An Analysis of Processes of Cultural Policymaking and Media Policymaking

Farnoosh Yazdanbakhsh[1*]   Shirin Yazdanbakhsh[2]
1. MA student of Strategic Management of Culture, University of Isfahan
2. MA in Business Administration. Allameh Tabatabaei University
* E-mail of the corresponding author: farnooshyazdan@yahoo.com

Abstract
Since the multiplicity and diversity issues and problems in a society and the plurality of different perspectives and viewpoints to a single issue is very expensive, and the possibility of policymaking for all of these issues is not available; therefore, we have to make policies from among a host of issues only for more general issues. Further, policymaking is an act which is very sensitive and should be conducted in an appropriate and scientific method; otherwise the made policy not only cannot eliminate any problem, but also per se can be changed into a tremendous problem. Accordingly, the present article is to present different stages of cultural policymaking with regard to media science in an accurate and applied way. The method employed in this study is descriptive-analytical and data were collected using library research. The findings indicate that using a scientific research, the occurrence of many problems and challenges in the society can be avoided as easily as possible and any negligence in each stage can result in disastrous consequences.
Keywords: cultural policymaking, media, problem recognition and formulation, identifying solutions, Implementation and evaluation

Introduction
The life of human beings living today has been intertwined with the issue of policymaking from every direction, and every moment in their lives is related to cultural policymaking. Every kind of policy is effective in two direct and indirect forms on culture; the policies which are particularly related to the issue of culture and are basically developed for this issue are called direct cultural policies. Therefore, other policies are effective directly on the notion of culture, and indirectly influence the issue of culture (Hajiani, 2012: 100).

Cultural policy as a notion enjoying strategic importance is effective on all aspects of sustainable development. Future upheavals in population indices, indices of sociopolitical participation, social welfare indices, and other indices such as media, health, education, social damages, and etc. all are influenced by cultural policymaking. The future of science and technology, natural security and the survival of the society depends on promoting cultural policies. The issue that in increasing globalism of the current century which countries can retain their own influencing on different economic-political scenes depends on cultural policies of these countries and societies. Paying attention to the methodology of cultural policymaking is important in these countries because a lot of organizations and institutions are involved in cultural policymaking and spend tremendous amount of money for such activities. Therefore, it seems necessary that the quality of spending costs and its methodological priorities be investigated. There are a lot of policies and measures which due to ignorance to methodology, cannot be completed and a large amount of costs are wasted due to this ignorance. Accordingly, research questions in this article are as follows:
  a.   What are the processes of cultural policymaking?
  b.   How is the analysis of media world based on the stages of cultural policymaking?

Definition of Culture
Raymond Williams knows culture as one of the two or three words having the most complexity in English. Robert Borofsky presents this issue that efforts exerted for defining culture is "like exerting efforts for grasping wind"; in spite of all challenged, the scope of definitions of this notion can be reduced to two definitions: the first meaning of the word culture refers to the set of attitudes, views, beliefs, customs, traditions, values and actions presented in each group. Group can be defined based on policy, geography, religion, ethnicity, or other characteristics; therefore, referring to Mexican culture, Asian culture, and etc. can be possible. The second definition of culture has a more functional orientation and refers to some activities of people and products of these activities related to intellectual, ethical, and artistic aspects of human life (Torasbi, 2012: 21). While in the present study, both presented   definitions are considered and with regard to the stages of cultural policymaking, for all individuals included in both definitions, a more effective cultural policymaking can be presented.
  1.   Stages of policymaking process
In general, policymaking process includes the following stages:
  a.   Recognizing and formulating problem
  b.   Identifying solutions

c.   Decision making
d.   Implementing policymaking
e.   Evaluating implemented policies

1.   First stage: Recognizing the problem of policymaking

Probably the most fundamental stage in cultural policymaking is recognizing problems. Therefore, the problem which should be identified is sometimes objective such as the quantity of addicts, and sometimes it is subjective, value-laden and normative such as the existence of crisis of legitimacy or the fading of human values in the society. It is not different what the problem is, but it is necessary that policymakers should present accurate formulation for it. Usually, the procedure is that the observation of the problem of socio cultural abnormality or disorders causes the political power, for some reasons, to eliminate and solve the problem by appropriate policymaking. The first step in recognizing problems is to observe problems and analyze it. Describing problems in a subjective way and stating available disorder in a social issue and analyzing closely problems can help us in recognizing deficits and weaknesses (Ashtarian, 2012: 42).

1.1.   Formulating problems

Developing the issue of policymaking starts with observing cultural disorders or social challenges. The perception of humans from observations is different; interpretations of decision-makers and those working in different management layers from observations are probably different and sometime contradictory. For example, a type of deviation in general culture can be interpreted that it can be resulting from economic discrimination and oppression or due to individuals' psychological and mental factors. This interpretation has a main role in formulating the problem of the policy, and changes it completely according to mental orientation of the policy-maker. To be able to reduce, to some extent, different interpretations in the domain of policymaking and subjective interpretations of next plans and policies, clarifying issues and observations seem necessary. Therefore, an evolution from whole to parts is to be travelled to the observed macro issue be changed into certain and limited problems. For example, the existence of the culture of mistrust in a society is a cultural challenge which presenting it in this general level may have ambiguity and vagueness. Therefore, the following separations for attaining this objective are necessary: definitional separation (content separation), field separation (sectional), description of duties separation, target population separation and etc. (Ashtarian, 2012: 53).

1-1-1- Content separation

The first necessary step in separation is to define the culture of mistrust. Mistrust refers to situations in which suspicion has got into a public culture and expanded its roots in the society through institutions and norms in the society, and influenced personal relations of human beings, family relations, business relations ad political relations. Even, it has been manifested in in the field of culture in particular sense, i.e., creativity, recreations, arts, literature and as such. This definition has three elements: first, mistrust, second, social relations, and third, its manifestation in the field of culture in a particular sense (Ashtarian, 2012: 54).

Issue	Content separation
Culture of mistrust	Definition: suspicion in the form of a public culture Element of definition: mistrust, social relations, manifestation in culture

1-1-2- field (sectional) separation

In this separation of decision makers should selected one of the desired sections obtained from mentioned content separation, and analyze practical mechanism, the quality of being influenced and the quid ditty of the manifestation of mistrust in the desired mistrust (for example literature) (Ashtrarian, 2012: 55).

Issue	Content separation	Field (sectional) separation
Culture of mistrust	Definition: suspicion in the form of a public culture Element of definition: mistrust, social relations, manifestation in culture	Citizens' public culture Citizens' human relations, politics, literature, cinema, …

1-1-3- description of duties separation

Description of tasks of public organizations and institutions per se separate them in particular fields and cultural issues for them. This separation is conducted up to bottom and usually is outside the realm of the decisions made by policymakers, and legislators develop and declare them. Accordingly, understanding administrative structure, description of tasks, and processes of decision-making has significant roles in understanding how cultural issues are shaped (Ashtarian, 2012: 56).

Issue	Content separation	Field (sectional) separation	Description of tasks separation
Culture of mistrust	Definition: suspicion in the form of a public culture Element of definition: mistrust, social relations, manifestation in culture	Citizens' public culture Citizens' human relations, politics, literature, cinema, …	Public culture, culture of citizens of Tehran

Public culture of Tehrani citizens are selected just for mentioning an example. This task can be changeable for each organization in terms of what the law has assigned.

1-1-4- Target population separation

The target population or the unit exposed to policymaking should be closely evaluated as an "analytical unit". Doubtlessly, analytical identification of age groups, identification of psychological and social characteristics of different social groups, identification of a layer or class which should be exposed to policymaking, and etc., should contribute policymakers in developing attentive policies relative to each group. In other words, effective policies for coping with mistrust among the youth will be utterly different with those policies which are adopted for coping with mistrust among women, businesspersons and traders (Ashtarian, 2012: 57).

Issue	Content separation	Field (sectional) separation	Description of tasks separation	Separation based on target population
Culture of mistrust	Definition: suspicion in the form of a public culture Element of definition: mistrust, social relations, manifestation in culture	Citizens' public culture Citizens' human relations, politics, literature, cinema, …	Public culture, culture of citizens of Tehran	Tehrani youth, market of Tehran, universities of Tehran

2. Second stage: solutions for cultural policymaking

In the stage of developing cultural policymaking, there are some approaches each of which guides us towards a kind of specific policy. They are discussed briefly as follows:

1) Approach of benefits: in this approach, the second stage of policymaking, i.e. identifying solutions and evaluating probable consequences of each of the solutions with regard to needs and benefits of groups involved in the issue, is conducted. These benefits can include the benefits of cultural, thought minorities, ethnicities, benefits of bureaucrats, and other influential and beneficiary groups. Mentioned groups each has benefits presents them in the form of solutions, and consequently for each beneficiary group, a solution can be defined. Therefore, King Don believes that solutions are available before problems (Ashtarian, 2012: 112).

2) Objective approach: in this approach, it is claimed that for cultural issues, problems, and challenges, objective and practical solutions free from benefits or losses for groups, can be presented. Scientific approach exerts efforts to standardize activities, i.e. to find the best way of doing tasks and controlling attentively the maintenance and realization of these standards. This approach is based on this assumption that the development of science has been resulted in reducing the role of ideologies in public policymaking. Governments try to illustrate their own inefficiency in supplying cultural objectives using scientific tools (Ashtrarian, 2012: 113).

3) Value-laden and normative approach: in this approach, to solve cultural problems, ideal, religious and ideological values are inspired. In such an approach, with regard to native culture and values and taking cultural models from its inside, a method for cultural challenges and problems is presented or value-laden objectives are determined. Native culture is the main resource of policymaking. One of the main hypotheses of this approach is that reliable and dynamic cultural changes and variations originate from the only particular value-laden grounds of a society, and in case that solution are compatible with those values, they can be efficient solutions (Ashtarian, 2012: 114).

4) Experiential approach: in this approach, personal experiences of policymakers or the policymaking system is the guide to action. The experiential approach opens the way for adopting policymakers' personal preferences and depends on their executive, educational, psychological characteristics and sometimes their personal benefits. The "system" which identifies and selects solution via this way, usually is unpredictable and faces a king of turmoil and disorder (Ashtrarian, 2012: 115).

Presenting a cultural issue and adopting solutions can be resulted from benefits, objectives, values, or personal experiences. Considering this issue opens ways for clear policymaking (Ashtarian, 2012: 117).

3. The third stage: decision making

Definition of decision-making

Maybe the definition of Gary Brewer and Peter Deleon of decision-making is the same with what is considered by us: "selecting from among alternatives of policies and their potential consequences on desired challenged… this stage, due to the fact that a lot of potential solutions should be screened in one way or another, and only one or a limited number of solutions should be selected or used, is considered the most political stage. In his stage, necessarily, the most probable alternative will not be selected and decision regarding what particular actions should not be conducted, is a part of selection up to the most appropriate measure be conducted (Howlettand Ramesh, 2001: 220). For decision-making, there are different models three of which are briefly discussed as follows:

Rational evaluation model

All policymakers try to use the minimum amount of facilities and limited resources in one way or another to eliminate the maximum of needs by them (Daneshfard, 2009: 153).

Gradual decision-making model

Regarding this model, decision-makers, for new decision making, suffice limited comparison sand minor changes in previous made decisions. Therefore, decision makers refer to previously made decisions which they are aware their results and effects, and with regard to present needs, they conducted minor changes in them (Alvani, 2008: 79).

The typological model of decision making based on the five variables

In developing previous models, authors keeping the mentioned frameworks conducted the typology of decisions based on the five variables. These variables are the number of players (the number of decision-makers), organizational construct, the degree of the transparency of the issue of decision making, the degree of at hand information and temporal limitations. The type of decisions depends on the arrangement of the mentioned variables in such a way that the more these variables enjoy an appropriate state, the more rational decisions can be considered. It means that when there are the small number of players, simple structure of decision making, transparent main issue, a lot of information, and little temporal limitation, decision making is rational, and the more they get distant from the mentioned variables, the more tendency towards gradual reformation is (Ashtarian, 2012: 176).

4. The fourth stage: implementing cultural policies

Implementing cultural policies is itself a very complicated issue. Deep belief in cultural values, implementers' sophistication, and etc. is more necessary than other fields for implementing cultural policies (Ashtarian, 2012: 249).

4-1- human force

Human force is one of the bases of implementing cultural politics. This human force, in addition to believing in the policy it is to implement, should enjoy required professional ability and specialty. A cultural expert, in fact, should be a professional scholar not a simple administrative employee. The condition for being a scholar is autonomy, freedom, thinking and studying. Further, in this line, "implementing policies has a close relationship with professional skills. The manifestation of professional skills is in general domain of management which can implement the public policy successfully. The knowledge management system can have roles in successful implementation of cultural policies and can increase the efficacy of human forces" (Ashtarian, 2012: 250).

4-2- appropriate global conditions

Nowadays, international associations have been increasingly enhanced to the extent that their effects in the field of implementing cultural policies can be observed. A cultural policy, in case that have an appropriate regional, international, or global space, and utilizes more persuasive support, have more chance to be successful. This issue has more representation particularly in services and products. For example, policies of the domains of publication, cinema, theater, and etc. in case that they are developed and presented in an appropriate regional space, it will have significant successes. Therefore, identification and interaction with regional and international countries can help successful implementation of cultural policies in implement (Ashtarian, 2012: 255).

5- The fifth stage: evaluation of public policy

In general, an organization in the stage of evaluation tests the management of cultural issues and investigates their success or failure (Danaeifard and Alvani, 2012: 189). The certain productivity of evaluation may be represented in different forms as follows:

    a. In an ideal evaluation state: it indicts that plans have developed according to predicted objectives and their implementation should be continued.

    b. In the next state, evaluation may indicate that in implementing policies, there are shortcomings and limitations and these challenges result in the failure to implement plans. In such a state, some

reformations should be conducted in executive method, and with this reformations, plans should be re-evaluated.

c. In this state, the policy illustrates problems in terms of content, and policymakers should revise it and make the new form as a law.

d. The evaluation of policies may indicate that problems are not identified appropriately and re-definition of them seems necessary, and based on this new definition, new solutions are developed and presented.

e. In the last stat, evaluation may present a new issue and create new agenda for policymakers. In all these states, different circulation of policies is created which are called evaluation circulations (Alvani and Sharifzadeh, 2013: 132).

6. Social necessities of media policymaking

So far, different stages of cultural policymaking have been discussed. Now, these stages of cultural policymaking are to be investigated in mass media in order that the necessity of paying attention to each and every stage be presented with regard to a very important and influential cultural concept, i.e. mass media.

Media policymaking is a combination of previous experiences, the common good of the society, and media foresight. Since media policies are meaningful in historical, cultural, and social contexts, considering thought, and knowledge characteristics, and also socio-psychological characteristics of each age and generation are important e in media policymaking. For drawing attentive and real cultural and social space of Iran, two sections can be detected in the society; the first is a horizontal section during the history of a society which form social generations and the second one is a vertical section in a historical section forming socio-cultural gaps (Khashei, 2010: 61).

6.1. Horizontal section (generations)

Iran has five generations as follows:

1st generation: those born from 1932 to 1952 construct the main body of this generation. This generation was the middle-aged generation in the early Islamic Revolution. This generation consists of the main leaders of revolutionary movements.

2nd generation: those born from 1952 to 1972 construct a generation which had an active role in the revolution which the previous generation had prepared. This generation consists of the first one in the war after the revolution. It tried to found the foundation of a revolutionary and Islamic culture in Iran.

3rd generation: those born from 1972 to 1982 construct a generation which experienced the revolution in their childhood. This generation had the capacity of learning religious teachings and constructed the second generation of the war after the Islamic Revolution.

The 4th generation: those born from 1982 to 1992 construct a generation rightly generated after the Islamic Revolution in Iran .This generation is a fully insider one. The members of this generation have been born and grown under the training of the revolutionary teaching system.

5th generation: those born from 1992 to 2022 construct a generation which is addicted to modern ICT and social networks. They can be considered as an anti-social generation.

6.2. Vertical section (gaps)

Social gaps refer to criteria and borders which separate social groups from each other or put them in conflicting positions (Manza & Brooks, 1999:32).

Different types of gaps

a. Social gaps related to social structure: which indicate Inconsistency in the socio-economic interests of various social groups such as class gaps (Bashiriyeh, 1999: 99).

b. Specific gaps: which indicate differences and discrepancies related to identities and statues of social groups. Racial and ethnic gaps are among these gaps (Bashiriyeh, 1999: 99).

c. Behavioral gaps: which indicate discrepancies in patterns of political behaviors among individuals and different social groups. The difference of political behaviors of public and private sectors is one sample of these kind of gaps (Bashiriyeh, 1999: 99).

d. Functional gaps: these gaps are constructed around union, professional, economic and institutional issues and differences (Bashiriyeh, 1999: 99).

e. Ideological gaps indicate gaps in identity, belief and ideological issues (Khashei, 2010: 69).

7. Main component s of cultural-media sphere

On the other hand, the point which should be paid attention to before media policymaking is the issue of main components of media-cultural sphere illustrated in the following table.

Cultural concepts	Cultural-media products	Different types of components of the cultural-media sphere
Art	Dramatic Arts	Cinema, theater, passion play, dance, music (including instrumental music, singing music, singing and instrumental)
	Artificial arts	Handicrafts, decorative arts, toys and whatever property used in everyday life
	Visual Arts	Painting, sculpture, painting, architecture, photography, calligraphy
	Literary arts	Literature, poetry, stories, novels
Media	Visual media	Real and physical optical media: television networks, satellite networks
		Virtual visual media : Photo blogs , Bluetooth, computer games, Video blogs
	Audio media	Real and physical audio media: radio, pulpit Friday and congregational mosques
		Virtual audio media: audiology, podcasting, MMS
	Written media	Real written media: books (writing and composing, translation, editing texts) newspapers, journals
		Virtual written media: text blogs, research and educational websites, news agencies, SMS

Resource: Khashei, 2010: 74

8. Religious audience typology of media activities

Further, since Iran is an Islamic country and religious beliefs are prevalent among people, another issue which is very important in policymaking is the type of audiences regarding the scope of religious knowledge. Below, classifying individuals in terms of religion is to be discussed:

Row	Type of audience (regarding the scope of religious knowledge)	Class characteristics
1	Research believers	Individuals who have researched in accepting their religious beliefs. They may grow in traditional families or modern families.
2	Traditional believers	Individuals who have acquired their own beliefs by imitation. They may grow in traditional families and they are generally dogmatic.
3	Religion seekers	People who are wandered in accepting or not accepting religious beliefs
4	Non-observant	Individuals who far from religious environment are raised in modern families and so far the conditions of being familiar with religiosity have not been available for them to search about religions.
5	The unfaithful	Those who know religiosity, but due to some reasons such as bad performance of religious people, avoid religiosity.
6	The irreligious	A few people who know religiosity, but fight with it.

Resource: Khashei, 2010: 78

Media polices should be implemented in each of the components of the cultural sphere by considering generations and gaps both inside generations and outside them, as well as religious audience typology. As this accuracy in media policymaking is not observed, we will face a lot of paradoxes in adopted policies in cultural and media spheres. For example, if we are to find policymaking for the component of culture, art, tendency to dramatic arts, and music; it should be considered that we are pursuing policymaking for what generation, whether our intention for policymaking is for the first generation and the second and third or fourth or fifth one. It is natural that due to age difference and differences in historical backgrounds, each of these generations prefers a certain genre of music. Now among a host of music genres such as classical, religious, jazz, pop, rock, metal, and etc. our intention is policy making for what musical genres in cultural-artistic components of dramatic arts and regarding each of these generations and gaps inside and outside generations and religious audience typology?

In other words, we cannot implement and appropriate policymaking in the media world unless we appropriately know under what branch or sub-branch is the component desired by us-here music-, we are in search of making policies for what generation, what ideological, functional, particular, and etc. gaps are available within that desired generation and outside it, and the audience of our policymaking can be categorized under what religious group. Answering these questions results in true understanding of desired issues and

components.

After this stage of understanding the desired components, it is better that the desired issue or problems be classified according to content separation, field (sectional) separation, description of duties separation, target population separation in order that we can attain a scientific and accurate formulation regarding the desired problem. As mentioned in the beginning of the discussion, to find the desired solution, there are some approaches based on which we can develop the desired solution. For example, when the benefits approach in which the needs and requirements of groups involved in benefits are considered- is used, we can attain completely different solutions compared to the time when normative and value-laden approaches- which is based on solving problems with reliance on our own native, value-laden, and ideal culture.

Then, the stage of decision making is to be considered; in this stage, there are several models which can be used and they have been discussed early in the present article. In the world of media, the policymaker, regarding available conditions and facilities, conducts decision making, and based on one of the models, makes his own policies. And after implementing them, he consistently evaluates the implemented policy to eliminate its deficits and at last, it results to favorable results.

Discussion and conclusion

As mentioned, policymaking enjoys a particular methodology which ignoring each of its stages can deviate policymaking from its main and primary route which is to eliminate problems and realizing needs. Therefore, in case of policymaking for a cultural concept, steps should be taken. In the first stage, we should start to recognize the issue and formulate it. This stage is very important, because our understanding from an issue and then formulating it will be with us up to the end of tasks and guide the whole process of policymaking. This different understanding can result in different policies. The second stage is to identify solutions. To identify appropriate solutions, there are several approaches which help us in selecting solutions. In this stage, the selection of different approaches can result in very different solutions. The third stage is decision making. In this stage, based on different available models, decision making should be conducted to thereby we can select the most appropriate solution. The fourth stage is to implement policies in this stage with considering available facilities and resources, we operationalize the adopted solutions. The fifth stage is to evaluate policies. In this stage, we should evaluate the effects of policies to at last see whether we have attained our pre-determined objectives?

In addition, as stated, cultural policymaking is a sensitive task and should be conducted with considering all aspects of this issue. For example, in case of cultural media, understanding issues requires the correct and complete identification of generations, gaps inside and outside generations, artistic and cultural components and all of their subcategories and sub-branches, as well as religious audience typology. If each of these factors is not understood appropriately, it can result in inappropriate policymaking. After the stage of identification, formulating issues, presenting appropriate solutions based on available approaches, implementing and evaluating them should be conducted.

Resources

Ashtarian, K. (2012). An introduction to the method of cultural policymaking. Tehran: Jameshenasan.
Alvani , S. M. (2008). Decision making and determining government policy. Tehran: SAMT.
Alvani , S. M. and Danaeifard , H. (2012). Discussions of government management. Tehran: Elmi and Farhangi Publication.
Alvani, S. M. and Sharifzadeh, F. (2013). The process of public policymaking. Tehran: AllamehTabatabaei University, Publication Center.
Bashiriyeh, H. (1994). Mobilization and revolution. Tehran: Tehrnan University Press.
Bashiriyeh, H. (1999). Political sociology. Tehran: Nei Publication.
Daneshfard, A. (2009). The process of public policymaking. Tehran: Islamic Azad University Press.
Hajiani, E. (2012). Planning and strategic cultural city management. Tehran: Tisa Publication.
Howlett, M. and Ramesh, M. (2001). Studies on public policies. A. Monavarrian and E. Golshan (Trans.). Publishing Organization Management Planning Publication.
Khashei, V. (2009). The social necessities in media policymaking of the IRI. Journal of Media. No. 80. Pp. 61-79.
Manza, J. and Brooks, C. (1999) Social Cleavages and Political Change: Voter Alignment and U.S party Coalitions. Oxford: Oxford University Press.
Throsby, D. (2003). Economics and culture. K. Farhady (Trans.). Tehran: Nei.

The IISTE is a pioneer in the Open-Access hosting service and academic event management. The aim of the firm is Accelerating Global Knowledge Sharing.

More information about the firm can be found on the homepage:
http://www.iiste.org

CALL FOR JOURNAL PAPERS

There are more than 30 peer-reviewed academic journals hosted under the hosting platform.

Prospective authors of journals can find the submission instruction on the following page: http://www.iiste.org/journals/   All the journals articles are available online to the readers all over the world without financial, legal, or technical barriers other than those inseparable from gaining access to the internet itself. Paper version of the journals is also available upon request of readers and authors.

MORE RESOURCES

Book publication information: http://www.iiste.org/book/

Academic conference: http://www.iiste.org/conference/upcoming-conferences-call-for-paper/

IISTE Knowledge Sharing Partners

EBSCO, Index Copernicus, Ulrich's Periodicals Directory, JournalTOCS, PKP Open Archives Harvester, Bielefeld Academic Search Engine, Elektronische Zeitschriftenbibliothek EZB, Open J-Gate, OCLC WorldCat, Universe Digtial Library , NewJour, Google Scholar