic System', 'Creative Industry', 'Digital', 'Italian Society'). In addition to associations of authors and producers in the world of television, cinema, radio, animation and information, the consultation involved organisations that contribute to the Made in Italy brand, tourism, digital, cultural heritage, the third sector, schools and universities and consumers. 11,188 people participated in the public consultation, with 9,156 completing and submitting the questionnaire. The responses, analysed in an aggregated and anonymous form, were incorporated, together with the proposals produced by the technical committees, into the final report produced by ISTAT and published on 27 July 2016. The indications that emerged from the final report on the 2016 'CambioRai' consultation were the basis for the new draft Concession and Agreement between the State and Rai¹⁸.

3.2. Service agreement and social cohesion

The expression *social cohesion* appears explicitly once in the Convention. Article 1, 'Object of the concession and definition of the mission of the public radio, television and multimedia service', paragraph 1, defines this service of general interest as 'consisting of the production and broadcasting on all distribution platforms of audiovisual and multimedia content that aims, including through the use of new technologies, [...] to support education, civil growth, the faculty of judgement and criticism, progress and social cohesion'¹⁹.

The expression *social cohesion* is also present twice in the Rai Service Agreement for the 2018-2022 period, even though it is implicitly the leitmotif that runs through the whole document and to a certain degree gives it coherence and unity²⁰.

The first part of the Agreement defines the mission of public service radio, television and multimedia. And article 2, which is dedicated to the 'general principles', establishes, in paragraph 3, that 'Rai is also bound to promoting the qualitative growth of its overall offer, to

¹⁸ Approved by Decree of the President of the Council of Ministers of 28 April 2017, on *Concessionary entrustment of the public radio, television and multimedia service and approval of the attached Convention framework*, published in the *Official Gazette* General Series No. 118 of 23 May 2017.

¹⁹ Paragraph 1 of art. 1 reads in full: 'The subject of the concession is public service radio, television and multimedia broadcasting, to be understood as a service of general interest, consisting of the production and broadcasting on all distribution platforms of audiovisual and multimedia content that aims, including through the use of new technologies, at guaranteeing complete and impartial information, as well as supporting education, civil growth, the faculty of judgement and criticism, progress and social cohesion, promoting the Italian language, culture, creativity and environmental education, safeguarding national identity and ensuring the provision of socially beneficial services'.

²⁰ MISE Communiqué of 7 March 2018, on *Approval of the National Service Agreement between the Ministry of Economic Development and Rai - Radiotelevisione italiana S.p.A. - 2018-2022*, published in the *Official Gazette* General Series no. 55 of 07 March 2018.

be pursued through the following objectives: a) reaching out to different audiences through a variety programmes, with a focus on content that promotes social cohesion [...].

Reference to social cohesion is seen again, with greater emphasis, in the second part of the Agreement, dedicated to the ‘specific obligations for the implementation of the mission’, in letter o) of article 25, which reads: ‘social cohesion: Rai is obliged to equip itself with an analysis and monitoring system capable of measuring the effectiveness of the overall offer in relation to the social cohesion objectives referred to in Article 2, paragraph 3, letter a), including through the preparation of specific audience data’.

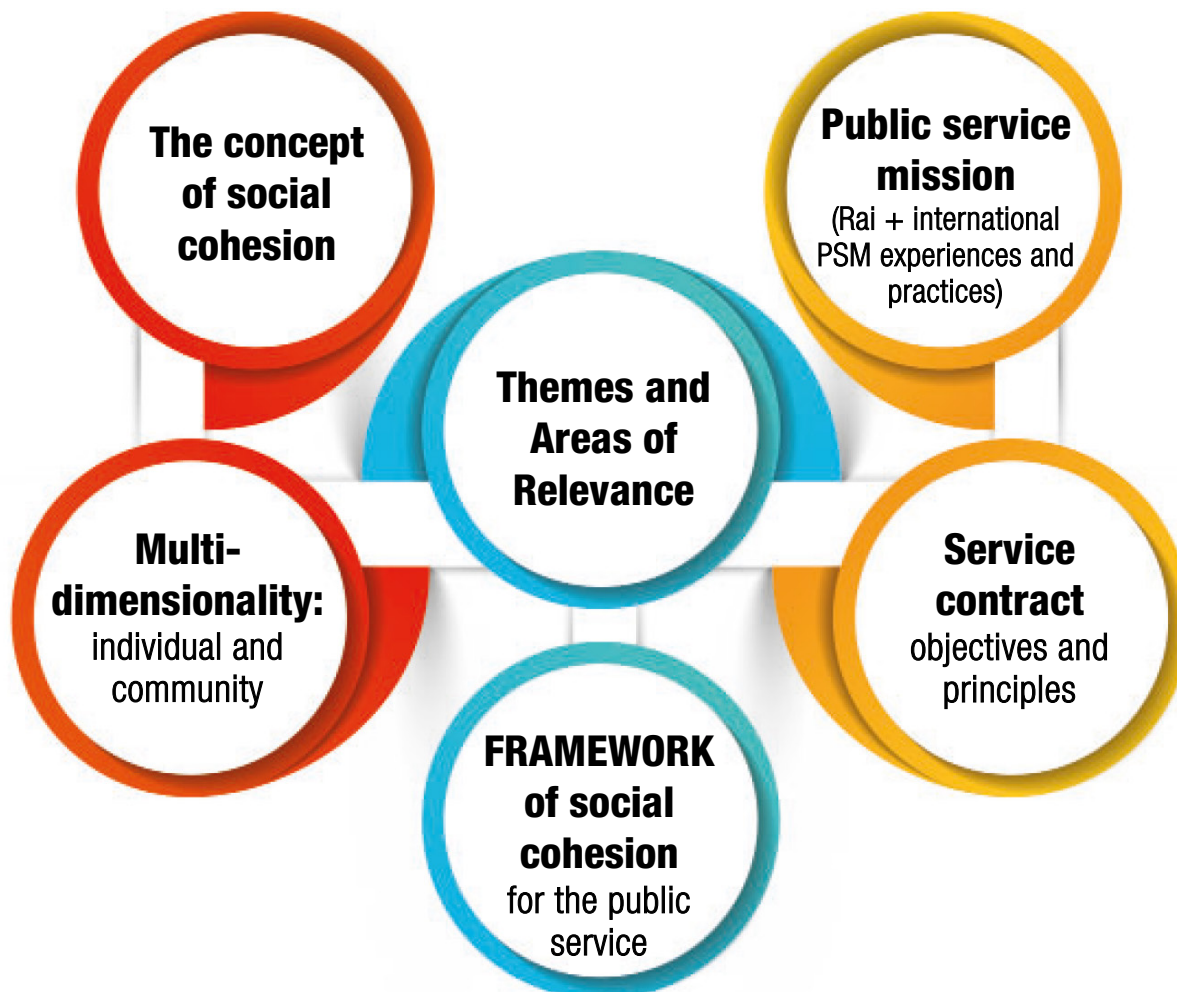
The requirement for an analysis and monitoring system that measures social cohesion objectives has created the need to define, or at least describe, social cohesion in a way that is both rigorous and relevant to the objectives being pursued.

The Service Agreement is rooted in the values of the Constitution and the rules governing civil coexistence in our democratic system. At the same time, as the instrument is renewed every five years, it reflects the trends and aspirations of a society that is facing new challenges and setting new goals. The Service Agreement document stands out for its depth, richness and relevance and offers an eloquent picture of Italian society and the critical factors that mark its development.

3.3. Defining the social cohesion framework for a public service media company

To highlight the social cohesion factors that are most relevant for a public service Media company – one of the main objectives of this study – we have outlined (see Figure 3.1) the relationship between the examination of the concept of social cohesion (Chapters 1 and 2) and the examination of the public service mission through a critical reading of Rai's National Service Agreement and of the analogous contracts of the main European and international public services (Chapter 4).

FIGURE 3.1 METHODOLOGICAL PATH FOR DEFINING THE SOCIAL COHESION FRAMEWORK FOR A PUBLIC SERVICE MEDIA COMPANY



Source: prepared by Ufficio Studi Rai

Two dimensions of social cohesion emerged from this comparison:

1. human development, individual rights and capabilities in an inclusive manner (the individual dimension)
2. the structuring, strengthening and growth of the community, including in its external projections (the community dimension)

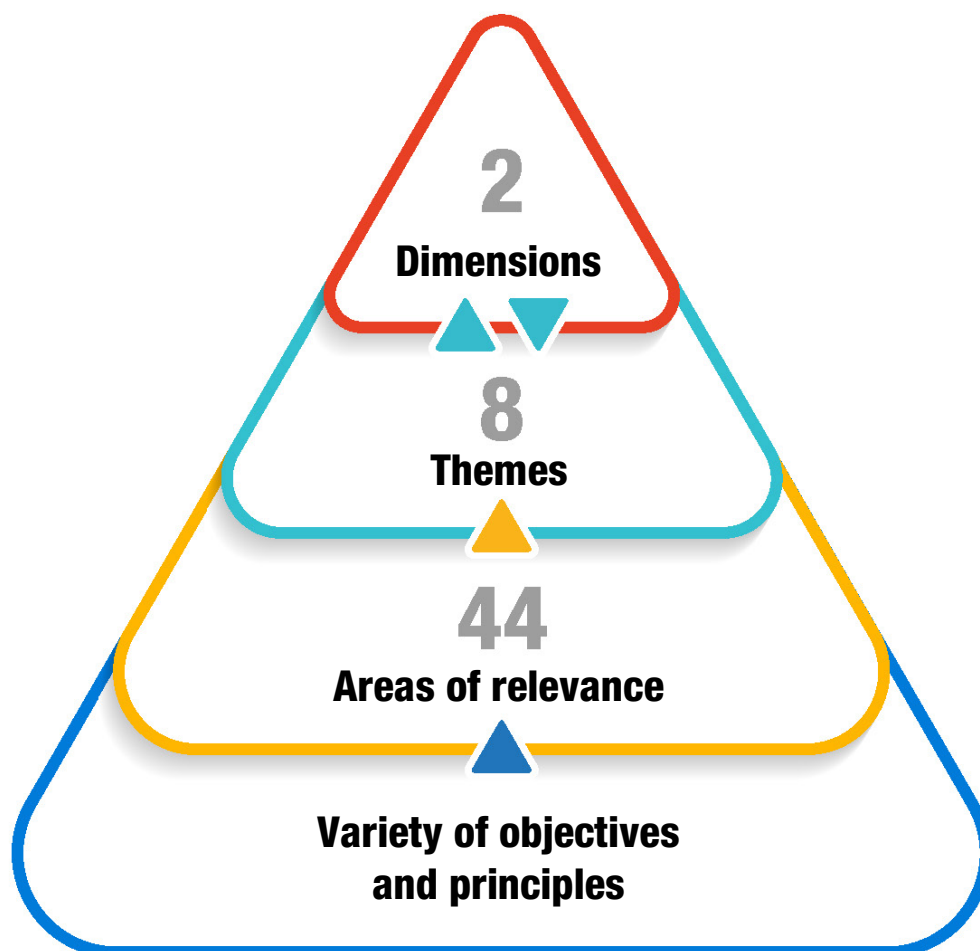
The first dimension concerns the fulfilment of the individual, which is considered a prerequisite for the functioning of a society where freedom and cohesion coexist and nurture each other in a virtuous cycle. The second dimension refers to institutions, social norms, traditions and the many processes that mark the passage from a collective to a real, functional and recognisable community.

By studying the Service Agreement with these dimensions in mind, we can organise it into an array of 'objectives and principles' with a strong cohesive character, which in turn can be subdivided into 44 'areas of relevance'.

The comparison between the areas of relevance and the two dimensions reveals 8 ‘themes’. Five themes relate to the first dimension: reaching the entire population through a variety of platforms; reaching out to the different components of society; protection and inclusion; empowerment and competence building; evaluation and monitoring (transparency). While three themes relate to the second dimension: promoting active, informed and critical participation in the life of the country; promoting active, informed and critical participation in the life of European institutions and culture; promoting knowledge and participation in international affairs.

This analytical scheme is summarised in Figure 3.2.

FIGURE 3.2 SUMMARY OF THE SOCIAL COHESION FRAMEWORK FOR A PUBLIC SERVICE MEDIA COMPANY



Source: prepared by Ufficio Studi Rai

The reference framework that results from this methodological approach (illustrated in Table 3.1) suggests a broad definition of social cohesion, which potentially includes all the articulations of Rai’s mission covered in the National Service Agreement. This should be no surprise, since the legitimacy of a public service in democratic systems is based above all on its

broader and more articulated social function, and thus, for example, on its capacity to be a wide-ranging agent of development and community cohesion.

This instrument stems from a ‘critical’ interpretation of the National Service Agreement which makes it relevant for Rai. But it is also universal in character, being based on a vision of transnational social cohesion, while the comparison with the main experiences and best practices of European and international public service providers ensures robustness.

The outline proposed by this research also clearly highlights some ‘cohesive’ themes that will need to be integrated in the future to align the National Service Agreement with the economic and social changes underway in the country, in a dynamic vision of the very concept of cohesion. For example, in keeping with the Constitution, the defence and reinforcement of individual freedom will be an essential cornerstone of the Public Service Media mission. As was already noted in Chapter 2, there are many points of contact between individual capacities and social sustainability. Social inclusion, understood as the fight against poverty, discrimination, and inequality, is a policy that favours both the empowerment of the individual and his or her rights and community cohesion. On the other hand, the increasing digitalisation of communication and of everyday life already calls for a rethinking of the nature and social function of these new ‘digital agoras’.

TABLE 3.1. SOCIAL COHESION FRAMEWORK FOR A PUBLIC SERVICE MEDIA COMPANY

DIMENSIONS	TOPICS	AREAS OF RELEVANCE	OBJECTIVES AND PRINCIPLES
<p>Promoting human development, individual rights and capabilities in an inclusive manner</p>	<p>Reaching the whole population through a variety of platforms</p>	<p>Contributing to research and technological innovation</p>	<p>Contributing to research and technological innovation and experimenting with new broadcasting methods, in line with market developments, also with a view to fostering the industrial development of the country's key infrastructures</p>
		<p>Reaching the whole population</p>	<p>Reaching the whole population and the public in all its forms, integrating the different distribution platforms (television and radio)</p>
			<p>Making the Public Service Media offer accessible to all users</p>
			<p>Making content available on multimedia platforms, in linear and non-linear modes, according to new consumption patterns</p>
		<p>Making content available on multimedia platforms</p>	<p>Promoting technical evolution and industrial development in the country by overseeing the work of standardisation bodies and through the following actions: 1) experimenting with content delivery through the use of new broadcasting technologies on terrestrial, satellite and fixed and mobile broadband channels and new interactive platforms; 2) experimenting with new audio and video encoding, production and archiving systems including those based on IP protocols and with advanced techniques for analysing and enhancing the audiovisual product; 3) adding value to radio, including through DAB+ and new multi-platform technologies</p>

DIMENSIONS	TOPICS	AREAS OF RELEVANCE	OBJECTIVES AND PRINCIPLES
			<p>Operating on forefront of experimentation and of the use of new technology, including through subsidiary company Rai Way</p> <p>Developing (with regard the multimedia offer) products with innovative content in all programming genres</p>
<p>Promoting human development, individual rights and capabilities in an inclusive manner</p>	<p>Reaching the different components of society</p>	<p>Reaching the different components of society</p>	<p>Reaching different audiences through variety in overall programming, with a focus on content that fosters social cohesion</p>
			<p>Ensuring that the different components of society are reached, paying attention to its diverse composition in terms of gender, age, ethnic, cultural and religious identity, as well as minorities and persons with disabilities, in order to foster the development of an inclusive, fair, solidarity-based society that respects diversity and to promote, through appropriate programmes and initiatives, participation in democratic life</p>
			<p>Developing an overall offer that, through the variety of genres and languages, is able to meet the needs of the public in its various forms</p>
		<p>Making plural and pluralist information available – Right to be informed</p>	<p>Making a plurality of content available and comprehensible, in a variety of forms, on different platforms, and in different formats and genres, with respect for the principles of impartiality, independence and pluralism. Catering to the full variety of social, cultural, and political conditions and preferences, enabling everyone to form opinions and ideas independently and participate actively and consciously in the life of the country. Fostering the critical, civil, and ethical faculties of the national community, including abroad, while respecting the right to be informed, the right to and duty of reporting, and the right to factual truth</p>
<p>Ensuring that the information provided is balanced, pluralist, complete, objective, impartial, independent, and open to the various political and social groupings, and guaranteeing strict compliance with professional ethics by journalists and public service operators, who are required to combine the principle of freedom with that of responsibility, while respecting the dignity of the individual, and to ensure an adequate, effective, and fair adversarial process</p>			
<p>Promoting human development, individual rights and capabilities in an inclusive manner</p>	<p>Reaching the different components of society</p>	<p>Making plural and pluralist information available – Right to be informed</p>	<p>Ensuring pluralism in programming in order to satisfy the citizen's right to accurate information and to form his or her own opinion</p>
			<p>Ensure: a) the truthful presentation of facts and events, placing them in context, as well as the objectivity and impartiality of the data provided, such that the information offered is conducive to the forming of free opinions without the influence of stereotypes; b) the development of the critical, civil and ethical faculties of the national community; c) compliance with the absolute prohibition against the use of methods and techniques that subtly manipulate information content</p>

DIMENSIONS	TOPICS	AREAS OF RELEVANCE	OBJECTIVES AND PRINCIPLES
		Programmes aimed at specific target audiences (young people and the elderly)	
		Content dedicated to sport	News and sports programmes: national and international events, including less popular sports, women's sports, and sports for people with disabilities, broadcast live or recorded; news and in-depth columns, with the added goal of disseminating the values and social implications of sports
		Information of public interest	
		Experimenting with new formats	Experimenting, via an original approach, with new textual and visual formats and languages, presenting the company – for the purpose of comparison with other operators, among other objectives – as a laboratory for innovative programming capable of engaging even the youngest audiences
Promoting human development, individual rights and capabilities in an inclusive manner	Protection and inclusion	Development of an inclusive society	Ensuring that the different components of society are reached, paying attention to its diverse composition in terms of gender, age, ethnic, cultural and religious identity, as well as minorities and persons with disabilities, in order to foster the development of an inclusive, fair, solidarity-based society that respects diversity and to promote, through appropriate programmes and initiatives, participation in democratic life
		Protection of linguistic minorities	
		Disability advocacy	Enhancing access to content for people with disabilities
			Making the multimedia offer ever more suitable for users with disabilities, according to the prevailing standards in the sector
		Gender diversity and equality, dignity of women, equal opportunities, sexual	Disseminating information aimed at fostering a culture of legality, respect for gender diversity and sexual orientation, as well as promoting and recognising the value of family, equal opportunity, respect for the individual, and civil coexistence, and combating all forms of violence

DIMENSIONS	TOPICS	AREAS OF RELEVANCE	OBJECTIVES AND PRINCIPLES
		orientation	Overcoming gender stereotypes in order to promote equality and respect for the image and dignity of women in accordance with the principle of non-discrimination
Promoting human development, individual rights and capabilities in an inclusive manner	Protection and inclusion	Protection of minors	Guaranteeing the protection of minors, scrupulously observing all the rules laid down to safeguard their physical, mental, and moral growth, including in content not specifically designed for them
			Ensuring that the overall offer, broadcast on any platform and with any transmission system, complies with European and national standards for the protection of minors, with special attention to the sensitivity of early childhood and development
		Promoting and elevating the status of the family	Spreading the values of family and parenthood
	Empowerment, building competences	Education and proper development of children	Ensuring that content dedicated to children highlights positive human and civil values based on respect for the dignity of the individual; providing the younger generation with innovative tools that help them understand the value and benefits of belonging to the community; promoting equal and non-stereotypical female and male role models through content that teaches respect for gender diversity and combats violence
			Encouraging users of the service, especially minors, to explore topics in the most diverse areas of learning, with special attention to the world of science, including through joint initiatives with educational and cultural institutions
			Designing and implementing specific digital and media literacy projects with the aim of raising students' awareness of responsible and critical use of media, especially television and the Web
Empowerment, building competences	Promoting teaching, education, training	Promoting the development of vocational education and training	
		Providing ongoing training for all company staff	
	Promoting greater awareness of environmental issues, including in relation to sustainable development		
	Promoting individual talent		

DIMENSIONS	TOPICS	AREAS OF RELEVANCE	OBJECTIVES AND PRINCIPLES
		Digital literacy	Contributing to the dissemination and use of information and communication technology, to foster innovation and the economic growth of the country
			Supporting digital literacy, to help bridge the cultural and social gap in the use of new technology
			Promoting technological innovation and digital education, by experimenting with programmes, formats and content that bring users closer to technology and foster digital literacy
			Making the Public Service Media offer accessible to all users
			Designing and implementing specific digital and media literacy projects
			The offer dedicated to minors must be oriented towards digital literacy, with positive web education activities
Promoting human development, individual rights and capabilities in an inclusive manner	Empowerment, building competences	Promoting culture, cultural diversity, and plurality	Making a plurality of content available and comprehensible, in a variety of forms, on different platforms, and in different formats and genres, with respect for the principles of impartiality, independence and pluralism. Catering to the full variety of social, cultural, and political conditions and preferences, enabling everyone to form opinions and ideas independently and participate actively and consciously in the life of the country. Fostering the critical, civil, and ethical faculties of the national community, including abroad
		Countering the spread of fake news	Activating tools to counter the spread of fake news
			In order to guarantee the citizen's right to correct information and to form his or her own opinion freely, ensuring: a) the truthful presentation of facts and events, placing them in context, as well as the objectivity and impartiality of the data provided, such that the information offered is conducive to the forming of free opinions without the influence of stereotypes; b) the development of the critical, civil and ethical faculties of the national community; c) compliance with the absolute prohibition against the use of methods and techniques that subtly manipulate information content
		Dialogue and interaction with the public	Offering the digital media audience increasing opportunities for interactive participation
			Encouraging user participation
		Recruitment and training of young people within the company	

DIMENSIONS	TOPICS	AREAS OF RELEVANCE	OBJECTIVES AND PRINCIPLES
<p>Promoting human development, individual rights and capabilities in an inclusive manner</p>	<p>Empowerment, building competences</p>	<p>Promoting a culture of legality</p>	<p>Spreading the values of acceptance and inclusion, respect for the law and for the dignity of the individual</p>
			<p>Disseminating information aimed at fostering a culture of legality, respect for gender diversity and sexual orientation, as well as promoting and recognising the value of family, equal opportunity, respect for the individual, and civil coexistence, and combating all forms of violence</p>
	<p>Evaluation and monitoring (transparency)</p>	<p>Transparency and efficiency</p>	<p>Adopting management criteria that ensure transparency and efficiency with special attention to the use of public resources</p>
		<p>Social Report</p>	
		<p>Monitoring social cohesion</p>	
		<p>Monitoring gender equality and the representation of women</p>	
		<p>Monitoring perceived quality and corporate reputation</p>	
		<p>Monitoring the content offer and user traffic</p>	
		<p>Monitoring of technical quality and coverage</p>	
<p>Promoting the structuring, strengthening and growth of the community, including in terms of its external projections</p>	<p>Promoting active, informed, and critical participation in the life of the country</p>	<p>Active and knowledgeable participation in the life of the country</p>	<p>Making a plurality of content available and comprehensible, in a variety of forms, on different platforms, and in different formats and genres, with respect for the principles of impartiality, independence and pluralism. Catering to the full variety of social, cultural, and political conditions and preferences, enabling everyone to form opinions and ideas independently and participate actively and consciously in the life of the country. Fostering the critical, civil, and ethical faculties of the national community, including abroad</p>
		<p>Promoting a sense of citizenship and participation in democratic life</p>	<p>Ensuring that the different components of society are reached, paying attention to its diverse composition in terms of gender, age, ethnic, cultural, and religious identity, as well as minorities and persons with disabilities, in order to foster the development of an inclusive, fair, solidarity-based society that respects diversity and to promote, through appropriate programmes and initiatives, participation in democratic life</p>

DIMENSIONS	TOPICS	AREAS OF RELEVANCE	OBJECTIVES AND PRINCIPLES
			Promoting social and cultural commitment, structuring content to encourage the development, in the national community, of a sense of civic duty and a full social identity, including through knowledge of and participation in the life of the institutions and the democratic process
		Access to the activities of national institutions	Ensuring enhanced communication regarding the institutions, including on mainstream channels, and disseminating, promoting and developing information about national institutions
		Enhancement of territories and local/regional particularities	Ensuring national as well as regional public information through the presence in each region or autonomous province of local editorial offices, interacting with the cultural and productive realities of the territories
Promoting the structuring strengthening and growth of the community, including in terms of its external projections	Promoting active, informed, and critical participation in the life of the country	Promoting a sense of community	Articulate content considering, with a view to long-term action, the following objectives: collective identity and civic pride, socio-cultural development, and the principles of cooperation, solidarity and subsidiarity
		Promoting national identity, culture, and excellence	Supporting the country abroad by highlighting its excellence and most virtuous experiences in synergy with institutional and other relationships, including economic, cultural, and scientific relationships
		Promoting the country's image	Promoting the country's image, through the development of projects that are potentially of interest for an international audience
			Structuring content to represent the country as a whole, its economy, the dynamics of development and the various cultural, institutional, entrepreneurial, and social perspectives in their entirety. Creating new forms of programming for foreign countries, to introduce a wider international audience to Italian culture, environment, landscape and art, at both the national and regional level.
		Enhancing the audiovisual sector	Define actions to enhance the cultural, creative and talent system and support the growth of the audiovisual industry in terms of both quality and quantity, with a view to increasing its international reach
			Enhance the country's production, entrepreneurial and cultural capacities in order to foster a system of independent Italian and European audiovisual productions, promoting efficiency and pluralism, as well as the search for new production models and languages, including multimedia languages
		Safeguarding and enhancing Rai's audiovisual heritage	Ensuring the complete digitisation, preservation, and promotion of historical, radio and television archives, as an essential asset for the effective development of the overall public service mission

DIMENSIONS	TOPICS	AREAS OF RELEVANCE	OBJECTIVES AND PRINCIPLES
Promoting the structuring strengthening and growth of the community, including in terms of its external projections	Promoting active, informed, and critical participation in the life of European institutions and culture	Providing information on the functioning and activities of the European Union	Ensuring increased knowledge of European and international affairs
			Favouring the development and growth of the system of independent Italian and European audiovisual productions
			Content dedicated to minors, who are the future generation, must develop an awareness and sense of belonging to the European Union
			Ensuring enhanced communication concerning institutions, including on mainstream channels, and disseminating, promoting and developing information about national institutions and the European Union while respecting social, cultural and political pluralism, to ensure training, dissemination and information about the functioning of institutions and participation in political life
	Promoting knowledge and participation in international affairs	Knowledge of international affairs	Ensuring increased knowledge of European and international affairs

Source: prepared by Ufficio Studi

Notes: The framework in the table aims to better visualise the broader picture of social cohesion as it can be extrapolated from the detailed analysis of the Service Agreement. The structure of the Agreement is summarised in column 4 'Objectives and Principles' which extracts the most relevant concepts from Article 2 (General Principles) of the Agreement, supplemented by other articles of the Agreement. The other columns of the table (1: dimensions, 2: topics, 3: areas of relevance) are macro-guidelines taken from the more general indications of the Service Agreement. The sections in column 4 'Objectives and Principles' are blank when the contents of columns 3 ('Areas of Relevance') and 4 ('Objectives and Principles') coincide or when the references in the body of the Agreement correspond to details.

3.4. Rai activities for social concerns and monitoring social cohesion

In implementation of the Service Agreement and the parliamentary guidelines on public service pluralism, Rai contributes directly and indirectly to national social cohesion with numerous 'social' and 'social responsibility' activities, which are articulated in a non-exhaustive and complementary way at different levels:

- the coverage of social issues in its mainstream and thematic programming, i.e., in television, radio and multimedia programmes, both journalistic and non-journalistic, in line with the specific editorial lines of networks, channels and platforms
- the acceptance (by the Institutional Programming, Rai per il Sociale, and Creativa departments) and the promotion in their programmes of initiatives and social issues represented by various institutional subjects, trade associations and third sector associations engaged in this context on the national territory and which give rise to public fundraising, communications in times of emergency, campaigns to support research with a social impact, initiatives to raise awareness and information on specific issues and/or events

of a social nature, requests for free space for the promotion of social issues and broadcasting of commercials with a social purpose

- the creation (by Rai Pubblica Utilità Department) of an articulated programme schedule accessible to the sensory disabled through the creation of subtitles, audio descriptions, translations into Italian sign language (LIS – *Lingua Italiana dei Segni*) and contents usable on the Web and social media²¹
- the establishment by Rai, at the end of 2019, within the Human Resources and Organisation Department, of a new area called ‘Disability Management’, whose

²¹ As far as subtitling is concerned about 90% of the programming of the mainstream channels is now covered from 6 a.m. to midnight for a total of about 17,000 hours a year in Italian on page 777 of Teletext. Every day, 14 editions of national news, 12 news columns, 3 editions of parliamentary news, as well as sports and religious events, films, dramas, documentaries and prime-time and in-depth political and cultural programmes are subtitled. In 2020, subtitling of regional news programmes was also gradually introduced (11 regional daily editions, to date), in response to the information needs dictated by the Covid-19 emergency. Also, about 1,000 hours of English subtitling are guaranteed each year on mainstream channels, on page 778 of Teletext. In addition, there are approximately 1400 hours on Rai Play (an increase of almost 30% compared to 2019) and subtitling has started for the thematic channels Rai Premium and Rai Ragazzi. In response to the needs arising from the Covid-19 emergency, subtitling on Rai Play has increased considerably with reference to programmes dedicated to schools. The updated list of programmes with subtitles can be consulted daily on page 771 of Teletext, as well as on the Rai Easy Web site (<http://www.rai.it/dl/easyweb/index.html>) and on the Rai Accessibility Facebook page.

As far as translation into Italian sign language (LIS) is concerned, in addition to a daily edition of the news programmes Tg1, Tg2 and Tg3, to ensure coverage of all time slots, there is also a structural guarantee of a LIS edition of the news within ‘Buongiorno Regione’ for the regions of Tuscany and Basilicata, a daily ad hoc edition of RaiNews24, including LIS weather, and a further daily 10-minute in-depth news strip, including on Rai News, in the early morning hours. The translation into LIS of institutional appointments – such as, for example, messages on the occasion of government crises, speeches by the President of the Republic, press conferences by the President of the Council of Ministers, electoral and referendum forums, Question Time from the House and Senate – and of services related to the world of disabilities within specific programmes such as ‘Tg1 Mattina’, ‘Chi l’ha visto?’ or ‘Cammina Italia’, is guaranteed on an ongoing basis. LIS accessibility also concerns conferences and events organised by Rai or in which Rai participates, such as the Prix Italia or the Salone del Libro. It also covers the most significant liturgical moments and new educational programmes. The use of LIS also increasingly concerns entertainment products, extending their broadcasting on the Rai Play digital platform, from ‘Sanremo 2020 live LIS’ to ‘Disability Pride 2020’. The updated list of programmes with LIS can be consulted daily on page 775 of Teletext, as well as on the Rai Easy Web site and on the Rai Accessibility Facebook page.

Audio descriptions can be used on the second channel of digital terrestrial television and on some medium-wave radio frequencies, and now guarantee full accessibility for the visually impaired to almost all prime-time films and dramas broadcast on the mainstream networks (about 1600 hours a year in total); In addition, there are more than 2000 hours of total audio descriptions per year on Rai Premium and Rai Movie. In the last year, audio descriptions of recorded audiovisual products, such as films and TV series, were supplemented by live audio descriptions of various types of products (e.g., the 3-hour live broadcast of the opera Tosca on Rai Uno during the premiere of La Scala). The updated list of audio-described programmes is on the Rai Easy Web site and on the Rai Accessibility Facebook page. The Rai Easy Web site offers Web and Social media content, cultural entertainment, and fun for all age groups, in a form that is fully accessible to the blind by means of Braille bars and voice synthesis. These include multimedia works, aimed at facilitating computer literacy for adults and children, as well as meeting the multiple visualisation needs associated with different visual impairments. In particular, there is a new section in 2019 focusing on ‘memorable facts and lives’. On average, Rai Easy Web's programme schedule includes 10 different multimedia works, 50 great works of classical music or opera, 30 specials on current topics and anniversaries of important events. Rai Easy Web also hosts the section dedicated to audio descriptions of films and dramas at the same time as they are published on Rai Play.

Since April 2020, Rai Accessibility has also activated a Facebook page, providing a service and an interface for its target audience. The page provides access – with subtitles, audio descriptions and LIS – to content concerning current affairs, information about Rai products and programmes, awareness campaigns for the environment, social ads, promos, and summaries for accessible products, and hosts original products by Rai Pubblica Utilità (such as series providing information about Covid-19 and what actions to take). In November 2020, the page had around 5500 followers.

primary objective is to more effectively coordinate activities concerning employees with disabilities and caregivers (employees who assist family members with disabilities), in order to provide them with the best possible support and encouragement for their professional journey. The ‘Disability Management’ area promotes projects and initiatives that raise awareness of disability, accessibility and diversity among all employees, in order to produce a culture of diversity that is increasingly aware and inclusive. In May 2020, the Structure launched a survey on disability in the company, publishing a questionnaire addressed to all Rai employees on Rai Place – the company intranet – to assess the current situation, improve the way work is organised and strive for full inclusion²²

- the establishment by Rai in April 2020 of the Technical Committee for Social affairs for the coordination and valorisation of inter-company activities in the field of social affairs with particular reference to the Third Sector, social cohesion and inclusion, social responsibility, accessibility, disability in general, autism, childhood, the elderly, violence against women, unemployment, prisoners, migrants (reception and integration, positive and negative experiences) and any other contribution with a strong social value concerning networks, channels, newspapers, and company departments. In August 2020, the Rai per il Sociale (Rai for Social Affairs) Department was established, with the task of coordinating all the activities carried out and promoted by the Rai Group in the field of social affairs, as well as collecting all the initiatives that, for various reasons and from different perspectives, deal with social issues, inclusion, and national cohesion, both outside and inside radio, television and multimedia programming²³.

The results of the Marketing Department’s monitoring of quality, corporate reputation, social cohesion, social pluralism and the representation of women; and the Social Report, published on the Rai website are of special relevance for the purposes of this work, for their contribution to defining the concept of social cohesion.

The ‘Qualitel’ study measures citizens’ appreciation of Rai content on Television, Digital and Radio media, as well as their appreciation of TV content dedicated to minors. The survey, conducted by GfK starting in 2017, has introduced significant improvements to survey design, aimed at enhancing and improving the information produced in previous years. The surveys

²² Rai, Internal communication, *Nearly 6000 responses to the questionnaire on disability in the company. Thanks everyone! 22/05/2020.*

²³ By way of example, the new Department’s remit covers the main social and human rights issues: from issues of security, poverty, slavery, to refugees, displaced persons, and migration; from issues of democracy and legality to childhood and child protection. Regarding non-discrimination and inclusion, Rai’s tasks include the topics of gender diversity and equality, the dignity of women, equal opportunities, respect for gender, protection of the disabled, without forgetting Paralympic sports. And there is no shortage of requests to address the issues of the environment, which is also to be understood in relation to sustainable development: climate, waste cycle and management, mobility, the circular economy and the green economy.

are quantitative and based on continuous surveying. The data (TV, Digital, Radio and the focus on TV content for minors) are collected with the same methodology.

3.4.1. *The Social Report*

At the end of July 2015, Rai presented and published the ‘zero issue’ of its *Social Report*. The complex analysis and data collection project aims to boost recognition of content that characterises the role of public service, such as social issues and inclusion; and, more generally, to illustrate Rai's commitment to ‘social responsibility’. It should be noted that, from the outset, Rai has included the services of the Group's subsidiaries (currently: Rai Com, Rai Cinema, Rai Pubblicità and Rai Way) in its reporting.

The 2015 corporate project is fully developed with the approval of Legislative Decree no. 254 of 30 December 2016²⁴ and therefore with the launch of the new *Agreement between the Ministry of Economic Development and Rai regarding the concession for the public radio, television, and multimedia service*²⁵. In fact, Legislative Decree 254/2016, made the Consolidated Non-Financial Statement (DNF – *Dichiarazione consolidata di carattere non finanziaria*) mandatory for ‘large public interest entities’²⁶, and established the scope of the reporting (consolidated parent and subsidiary companies) and the issues to be represented.

Specifically, Article 3 of Legislative Decree. 254/2016 (*Implementation of Directive 2014/95/EU of the European Parliament and of the Council of 22 October 2014 amending Directive 2013/34/EU as regards disclosure of non-financial and diversity information by certain large undertakings and groups*) provides that the DNF shall cover ‘environmental issues, social issues, personnel issues, respect for human rights, and the fight against active and passive corruption. These are deemed relevant in light of the nature and the activities of the company’.

The new ten-year Agreement between MISE-Rai (2017-2027), on the other hand, provides for the annual drafting of the *Social Report* and sets out specific indications for Rai to report on the activities carried out in the socio-cultural field (art. 12, paragraph 2). Rai's obligations regarding the drafting of the *Social Report* are then taken up and detailed by art. 25, letter l of the Service Agreement 2018-2022²⁷.

Having outlined the regulatory framework, on 11 June 2018 (financial year 2017) Rai approved the first Consolidated Non-Financial Statement, combined with the *Social Report*²⁸.

²⁴ Implementing Directive 2014/95/EU (*Official Gazette* No. 7 of 10 January 2017).

²⁵ Approved, on the proposal of the Minister of Economic Development in agreement with the Minister of Economy and Finance, by Decree of the President of the Council of Ministers of 28 April 2017, on *Concessionary entrusting of the public radio, television and multimedia service and approval of the attached Concession Agreement*, published in the *Official Gazette* General Series no. 118 of 23 May 2017.

²⁶ Entities that have exceeded at least one of the following two size limits: a) balance sheet total: 20,000,000 euros; b) total net revenues from sales and services: 40,000,000 euros.

²⁷ *Official Gazette* No. 55 of 7 March 2018; *Official Gazette* 7 March 2018.

²⁸ The methodological note accompanying the *Social Report* states that: ‘The document has also been drafted by incorporating, as a supplement to the aforementioned Decree (no. 254/2016), the provisions of Article 12 of the

In keeping with the European agenda, starting with the ‘zero issue’, the Rai *Social Report* laid the foundations ‘for defining Rai’s strategic guidelines on sustainability’ and was drafted according to the sustainability reporting guidelines of the Global Reporting Initiative (GRI), which is internationally the most widely used model for reporting on the subject. In addition, in subsequent years the DNF²⁹ was prepared in accordance with the new ‘GRI Sustainability Reporting Standards’ (2016) and the ‘Media Sector Disclosures’ (2014) – although the latter is not mandatory –, both published by the GRI³⁰.

Demonstrating the growing importance of sustainability and social responsibility issues, the process of drafting the *Report* – initially entrusted to a working group within the Communication and External Relations Department (Sustainability and Social Secretariat structure) – is now assigned to the Social Report structure in charge of this task.

The *Social Report* represents ‘the Group’s performance, activities and ambitions and offers a complete overview of its commitment, both externally and internally, to the implementation of a virtuous path towards full social and system sustainability’. In particular, the *Social Report* assesses overall performance, at the supply and organisational level, within the frameworks outlined by the 2030 Agenda and the SDGs.

Each year the *Social Report/DNF* describes the initiatives and main results in the field of sustainability achieved during the previous year, using a set of indicators/topics and materiality analysis³¹ to identify and report the most relevant issues for the company and its stakeholders.

The material topics for the Group (i.e., those relevant for the company and its stakeholders, in economic, environmental, and social terms) were initially identified thanks to a benchmark analysis of the main competitors in the media sector, at the Italian and international level, in accordance with the ‘G4 Sustainability Reporting Guidelines’. The issues identified were submitted to a representative Group management sample by means of a questionnaire. In the questionnaire, people were asked to rate each material topic, on a scale of 1 to 5, according to two axes: a) internal relevance for the Rai Group, b) relevance for stakeholders.

For the construction/updating of the materiality matrix, 5 areas of investigation were defined and, within them, 13 activities relevant to sustainability were identified (see Table 3.2.).

Agreement between the Ministry of Economic Development and Rai of 2017. As provided for in Article 5 of Legislative Decree 254/16, this document constitutes a separate report marked with an appropriate wording to link it to the Consolidated Non-Financial Statement provided for by the regulations.’

²⁹ It should be noted that the DNF is subject to a limited examination (‘limited assurance engagement’ according to the criteria indicated by ISAE 3000 Revised) by an auditing company which, in accordance with the provisions of Legislative Decree 254/16, issues a special report upon completion of the work (2018).

³⁰ In the appendix to the Rai Annual Report/DNF, the ‘GRI Content Index’ section is published, showing the table of indicators reported.

³¹ The content of the materiality matrix was defined according to the principles set out in the GRI Standards: materiality; inclusion of stakeholders; sustainability context; completeness; comparability; accuracy; promptness; clarity; reliability/verifiability and balance.

The materiality matrix is subject to an annual updating process, through the involvement of stakeholders. In 2019, for example, the company wanted to deepen the materiality survey towards users, with a focus on the younger generation, to detect: a) the degree of awareness of Rai's work on each topic; b) a judgement of Rai's work; c) the perceived level of importance given to the fact that Rai deals with the topic in question. The data collected made it possible to enhance the sustainability index (a summary assessment of Rai's sustainability by the 'expert' user).

TABLE 3.2. SOCIAL REPORT - MATERIAL TOPICS FOR THE RAI GROUP

SCOPE LEGISLATIVE DECREE 254/2016	MATERIAL TOPIC	SUMMARY DESCRIPTION OF THE MATERIAL TOPIC	TOPIC-SPECIFIC DISCLOSURE
Social issues	Data security and cyber security	Activities carried out for the professional management of personal and sensitive data, to ensure security, including through the use of means and technologies to protect dedicated IT systems	GRI 418: Customer privacy 2016
	Brand reputation	Activities to promote corporate identity and principles that inspire it	n.a. [Material topic not covered by GRI Topic-specific Disclosure]
	Interaction with users	Activities carried out to provide opportunities for dialogue aimed at responding to public requests and monitoring user satisfaction	Interaction with the audience (Media Sector Disclosure)
	Territorial coverage	All activities that promote the improvement and extension of the radio and television signal on the national territory	n.a. [Material topic not covered by GRI Topic-specific Disclosure]
	Accessibility, content distribution and digitisation	Activities to promote the use and distribution of content to users with visual and/or hearing disabilities, including through innovative technologies	Content dissemination (Media Sector Disclosure) Content creation (Media Sector Disclosure)
	Historical and cultural enrichment and social function	Community-oriented activities concerning the dissemination of knowledge about historical, cultural, and environmental heritage, overcoming information, culture and language barriers, the broad and fair representation of all social categories, as well as the promotion of charitable initiatives	Right to Culture (Media Sector Disclosure) Freedom of expression (Media Sector Disclosure)

SCOPE LEGISLATIVE DECREE 254/2016	MATERIAL TOPIC	SUMMARY DESCRIPTION OF THE MATERIAL TOPIC	TOPIC-SPECIFIC DISCLOSURE
	Indirect economic impact	Activities that offer specific in-depth analysis within their own programming to support the promotion of territories, culture, traditions, typical products and, in general, of local production activities in order to promote tourism as well	GRI 203: Indirect economic impact 2016
Personnel-related issues	Health and safety of workers	Activities aimed at monitoring accidents and implementing prevention measures through health training	GRI 403: Health and safety at work 2018
	Development, appreciation, and protection of human capital	Activities that put employees and the corporate climate, as well as the protection of diversity and equal opportunity, at the heart of company policy	GRI 401: Employment 2016; GRI 402: Labour-management relations 2016; GRI 404: Training and education 2016; GRI 405: Diversity and equal opportunities 2016
Environmental issues	Responsible consumption, emissions and electromagnetism	Activities that optimise energy consumption through cost reduction and the use of renewable sources and by monitoring the electromagnetic pollution generated by the Group's activities	GRI 302: Energy 2016; GRI 305: Emissions 2016; GRI 306: Waste by type and disposal method 2016; GRI 307: Compliance with environmental legislation 2016
Anti-corruption	Compliance with sector legislation	Activities related to compliance with applicable laws and regulations with particular focus on accountability and transparency towards the public and suppliers, protection of minors and protection of intellectual property	GRI 205: Anti-corruption 2016
Human rights	Human rights and workers' rights	Activities to promote respect for human rights and workers' rights	GRI 406: Non-discrimination 2016

Source: Rai Social Report 2019

To provide a concise representation of the results of content monitoring in terms of social inclusion and diversity, an Adherence Index was developed in 2019 to compare how closely the population represented on the TV matches reality across all personal and social traits for which comparable demographic data are available.

In line with legal provisions and the prescriptions set forth in the negotiating framework (Convention and Service Agreement), the *Social Report/DNF* analyses all the activities developed by Rai through the lens of ‘sustainability’, both in terms of organisation and content (production and programming).

On the organisational side, the *Social Report* provides an account of all Rai actions in terms of occupational health and safety policy, environmental protection, regulatory compliance (the Public Contracts Code pays particular attention to environmental and social protection issues). Specifically: personnel policies, gender policies, energy efficiency initiatives and the reduction of atmospheric emissions (CO₂) related to property management; mobility; waste management; relations with suppliers and the management of tenders and purchases; privacy and cyber security; the identification and management of risks and the application of the Code of Ethics.

On the production side, the *Social Report* illustrates the commitment to enhancing ‘the productive, entrepreneurial, and cultural capacities of the country, favouring the development and growth of the system of independent audiovisual Italian and European productions, according to criteria of efficiency and pluralism’. It also illustrates Rai’s commitment to enhancing the social utility of sport against all forms of discrimination (e.g., presiding over so-called minor sports, events for the disabled and Paralympic disciplines).

On the planning side, the Social Report represents Rai’s commitment to ‘social campaigns’ (fundraising campaigns, awareness campaigns and ‘*Rai per il sociale*’ communication campaigns); ‘accessibility’ (inclusion of people with sensory disabilities, in terms of hours of subtitled and audio-described programming, information programming translated into Italian Sign Language – LIS – and web offers); ‘pluralism’ and ‘social cohesion’, by analysing the overall content offer across all of its networks, stations and platforms.

Regarding pluralism, with a view to assessing how effective Rai content (drama and non-drama) is at reaching the various components of society, the *Social Report* makes use of research carried out by the Marketing department to analyse the pluralism of themes (quantitative analysis); the pluralism of subjects (quantitative analysis); and the pluralism of languages (qualitative-quantitative analysis).

Regarding cohesion, the *Social Report* presents the monitoring carried out by the Marketing department to implement the obligations under the Service Agreement³² (see the following paragraph).

A study of the *Social Report* shows that the concept of social cohesion outlined in the Service Agreement is ‘developing’ (see Chapter 1), in line with social changes, the changing needs to which a company like Rai must respond, and the most recent ‘social’ resolutions of the Parliamentary Oversight Committee, among which are the *Resolution on guiding principles and guidelines on the use of social media by Rai’s employees and collaborators presented by the*

³² Article 25 paragraph 1 letter o

*President, senator Barachini and deputy Anzaldi (Approved at the 9 October 2019 session)*³³ and the *Resolution on the strengthening and continuation of educational content offered by Rai ('La Rai fa scuola'), presented by senator Barachini, senator Fedeli, senator Di Nicola, deputy Capitanio, deputy Mollicone, deputy Giacomelli, deputy Anzaldi, deputy Flati, deputy Tiramani, senator Garnero Santanchè, senator De Petris, deputy Fornaro and senator Casini (Text approved at the 14 May 2020 session)*³⁴. It is worth noting the emphasis on the issue of sustainability, which ranks increasingly high on the international and national public agenda (this topic will be discussed further in the following chapters).

3.4.2. *Monitoring social cohesion and pluralism, and the representation of the female figure*

In order to implement the provisions of the 2018-2022 Service Agreement – especially those concerning: social cohesion and inclusion; respect for diversity, gender equality, representation of the female figure and the role of women; pluralism; analytical and monitoring systems capable of measuring the effectiveness of the overall offer – the Rai Marketing Department has updated the system used to research these issues, starting in 2018, with 4 types of surveys:

- a continuous quantitative survey of the impact that Rai content has on the public. This is the Qualitel³⁵ study which – in addition to producing conclusions regarding the satisfaction and perceived quality of TV and radio programmes, and Rai's ability to satisfy relevant social and cultural needs – measures the public's perception of the company's ability to represent women correctly and contribute to social cohesion. The audience is asked to rate how respectful a given programme is of women and how well it meets the relevant communication needs of the audience, contributing to social cohesion
- a quantitative survey administered to a representative sample of the population, regardless of whether they are specific audiences of the Rai offer or not. The survey on Rai's contribution to the creation of social cohesion has been included in the survey on Rai's corporate reputation through specific questions. Subjects are asked to express an opinion of the extent to which Rai's TV content represents women in an appropriate and respectful way and how much it contributes to social cohesion
- an ongoing qualitative and quantitative study of programming: content analysis carried out by specialised researchers on a representative sample of the programming for the three mainstream TV channels

³³

[http://www.parlamento.it/application/xmanager/projects/parlamento/file/repository/commissioni/bicamerale/vigilanzaRAI18/Documenti approvati/4. Risoluzione social media APPROVATA.pdf](http://www.parlamento.it/application/xmanager/projects/parlamento/file/repository/commissioni/bicamerale/vigilanzaRAI18/Documenti%20approvati/4.%20Risoluzione%20social%20media%20APPROVATA.pdf)

³⁴

[http://www.parlamento.it/application/xmanager/projects/parlamento/file/repository/commissioni/bicamerale/vigilanzaRAI18/Documenti approvati/risoluzione unica TESTO FINALE.pdf](http://www.parlamento.it/application/xmanager/projects/parlamento/file/repository/commissioni/bicamerale/vigilanzaRAI18/Documenti%20approvati/risoluzione%20unica%20TESTO%20FINALE.pdf)

³⁵ Rai, *How are we perceived by the public? Key findings from Qualitel and Corporate Reputation research, 2nd half of 2019*, in collaboration with GFK (presentation May-June 2020). The monitoring of satisfaction and perceived quality covers the offer for TV, radio, digital and minors.

- a qualitative and quantitative survey to investigate public perceptions: identifying the experience and expectations of the public in relation to the attitude of the media in general and of Rai as a public service media company, especially in terms of the proper representation of the female figure and the ability of Rai programming to contribute to social cohesion.

When monitoring the role and figure of women in programming, Rai can draw on a long tradition of studies on the image and representation of women in Italian television. These studies, initiated by Rai itself in the 1980s and 1990s³⁶ then taken up again in this century on a national and international scale³⁷, were renewed by the company in 2016-2017³⁸. The overall investigation researched aspects such as: representation of the female figure and promotion of the principles of gender equality; respect for women's dignity and gender identity; coverage of gender issues, gender differences, including violence against women and the ways in which it is narrated; recurrence or non-recurrence of gender discrimination; representation of overt stereotypes and role models; presence and equal representation of women and men in broadcasting; gender relations on TV and gender representation.

The most recent research³⁹ shows that gender and equal opportunity issues have fully entered the Rai programming agenda.

To comply with the requirements of the Service Agreement concerning social cohesion, in 2018 Rai (Marketing and Institutional Relations departments) drew up an initial theoretical framework and a consequent operational research plan. The operational definition of social cohesion was designed to be applicable to the field in which Rai operates, that of the media. Social cohesion was defined as 'the condition that distinguishes national communities characterised by the recognition of a common historical and cultural identity, common values

³⁶ See BUONANNO, 1981; BUONANNO, 1983; PIAZZA et al, 1992; LASAGNI and RICHERI, 1996; BOLLA and CARDINI, 1999; CORNERO, 2001; Rai Segretariato sociale e Rapporti con il pubblico, 2003.

³⁷ See Council of Europe, *Women in Media. Gender equality, media and information technologies at the Council of Europe* – <https://www.coe.int/en/web/genderequality/women-in-media>. See also the *Global Media Monitoring Project*; and ROSS and PADOVANI, 2018.

³⁸ In this regard, we would like to highlight the monitoring conducted in the report '*La rappresentazione delle donne nella programmazione televisiva della Rai, anno 2017*' (The representation of women in Rai's television programming, 2018), the latter was entrusted, as with the report from the previous year (*La rappresentazione femminile nella programmazione televisiva della Rai, 2016*), to the company ISIMM Ricerche and carried out by a working group centred on the research experiences on audiovisual media and Gender Media Studies carried out in the DAMS of Roma Tre University (Prof. Enrico Menduni, Prof. Elisa Giomi, Prof. Marta Perrotta) and their collaborators (PhD graduates Luca Massidda, Rossella Gaudio, Giacomo Ravesi, Chiara Di Stefano), with the participation of Prof. Stefano Gorelli (Social Statistics, University of Tuscia). The continuity between the methodology used in 2016 – the use of a single form applied to all broadcasts, regardless of the type of programme, and the elaboration of categories that were better anchored in the literature of the sector – and the methodology adopted for the survey in 2017 ensured that the data collected those two years was completely stackable and comparable.

³⁹ See Rai, *La rappresentazione della figura femminile nella programmazione Rai e la capacità di contribuire alla coesione sociale, 2019*, in collaboration with GFK, Osservatorio di Pavia, BVA DOXA (June 2020 presentation); Rai, *Monitoraggio sulla rappresentazione della figura femminile nella programmazione della Rai, 2018*, in collaboration with CARES-Osservatorio di Pavia; Rai, *Monitoraggio sulla rappresentazione della figura femminile nella programmazione Rai, analisi qualitativa*, Kantar TNS, Executive Summary, edited by Roberta Lietti and Daniele Malnati (April 2018 presentation).

and interests, a sense of belonging to the same community, the presence of an active network of social relations and means of communication that facilitate the participation of everyone in civil, social, political and cultural life'. Social cohesion 'is a concept that goes hand in hand with the promotion and representation of integration in the diversity of contemporary societies'⁴⁰. It is a 'dynamic, ever-changing process, as is society', a kind of '*skill* that society continuously regenerates'. It is not 'a goal or an end that can be reached once and for all, but a means of producing communities that are less vulnerable, better able to respond to the demands of their members and to prevent and combat all forms of exclusion and inequality in access to and use of essential services'. The public service can participate in the creation of social cohesion by contributing 'to the dissemination of content and products aimed at forming a culture of legality, respect for gender diversity and sexual orientation, as well as promoting and recognising the value of family, equal opportunity, respect for the person, and civil coexistence, and combating all forms of violence'. Supporting social cohesion means, for Rai, 'enhancing relations between members of society and promoting the collective assumption of responsibility, perceiving problems as shared and not confined to individuals or groups'. Promoting social cohesion 'implies setting long-term objectives and realising that the key is for individuals and social groups to take a leading role in the fight against fragmentation' – which has been accelerated by digital communication – and 'supporting a system that responds to the needs of citizens'. It is important for the public service to continuously cultivate a sense of collective belonging through 'the promotion of the Italian language, history, traditions and customs, and the historical and cultural heritage of Italy and Europe'. The aim is to strengthen 'the civic pride of the community', which includes progressively widening its range and monitoring the new identities that are developing, in Italy, Europe, and the Mediterranean, 'thanks to the contribution of other cultures, the cultural expressions that emerge from the encounter between cultures of origin and culture of adoption, and the contribution of social media and the Web in general'. The effectiveness of the public service in promoting social cohesion is therefore part of a broad, multifaceted and changing context.

Measurements⁴¹ of Rai's contribution to social cohesion through programming were carried out in 2018-2019 using two main sets of variables: respect for the dignity of the person and the ability to promote social inclusion/diversity.

In the first case, the elements that contribute to the promotion of human dignity are different, depending on the genre of the programme, the content, and the prevailing language. Schematically, two main groups can be identified that share similar characteristics. A first cluster includes broadcasts that promote social cohesion on a narrative level, whether real or symbolic, by choosing to narrate the violation of human dignity, with the clear aim of

⁴⁰ Rai, *Service agreement 2018-2022. Social cohesion – work plan*, 20 June 2018, internal document.

⁴¹ See Rai, '*La rappresentazione della figura femminile nella programmazione Rai e la capacità di contribuire alla coesione sociale, 2019*' (The representation of the female figure in Rai television programming and the ability to contribute to social cohesion, 2019); Rai, '*Monitoraggio del contributo alla creazione di coesione sociale nella programmazione Rai, anno 2018*' (Monitoring the contribution to the creation of social cohesion in Rai programming, 2018), in collaboration with the Osservatorio di Pavia (presentation February 2019).

condemning it. A second cluster includes broadcasts that contribute to promoting social cohesion in a more incidental way, through the positive management of sexist, racist or otherwise discriminatory opinions expressed by studio guests.

In the second case, the analysis by gender breakdown, age/generation brackets, professions and social positions, socio-economic classes, geographical origin/ethnicity, religion, (dis)ability, sexual orientation provides a set of parameters useful for assessing the degree of inclusion, real or symbolic (as in drama), of the different social groups in the contents of Rai programming, helping estimate the extent to which the public service offer reaches the different components of society. The assumption is that the promotion of social inclusion and diversity becomes more effective as the broadcaster's ability to represent the different components of society increases. The idea of a comparison between men and women should be considered when presenting results, as this helps highlight gender balances and imbalances in the set of variables considered.

In response to the question: 'To what extent does the population represented by Rai programming correspond to the social reality of the country?', Rai has also recently elaborated⁴² an 'Index of adherence' of TV representation to social reality, i.e., a synthetic representation of the role played by the public service in terms of social inclusion and diversity. The index is constructed for all socio-demographic characteristics surveyed in the monitoring for which comparable demographic data are available in terms of gender, age, ethnicity, religion, (dis)ability, sexual orientation. The comparison with the data about the real population in turn contributes to a deeper reflection on the nature of TV, and of the different genres that make up its programming, as it represents real society.

On the subject of social pluralism, Rai launched an experimental⁴³ survey concerning the programming broadcast by Rai 1, Rai 2, Rai 3 from October to December 2019. The qualifying starting point for the monitoring is the definition of social pluralism: 'the pluralism of topics, subjects and languages, which Rai must ensure through its programming, refers to all the different social, cultural and political conditions and options, paying attention to the multifaceted composition of society in terms of gender, age, ethnic, cultural and religious identity, as well as minorities and people with disabilities, in order to encourage the independent formation of opinions and ideas and active and conscious participation in the life of the country, helping the national community, at home and abroad, develop critical, civil and ethical faculties, respecting the right to and duty of reporting, the right to factual truth and the right to be informed'.

⁴² Rai, *'Monitoraggio del contributo alla creazione di coesione sociale nella programmazione Rai, anno 2019'* (Monitoring the contribution to the creation of social cohesion in Rai programming, 2019). Summary of main results, edited by Ludovica Cassetta, in collaboration with Osservatorio di Pavia (presentation June 2020).

⁴³ Rai, *'Monitoraggio sul pluralismo di temi, soggetti e narrazione in un campione di programmazione televisiva Rai, quarto trimestre 2019'* (Monitoring the pluralism of topics, subjects and narrative in a sample of Rai television programming, Q4 2019, in collaboration with CARES-Osservatorio di Pavia (presentation June 2020).

The monitoring, conducted through a qualitative-quantitative analysis, aimed to measure, albeit within a limited time period and using a methodology that is still in the experimental phase, to what extent Rai, through its range of programmes, the choices of style and conduct and the selection of content proposed, complies with the obligations of pluralism of topics, subjects and language provided by the Service Agreement and contributes to the formation of opinions and ideas, ensuring the learning and development of critical, civil and ethical faculties.

The monitoring was organised according to:

- the pluralism of subjects: the representation of the subjects was analysed by means of sets of variables relating to each individual subject who takes part in the programme, aimed at tracing their ‘television’, their socio-demographic profile and the role they play in the issues addressed
- the pluralism of the topics addressed: each topic within each of the broadcasts analysed was catalogued using a classification made up of 6 macro-topics, which were in turn divided into sub-topics (for a total of 54 topics)
- the creation of a set of indices to evaluate whether content was presented correctly and completely and whether information was presented in a neutral and impartial manner. For drama, a single index was applied to assess inclusiveness, through the evaluation of positive models for the inclusion of diversity in a plural society.

Moreover, Rai (Programming Department) periodically publishes a report about the time devoted to the genres covered by the Service agreement with special reference to the composition of the TV⁴⁴ and radio offer⁴⁵. Reporting also covers digital content, including a focus on the digital offer for children and young people.

Among the indications obtained from the various monitoring exercises is the need to continue research on women and social cohesion in 2020; to continue and deepen the analysis of social pluralism (of topics, subjects, languages, narratives); to initiate new monitoring on hate speech as part of Rai's contribution to social cohesion. These topics further enrich the concept of social cohesion and offer new approaches to analysis that are specific to a public service media company.

In this regard, an integrated research system was launched in 2020, for the first time in an integrated manner and with an operating partner chosen, as usual, after a public tender, with the aim of using all the instruments described above in a synergic and combined manner to monitor the representation of women in programming, social pluralism, the fight against hate speech, the sustainability of corporate action, and the contribution to social cohesion generated by all public service activities.

⁴⁴ The genres are: General information and in-depth analysis; Service programmes; Cultural and entertainment programmes; News and sports programmes; Children's programmes; Italian and European works.

⁴⁵ The genres are: News reports; Information; Culture; Society; Music; Service; Public Interest.

3.4.3. The link between social cohesion and sustainability

At the turn of the century, the goal of sustainable development increasingly came to the forefront of the international agenda, culminating in the United Nations' 2030 Agenda in 2015. Defined for the first time in the 1987 Brundtland Report (named after its author Gro Harlem Brundtland) produced for the United Nations, sustainable development identifies and advocates a model of economic growth capable of ensuring both justice and social cohesion and of safeguarding and respecting environmental resources.

Social cohesion thus becomes one of the 'pillars' of sustainable development, which is articulated in the triad of economy, society and environment. This not only confirms and enhances the relevance of social cohesion as a policy objective, but also brings to the fore the connections between social justice and environmental justice, which had received little attention in the earlier literature on social cohesion and which are becoming increasingly evident as problems of environmental degradation spread and their social impact becomes more acute, as some national examples show (see the *Terra dei fuochi*⁴⁶ and the Taranto⁴⁷ tragedy).

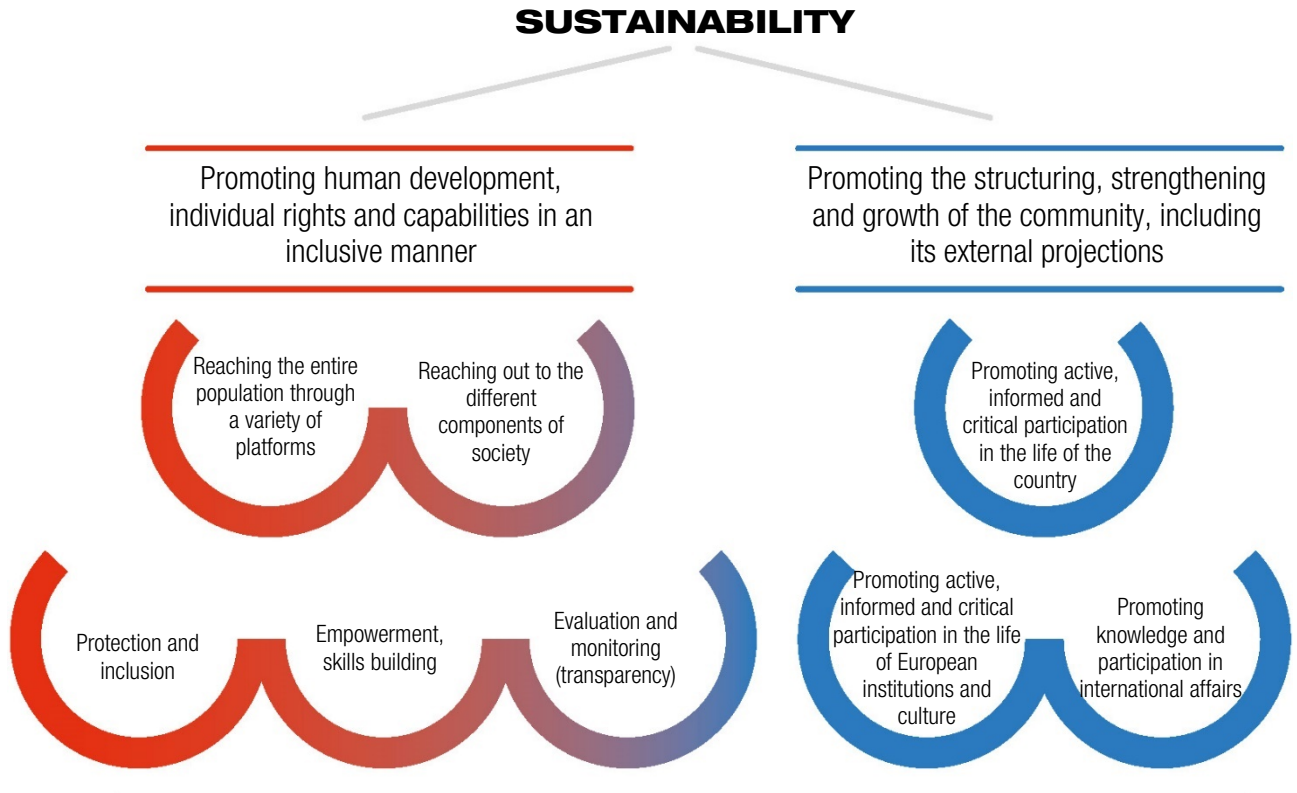
The *Social Report* examined in paragraph 3.4.1 clearly shows the implementation of this concept in Rai's work, which further strengthens and finalises the structure of the Service Agreement (see Figure 3.3): 'Sustainability – interpreted as the creation of a positive new cultural, social, environmental and economic role model – is consistent with Rai's mission, with its public service function and with what is indicated in the Service Agreement. Accelerating innovation towards sustainability is an opportunity for Rai to grow in terms of content and as an organisation and to create shared value'⁴⁸.

⁴⁶ *'Terra dei fuochi'* is an expression from the 2000s which refers to a large area that straddles the provinces of Naples and Caserta in Campania (southern Italy), in relation to the burial of toxic and special waste, and the lighting of numerous waste fires, all of which have a potential impact on the health of the local population.

⁴⁷ The tragedy of the large ILVA plant in Taranto concerns, among other things, a conflict between health and work that has dragged on for years and an environmental catastrophe that severely affects the territory and its residents.

⁴⁸ Rai, *'Bilancio Sociale Gruppo Rai 2018'* (Social Report Rai Group 2018), p.5.

FIGURE 3.3 SERVICE AGREEMENT - DIMENSIONS AND TOPICS OF SOCIAL COHESION



Source: processing by the Ufficio Studi (Studies Office) on National Service Contract

Chapter 4

Social cohesion and European Public Services

The analysis of the service agreement between Rai and the Italian State has revealed topics and areas of relevance that can be interpreted as ‘questions’ that the public service is required to answer. The analysis presented in this part of the study looks at how five European public services (French, German, Dutch, Spanish and British) have tried to answer the same questions.

In particular, France Télévisions and Radio France were analysed for France. France was chosen as a case study for two main reasons: The first concerns the governance structure and the relationship between the State and the regions, which in France, even more than in Italy, show marked centralisation but are subject to centrifugal tendencies and the recognition of ever greater autonomy, through a slow process of revision of constitutional dictates. The second reason is the articulation of the public service, which is divided into different companies on the basis of the type of offer and medium used, which makes it possible to extrapolate the distinctive characteristics of radio compared to television.

The German public services (ZDF and ARD) represent an interesting case because of their coexistence within a federal state. ZDF is in fact the public company that broadcasts programmes and services throughout the country; ARD is an association of public broadcasters financed at the regional level (or more appropriately at the level of the Lander, which are to all intents and purposes states, though comparable in size to macro-regions).

The Dutch public service offered by the NPO has been the subject of analysis because of the historical process of ‘pillarization’ which is unparalleled in the rest of the world. According to this process, in fact, the Netherlands has been administered and governed since the post-war period according to a consensual approach between different political, religious, and cultural groups (the pillars). The public service company is the result of this process and takes the form of a consortium of broadcasting organisations that are an expression of these groups. The objective of social cohesion therefore targets a socio-political sphere rather than a geographical dimension, as the Netherlands is rather small.

Spain is an exceptional case of a country that insists on social cohesion by taking into account three territorial areas: the autonomous area, which is recognised as having a cultural and linguistic dignity worthy of support; the state, which relates to the challenge of ‘*vertebración*’ and the construction of a sense of community in a country torn apart by both older and more recent conflicts (including the never-quenched drive for independence of the Basque Country and Catalonia); and the international area, in which Spain wants to position itself to build ‘a symbolic Ibero-American space’.

The UK is explored for its peculiar geography and administration. Indeed, the division into nations with different languages and cultures (Wales, England, Northern Ireland and Scotland) poses a unique challenge in terms of social cohesion. Moreover, the British Public Service represented by the BBC, as well as the literature produced from the analysis of its practices, still constitute an inescapable reference point for any in-depth study of public interest service.

4.1 France

The French public service is divided into three separate companies: France Télévisions for Public Service Television; Radio France for radio; and France Médias Monde, which reports directly to the Ministry of Foreign Affairs, for the production and broadcasting of radio and TV programmes abroad.

The activity of the Public Service is regulated by the Loi Léotard⁴⁹, which extensively defines its mission in Article 43. The specific section on social cohesion approaches the topic through three dimensions: cultural diversity, the fight against discrimination and women's rights (Art. 43-11). The mission of the French public service clearly states that innovation is an integral part of the obligations of the companies involved: they 'undertake to develop new services likely to enrich or supplement their programme offerings as well as new techniques for the production and broadcasting of audiovisual communication programmes and services'. Articles 21-23 are devoted to new technologies and innovation.

The issue of social cohesion is well highlighted by the Conseil Supérieur de l'Audiovisuel (CSA), the public regulatory authority for the audiovisual sector. The CSA, in fact, expressly states that the Group's commitments in this respect concern: the representation of diversity; the accessibility of programmes; women's rights; the French language and the Francophonie; media education; the Food Charter and health alert messages. Although we talk generically about cultural diversity, the special reference to overseas territories is evident. The aim, once again, is to combine the fight against discrimination with the recognition of cultural plurality, in the context of the 'civil religion' that is the idea of citizenship, deeply rooted in the French cultural tradition. Although there is no direct reference to social cohesion, in the *Cahier de Charges* of France Média Monde it is clearly stated that the mission of the Public Service is to 'ensure the radiance of France and the French language and to convey democratic and republican values worldwide [...] by ensuring the promotion of dialogue, the trading of perspectives and public debate'; thus to 'ensure the promotion of French and francophone culture in all its diversity' (Preamble)⁵⁰. This commitment translates into massive global broadcasting power: RFI-Radio France Internationale, France 24 and Monte Carlo Doualiya (MCD) together broadcast their programmes in 18 languages via dedicated networks or the décrochage typical of RFI 4.

The CSA points out that, on the topic of diversity representation in 2018, the France Télévisions Group has set three programming objectives for itself: the fight against racism and

⁴⁹ *Loi n. 86-1067 du 30 septembre 1986 relative à la liberté de communication*, available at the link: <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000000512205&fastPos=1&fastReqId=880639807&categorieLien=cid&oldAction=rechTexte#LEGISCTA000006089730>

⁵⁰ Consolidated version of the *Cahier des charges* of France Médias Monde, available at the link: <https://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000038334301&dateTexte=20200614>.

anti-Semitism; integration and ‘better coexistence’; and the prevention of religious radicalisation after attacks.

As evidence of the importance attached to diversity in France, it should be noted that the CSA publishes its own specific ‘Diversity Barometer’⁵¹ each year, which photographs and measures the treatment of diversity in television. In 2018, France Télévisions was once again able to boast the diversity label awarded by AFNOR (French Association for Standardisation) which, for the first time, also awarded the Group the ‘Professional Equality’ label.

Some of France Télévisions’ commitments in the field of social cohesion are of particular interest for the purposes of this survey and are listed below:

- **Accessibility**, through the renewal of the *partnership* with four associations that enable the professional integration of people with disabilities (ARPEJEH, JARIS, Tremplin, Baisser les barrières).
- **Women's rights**. Supervising and broadcasting programmes that contribute ‘to the fight against sexist prejudice and violence perpetrated against women’, including by monitoring the representation of women and men⁵². France Télévisions has undertaken to increase the presence of female experts on its channels by five points a year, with a view to achieving parity in 2020. The objective, which has not yet been achieved, was reaffirmed by the company's senior management: the fight against all forms of discrimination, equal treatment of all employees and equality between men and women are among the current priorities of France Télévisions – see: <https://www.francetelevisions.fr/groupe/nos-engagements/nos-engagements-societaux-169>
- **French language and Francophonie**. The Group is committed to promoting the French language and is particularly vigilant about its use by hosts and journalists who are invited to speak on its networks.
- **Integration**. FTV's obligations on integration and citizenship for foreigners living in France appear significant, through ‘broadcasts that include practical information on daily life aimed at promoting their integration’ (art. 52).
- **Children's programmes and media education**. In France, Media Education is a school subject, so it is not surprising that all public audiovisual groups pay special attention to this topic. In this context, a special place is given to Education Week and the creation of the *Réseau de journalistes citoyens* which strengthens the Group's presence among young people throughout the territory⁵³.

⁵¹ Published annually by the CSA, the Diversity Barometer, by monitoring broadcasts, aims to counter the spread of stereotypical views and oppose language that is a source of generalisations. The method is based on the observation of programmes and the indexing of live speakers. It is performed per person and per transmission. A person is only indexed once when he or she speaks. The CSA has implemented the barometer over the years by incorporating new quantitative criteria (such as situation of precarity; or, for the first time in 2018, that of the place of residence) and qualitative (such as, since 2013, the ‘positive’, ‘negative’ or ‘neutral’ role of the people speaking on air – *intervenant*). The seven criteria currently indexed are: perceived origin (perceived as ‘white’, perceived as ‘black’, perceived as ‘Arab’, perceived as ‘Asian’, ‘other’); gender (male/female); socio-professional categories (‘CSP+’, corresponding to the higher socio-professional categories; ‘CSP-’, corresponding to the lower socio-occupational categories, ‘inactive’ and ‘marginal or illegal activities’); disability (yes/no); age (‘under 20’, ‘20 to 34’, ‘35 to 49’, ‘50 to 64’ and ‘65 and over’); situation of precarity; place of residence.

⁵² *Loi n° 86-1067 du 30 septembre 1986, Article 20-1 A. Modifié par LOI n°2017-86 du 27 janvier 2017 - art. 184.*

⁵³ *Article 13, Les programmes pour la jeunesse. Article 15, L'éducation aux médias.*

- **Food charter.** In line with Art. 13, paragraph 1, point 3 of the Cahier des charges, the CSA has drawn up, with the involvement of stakeholders in the broadcasting sector, a *Food Charter* to promote healthy eating and regular physical activity.
- **Certification of respect for diversity.** In addition to the more traditional monitoring tools, there is also an evaluation to obtain the *Label Diversité*, a quality certification from the point of view of anti-discrimination practices, recognised by the French State in collaboration with the AFNOR certifying body and developed together with social partners and experts. It is based on 24 ‘discrimination criteria’ defined by law: ‘origin; sex; customs; sexual orientation; gender identity; age; family situation; pregnancy; genetic characteristics; loss of autonomy; particular vulnerability resulting from the apparent or known economic situation; real or supposed membership in an ethnic group, nation, race; political opinions; trade union or *mutualiste* activities; membership or non-membership in a particular religion; physical appearance; family name; place of residence; banking situation; state of health; disability; first language other than French’⁵⁴. The *Label Diversité* is awarded after a ten-day audit involving a hundred or so employees.

Radio France's commitments aim to improve the expression of diversity in French society: on its channels, in the content it publishes and through the participants it selects; in its cultural and musical production by welcoming all audiences, including young people and those with limited access to culture; internally, reflecting diversity at all levels and in all sectors through human resource management based on the prevention of discrimination and equal treatment and opportunities; externally, working with associations and institutions to fulfil its public service mission and its duty to set an example. The actions carried out cover 5 priority topics chosen from among the 24 ‘discrimination criteria’ defined by the law, i.e.: professional equality between women and men; disability; diversity of origins; intergenerational balance; sexual orientation and gender identity. As far as human resources are concerned, the Group is engaged in awareness-raising actions on how to ‘live well together’. Moreover, to further promote the development of an inclusive environment, in December 2018, Radio France signed the *Charte d'Engagement LGBT+* of the Autre Cercle association⁵⁵, thus reinforcing its commitment to the fight against discrimination linked to sexual orientation and gender identity.

Regarding media education and media use, Radio France's most significant programmes revolve around three emblematic and complementary projects: *Inter'Class*, *Mon Micro Citoyen* and *Mouv in the city*. For young people, Radio France carried out numerous meetings and projects across the country in 2018, including: the opening of France Bleu's premises to visitors; welcoming students to the Maison de la Radio; the relocation of certain programmes; ‘public audiovisual speed-meetings’; the programme *A l'école des ondes* (at the school of broadcasting); the organisation of forums, etc⁵⁶.

⁵⁴ *Label Diversité* on the website of the French Ministry of Labour: <https://travail-emploi.gouv.fr/emploi/label-diversite>.

⁵⁵ <https://www.autrecercle.org/page/charte-d-engagement-lgbt-de-l-autre-cercle>

⁵⁶ Radio France reported that it carried out more than 650 educational activities in 2018, 250 fewer than in 2017. The Radio Group justified this decrease by the end of the three-year programme for Urban Policy Priority Neighbourhoods (75 educational actions) and by the reduction of visits due to closure following some renovation works in the studios and recording rooms.

Though it is not explicitly included in the circumscribed areas of ‘social cohesion’, the uniting role played by Radio France radio stations in the country through the territorial circuit of France Bleu is undeniable.

Compared to television, Radio France content is more segmented by age group. One of the strategic objectives for the five-year period is to ‘preserve the uniqueness of the offer’, with particular reference to a broader audience including ‘young adults and popular audiences who are still rather distant from the Group's channels’⁵⁷. Channels are differentiated by age. Audience differentiation is inextricably linked to experimenting with new formats, and in this case new platforms. In this respect it is worth noting that ‘Radio France has always had a culture of innovation and editorial boldness’⁵⁸. This approach manifests itself in different ways, the first and foremost being ‘an experimental multichannel sound platform, called nouvOson’, characterised by 3D⁵⁹ sound.

The topic of empowerment and competence building opens with a decisive reference to the terrorist attacks on Charlie Hebdo: ‘the tragic events of January 2015 reminded everyone of the crucial importance of media education for the younger generations’⁶⁰. There are many tools in place in this area, for example: France Info workshops with secondary and high school students; meetings with journalists in schools and cooperation with the ministries of education and culture; the opening of the Maison de la radio to connect the public with concerts, programmes and activities largely designed for young people⁶¹.

4.2 Germany

The German media market is deeply influenced by the federal structure of the country. For historical reasons, national operators are not directly controlled by the federal state. Article 5 of German Basic Law⁶² links the principle of free expression (and broadcasting) to the non-interference of the state in the broadcasting sector, as a sign of having overcome the propaganda implemented by the Nazi regime. Moreover, the constitution of unified Germany never envisaged the creation of a public broadcasting company. Within the federation, enacting media laws, including for non-publicly owned media is a prerogative of the 16 states (the *Länder*). The landscape is therefore very heterogeneous, with several broadcasters competing at the local and national level.

In 2018, the Federal Constitutional Court ruled on the role the Public Service should play in a media landscape that is increasingly fragmented by the entry of online platforms and newspapers: ‘in light of these developments, the duty incumbent upon public broadcasters financed through fees becomes more significant. This duty includes providing genuine, thoroughly researched information that: distinguishes between facts and opinions; does not distort reality; and does not focus on the sensational; but rather provides a counterweight safeguarding diversity and providing guidance’⁶³. Pluralism of information is a particularly

⁵⁷ COM 2015-2019, p. 7.

⁵⁸ COM 2015-2019, p. 8.

⁵⁹ COM 2015-2019, p. 12.

⁶⁰ COM 2015-2019, p. 9.

⁶¹ COM 2015-2019, p. 21.

⁶² German Basic Law, available in English at the following link: <https://www.bundesregierung.de/breg-en/chancellor/basic-law-470510->.

⁶³ Judgement of the German Constitutional Court (*Bundesverfassungsgericht*) of 18 July 2018, available in English at the link:

important concern for Germany and extends beyond public service to cover the whole media system, including commercial media.

The Interstate Agreement on Radio and Television is the national legislation that defines the general principles and guarantees harmony throughout the territory⁶⁴. This is particularly true of Article 11, which defines the tasks of the Public Broadcasting Service: produce and transmit programmes that contribute to the public debate and provide clear comprehensive information on regional, national, European, and international current affairs (art. 11, paragraph 1); and contribute to the process of European integration at the federal, national, and regional level (art. 11, paragraph 2). Social cohesion and the media's ability to unify the federal state are among the main objectives of broadcasters ARD and ZDF⁶⁵. In particular, cohesion is linked to the 'connection between people and opinions' and the production of a shared memory⁶⁶.

In recent years, social cohesion has emerged as a dominant topic of debate in the German public sphere. Examples can be found in the recent analysis of ZDF's role in strengthening social cohesion⁶⁷; and, previously, in the study conducted by Bertelsmann Stiftung in 2017 on the state of social cohesion in the country⁶⁸. Referring to various studies and institutional documents, the ZDF report identifies social cohesion as a multifaceted concept, which acquires a different meaning depending on the contexts in which it is embedded. ZDF sees social cohesion (in German: *gesellschaftliche Zusammenhalt*) as a form of integration between different people and different parts of the country. The vision expressed by ARD in defining its social cohesion objectives is similar: 'bringing people and opinions together'⁶⁹.

Public Service objectives include experimentation and innovation, which are subject to a three-stage approval process (*Drei-Stufen-Test*)⁷⁰. Indeed, any changes to the digital services offered by public broadcasters must meet three requirements summarised by three questions. First, is it relevant democratically, socially and culturally? Second, to what extent is it qualitatively and competitively significant? And third, is it economically viable?⁷¹.

https://www.bundesverfassungsgericht.de/SharedDocs/Entscheidungen/EN/2018/07/rs20180718_1bvr167516en.html.

⁶⁴ Interstate Treaty on Broadcasting and Telemedia, available in English at the link: https://www.die-medienanstalten.de/fileadmin/user_upload/Rechtsgrundlagen/Gesetze_Staatsvertraege/RStV_22_english_version_cleanean.pdf. <https://germanlawarchive.iuscomp.org/?p=655>

⁶⁵ Documents published by ZDF and ARD respectively, available at the links: Facts and Figures <https://www.zdf.de/zdfunternehmen/factsandfigures-100.html> (in English) and 2° Phase der Public-Value-Aktion <https://www.br.de/unternehmen/public-value-aktion-108.html> (in German).

⁶⁶ ARD information brochure entitled 'Public Value', available in English at the link: https://www.ard.de/download/5203520/Public_Value_brochure_english.pdf.

⁶⁷ The 'Das ZDF und der gesellschaftliche Zusammenhalt' ('ZDF and social cohesion') study was conducted jointly by ZDF with the Leibniz Institute for Media Research / Hans-Bredow-Institut (HBI) and the research institute mindline media. It is based on telephone interviews with 1,205 people over the age of 14 conducted between December 2018 and January 2019. It was published on 10 December 2019 and is available in English at link: <https://www.zdf.de/zdfunternehmen/medienforschung-studien-english-version-zdf-and-social-cohesion-100.html>.

⁶⁸ The Bertelsmann Stiftung is a non-profit organisation linked to the Bertelsmann multimedia group, the leading private editorial group in the German market. The 'Social Cohesion in Germany' report, published in 2017, is available in English at the link: https://www.bertelsmann-stiftung.de/fileadmin/files/user_upload/LW_Abstract_Social_Cohesion_in_Germany_2017.pdf.

⁶⁹ 2° Phase der Public-Value-Aktion di ARD, op. cit.

⁷⁰ Rundfunkstaatsvertrag - RStV, art. 11.

⁷¹ RStV, art. 11f. See also ZDF's dedicated page, available in German at the link: <https://www.zdf.de/zdfunternehmen/drei-stufen-test-100.html>.

The topic of Protection and Inclusion is stated at the beginning of the Agreement, which specifies that ARD, ZDF, and ‘all nationally distributed broadcasters must respect and protect human dignity in their offer; the morals and religious beliefs of the population must be respected. Programming must reinforce respect for life, liberty and physical integrity, faith, and the opinions of others’⁷². In concrete terms, this translates mainly into a focus on people with disabilities, which can be seen in the recommendations on the design of digital services: they must cover the written and sign language version of the contents conveyed through these services⁷³. There are no further references to other dimensions of protection and inclusion in the agreement, but some are specified at the individual company level.

Empowerment is addressed through three areas of relevance: attention to child development, promotion of culture, and respect for the law. ZDF's guidelines commit to equality between men and women in all the station's broadcasts⁷⁴ and to the promotion of family values, which are important ‘to learn, live and exchange the basic rules of society’, since ‘the family is the smallest and most significant intergenerational community’⁷⁵. Especially in the case of the family, ZDF's commitment is reflected by the creation of two channels dedicated to families and children: the ZDF-Familienkanal and the children's channel KIKA, which ARD and ZDF run jointly and which is streamed live from a dedicated website⁷⁶. ARD has also set up a website to support children's learning ‘when school is closed’, with dedicated programmes, insights, and curriculum-aligned learning materials⁷⁷. The Familienkanal, Infokanal and Kulturkanal are the three digital services that ZDF is obliged to offer under the Agreement⁷⁸. These are complemented by the App+On⁷⁹, service, an application to encourage mobile consumption, and the ZDFtivi⁸⁰ portal, both with exclusive content for children aged 3 to 13.

4.3 Netherlands

At the origins of the contemporary Dutch media landscape is the concept of pillarization: *verzuiling*), developed in the late nineteenth and early twentieth centuries. Through this social and political process, society has organised itself into groups that span all social classes and are defined by their political ideology and religion. The division into groups follows a vertical logic, and each group has its own internal socio-economic inequalities, thus forming a ‘pillar’. Historically, the four main pillars were Protestants, Catholics, Socialists and Liberals, and each pillar had its own political parties, trade unions, schools, newspapers, and television channels. From the 1970s onwards, the pillar structure began to disintegrate but has not yet disappeared completely. Its legacy is reflected by the presence of multiple public service media companies, which were united in the year 2000 under the umbrella of the *Nederlandse Publieke Omroep*, better known by its acronym NPO. Previously, the public service was carried out by the *Nederlandse Omroep Stichting* (NOS), which today deals exclusively with the information

⁷² RStV, art. 3.

⁷³ RStV, art. 11d(3).

⁷⁴ ZDF Guidelines, §II.4.

⁷⁵ RStV, Annex IV ZDF-Familienkanal, p. 59.

⁷⁶ Website of the digital children's channel KIKA, available in German at the link:

<https://www.kika.de/videos/livestream/index.html>.

⁷⁷ ARD education portal, available in German at the link:

https://www.ard.de/home/ard/Online_Lernangebote_in_der_ARD/6009188/index.html.

⁷⁸ RStV, p. 55.

⁷⁹ App+On presentation, available in German at the link: <https://www.zdf.de/kinder/app-und-on>.

⁸⁰ ZDF's children's portal, ZDFtivi, available in German at the link: <https://www.zdf.de/kinder>.

sector and is part of the NPO consortium. The NPO therefore consists of a set of broadcasting organisations, called *omroep*, that represent a political, social, or religious movement. The NPO consortium has stated its main objective as follows: ‘connecting and enriching the Dutch public with programmes that inform, inspire and entertain’⁸¹. This is a formula derived from the Media Act of 2008 (*Mediawet*), which sets out the tasks and obligations of the NPO, including: providing services that can reach a wide and heterogeneous audience; meeting the democratic, social and cultural needs of Dutch society through balanced, varied and high-quality media products; providing a balanced representation of social pluralism in the Netherlands; making their services available to an extended audience of all ages⁸².

Reaching the different components of society primarily refers to the content offered, which is defined through the *Concessiebeleidsplan*; on the other hand, the structure of the NPO ensures that different organisations can issue their own content, albeit within a general, legally defined framework⁸³. According to the NPO, inclusion does not mean reaching everyone at the same time with all means (using broadcasting logic) but reaching everyone through a range of easily accessible channels and contents⁸⁴. The company especially focuses on young people and their mobile media consumption patterns⁸⁵: in this regard, however, the NPO notes that ‘the time when the whole family would sit in front of the television with coffee and biscuits is over’ and has given way to individualised consumption⁸⁶. This also applies in an extensive sense to digital skills, learning to recognise fake news and the dissemination of an environmentally friendly culture, despite these not being stated explicitly in the texts. Dialogue and interaction with the public are a strength of the NPO: there are various instruments through which the audience can express itself, including the ombudsman. Furthermore, the NPO has made it a specific objective to involve the public in programming decisions, in the form of feedback and of suggestions for new content and programmes⁸⁷.

When looking at content, this translates into programmes being diversified by audience group⁸⁸. Some programmes and channels are broadcast in languages other than Dutch, such as a radio station broadcasting contemporary Turkish music (NPO FunX Turkpop). However, as the NPO is a nationally oriented broadcaster, the production of Dutch content is more emphatically emphasised and encouraged⁸⁹. The inclusion of disabled people and women is not made explicit but is part of the more general concept of diversity.

The main **monitoring and evaluation** tool is the report drawn up every five years by a group of at least five independent experts, who form an ad hoc committee that aims to be representative (to the extent possible) of the population and pillars that make up Dutch society. The report must outline: how the NPO has fulfilled the Public Service Award criteria, how the content has covered the interests and viewpoints of the public, how the subsidiary organisations that make up the NPO consortium have diversified the content, plus other topics

⁸¹ Our Mission, available at the link: [Our Mission](#).

⁸² Mediawet, available at the link: [Mediawet 2008 \(29 December 2008\)](#).

⁸³ Mediawet, art. 2.1.2.

⁸⁴ Concessiebeleidsplan 2016-2020, p. 45.

⁸⁵ Ibid.

⁸⁶ Concessiebeleidsplan 2016-2020, p. 9.

⁸⁷ Ibid.

⁸⁸ Concessiebeleidsplan 2016-2020, p. 45.

⁸⁹ Prestatieafspraken 2017-2020.

that can be agreed upon with the Minister of Education, Culture and Science⁹⁰. The ombudsman also collects all reports and comments from the public concerning NPO policies, content, or behaviour, which flow into a set of non-binding recommendations⁹¹. Finally, the Commissariat for the Media (CvdM) assesses the quality and coverage of all media in the Netherlands regarding supply, technical quality, and perceived quality. The NPO is committed to implementing a social cohesion monitoring tool in the coming years⁹², while a corporate social responsibility programme is already in place and focuses on the efficient use of public resources as a way of bringing the company and its citizens closer together⁹³.

4.4 Spain

Cohesion policies in Spain take two directions: on the one hand, internal cohesion within the country, which is characterised by a mix of nationalities, languages and cultures (the Autonomous Regions); on the other, the cohesion of the larger Spanish-speaking community worldwide, especially in Latin America. The Public Service is perfectly integrated within this dual ambition, even though the objectives of promoting social cohesion in Law 17/2006 (LRTTE), Law 7/2010 and the *Mandato marco* (2008) are essentially related to **territorial cohesion** and the **promotion of political pluralism**.

The 2010 law emphasises that public radio and television must guarantee programmes and services ‘for citizens and social groups that are not targeted by majority programming’⁹⁴, which include: minorities, immigrants, people with physical, mental or sensory disabilities, and ‘the rest of the groups at greatest risk of social exclusion’⁹⁵. It also guarantees ‘the utmost respect for religious freedom, for the plurality of religions and their representative symbols, and for individual and collective religious feelings’⁹⁶. The **diversity of social components** is recognised through multiple instruments: firstly, ensuring national and international coverage of radio and television channels, alongside regional (such as Radio 4 for Catalonia⁹⁷) and international channels, to complement programming with locally differentiated ‘local level content’⁹⁸. Secondly, by differentiating between mainstream and thematic channels to meet diversified interests⁹⁹. Thirdly, through a digital platform with a wealth of interactive content that can facilitate mobile use and act ‘as a meeting point for the exchange, distribution and dissemination of content’¹⁰⁰. Finally, Autonomous Regions may directly carry out Public Service Media within their territory, alongside the national service, ‘through their own organs, means or entities’, or by assigning ‘to a third party the indirect management of the service or the production and publishing of the different programmes’, or even ‘through other instruments of public-private collaboration’¹⁰¹; to this end, ‘the autonomous regions with their own languages will be able to adopt additional rules for audiovisual communication services

⁹⁰ Mediawet, art. 2.185.

⁹¹ Statuut Ombudsman 2017.

⁹² Concessiebeleidsplan 2016-2020, p. 17.

⁹³ Concessiebeleidsplan 2016-2020, p. 58.

⁹⁴ Ley 7/2010, art. 40.

⁹⁵ Principios Básicos, p. 7.

⁹⁶ Ibid.

⁹⁷ Also see Ley 7/2010, art. 40.

⁹⁸ Mandato-marco 2007, articles 29-30.

⁹⁹ Ibid.

¹⁰⁰ Mandato-marco 2007, art. 31

¹⁰¹ Ley 7/2010, art. **40.2**

[operating] in their area of competence, with the aim of promoting audiovisual production in their language'¹⁰².

More specifically, the issue of **protection and inclusion** concerns linguistic minorities, people with disabilities and women. In particular, regarding linguistic minorities, the 2010 law includes their protection as a general aspect of all audiovisual communication, albeit specifying the task of the Public Service: 'operators of audiovisual communication services will promote the knowledge and dissemination of the official languages of the State and their cultural expressions. In this perspective, publicly owned operators will contribute to the promotion of the cultural industry, especially audiovisual creations related to the different languages and cultures existing in the State'¹⁰³.

Part of the public service mission is to 'support the social integration of minorities and help social groups with special needs'¹⁰⁴. In particular, 'people with visual or hearing disabilities have the right to universal accessibility to audiovisual communication, in accordance with technological possibilities'¹⁰⁵.

The protection of equality between men and women is also part of the public service mission under the law¹⁰⁶. Organic Law 3/2007, of 22 March, for the effective equality of women and men, specified the need for the media to take part in the elimination of discrimination and strengthened the principles indicated in Ley 17/2006, expressly setting (art. 37) a series of programmatic objectives to be pursued by the CRTVE in the exercise of its Public Service function. Specifically, to adequately reflect the presence of women in various fields of social life; use language in a non-sexist way; adopt, through self-regulation, codes of conduct aimed at conveying the principle of equality, collaborating with institutional campaigns to promote equality between women and men and to eradicate gender-based violence. In addition, the CRTVE should promote the incorporation of women in positions of managerial and professional responsibility and foster relations with women's associations and groups to identify their needs and interests in the field of communication. In this framework, 'RTVE will not include in its programming any content that disrupts or breaks the climate of social coexistence in Spain, attacks the majority feeling of citizens and moral and civic values, or incites suicide and violence in any sphere, especially gender violence, as well as chauvinist, xenophobic, racist or homophobic behaviour'¹⁰⁷. Associated with gender equality is a focus on dealing with violence and hatred: 'audiovisual communication may never incite hatred or discrimination on grounds of gender or any personal or social circumstance and must be respectful of human dignity and constitutional values, with special attention to eradicating conduct that fosters situations of female inequality'¹⁰⁸. To fulfil the first of these obligations, which is of an internal nature, RTVE has had an Equality Plan since 2012 in which it commits to establishing and developing policies that integrate equal treatment and opportunities between women and men. At the end of 2017, the RTVE created an internal body called the *Osservatorio per le Donne* (Women's Observatory), whose mission is to ensure that the RTVE complies with the legal commitments established in the field of equality. The development of

¹⁰² Ley 7/2010, art. 5.

¹⁰³ Ley 7/2010, art. 4.

¹⁰⁴ Ley 17/2006, articles 2-3.

¹⁰⁵ Ley 7/2010, art. 8.1.

¹⁰⁶ Ley 17/2006, articles 2-3.

¹⁰⁷ Mandato-marco 2007, art. 12.

¹⁰⁸ Ley 7/2010, art. 4.

gender equality rests on several pillars. For example, promoting cinematic works directed, produced, or written by women¹⁰⁹; working to decrease the wage gap; increasing the number of women in management; and ‘setting up training courses to help raise the profile of women’¹¹⁰.

Of course, the expression of social, cultural, and linguistic plurality mainly concerns the **representation of Spanish society**: in this sense, RTVE must ‘take particular care to ensure that no person is discriminated against or offended on grounds of age, disability, ethnicity, race, creed or religion, sexual orientation or social status’ and must also ‘shun any kind of sexist, homophobic, xenophobic or racist cliché or stereotype and, in general, any discriminatory or offensive treatment’¹¹¹. For this reason, ‘the skin colour, race, country of origin, religious belief and sexual choice of a person or group will only be reported when it is of informative relevance and in no case to stimulate a feeling of rejection, condemnation, derision or hatred’¹¹².

RTVE is also bound to ‘ensure the expression of the social, ideological, political and cultural plurality of Spanish society’ in the way the **right of access** is exercised: this right concerns ‘the participation of significant social and political groups (*significativos*), as sources and bearers of information and opinions’ as well as ‘specific spaces in radio and television with different formats, times and schedules’ to be established by resolutions of the Board of Directors and the Consejo Asesor¹¹³, the company's participation body in the RTVE company. Another channel for dialogue with the public is linked to the establishment of a Defensor de la audiencia, provided for in Article 20 of the *Mandato-marco*, on the model of the Scandinavian and Anglo-Saxon ombudsmen.

The Public Service must also ‘promote the dissemination and knowledge of Spanish cultural productions, particularly audiovisual productions’, by supporting the ‘production of European audiovisual content and content in the original Spanish languages, promoting digital and multimedia creations, as a contribution to the development of Spanish and European cultural industries’¹¹⁴. **Citizen participation at the European level** a stated objective of the Public Service, which recognises the European Union as a ‘common space of coexistence’^{115, 116}. In addition to the duty to promote the values of peace, international cooperation, redistribution of wealth and the fight against hunger and misery¹¹⁷, special attention is given to Latin America, ‘with the aim of building an Ibero-American audiovisual space’¹¹⁸.

The **diversity of social components** has reverberated in a radio and television offer comprising different genres (news, entertainment, cinema, drama, culture, sport, children's content)¹¹⁹. Above all, ‘Radio 5 is the RNE station that contains the largest number of Public Service

¹⁰⁹ Memoria 2018, p. 40.

¹¹⁰ Memoria 2018, p. 213.

¹¹¹ Mandato-marco 2007, art. 11.

¹¹² Ibid.

¹¹³ Ley 17/2006, art. 28. On this point, see also Principios Básicos, p. 7.

¹¹⁴ Ley 17/2006, art. 3. See also Principios Básicos, p. 4.

¹¹⁵ Ley 17/2006, art. 3.

¹¹⁷ Mandato-marco 2007, art. 12. Peace is also mentioned among the fundamental values that form part of the mission of the Public Service, according to the above-mentioned Article 3 of Law 17/2006.

¹¹⁸ Mandato-marco 2007, art.13.

¹¹⁹ Memoria 2018, pages 7-8.

spaces, dealing with issues that are not covered in the mainstream chains', such as drug addiction, the daily lives of the elderly and disabled (including in collaboration with representative associations), eating disorders, relationship difficulties, physical and mental health (including in collaboration with the 296 associations that make up the Confederación de Salud Mental), the voices of refugees, social justice, solidarity and human rights, among others¹²⁰.

4.5 The United Kingdom

According to the Communications Act (2003)¹²¹ the British public service media are: BBC, ITV and STV, Channel 4, Channel 5 and S4C. As a public company, the British Broadcasting Corporation is the leading and most important public service broadcaster. The three most binding regulatory references for the BBC are: the Regulatory Conditions set out in the Operating Framework of Ofcom (the audiovisual regulator)¹²²; the Royal Charter, defined as the constitutional basis for the BBC, in force from 1 January 2017 to 31 December 2027¹²³; and the Agreement between the company and the government¹²⁴.

Several of the requirements listed in the Regulatory Conditions relate indirectly to the issue of social cohesion. Among the most important of these is ensuring that content broadcast by the BBC constitutes a Public Service for different groups and communities (by age, gender, ethnicity, etc.) and different nations within the UK. Ofcom requires the BBC to provide a wide repertoire of content suitable for people of all ages and to make it easily accessible. The Conditions also stipulate that the BBC must ensure the broadcasting of local and regional news, with a view to territorial cohesion. For example, BBC Alba, the Scottish division of the public service corporation, must allocate at least 5 hours per week to programmes teaching Gaelic¹²⁵ and at least 170 hours per week must be allocated to religious broadcasts of different denominations¹²⁶.

The BBC's mission is based in particular on providing high-quality services and the dissemination of the values of inclusion and diversity. The BBC's Royal Charter sets out five Public Purposes that relate to social cohesion:

1. **provide unbiased information and news** to help people understand and engage with the world around them, providing content for all audiences
2. **support learning for people of all ages**
3. **broadcast unique programmes and services that stand out for quality and creativity**
4. **strengthen social cohesion, with special attention to territorial and multicultural cohesion:** 'The BBC should bring people together for shared experiences and help contribute to the social cohesion and wellbeing of the United Kingdom [...] to reflect, represent and serve the diverse communities of all nations and regions of the United

¹²⁰ Memoria 2018, pages 87-88.

¹²¹ Communications Act, available at the link: <http://www.legislation.gov.uk/ukpga/2003/21/contents>.

¹²² Operating Framework containing the Regulatory Conditions established by Ofcom in 2017, available at the link: https://www.ofcom.org.uk/__data/assets/pdf_file/0017/107072/bbc-operating-licence.pdf

¹²³ Royal Charter for the BBC, available at the link:

http://downloads.bbc.co.uk/bbctrust/assets/files/pdf/about/how_we_govern/2016/charter.pdf

¹²⁴ Agreement between the Secretary of State for Culture, Media and Sport and the BBC, available at the link:

http://downloads.bbc.co.uk/bbctrust/assets/files/pdf/about/how_we_govern/2016/agreement.pdf.

¹²⁵ Regulatory Conditions, point 2.24.

¹²⁶ Regulatory Conditions, point 2.27.3.

Kingdom'¹²⁷. In other words, the BBC aims to offer programmes that accurately reflect and represent the multicultural character of British society and to provide a platform for dialogue between different points of view. The BBC also emphasises the need to offer programmes and services that meet the needs of British nations, regions and communities; investing in each of the nations is one of the ways in which territorial cohesion is achieved

5. **promoting nation-building**, which can be summarised as 'taking the UK, its culture and values, out into the world'¹²⁸ to emphasise the desire to present the UK as a cohesive and inseparable unit.

In summary, the BBC's mission aims to strengthen territorial cohesion, encourage understanding between different cultures, promote the values of diversity and inclusion, provide high quality content and project a positive image of the UK both internally and externally.

The topic of **diversity** is a central pillar of the Royal Charter. The term is interpreted broadly to cover different groups with respect to age, disability, gender, ethnicity, religion and belief, sex, sexual orientation, and socio-economic background. It also includes the representation of the nations and regions of the UK and focuses particularly on underrepresented communities¹²⁹. Diversity also relates to organisational aspects (off-screen diversity), in relation to how programmes and services are produced and offered¹³⁰. More specifically, the BBC must promote the understanding and entertainment of people with disabilities related to sight or hearing¹³¹. Ofcom's Operating Framework requires the BBC to have a Code of Practice to clarify how the company intends to pursue its diversity objectives through production activities and external procurement¹³². The Code of Practice sets out five principles: the BBC will lead by example, so all content producers will have to adhere to the BBC Content Diversity and Inclusion Commissioning Guidelines; representation must be authentic and the BBC will support and develop talent in different communities; casting must be open and fair, so the BBC will intervene to reduce barriers and promote opportunities for people from different communities; diverse employees develop better content, so the BBC must commit to increasing diversity in management and creative roles; measurement, i.e. the BBC monitors adherence to the Code of Practice annually.

Diversity also relates to the genres of the programmes broadcast¹³³. The BBC must broadcast the most creative, high quality and distinctive programmes and therefore take 'creative risks'¹³⁴. The ingredients for 'distinctive' programmes and services are a mix of different genres; high quality; a certain number of programmes produced in the UK; a certain level of risk, innovation, challenge, and creative ambition; a variety of audiences reached¹³⁵.

¹²⁷ Royal Charter, p. 6.

¹²⁸ *Ibid.*

¹²⁹ Royal Charter, art. 6(4) and art. 14(2); OF, §§ 1.36.1-1.36.2.

¹³⁰ Royal Charter, art. 15.

¹³¹ OF, § 3.

¹³² OF, §§ 2.46-2.47.

¹³³ OF, §§ 1.17 and 1.26.

¹³⁴ Royal Charter, art. 6(3).

¹³⁵ OF, §§ 1.28-1.33.

Ofcom must assess the on-screen and off-screen diversity of the BBC, through in-depth analysis of how different audiences are represented¹³⁶. The BBC is obliged to measure audience satisfaction in terms of how the BBC represents, portrays, and serves different audiences; how the BBC reflects the entire UK population, with special reference to first-run programmes; how the BBC increases knowledge of different cultures and points of view¹³⁷. If the results of this audience analysis indicate that some groups are dissatisfied, the BBC must identify in its report to Ofcom the steps it intends to take to correct this outcome, including the results of these actions in the following year's report¹³⁸. The monitoring and annual report should also include the diversity of the company's employees, i.e.: the number of employees by age, disability, gender, ethnicity, religion and belief, sex, sexual orientation, and socio-economic background¹³⁹; the classification of employees by these categories¹⁴⁰; the type of activity (programming, production, technical, marketing, administrative)¹⁴¹; the extent to which the BBC has made progress in this regard¹⁴².

The last Public Purpose concerns the **promotion of British identity and values in the rest of the world**. To this end, the BBC must provide international audiences with high quality news coverage, to help them understand the UK, and must produce programmes with a global focus. The British values referred to are accuracy, impartiality, and fairness¹⁴³. The World Service broadcasts the best of the BBC to a worldwide audience, through BBC Music and Radio 4 documentaries. Local and regional services are remarkably diverse to strengthen the territorial cohesion of the UK.

Regional differentiation is also provided for TV channels¹⁴⁴. This results in a service called the Local Democracy Reporting Service involving up to 150 journalists who work in local media but are funded by the BBC to cover their area of interest on behalf of the Public Service as well¹⁴⁵. Part of the BBC's strategy in this context is to attract talent from different social groups. To this end, the BBC has developed several initiatives, such as offering 70% of the available positions in apprenticeships, internships, traineeships and collaborations of various kinds to lower-middle class candidates (measured by looking at the employment of their parents¹⁴⁶). Young people are the main beneficiaries of these measures: BBC Apprenticeships guarantee collaborations to young people without a university degree, who come from underrepresented socio-economic backgrounds; the BBC North Young Ambassadors' Scheme is aimed at young people aged between 16 and 20 who are neither in formal education nor employment (NEET) from the Greater Manchester Area to help with inclusion¹⁴⁷. In cooperation with the government, the BBC has launched a programme of 5,000 traineeships

¹³⁶ OF, § 1.38.

¹³⁷ OF, § 2.44.1-2.44.3.

¹³⁸ OF, § 2.45.

¹³⁹ OF, § 2.50.1.

¹⁴⁰ OF, § 2.50.2.

¹⁴¹ OF, § 2.50.3.

¹⁴² OF, § 2.50.4.

¹⁴³ Agreement, §33(8).

¹⁴⁴ Report 2018-2019, p. 128.

¹⁴⁵ Report 2018-2019, p. 13.

¹⁴⁶ 'Reflecting the Socio-Economic Diversity of the UK within the BBC Workforce'. A Report on Career Progression and Culture at the BBC, p. 12. Available at the link: <http://downloads.bbc.co.uk/diversity/pdf/socio-economic-diversity.pdf>.

¹⁴⁷ BBC Equality Information Report 2016/17, available at the link: <http://downloads.bbc.co.uk/diversity/pdf/equality-information-report-2017.pdf>

for young unemployed people¹⁴⁸. The MentorUp project engages BBC Scotland managers in mentoring young people under the age of 30¹⁴⁹. BBC Scotland also launched a youth consultation panel called BBC Scotland NEXT to understand how the company should address the younger generation¹⁵⁰. Recently, the Youth Talent Network was established for employees under 30, supporting them in building their careers and fitting into the company strategy¹⁵¹.

There is also a focus on the digital world in the area of **empowerment**. The BBC has increased its budget for online content to attract younger audiences and provide them with programmes and services that support schools¹⁵². For example, the 'Make it Digital' initiative aims to encourage children and teenagers to learn about computer programming and technology: to this end, the BBC has teamed up with more than 25 organisations (including Microsoft, British Telecom, Barclays and Google) to create a small programmable device (a mini-computer called 'Micro Bits') for every child between the ages of 11 and 12. The BBC also launched a season of coding-based programmes and activities¹⁵³.

Cultural diversity is also cultivated through specific channels dedicated to BAME minorities: BBC Asian Network is a radio station aimed at young people between 15 and 35 years of South Asian descent (Bangladesh, India, Pakistan) and/or people interested in news from that area and Radio 1Xtra broadcasts contemporary 'black' music, mainly live.

As far as gender diversity is concerned, many programmes and contents deal with this area of relevance. The BBC News Women in Technical Production Programme includes mentoring, training, and in-depth sessions with distinguished guests. Women are given more opportunities to participate in sports programmes¹⁵⁴. The BBC aims to achieve parity for women on screen and in leading roles in all programme genres by 2020. In addition, it has initiated five operational measures focusing on the gender pay gap: 1) substantial cuts in men's salaries and an increase in women's salaries; 2) a new framework for determining salaries; 3) greater transparency concerning remuneration; 4) a review of women's career progress within the company and a reassessment of work processes and re-employment after long absences; 5) use of neutral language in job advertisements, interviews with female evaluators, mixed shortlists in the last steps of selection for management roles and greater job flexibility¹⁵⁵.

The BBC is also working on the representation of the LGBT universe with the aim of reaching 12% of leading roles by 2022, unencumbered by sexuality and gender. With respect to LGBTQ+ groups, the LGBTQ+ Allies programme trained hundreds of people in different cities to provide them with the necessary skills to enter the audiovisual industry. The BBC Pride network brings together employees of all sexual orientations to coordinate events across the

¹⁴⁸ BBC Annual Report and Accounts 2014/15, p. 55. Available at the link:

<http://downloads.bbc.co.uk/annualreport/pdf/2014-15/bbc-annualreport-201415.pdf>

¹⁴⁹ Ofcom Diversity and Equal Opportunities in Television Report, p. 10. Available at the link:

https://www.ofcom.org.uk/data/assets/pdf_file/0027/166806/diversity-in-tv-2019-in-focus.pdf

¹⁵⁰ Ivi, p. 9.

¹⁵¹ Ivi, p. 14.

¹⁵² Report 2018-2019, p. 5 and 11.

¹⁵³ BBC News. (2015, March 12). BBC gives children mini-computers in Make it Digital scheme. Available at the link: [bbc.com: https://www.bbc.com/news/technology-31834927](http://www.bbc.com/news/technology-31834927).

¹⁵⁴ BBC Equality Information Report 2016/17, p. 24.

¹⁵⁵ Gender Equality at the BBC, available at the link:

http://downloads.bbc.co.uk/aboutthebbc/insidethebbc/howwework/reports/pdf/gender_equality_bbc.PDF

UK. The BBC Employee Assistance Programme also supports employees involved in gender transition processes and colleagues around them, including managers¹⁵⁶.

Thanks in part to improvements in the user experience, BBC iPlayer has diversified the quality of its services to meet the needs of disabled users, including the addition of subtitles for live streaming. BBC Three offers all content with subtitles and so does BBC Parliament.

The valorisation of British cultural and creative industries is central to the BBC’s promotion of national identity within a nation-building framework. Three main tools are used for this purpose: BBC World Service, all-news services like bbc.com and BBC World News, and BBC Worldwide¹⁵⁷.

4.6 Summary overview

The analysis presented here can be used to produce a synthetic picture of the operational measures most relevant to social cohesion in general, as well as of the various individual topics.

TABLE 4.1 - SUMMARY OF BEST PRACTICES.

Topics	Best practices
Reaching the entire population through a variety of platforms.	Diversifying content and services across multiple media (France, Germany, Netherlands, UK and Spain). Customising services, including in terms of geolocation (France, UK). Providing support for population groups at risk of digital exclusion (UK). Providing programmes and services for citizens living abroad (France, the Netherlands and the United Kingdom).
Reaching out to the different components of society	Subdividing the company into different organisations corresponding to different social groups (Netherlands). Subdividing the company into different organisations corresponding to different regions (Germany ARD). Providing support for autonomous and independent regional public services (Spain). Providing specific programmes dedicated to young people and the elderly (France, Netherlands, UK and Spain). Enhancing cultural diversity through dedicated content (channels, programmes and services; Netherlands, United Kingdom and Spain) and representative organisational arrangements for social groups (Netherlands and Spain) and ethnic-cultural minorities (United Kingdom).
Protection and inclusion	Providing programmes and services in languages other than the national language (Netherlands, United Kingdom and Spain). Providing programmes and services in regional languages (Netherlands, UK and Spain). Providing programmes and services that support audiences with hearing and visual impairments (France, Germany, Netherlands, UK and Spain). Working with national institutions and non-governmental organisations to build policies for gender equality, respect for the LGBT+ world, inclusion of people with disabilities (France, UK and Spain). Appreciating family and audiovisual consumption as a family (Germany).
Empowerment and competences	Providing digital literacy programmes for young people and adults (France, Germany, Netherlands, UK, Spain). Working with universities and research centres for supply chain development and innovation (UK and Spain). Dialoguing with the public through ombudsmen (Netherlands, UK and Spain), public consultations (France), advisory panels (France, Germany and UK), councils with representatives of civil society (Spain). Setting Sustainable Development Goals (Spain).

¹⁵⁶ Ofcom Diversity and Equal Opportunities in Television Report, p. 13.

¹⁵⁷ BBC Group Annual Report and Accounts 2018/19, pages 48-54.

Topics	Best practices
Evaluation and monitoring	<p>Monitoring resource efficiency (France, Germany, Netherlands and UK).</p> <p>Monitoring gender equality (France, Germany, UK and Spain).</p> <p>Monitoring the inclusion of ethnic and cultural minorities (UK).</p> <p>Monitoring the company's environmental impact (Germany, UK and Spain).</p> <p>Monitoring the contribution of the public service to social cohesion (Germany ZDF).</p>
Promoting active, critical, and informed participation in the life of the country	<p>Providing channels and services dedicated to specific areas of the country, which includes enhancing linguistic and cultural diversity and the differentiation of production centres (France, UK and Spain).</p> <p>Enhancing the country's cultural and creative industries (France, UK and Spain).</p> <p>Boosting media literacy and developing digital technology to support citizen participation in digital public services and e-democracy (Spain).</p>
Promoting active, critical and informed participation in the life of european institutions and cultures	<p>Working with other European public services for the production and exchange of programmes (France, Germany, Netherlands, Spain).</p> <p>Reserving airtime quotas for European audiovisual and cinematographic works, including independent works (Spain).</p>
Promoting knowledge and participation in international affairs	<p>Providing services that target international audiences: France Médias Monde, BBC World Service, TVE Internacional and Radio Exterior.</p> <p>Working with local media abroad (France, UK and Spain).</p> <p>Covering international events (France, Germany, Netherlands, UK and Spain).</p>

Monitoring social cohesion: a methodological framework

5.1 SDGs, social cohesion and Rai




The approach to social cohesion within Rai proposed by this Report – based on a reading of the National Service Agreement (Chapters 1 and 3) among other considerations – represents a framework of concepts and values that can help select the tools that will be most suitable for monitoring purposes. Chapter 3 also highlights the strong connection between social cohesion and sustainable development. As explained in Chapter 2, in 2015 the international community established a series of sustainable development goals (SDGs) for the 2030 Agenda and has implemented a framework of indicators for quantitative monitoring. This chapter presents some operational hypotheses developed by ISTAT for the construction of a measurement and monitoring tool to help the company frame its operations in the light of the goals of sustainable development and social cohesion. To do this, the first paragraph will highlight the conceptual relationship between the Sustainable Development Goals and the social cohesion framework that emerged from the analysis of Rai's National Service Agreement in Chapter 3. This work precedes the presentation of possible monitoring tools and makes two important contributions to framing and updating the topic of social cohesion in Rai. Firstly, it establishes a relationship between Rai's social cohesion goals and the global objectives, giving the former an additional source of legitimacy. Secondly, this connection work offers some food for thought on the measurement side.

The 2030 Agenda for Sustainable Development established by the United Nations in 2015 is a programme of action for people, the planet and prosperity. The challenge in the search for sustainable development is balancing economic growth, environmental protection and social inclusion: pursuing a path of economic and social development that meets the needs of the present generation without compromising the ability to meet the needs of future generations as well. It is based on the principle of equity between present and future generations and on reducing inequalities between and within countries, leaving no-one behind. Balancing the three spheres of development – economic, social and environmental – is one of the key principles of sustainable development, along with the principles of universality, inclusiveness and participation, as the goals concern the whole community.

The 17 *Sustainable Development Goals* (SDGs) articulated in 169 goals, can therefore constitute a reference to be followed, implemented and adapted to different needs (Table 5.1.). The collection, production and distribution of the statistical information needed to monitor the progress of sustainable development in Italy is a task assigned to ISTAT.

TABLE 5.1. THE SUSTAINABLE DEVELOPMENT GOALS (SDGS)

	<p><i>Goal 1: End poverty in all its forms everywhere.</i></p>
	<p><i>Goal 2: End hunger, achieve food security and improved nutrition, and promote sustainable agriculture.</i></p>
	<p><i>Goal 3. Ensure healthy lives and promote well-being for all at all ages.</i></p>
	<p><i>Goal 4. Ensure inclusive and equitable quality education and promote life-long learning opportunities for all.</i></p>
	<p><i>Goal 5. Achieve gender equality and empower all women and girls.</i></p>
	<p><i>Goal 6. Ensure availability and sustainable management of water and sanitation for all.</i></p>
	<p><i>Goal 7. Ensure access to affordable, reliable, sustainable, and modern energy for all.</i></p>
	<p><i>Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.</i></p>
	<p><i>Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation.</i></p>
	<p><i>Goal 10. Reduce inequality within and among countries.</i></p>
	<p><i>Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable.</i></p>









	<p>Goal 12. Ensure sustainable consumption and production patterns.</p>
	<p>Goal 13. Take urgent action to combat climate change and its impacts.</p>
	<p>Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development.</p>
	<p>Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.</p>
	<p>Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.</p>
	<p>Goal 17. Strengthen the means of implementation and revitalise the Global Partnership for Sustainable Development.</p>

The international and global scope of the United Nations Sustainable Development Goals (SDGs) represents an opportunity for every organisation to follow the trail that has been blazed, contributing to sustainable development and monitoring its own internal plans and actions. The task of integrating the 2030 Agenda, with its 17 goals and 169 targets, and of monitoring social cohesion within Rai, through the National Service Agreement, is therefore an important exercise. The process has the potential to bring new paths, goals and interrelationships to the fore (Figure 5.2.) and enables the company to seize new opportunities for development, orient future decisions and reinforce actions that have already been tested by the company.

In comparing the goals listed in table 5.1. with the first dimension of the social cohesion framework, presented in table 5.2., ‘Promoting human development, individual rights and capabilities in an inclusive way’ it can be noted that ‘Reaching the whole population through multiple platforms’ is closely linked to Goal 9 (resilient infrastructure); ‘Reaching out to the different components of society’ is linked to Goal 10 on inequalities; ‘Protection and inclusion’ takes into account the protection of women (Goal 5), workers (Goal 8) and the ability to produce inclusion with good training (Goal 4); ‘Empowerment and competence building’ is largely represented by Goal 5 (protection of women), Goal 4 (quality education) and Goal 16 (strong institutions); and ‘Evaluation and monitoring (transparency)’ is linked to Goal 16 on institutions and fairness and strongly oriented towards providing monitoring for the previous topics.

The second dimension, ‘Promoting the structuring, strengthening and growth of the community, including in its external projections’ with its three objectives of promoting ‘active, conscious and critical participation in the life of the country’, ‘in the life of European institutions and culture’ and ‘in international affairs’, is mainly mirrored in Goal 16 (strong institutions), Goal 8 (decent work and growth) and Goal 17 (partnership for development).

TABLE 5.2. DIMENSIONS AND THEMES OF SOCIAL COHESION IN SDGS AND VICE VERSA

DIMENSIONS	THEMES	REFERENCE SDGS
Promoting human development, individual rights and capabilities in an inclusive manner	Reaching the entire population through a variety of platforms	
	Reaching out to the different components of society	
	Protection and inclusion	
	Empowerment, skills building	
	Evaluation and monitoring (transparency)	
Promoting the structuring, strengthening and growth of the community, including its external projections	Promoting active, informed and critical participation in the life of the country	
	Promoting active, informed and critical participation in the life of European institutions and culture	
	Promoting knowledge and participation in international affairs	

More specifically, the targets and indicators of the 2030 Agenda can give some indication on how to develop, plan and monitor social cohesion. The connection between the targets and indicators of the 2030 Agenda and the areas of relevance for social cohesion can be stated explicitly. Below are some examples of SDG targets in which the deep link with the Service Agreement is evident (Figure 5.1.):

- 1) to achieve women's empowerment and gender equality and emancipate all women and girls, we need to ensure the full and effective participation of women and equal leadership opportunities at all levels, strengthen the use of information and communication technologies, recognise and give value to unpaid care and domestic work, and promote social protection policies and shared responsibility within families;
- 2) the focus on climate change, environmental sustainability and ecosystems must lead to mobilising and significantly increasing economic resources to preserve biodiversity, improve education and raise awareness of climate change among institutions, and companies must be encouraged to adopt sustainable practices and integrate sustainability information in their annual reports;
- 3) social cohesion can be a vehicle for education and can create the preconditions for free access to information, fair and inclusive education, learning opportunities for all, quality child development, a certain degree of literacy, including for the digital transformation, and numeracy for all. This includes education for sustainable development and lifestyles, human rights, gender equality, promotion of a peaceful and non-violent culture, global citizenship and appreciation of cultural diversity and the contribution of culture to sustainable development.

These few examples show that the process of integrating the National Service Agreement with social cohesion and the SDGs framework is well developed, strongly interconnected (multiple goals participate in numerous topics and areas of relevance and vice versa – Figure 5.2.) and acts as a harbinger of ideas and suggestions.

FIGURE 5.1. RELATIONSHIPS BETWEEN SOCIAL COHESION AND SDGS – THE TOPICS OF THE RAI NATIONAL SERVICE AGREEMENT IN SDGS TARGETS

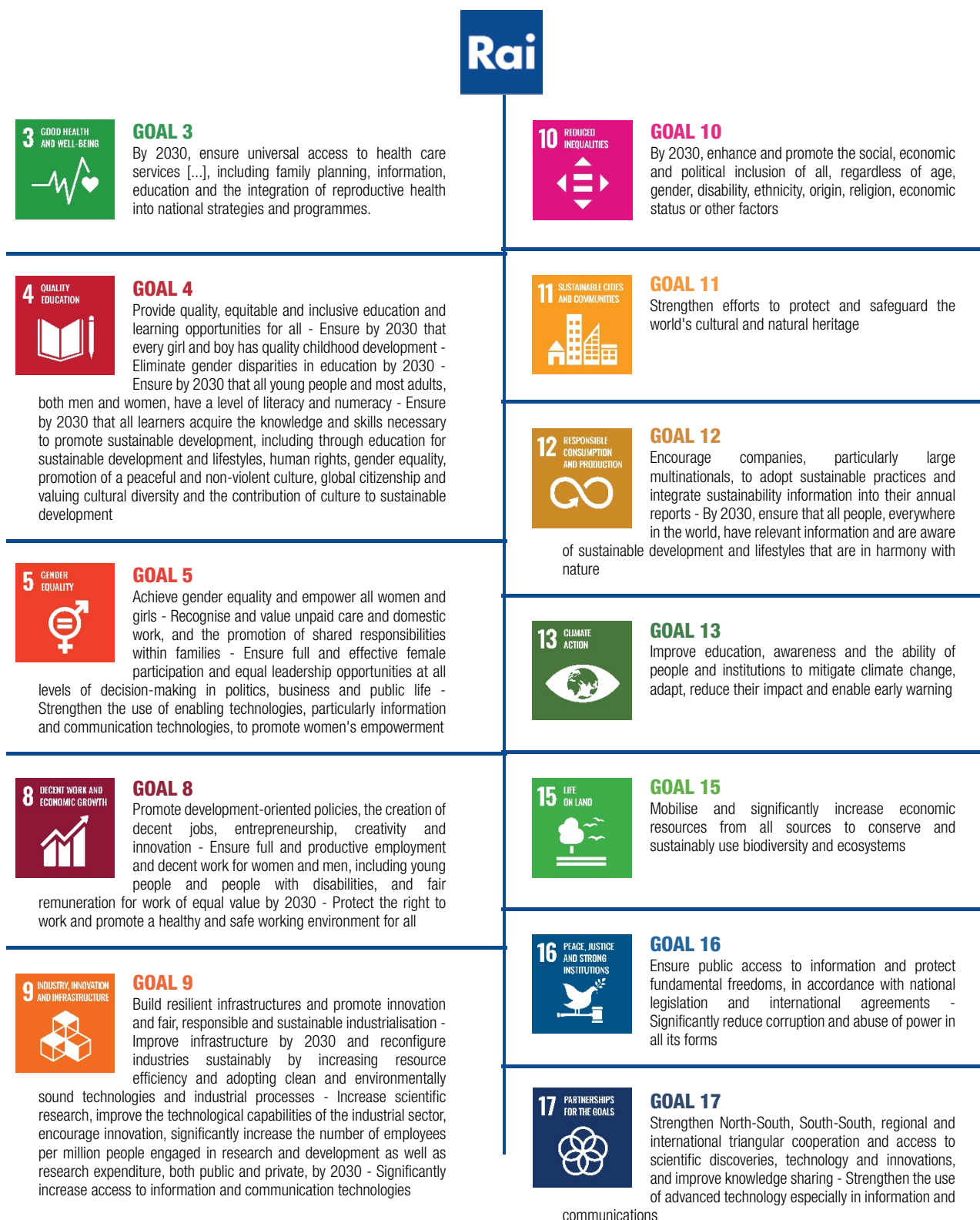
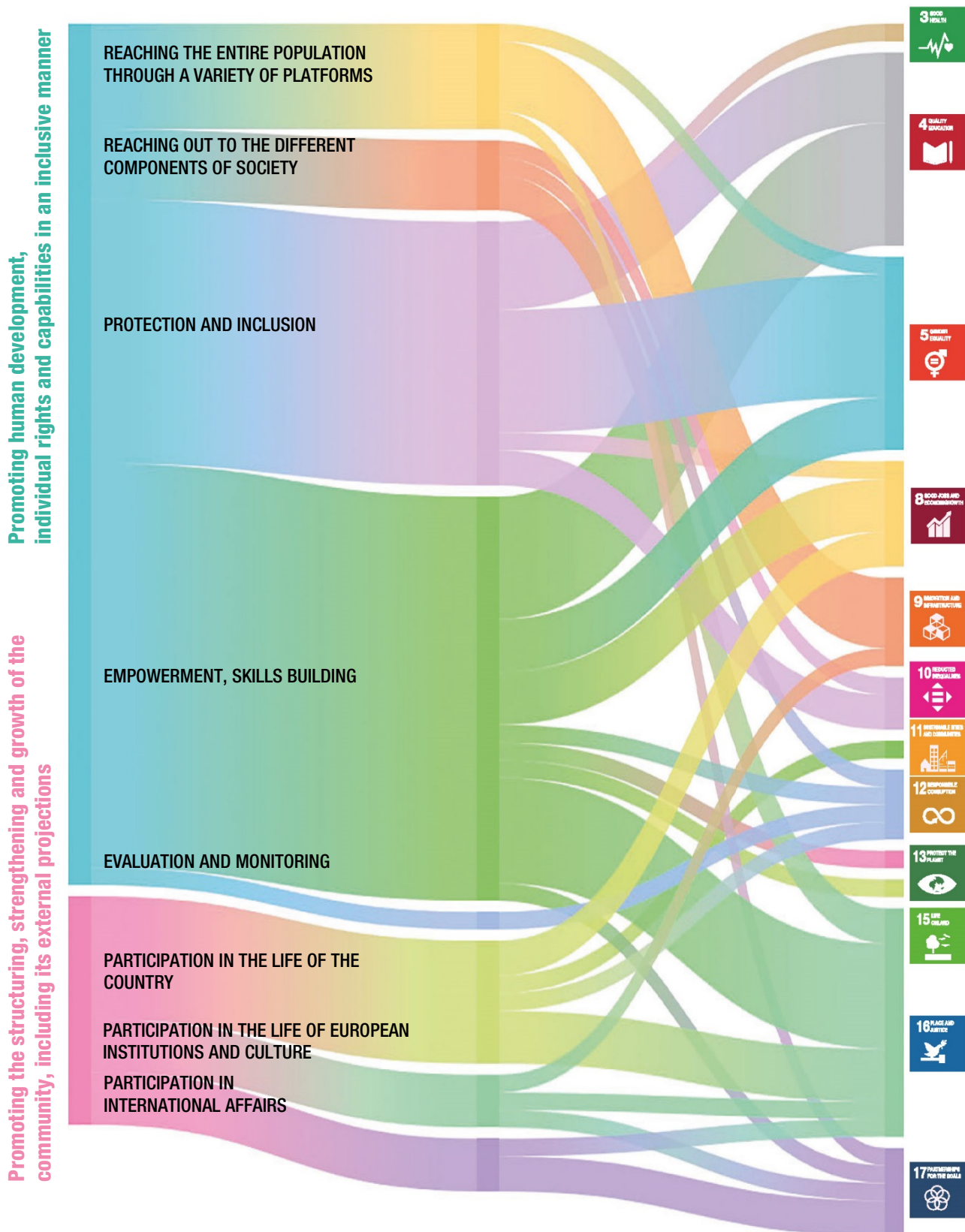


FIGURE 5.2. THE NETWORK OF RELATIONSHIPS BETWEEN SOCIAL COHESION AND SDGS – INTENSITY OF LINKS AND INTERCONNECTIONS BETWEEN DIMENSIONS, TOPICS AND TARGETS



5.2. Methodological social cohesion analysis toolkit for a Public Service Corporation

By analysing the relevant information already present in the various monitoring tools developed by Rai (Chapter 3) and the monitoring practices gleaned from international benchmarking (Chapter 4), and by connecting key aspects of the National Service Contract – in terms of social cohesion – to relevant Sustainable Development Goals, several methodological considerations have emerged. These considerations are useful for the selection of indicators that can be used to investigate Rai's contribution to the development goals of the global community, while also activating virtuous processes within Rai itself.

Within the paradigm of the relationship between public service media and social cohesion – cohesion not just as the company's ability to reach all the different components of the population but also as the ability to offer content that favours empowerment, knowledge and critical participation in the life of the community – three areas of measurement have been identified that will guide the proposals contained in this paragraph:

Television Audience Survey (A)

Evaluation of internal organisational aspects (O)

Qualitative assessment of programme content (C).

Several aspects relevant to measurement and to the creation of useful indicators will be discussed for each of these areas. At the end of paragraph 5.2.3., Table 5.3. shows some examples of possible indicators – based on the topics and areas of relevance given in Table 3.2. – organised in the three areas mentioned above and defined on the basis of the reasoning and sources discussed in the following paragraphs.

5.2.1. Television Audience Survey (A)

The first field involves collecting information directly from the public. This operation is already carried out by the Rai Marketing department for several relevant aspects: from public acceptance of the programmes to opinions on independence, distinctiveness, protection of diversity, etc. The surveys combine the information collected with the main socio-demographic traits (gender, age, level of education, occupation and residence).

Since the results obtained need to be analysed considering inequalities, the information collected must capture as many individual traits as possible, especially those that are most likely to influence an individual's evaluation. These are not limited to age, gender, level of education and profession, but also include the level of general and digital skills, citizenship, and income class. On a voluntary basis, in view of the sensitive nature of the information, it would be useful to detect, with appropriate precautions, the sexual and political orientation and disability status of the respondent. Finally, given the crucial role that family background plays in the formation of competences and individual soft skills, it would be important to have information about level of education of the respondent's parents, at the very least.

Capturing such information calls for the use of an ad hoc demographic survey, which we will call a cohesion survey. Furthermore, the sampling approach taken for such a survey must ensure a sufficient level of significance even when the responses are analysed in terms of the individual traits of the respondents.

In terms of content, the survey should present the respondent with a battery of questions that are related to the topics identified in Table 5.2., where appropriate. This would ensure that the information collected can be used for the creation of indicators to be used for monitoring purposes and that the intensity and direction of the relationships between the different variables can be analysed. As an example, this wealth of information about individual traits might be used to reveal which viewers benefit most, in terms of empowerment/education, from Rai's in-depth programmes . Incidentally, as will be seen in section 5.2.3., this type of information is also essential for evaluating programme content. Returning to the example of in-depth programmes, such a survey might reveal that even high quality programmes need to adopt a greater diversity of languages to reach a wider and more diverse audience, thus also working towards the goal of social cohesion.

In Box 5.1. we propose a list of possible contents for a potential questionnaire. As was already noted, many of these are similar to questions already present in the Qualitel and Corporate Reputation surveys. However, few personal variables were captured by those two surveys, which restricted the options available for distribution analysis. Furthermore, when collecting a reporting data, consideration must be given to the scales used for surveying opinions, as this is not a neutral aspect in terms of the indicators that can be constructed. With this in mind, the cohesion survey will henceforth be referred to as an instrument in its own right, albeit acknowledging the fact that much of the information could also be obtained by enhancing existing surveys.

BOX 5.1. POSSIBLE CONTENTS OF THE *COHESION SURVEY*

INFORMATION ABOUT THE RESPONDENT

Gender, age, level of education, area of residence, occupational status, income class, citizenship, digital skills, foreign language skills, parents' level of education. Voluntary response: disability status, sexual orientation and political orientation.

REACHING OUT TO THE DIFFERENT COMPONENTS OF SOCIETY

Watches TV (Y/N); watches Rai TV channels (Y/N); if yes, how many hours per week; listens to RadioRai (Y/N); if so, for how long; what other channels does she/he watch/listen to; uses digital platforms, if not, why not (connection problems, lack of media or digital skills); nature of the programmes (news, in-depth analysis, entertainment, films, series); difficulties encountered (connection, reception, support).

EMPOWERMENT, COMPETENCE-BUILDING/PROMOTING ACTIVE, INFORMED AND CRITICAL PARTICIPATION IN THE LIFE OF THE COUNTRY/EUROPEAN INSTITUTIONS AND CULTURE/INTERNATIONAL AFFAIRS

Of all the sources of information (TV sources including Rai, radio including Radio Rai, newspapers, periodicals, magazines, web portals, apps, social media...) which one does the respondent turn to for:

- Quality information
- Independent information
- Accurate information.

In comparison to other broadcasters and/or as a standalone, Rai broadcasts (information and in-depth analysis):

- help people understand the world, Italy, their own territory
- help people form their own ideas on issues relevant to the public debate
- help people learn new things
- reflect the complexity of society
- provide an understanding of issues relating to the environment and sustainable development.

PROTECTION AND INCLUSION

Rai programmes (separate demand for entertainment/series on the one hand and information and in-depth analysis on the other) offer a picture that is:

- dignified/respectful
- not stereotyped
- innovative

and give visibility to women, different sexual orientations, people with disabilities, different religious orientations, a plurality of cultures and backgrounds (regional, national and international).

The content proposed by the programmes (separate demand for entertainment and drama on the one hand and information and in-depth analysis on the other) safeguards the physical, psychological and moral development of minors.

EMPOWERMENT, COMPETENCE BUILDING

Uses the Rai offer to acquire new skills/training in the following areas:

- history
- environment
- Italian/European institutions
- science and technology
- other cultures
- their own rights and those of others.

Views or would like to view content in its original language with subtitles.

Another aspect that might call for ad hoc reasoning is the option of conducting a survey that directly targets children and young people by age group, in order to gather information about programmes designed for the young and very young. This would allow for the use of survey methods that are better suited to a young audience (which may be as simple as rewording the questionnaire) and to investigate specific aspects that characterise the relationship between Rai and its younger audience. For example, assessing the effectiveness of Rai Scuola and Rai Cultura (see <https://www.raicultura.it/>) in helping children with school activities such as homework.

A questionnaire prepared along the lines of Box 1., could also be used to derive a wide set of indicators enabling precise monitoring of the extent to which the public and the community benefit from Rai content in terms of cohesion and how these benefits are distributed among the population.

Another useful source of information for a quantitative representation of the public opinion concerning Rai programmes can be gleaned from social media using a series of techniques that fall under the so-called ‘sentiment analysis’ umbrella. Millions of Italians use social media daily

to get information, express their feelings, share their opinions, and debate an incredibly wide range of topics¹. This makes social media one of the most promising tools for ‘gauging’ the mood of Italians. In recent years, ISTAT has been investigating whether the public messages in Italian available on social media can be successfully exploited to develop specific ‘sentiment’ indices, i.e., statistical tools that can assess the mood of Italians concerning well-defined topics or aspects of life, such as the economic situation. For this purpose, procedures have been developed that only select and process messages (usually Twitter or Facebook posts) whose text contains at least one word belonging to a certain word filter, i.e., a specific set of relevant keywords. Filters must be set up by domain experts with the intention of eliminating from the outset messages that are highly likely to be irrelevant to the intended goal. Similar techniques could be used to create a sentiment index for Rai or to analyse Google searches containing the word *Rai*.

5.2.2. *Evaluation of internal organisation aspects (O)*

In a process of corporate confrontation with the dimensions of social cohesion, there are several organisational aspects that need to be monitored as they can convey Rai's role as an agent of social cohesion. In this respect, the data already available to the company can be used to monitor and evaluate three crucial aspects: the company's human capital; sustainability/social and environmental responsibility; and production processes (internal to the company but with a special focus on relations with suppliers).

With regard to the company's human capital, it is possible to monitor the structure and dynamics of resources, staff competences (transversal, specialist, managerial, digital, etc.), staff management (job changes, direct involvement, acted competences, etc.), the remuneration system and staff career opportunities (economic incentives and benefits, presence of involuntary part-time, internal selection processes for top positions), working wellbeing (from the creation of shared spaces – e.g. intranet sites – to initiatives of collective interest for smart working). Professional education also plays an especially important role in the development and sharing of skills. Both compulsory training and specialised and innovative training need to be provided and monitored, preferably based on an agreement with employees.

Examples of possible analyses from which useful indicators can be derived for monitoring purposes include: distribution and ratio by age, gender, geographical origin/ethnicity², disability, staff seniority; current staff by type of contract, gender, place of work; dynamics of current staff (at least for the last 10 years); gender ratios (age, geographical origin) among the various levels, including senior management (currently women represent just over 18% of management, one in every five individuals³); calculation of the ratio between maximum and minimum pay. Developing a comprehensive tool to examine differences in employment, career, salary by gender, age, geographical origin, and disability in the various sectors is desirable (for example, calculating the difference in remuneration between women and men; the difference in the rate of individual pay raises w/m; the difference in the rate of promotions w/m; possible salary changes upon return from maternity leave; presence of w/m in the highest paid levels,

or, monitoring the age representation of the company, e.g. inclusion of young people, percentage of staff under 35, type of contracts for young people).

The issue of sustainability is becoming increasingly important both in the political agenda and in the behaviour of households and businesses. Within the organisational perimeter of a company like Rai, the goal of (environmental and social) sustainability can and must involve the adoption of new practices for the company and new behaviours for employees. In this respect, an analysis conducted by the ISTAT at the national level found a positive association between the adoption of virtuous behaviour and the level of productivity⁴.

Environmental sustainability refers to actions taken by companies to reduce the negative impact on the natural environment that stems from their activities. Examples of such actions include monitoring and reducing energy use; increasing the use of energy from renewable sources; monitoring and reducing the use of water; waste treatment and recycling; cutting atmospheric emissions; reusing secondary raw materials; and sharing goods and services through temporary, single or multiple ownership of transport, offices, locations.

Sustainability/social responsibility, on the other hand, refers to actions/behaviour by companies that aim to have positive effects on the well-being of their workers by enhancing their skills and competencies (in terms of safety, health, education, democracy, participation, fairness). Human well being is thus also enhanced in the territories where companies operate, and companies choose products and ways of operating that are consistent with this goal (good cause marketing programmes, relations with local solidarity programmes, social campaigns, etc.). From this point of view the creation of the Rai department for Social Affairs is a good practice that facilitates the reorganisation and coordination of all social activities carried out and promoted by the Rai Group (see Chapter 3).

A number of good practices can be identified whose adoption and quantitative monitoring can lead to virtuous behaviour in terms of environmental and social impact. These include the creation of an environmental responsibility officer; use of environmental certifications; the selection of suppliers belonging to sustainable chains (with certification); social sustainability certification; monitoring of respect for human rights by suppliers; encouraging staff solidarity (sharing of holidays and leave); and corporate welfare initiatives.

In synergy with the drive towards a company with a high degree of social and environmental responsibility, it is important to monitor development processes related to innovation strategies of company activities. This covers technological modernisation, digitisation, and research and development, as well as the processes enacted by the company in areas such as anti-corruption, transparency, codes of ethics, internal audits, dialogue and discussion with the public and stakeholders, and news validation processes. From this point of view, the new Disability Management structure established by Rai in late 2019 with the primary goal of more effectively coordinating activities related to employees with disabilities and caregivers (see Chapter 3) represents a good practice.

To complete the statistical measures that can be obtained for this macro area, the administrative data already available might be complemented by a survey submitted to employees (Box 5.2.). The survey would be used to assess new aspects of off-screen diversity – considered to be as important as on-screen diversity in several international contexts⁵ – such as socio-cultural and family background; issues of fairness, economic and career treatment as they relate to staff diversity; organisational well-being and quality of work with a focus on skill development (including outside the company) and vertical and horizontal mobility.

BOX 5.2. POSSIBLE CONTENTS OF THE EMPLOYEE SURVEY

INFORMATION ABOUT THE RESPONDENT, Rai WORKER (if not already available)

Gender, age, level of education, territory of residence and origin, occupational status, income class, citizenship, digital skills, parents' level of education. Voluntary response: disabilities.

This information is useful, where appropriate, for creating pay gap indicators. In addition, it allows for a more analytical reading of the information collected.

EMPOWERMENT, COMPETENCE BUILDING

Transversal organisational behaviours, acting organisational competences, key competences; ways of acquiring competences; relationship between the competences possessed, those actually acted upon and those expected by the company (in terms of satisfaction or dissatisfaction):

- smart working: dissemination, problems, advantages, motivations, difficulties
- training outside and inside Rai, motivations, methods of use (online or in-presence teaching), digital training, reasons why training could not be done (online, in-presence or blended teaching).

PROTECTION AND INCLUSION – PROMOTING ACTIVE, INFORMED AND CRITICAL PARTICIPATION IN THE LIFE OF THE COUNTRY:

- evaluation with employees of their well-being at work
- participation in initiatives of collective interest to the company
- participation in internal and external solidarity activities
- trust in the company
- willingness to undertake low environmental impact practices, and satisfaction with these practices: waste recycling, saving water, reducing energy use, car sharing.

5.2.3. Qualitative assessment of programme contents (C)

The assessment of programme content (C) is among the most complex issues to be addressed because subjective and objective perspectives overlap. As set out in the National Service Agreement, Rai's programming must have as its ultimate goal that of fostering social cohesion, understood as the development of an inclusive, fair, solidarity-based society that respects diversity, and of promoting, through specific programmes and initiatives, participation in democratic life. To do this, the National Service Agreement also states that programmes, whether broadcast through television, radio or other platforms, must offer a plurality of content, in different formats and genres; respect the principles of impartiality, independence and pluralism; and reach out to the different components of society, paying attention to its diverse composition in terms of gender, age, ethnic, cultural and religious identity, as well as to

minorities and people with disabilities. All these characteristics can and should be assessed both in objective terms and in terms of effectiveness or satisfaction of public needs. The latter was covered by the instruments presented in section 5.2.1. while this section will deal with the objective aspects.

In terms of 'Reaching out to the different components of society', objective information can be deduced from Auditel data, which disregards the individual statements of viewers but automatically detects their presence, viewing duration and the type of programme watched. The same applies to digital platforms for which the number of hits or the number of downloads can be measured for podcasts. This information can be used for both TV and radio programmes.

In terms of 'Diversity and gender equality, dignity of the female figure, equal opportunities, sexual orientation' and in general the theme of on-screen diversity, the assessment of the contents necessarily passes through the adoption and development of qualitative-quantitative survey techniques such as those used by the Marketing department to monitor the representation of the female figure in Rai programming. An analysis of international experiences in this area shows an openness to forms of diversity other than gender diversity. Monitoring such as that carried out by the Marketing department is also carried out for other people such as LGBTQ, ethnic and religious minorities, people with disabilities but also people from different socio-economic and cultural backgrounds. An interesting example also comes from the practice of the French public service, which has set up the detection of indicators for the presence of stereotypes (not only gender stereotypes) in drama and in programmes for minors. The aim is to assess the capacity of programmes to foster an understanding of the multiple forms of, internal and external, diversity and cultural plurality present in contemporary society and to facilitate inclusion.

These analytical techniques can also be extended to issues other than respect for diversity. For example, programming content can be assessed in terms of 'Promoting the structuring, strengthening and critical growth of the community, including in its external projections'. One could assess how Rai's programmes represent national and international institutions or whether Rai's representation of the European Union positively influences the sense of belonging to the Union especially in the younger generation.

These evaluations can also be read in the light of quantitative data based a study of the distribution, within the programming, of characters representing the various traits noted above, of institutions and more generally of topics. Such an analysis responds to the information needs related to the area of relevance 'Making plural and pluralistic information available'.

As far as people with disabilities are concerned, there are several objective aspects that can be monitored to assess the usability of the offer: e.g., hours of subtitled, audio-described programming, translated into LIS (Italian Sign Language). Digital platforms can increase the number of hours produced for the most vulnerable populations and the dialogue with these



users through new forms of interconnection and new content. Monitoring the inclusion of these populations can be extended to the digital and social part of programming through user interaction.



An objective assessment of the promotion of other countries and their cultures can be based on the availability and enjoyment of original language content (not just native speakers, younger people and film enthusiasts are also more likely to appreciate watching films and TV series in their original language, with or without Italian subtitles or subtitles in their original language).


Inclusion through digital media is not limited to the most vulnerable categories, but also affects certain portions of the public who prefer to see (hear, participate in, converse with) Rai through these platforms; it would therefore be useful to quantify the flow of information, downloads, requests, evaluations, contacts between the public and Rai: emails, page views, comments, etc. In general, the whole process of interacting with Rai through media other than TV and Radio should be tracked and monitored, from the profiling of users (this may be achieved in part through the population survey, while an additional option is to intercept these users through their favourite channels, Internet and social media) to the means of interaction all the way to evaluations, opinions and suggestions.


As mentioned above, Table 5.3. provides a big picture illustration of how monitoring tool might look. Table 5.3 returns to the structure of Table 3.2. and proposes a non-exhaustive series of possible indicators for the three P-O-C areas that could be largely obtained from databases already in the company's possession, suitably enriched in terms of certain aspects or through the development of the proposed methodological suggestions.


TABLE 5.3. EXAMPLES OF INDICATORS FOR THE THREE AREAS SELECTED (A=AUDIENCE, O=ORGANISATION; C=CONTENT) AND FOR SOME AREAS OF RELEVANCE

	TOPICS	AREAS OF RELEVANCE	EXAMPLES OF A INDICATORS	EXAMPLES OF O INDICATORS	EXAMPLES OF C INDICATORS
Promoting human development, individual rights and capabilities in an inclusive manner	Reaching the entire population through a variety of platforms 	Contributing to research and technological innovation		% of R&D expenditure of total costs	
		Reaching the entire population	% of people who state they are not able to use Rai content for technical reasons by content genre and type of platform (broken down by individual traits with special relevance given to territory of residence, level of education and skills)	% of population reached by TV signal % of population reached by radio signal	
		Making the companies own content available on multimedia platforms	% of people who say they are unable to use digital content (broken down by individual traits)	Number of multimedia platforms on which Rai's presence is recorded (for Italy and abroad)	
	Reaching the different components of society 	Reaching the different components of society	Time trend of sentiment index (moving average)	Indicators on the composition of current staff by socio-demographic traits (age, gender, level of education, skills, family background)	Indicators on audience composition by programme genre (broken down by individual traits)
			Indicators on audience composition by programme genre (broken down by individual traits)	Audience composition of Rai's digital platforms (broken down by individual traits)	
			% of people who believe that Rai's programming effectively satisfies different tastes (broken down by individual traits)		
		% of viewers who say they are very satisfied with the social and cultural plurality represented in the programmes by genre proposed by Rai (broken down by individual traits)	Indicators on the composition and dynamics of current staff by type of contract, professional level, salary	Indicators on the composition of guest/expert presence in the programmes (broken down by individual traits)	
		Audience satisfaction indicators for Rai programmes by programme genre (broken down by individual traits)			
	Making plural and pluralistic information available/right to be informed	% of viewers who choose Rai programmes over other broadcasters for information plurality (broken down by individual traits)			% of programmes by type of central figure (gender, age, socio-economic status, religion, sexual orientation, etc.).
		% of viewers who choose Rai programmes over other broadcasters for authoritative/credible information (broken down by individual traits)			

	TOPICS	AREAS OF RELEVANCE	EXAMPLES OF A INDICATORS	EXAMPLES OF O INDICATORS	EXAMPLES OF C INDICATORS	
Promoting human development, individual rights and capabilities in an inclusive manner			% of viewers who choose Rai programmes over other broadcasters for accurate and verified information (broken down by individual traits)		% of programmes with women (or young people, minorities) in leadership	
			% of viewers who choose Rai programmes over other broadcasters for unbiased information (broken down by individual traits)			
	Reaching the different components of society 	Programmes aimed at specific target audiences (young people and the elderly)		Share of people under 16 watching Rai programmes (broken down by individual traits)		% of programmes targeting young people or older people out of the total
		Contents dedicated to sport				% of programmes dedicated to sport
		Information of public utility		% of people who consider Rai's public utility activities (mobility information on all radio and TV channels) to be effective (broken down by individual traits)		
		Experimenting with new formats				% of audience for programmes with new formats
	Protection and inclusion 	Development of an inclusive society		% of people who consider Rai programmes and activities to be effective in developing an inclusive society (broken down by individual traits)		
				% of people who consider the programmes effective in representing 'people like them' (broken down by individual traits)		
				% of people who consider the programmes effective in representing the complexity of society (broken down by individual traits)	Indicators of Rai staff perception on disability issues	Number of fiction programmes with a central figure with a disability (year-on-year change)
				% of people who think that Rai programmes correctly represent diversity (declined by type of diversity and by individual traits)		% of (hours) subtitled – offering audio description
		Protection of linguistic minorities		% of people who consider the programmes to be effective in protecting linguistic minorities (broken down by differentiation of needs according to the respective areas)	Share of workers with disabilities out of the total	Number of drama programmes with a person with disabilities in a leadership role (year-on-year change)


	TOPICS	AREAS OF RELEVANCE	EXAMPLES OF A INDICATORS	EXAMPLES OF O INDICATORS	EXAMPLES OF C INDICATORS
Promoting human development, individual rights and capabilities in an inclusive manner		Protection of the disabled	% of people who consider the programmes effective in representing and protecting disabilities (broken down by individual traits)	<i>Diversity pay gap</i> : ratio of salary by gender, age, occupational level, level of education	Number of fiction programmes with central LGBTQ figure (year-on-year change)
		Gender diversity and equality, dignity of women, equal opportunities, sexual orientation		% of women in the workforce, by level, in top positions, in external Rai representation compared to men	Number of programmes with LGBTQ person in leadership role (year-on-year change)
		Protection of minors	% of people who consider Rai programmes not directly aimed at minors to be nonetheless attentive to their sensitivities (broken down by individual traits)	Number of participants in the Rai programme 'Porte Aperte' by age group and origin (annual variation)	
		Promoting and raising the profile of the family		Indicators on participation in the Rai family day for employees	
	Empowerment, competence building 	Education and development of minors	% of people who consider Rai's programmes aimed at minors attentive/effective in promoting the correct development of minors (broken down by individual traits)		% of programmes using language not suitable for minors (by time slot)
			% of minors who watch Rai Scuola (broken down by individual traits, in particular family background)		% of programmes for minors in which the main characters do not fall into the stereotypes of gender, age, sexual orientation, disability status, origin
			% of minors who received help in their studies from Rai's educational programmes (broken down by individual traits, in particular family background)		% of Rai Scuola programme audience, number of hours scheduled, absolute audience (year-on-year change)
			% of minors who improved their grades thanks to the use of Rai's educational programmes (broken down by individual traits, in particular family background)		
		Participation of minors	% of people who state that Rai's programmes, initiatives and campaigns are effective in helping minors better navigate the new digital world (broken down by individual traits)	Indicators on participation in classroom, digital, blended, and on-the-job training and guidance by type and area of employee training	
		Promoting teaching, education, training	% of people who state that Rai programmes help them understand current events in the country and the world (broken down by individual traits)	% of employees who rate training activities positively (broken down by individual traits)	
			% of people who state that Rai programmes allow them to learn new things (broken down by individual traits)	Barriers to participation in training: % of reasons for non-participation due to work-family balance problems, cost, location, age, etc., (broken down by individual traits)	

	TOPICS	AREAS OF RELEVANCE	EXAMPLES OF A INDICATORS	EXAMPLES OF O INDICATORS	EXAMPLES OF C INDICATORS	
Promoting human development, individual rights and capabilities in an inclusive manner	<p>Empowerment, competence building</p> 		% of people who state that Rai programmes are helpful for forming a personal opinion (broken down by individual traits)	Number of social campaigns (year-on-year change)	Number of Rai programmes dealing with environmental issues (year-on-year change)	
		Promoting greater awareness of environmental issues, including in relation to sustainable development		Employee participation, involvement and satisfaction with social campaigns (broken down by individual traits)		
		Promoting individual talent	% of people who state that Rai programmes allow them to better understand issues related to sustainable development (broken down by individual traits)	Human Resources Management: selection, recruitment, placement of new talent (trainees, journalists)		
		Digital literacy	% of people stating that Rai's programmes, initiatives and campaigns are effective in enabling citizens to better navigate the new digital world (broken down by individual traits)	% of employees with high e-skills (broken down by individual traits)	Indicators on the organisation of, participation in and satisfaction with training activities to increase and consolidate the IT and digital skills of Rai personnel	Measuring online traffic (browser hits) for Rai programmes (broken down by programme genre and individual traits)
			% of people using Rai programmes mainly from digital platforms (broken down by individual traits)			
			Level of satisfaction with Rai apps on Playstore and Apple Store (broken down by individual traits)			
			% of people stating that Rai's programmes and initiatives and campaigns are effective in enabling minors to better navigate the new digital world (broken down by individual traits)		Measuring online traffic (browser hits) for Rai programmes (broken down by programme genre and individual traits)	
		Promoting culture, cultural diversity and plurality	% of people who state that Rai's programmes and initiatives are effective in promoting cultural diversity and plurality (broken down by individual traits)		% drama programmes in which the main characters do not fall into stereotypes of gender, generation, sexual orientation, disability status, origin	
		Countering the spread of Fake News	% of people who state that Rai's programmes, initiatives and campaigns are effective in fighting fake news (broken down by individual traits)			
Dialogue and interaction with the public	Indicators on public evaluations, opinions and suggestions					
Recruitment and training of young people within the company		Share of workers aged under 30				
		Average age of staff				

	TOPICS	AREAS OF RELEVANCE	EXAMPLES OF A INDICATORS	EXAMPLES OF O INDICATORS	EXAMPLES OF C INDICATORS	
Promoting human development, individual rights and capabilities in an inclusive manner				Number of apprenticeship contracts		
		Promoting a culture of legality	% of people who state that Rai's programmes, initiatives and campaigns are effective in promoting a culture of legality (broken down by individual traits)			
	Promoting active, informed and critical participation in the life of the country 	Active participation in the life of the country	% of listeners who say that Rai's information and programmes encourage active participation in the life of the country			
				% of listeners who state that Rai's information and programmes encourage a sense of civic duty (e.g. participation in voting, respect for legality, donations, etc.).		Number of broadcasts investigating and reporting abuse and incivility (year-on-year change)
				Public response to civic initiatives (e.g. disaster fundraising)		
				Number of listeners who turn to Rai to denounce dysfunctions, abuses and injustice		
		Access to the activities of national institutions	% of people who consider Rai programmes useful for understanding the functioning and activities of national institutions (broken down by individual traits)			
		Enhancement of territories and local/regional specificities		% of people who consider Rai programmes useful for understanding the events and specificities of their own territory (broken down by different territories and by individual traits)		% of programmes dealing with territorial issues
				% of people who consider Rai programmes useful for promoting their territory in Italy and abroad (broken down by different territories and by individual traits)		Measure of online traffic (browser hits) for regional programmes (broken down by individual traits)
				% of people who consider Rai programmes useful for understanding the events and specificities of territories other than their own (broken down by different territories and individual traits)	Internal company environmental targets: % sorted waste to be achieved by 2022; % of environmental certifications; % reduction in environmental impact for CO ₂ , energy, water	
	measuring online traffic (browser hits; contact counters, downloads, new visitors) for regional programmes (broken down by different territories and individual traits)		Plastic-free company by 2022 (indicators from annual monitoring)			

	TOPICS	AREAS OF RELEVANCE	EXAMPLES OF A INDICATORS	EXAMPLES OF O INDICATORS	EXAMPLES OF C INDICATORS
Promoting human development, individual rights and capabilities in an inclusive manner		Promoting participation in the sustainability of the country	% of people who consider Rai programmes useful to promote understanding of sustainability issues and encourage participation in the sustainability of the country (broken down by individual traits)	Satisfaction and involvement of employees in actions with low environmental and social impact: % of satisfied people % of those using sustainable mobility (broken down by individual traits)	
		Promoting a sense of community	% of people who consider Rai programmes useful in promoting a sense of national and regional community (broken down by individual traits)	Satisfaction and involvement of employees in actions with low environmental and social impact: % of satisfied people (broken down by individual traits)	
		Promoting national identity, culture and excellence	% of people who consider Rai programmes useful in promoting a sense of identity, national culture and national excellence (broken down by individual traits)	Number of staff solidarity actions: Sharing of holidays and leave; % of employees involved (year-on-year change)	
		Promoting the image of the country	% of listeners who state that Rai's information and programmes allow them to learn about positive aspects of Italian culture, traditions and potential abroad (in Europe, in the Mediterranean, in the rest of the world) (broken down by individual traits)		Rai programmes watched outside Italy
		Enhancing the audiovisual sector			Contents about Italy produced or co-produced by Rai and bought/broadcast by broadcasters of other countries
					Rai programmes watched outside Italy
		Safeguarding and enhancing Rai's audiovisual heritage	% of people who consider Rai's regional offices useful for the preservation, knowledge and promotion of Rai's regional audiovisual heritage (broken down by regional differences)	Measures taken to catalogue and digitise Rai's audiovisual heritage Share of digitised audiovisual material Indicators on requests for materials and public consultation (by individuals or organisations) of the Teche Rai	
	Promoting active, informed and critical participation in the life of European institutions and culture		% of people who consider Rai programmes useful for understanding the functioning, activities and decisions of European and international institutions (broken down by individual traits)	Number of journalists/readers/editors/authors specifically covering European issues (year-on-year change)	Number of broadcasts about the EU: history, politics, institutions, current affairs (year-on-year change)
		Providing information on the functioning and activities of the European Union	% of people who consider Rai programmes useful for better understanding the nature and relevance of the challenges and priorities facing the European continent today (broken down by individual characteristics)	% of employees in the information sector trained in European affairs (broken down by individual traits) % of employees who have had professional experience in other EU countries (broken down by individual traits)	Number of information columns on opportunities to access European programmes, especially in regional programming (year-on-year change) Indicators on the level of interaction in EU programmes with interactive mode (with listener questions and comments)



	TOPICS	AREAS OF RELEVANCE	EXAMPLES OF A INDICATORS	EXAMPLES OF O INDICATORS	EXAMPLES OF C INDICATORS
Promoting human development, individual rights and capabilities in an inclusive manner		Providing information about the functioning and activities of the European Union	% of people who consider Rai programmes useful to better understand the culture and society of other European countries (broken down by individual traits)	Partnerships/conventions/collaborations with European institutions (Parliament, Commission, Council) or public services of other EU countries	Number of interviews and news reports on European issues (year-on-year change)
					Number of interviews with EU leaders (year-on-year change)
					Content produced in partnership with other European broadcasters (year-on-year change)
				Number of Rai journalists in exchange programmes with other European countries (year-on-year change)	
	Promoting knowledge and participation in international affairs 	Knowledge of international events	% of people who consider Rai programmes useful for understanding the international geopolitical and geo-economic scenario (broken down by individual traits)	Number of journalists covering international issues (year-on-year change)	Number of broadcasts about non-European countries: history, society, culture, environment, politics, institutions, current affairs (year-on-year change)
				% of employees and non-journalists in the information sector trained in foreign affairs (broken down by individual traits)	
				Number of correspondents/reporters in third countries (year-on-year change)	Number of interviews and media reports on international issues (year-on-year change)
				% of employees who have had professional experience in third countries	
Number of partnerships/conventions/collaborations with international institutions: World Bank etc. (year-on-year change)					

5.3. Conclusions

In this chapter ISTAT has offered its contribution to Rai for the identification of tools useful for the creation of a framework of indicators for measuring and monitoring different areas in which Rai affects the social cohesion of the country. In particular, the combination of sources (administrative data, specific surveys, Auditel data, Quality reports, etc.) makes it possible to obtain analytical depth, relevance and granularity of measurement, and to respond to the increasingly complex, but interconnected, demand for information, which represents both the need to identify dominant trends and the need to capture 'weak' signals capable of forecasting future scenarios.

These tools and the possible indicators that could derive from them were conceived in the light of the content of Chapters 1 to 4 in terms of a theoretical and value-based approach and taking into account the monitoring framework of the UN 2030 Agenda's sustainable development goals, which have now become the global reference point for companies to assess social, environmental and economic sustainability, as also explained in *Rai's Social Report*. The link with the SDGs framework enables objective monitoring, embedded in a widely recognised international framework, with targets and goals that can be scaled to the company level. This allows for broad evaluations with an external standard, shared goals and targets and statistically correct measurement tools. Time scalability, i.e., the milestones and targets to be reached and monitored in stages and sequentially over time, another key feature of the 2030 Agenda, make it possible to plan not only the evaluation *in itinere* but above all the actions to be taken to move towards a sustainable company.

The elements presented in Table 5.3. are examples of indicators that could be used to monitor social cohesion. These will necessarily have to be confronted with methodological choices such as the feasibility of data collection operations, so that they are available within a reasonable timeframe, suitable for the monitoring activity, and sensitive to policy decisions and to the need for parsimonious use of indicators. Within the analysis framework defined in this work, the company will be able to select the most appropriate instrumentation according to its strategic directions and the country's evolutionary processes.

5.4. Methodological note

ISTAT's contribution in support of the project coordinated by Ufficio Studi aimed to identify tools that could be used to monitor the relationship between Rai's work and social cohesion. From a methodological point of view, the work was developed in three phases.

In the first phase the theoretical framework presented in Chapters 1 to 3 was analysed; the material already produced by Rai and in particular by the Marketing department on the subject of quantitative and qualitative monitoring of relevant aspects (Auditel, Qualitel, Monitoring of the representation of the female figure, etc.) was reviewed; and the observations that emerged from the review of international practices presented in Chapter 4 were studied.

In keeping with the observations made in the first three chapters, which emphasise the close link between social cohesion and sustainability, the second phase of the work done by ISTAT involved comparing the contents of the theoretical framework with the conceptual framework of the Sustainable Development Goals (SDGs) identified at the global level by the UN in 2015. This linked the topics and areas of relevance to the targets of the SDGs and, more generally, anchored the quantitative monitoring that is the objective of this work to a broader global process in terms of measuring environmental, social and economic sustainability.

On the basis of the work carried out in the first two phases, the final phase proposed three survey areas concerning the Audience (A), the Organisation of the company (O) and the Content (C) and, for each area, described survey tools that could prove useful for identifying a set of indicators for quantitative monitoring.

Notes

1. ISTAT, 2020.
2. Ethnic minority here refers to groups of people with similar cultural and linguistic characteristics. The terms ethnicity as well as race, although lacking scientific validity, are currently used in this type of analysis especially in Anglo-Saxon studies as well as in the SDGs. ISTAT does not use this terminology in its surveys, preferring to detect a combination of characteristics such as first language or geographical origin of the individual and/or the individual's parents.
3. Source: Rai for Transparency, Organisation and Human Resources, Management – www.rai.it
5. While on-screen diversity refers to the representation of diversity within the content offered by Rai to the public, off-screen diversity refers to the strategies adopted by Rai to respect diversity and inclusion in its organisational environments.

Bibliography

ANDREW, C., GATTINGER, M., JEANNOTTE, S., STRAW, W., edited by, (2005) *Accounting for Culture: Thinking through Cultural Citizenship*, University of Ottawa Press, Ottawa.

ATKISSON, A., edited by, (1997) *The Community Handbook: Measuring Progress Toward Healthy and Sustainable Communities*, Redefining Progress, San Francisco.

ATKINSON T., CANTILLON B., MARLIER E., NOLAN B. (2002) *Social Indicators: The EU and Social Inclusion*, Oxford University Press, Oxford.

ATKINSON, A., *Social exclusion, poverty and unemployment*. In ATKINSON A. AND HILL J. (1998), *Exclusion, Opportunity and Employment*, London: Center for Analysis of Social Exclusion. ASHTON D.N., SUNG J. (2002) *Supporting Workplace Learning for High Performance Working*, International Labour Office, Geneva.

BAUER, R.A., edited by, (1966) *Social Indicators*, MIT Press, Cambridge (MA).

BERNARD P. (1999) *La cohésion sociale: Critique d'un quasi-concept*, in «Lien social et Politiques RIAC», – <https://www.erudit.org/fr/revues/lsp/1999-n41-lsp352/005057ar.pdf>

BERTELSMANN STIFTUNG (2013) *Social Cohesion Radar. Measuring Common Ground* – <https://www.bertelsmann-stiftung.de/en/publications/publication/did/social-cohesion-radar/>

BERTELSMANN STIFTUNG, Eurofound (2014) *Social cohesion and well-being in the EU* – <https://www.eurofound.europa.eu/publications/report/2014/quality-of-life-social-policies/social-cohesion-and-well-being-in-the-eu>

BERTELSMANN STIFTUNG (2017) *Social Cohesion in Germany* – https://www.bertelsmann-stiftung.de/fileadmin/files/user_upload/LW_Abstract_Social_Cohesion_in_Germany_2017.pdf

BERTELSMANN STIFTUNG (2019) *Trying Times 2019: Rethinking Social Cohesion* (discussion paper) – <https://www.bertelsmann-stiftung.de/en/publications/publication/did/trying-times-rethinking-social-cohesion/>

BICKERTON C.J. (2012) *European Integration: From Nation-states to Member States*, Oxford University Press, Oxford.

BOLLA L., CARDINI F. (1999) *Carne in scatola. La rappresentazione del corpo nella televisione italiana*, Rai ERI-VQPT n. 170, Turin.

BOYATZIS R.E. (2003) *Competencies in the 21st century*, «Journal of Management Development».

BUONANNO M., edited by, (1981) *L'immagine inattesa. La donna nei programmi televisivi tra reale e immaginario*, Rai ERI-VQPT n. 34, Turin.

BUONANNO M. (1983) *Cultura di massa e identità femminile. L'immagine nella donna in televisione*, Rai ERI, Turin.

BUONANNO M., edited by, (2014) *Il prisma dei generi. Immagini di donne in TV*, Franco Angeli, MEDIA CULTURA, Milan.

CASTELLS M., (1996-1998), *The Information Age. Economy, Society and Culture., Volume I, The Rise of the Network Society, Volume II, The Power of Identity, Volume III, End of Millennium*, Oxford, Blackwell.

CONSEIL SUPERIEUR DE L'AUDIOVISUEL (2019) *Observatoire de la diversité* – <https://www.csa.fr/Informer/Collections-du-CSA/Observatoire-de-la-diversite>

CORNERO L., edited by, (2001) *Una, nessuna... a quando centomila? La rappresentazione della donna in televisione*, Rai ERI-VQPT n. 184, Turin.

COUNCIL OF EUROPE (2005) *Concerted development of social cohesion indicators. Methodological guide*, Strasbourg – https://www.coe.int/t/dg3/socialpolicies/socialcohesiondev/source/GUIDE_en.pdf

COUNCIL OF EUROPE (2008) *Contribution of public service media in promoting social cohesion and integrating all communities and generations* – <https://rm.coe.int/1680483b1a>

DAVIES N., (1998), *Europe: A History*, Harper Perennial, New York.

DE BLASIO E., SORICE M., edited by, (2014) *Il servizio pubblico. Pluralismo, democrazia, media* – <http://www.sussidiarieta.net/files/file/rapportoServizioPubblico.pdf>

DELORS J. (2003) *Mémoires*, Plon, Paris.

DEWEY J. (1916) *Democracy and Education: An Introduction to the Philosophy of Education*, The Free Press, New York.

DIENER E., SUH E. (1997) *Measuring Quality of Life: Economic, Social and Subjective Indicators*, in «Social Indicators Research», Vol. 40, Springer, Berlin.

DURKHEIM E. (first edition, 1897) *Le suicide: étude de sociologie*, Alcan, Paris.

EUROSTAT (2016) *Draft methodological paper on indicators for policy making. Sustainable development and Europe 2020 indicators working group*.

FELSTEAD A., GALLIE D., GREEN F., ZHOU Y. (2007) *Skills at Work, 1986 to 2006*, ESRC Centre on Skills, Knowledge and Organisational Performance, Universities of Oxford and Cardiff.

FONSECA X., LUKOSCH S., BRAZIER F. (2019) *Social cohesion revisited: a new definition and how to characterize it*, in «The European Journal of Social Science Research» – <https://doi.org/10.1080/13511610.2018.1497480>

FREUD S. (1921) *Massenpsychologie und Ich-Analyse*, Internationaler Psychoanalytischer Verlag, Vienna.

FRIEDEN J. (2008) *Will global capitalism fall again?* Bruegel Essay and Lecture Series – <https://scholar.harvard.edu/files/jfrieden/files/GlobalCapFallAgainWebversion.pdf>

GIOVANNINI, E. (2009) “Bringing statistics to citizens: A ‘must’ to build democracy in the XXI century”, in Segone M., edited by, (2009) *Country-led monitoring and evaluation systems. Better evidence, better policies, better development results*, UNICEF.

GLOBAL MEDIA MONITORING PROJECT, *Who makes the news* – <http://whomakesthenews.org/gmmp>

HALL J. (2017) *Top of Mind: Use Content to Unleash Your Influence and Engage Those Who Matter to You*, McGraw Hill Education, New York.

HEALY E., ARUNACHALAM D., MIZUKAMI T. (2016) *Creating Social Cohesion in an Interdependent World: Experiences of Australia and Japan*, Palgrave Macmillan, Hampshire UK.

Innes, J.E. (1989) *Disappointments and Legacies of Social Indicators*, in «Journal of Public Policy», Vol. 9, Cambridge University Press, Cambridge.

ISTAT (2019a) *Bes 2019 Equitable and Sustainable Well-being in Italy*.

ISTAT (2019b) *SDGs Report 2019. Statistical Information for 2030 Agenda in Italy*.

ISTAT (2020) *SDGs Report 2020. Statistical Information for 2030 Agenda in Italy*.

JAKUBOWICZ A. (2007) “The media and social cohesion”, in JUPP J., NIEUWENHUYSEN J., DAWSON E., edited by, *Social Cohesion in Australia*, (pp.158-169), Cambridge University Press, Cambridge.

LARSEN C.A. (2013) *The Rise and Fall of Social Cohesion: The Construction and Deconstruction of Social Trust in the US, UK, Sweden and Denmark*, Oxford University Press, Oxford.

LARSEN C.A. (2014) *Social cohesion: Definition, measurement and developments* – <https://www.un.org/esa/socdev/egms/docs//2014/LarsenDevelopmentinsocialcohesion.pdf>

LASAGNI M.C., Richeri G. (1996) “Televisione: maschile, femminile, neutra”, in *Televisione e qualità. La ricerca internazionale. Il dibattito in Italia*, Rai ERI-VQPT n. 143, Turin.

LEFKO-EVERETT K. (2016) *Towards a measurement of social cohesion for Africa. A discussion paper prepared by the Institute for Justice and Reconciliation for the United Nations Development Programme*, UNDP –

https://www.africa.undp.org/content/rba/en/home/library/reports/towards_a_measurement_of_social_cohesion_for_africa.html

MEADOWS D. (1998), *Indicators and Information Systems for Sustainable Development*, , published by The Sustainability Institute, Hartland Four Corners (VT)

MENDEL T. (2011) *Public Service Broadcasting: A Comparative Legal Survey*, UNESCO – <https://unesdoc.unesco.org/ark:/48223/pf0000192459>

MERKEL C.M. (2018) “Enlarging choices: cultural content and public service media”, in UNESCO *Re/shaping Cultural Policies. Advancing Creativity for Development* – <http://uis.unesco.org/sites/default/files/documents/reshaping-cultural-policies-2018-en.pdf>

MICHALOS A.C., MAURINE KAHLKE P. (2010) *Stability and Sensitivity in Perceived Quality of Life Measures: Some Panel Results*, in «Social Indicators Research», Vol. 98, Springer, Berlin.

NORDHAUS W.D., TOBIN J. (1972) “Is Economic Growth Obsolete?” NBER Chapters, in *Economic Research: Retrospect and Prospect, Volume 5, Economic Growth*, pp.1-80. National Bureau of Economic Research, Inc, Columbia University Press, New York.

NOVY A., COIMBRA SWIATEK D., MOULAERT F., *Social Cohesion: A Conceptual and Political Elucidation*, Urban Studies, June 2021, <https://doi.org/10.1177/0042098012444878>

NUSSBAUM M., (2000). *Women and human development: the capabilities approach*. Cambridge University Press, New York.

NUSSBAUM, M. (2006). *Frontiers of justice: disability, nationality, species membership*. The Belknap Press Harvard University, Cambridge, Massachusetts.

NUSSBAUM M. (2011). *Creating capabilities: the human development approach*, Cambridge, Massachusetts.

OECD (2011) *International Conference on Social Cohesion and Development* – <https://www.oecd.org/dev/pgd/internationalconferenceonsocialcohesionanddevelopment.htm>

OECD (2012) *Perspectives on Global Development. Social Cohesion in a Shifting World*, Paris.

OECD (2014) *Social Cohesion Policy Reviews, Concept Note* – http://www.oecd.org/dev/inclusivesocietiesanddevelopment/OECD_Social_Cohesion_Policy_Note.pdf

OECD (2018) *Measuring the impact of businesses on people’s well-being and sustainability. Taking stock of existing frameworks and initiatives*, OECD Statistics Working Papers n. 8.

OSBERG, L., SHARPE A. (2002) *An index of economic well-being for selected OECD countries*, in «Review of Income and Wealth», series 48, n. 3.

PIAZZA M., GATTO TROCCHI C., BOCCIA M.L., FRAIRE M. (1992) *TV in genere. Presenze e immagini di donne in TV*, research conducted by the Coordination of Rai women journalists.

PUTNAM R., (1993) *Making Democracy Work: Civic Traditions in Modern Italy*, Princeton University Press

PUTNAM R., (2001), *Bowling Alone: The Collapse and Revival of American Community*, Touchstone Books, New York.

RAI SEGRETARIATO SOCIALE E RAPPORTI CON IL PUBBLICO (2003) *Un anno di temi sociali nella programmazione Rai. Questioni femminili, analisi qualitativa dei programmi e delle rubriche*, Rai, Rome.

RITZEN J., WOOLCOCK M. (2000) *Social cohesion, public policy and economic growth: implications for countries in transition*, Address prepared for the Annual World Bank Conference on Development Economics (Europe) Paris, June 26-28 – <http://documents.worldbank.org/curated/en/914451468781802758/pdf/28741.pdf>

ROSS K., PADOVANI C., edited by, (2018) *Gender Equality and the Media. A Challenge for Europe*, Routledge, London.

SARIKAKIS K., edited by, (2007) “Mediating Social Cohesion: Media and Cultural Policy in the European Union and Canada”, in *Media and Cultural Policy in the European Union*, «European Studies», n. 24.

SARTORI G. (2002) *Pluralismo, multiculturalismo e estranei. Saggio sulla società multietnica*, Rizzoli, Segrate.

SHIEFER D., VAN DER NOLL J., The Essentials of Social Cohesion: A Literature Review, *Social Indicators Research*, April 2016, https://www.researchgate.net/publication/300373686_The_Essentials_of_Social_Cohesion_A_Literature_Review

SCHIFINI D'ANDREA S. (1999) “Qualità della vita: misure, teorie, modelli”, in AA. VV. *Contesti di qualità della vita. Problemi e misure*, Franco Angeli, Milan.

SCHLESINGER P., SORICE M. (2011) *The transformation of society and public service broadcasting* – https://iris.luiss.it/retrieve/handle/11385/8220/648/CMCSWP_0111_p.pdf

SEN A. (1987) *The Standard of Living*, Cambridge University Press, Cambridge.

SEN A. (1999) *Development as Freedom*, Oxford University Press, Oxford.

SEN A. (2009) *The Idea of Justice*, Allen Lane, London.

SMITH E. (2012) *A Roadmap to Public Service Broadcasting*, ABU (Asia-Pacific Broadcasting Union)-UNESCO
<http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/publications/A%20Road%20Map%20to%20Public%20Service%20Broadcasting.pdf>

STIGLITZ E., SEN A., FITOUSSI J.-P. (2009) *Report by the Commission on the Measurement of Economic Performance and Social Progress CMEPSP*, 14 Settembre 2009 – www.stiglitz-sen-fitoussi.fr

STRÖMBÄCK, J. (2015) *Future media environments, democracy and social cohesion* – https://www.researchgate.net/profile/Jesper_Stroembaeck/publication/284730893_Future_media_environments_democracy_and_social_cohesion/links/56587b9208ae4988a7b75572.pdf

STRUWIG J., DAVIDS Y.D., ROBERTS B., GORDON S., SITHOLE M., TILLEY V., WEIR-SMITH G., MOKHELE T. (2013) *Towards a Social Cohesion Barometer for South Africa. Research Paper supported by the Programme to Support Pro-Poor Policy Development (PSPPD)* – <http://policyresearch.limpopo.gov.za/bitstream/handle/123456789/750/Towards%20a%20Social%20Cohesion%20Barometer%20for%20South%20Africa.pdf?sequence=1>

UNESCO (2008) *Media development indicators: a framework for assessing media development* – <https://unesdoc.unesco.org/ark:/48223/pf0000163102>

UNESCO (2016) *Culture: urban future; global report on culture for sustainable urban development* – <https://unesdoc.unesco.org/ark:/48223/pf0000245999>

VALENTIN A., SPANGENBERG J.H. (2000) *A guide to community sustainability indicators*, in «Environmental Impact Assessment Review 20(3)», Elsevier, Amsterdam.

VAN DEN BERGHE W. (1998) *Indicators in perspective: the use of quality indicators in vocational education and training*, European Centre for the Development of Educational Training (CEDEFOP).

VEGA MONTIEL A., edited by, (2014) *Media and Gender: A Scholarly Agenda for the Global Alliance on Media and Gender*, UNESCO.

VIANNA N. (2000) *Culture et télévision en Europe: le cas d'Arte*, «Communication & Organisation», n. 17 – <https://journals.openedition.org/communicationorganisation/2376>

YACOUB S. (2017) “Press Freedom in Tunisia. The Post-Revolution Challenges”, in FREY E., RHAMAN M., EL BOUR H., edited by, *Negotiating Journalism. Core Values and Cultural Diversities*, Nordicom, Göteborg, pages 109-120.

ZRAN J., BEN MESSAOUD M. (2018) *Podcasting Public Service in the Arab World: Rupture and Continuity*, in «Global Media Journal», 16(30), 2018. Available at the link: <https://www.globalmediajournal.com/open-access/podcasting-public-service-in-the-arab-worldrupture-and-continuity.php?aid=86825>

ZDF, LEIBNIZ INSTITUTE FOR MEDIA RESEARCH HANS-BREDOW-INSTITUT (HBI), MINDLINE MEDIA (2019) *Zdf and social cohesion. An exploratory study to determine medial integrative capacities* – <https://www.zdf.de/zdfunternehmen/medienforschung-studien-english-version-zdf-and-social-cohesion-100.html>

Translated and laid out by STAR7, June 2021