

**PUBLIC BROADCASTING IN AFRICA**  
**A SURVEY**

**RESEARCH GUIDE**

**AfriMAP/NMP**

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## Introduction

The survey has the general objective to assess the status of public broadcasting in Africa and to initiate democratic debate around findings and recommendations in 12 selected countries. The survey will use existing African standards as benchmarks and place a special focus on the transformation of state into public broadcasters and the performance of other broadcasting services in regard to public interest programming. The research will be completed in the first half of 2009.

## Forms of broadcasting in Africa

Television and radio in particular are the prime sources of information, education and entertainment for people all over Africa. Since state broadcasters in most countries lost their monopoly more than a decade ago (either as a result of regulatory policies or of technological advances), broadcasting services on the continent now come in all shapes and forms, with various ownership and funding models, supervisory mechanisms, missions and programme offerings. Broadly and typically speaking, they fall mainly into one of these categories:

- *State broadcasting services* which are controlled by the government of the day and reflect mainly the views of officialdom (ruling parties and government)
- *Public broadcasting services* which serve the public as a whole, are organised in the interest of the public and are accountable to the public
- *Commercial broadcasting services* which are privately owned and operate mainly for commercial gain
- *Political interest broadcasting services* which are owned and run by people with a specific political agenda
- *Community broadcasting services* which are owned and controlled by geographically defined communities or communities of interest and are not for profit
- *Other special interest broadcasting services* such as religious stations.

In addition, those people who can afford it have access to national and international subscription TV services and to sound and video through the internet.

All these types of broadcasting (with possible overlaps, hybrids and yet other forms – as the research may show) are organised in different ways and have different significance in the various countries. In most cases, the state broadcaster still predominates due to its reach and resources. In (very) few countries, state broadcasters have been or are in the process of being transformed into genuine public broadcasting services. Commercial broadcasting is gaining ground with private radio stations growing fast and expanding their coverage from urban to rural areas. Political interest broadcasters are widespread in some countries. The concept of community broadcasting is often still little understood, let alone put into practice. Other forms of broadcasting, religious radio stations in particular, are mushrooming in certain regions.

All of these services may (or may not) broadcast material which could be defined as *public interest programming*. This includes offerings of a primarily educational and informative nature such as

- programmes to promote development in areas like human rights, life skills, economy, health (HIV/AIDS), gender, agriculture, nutrition, civic education or environmental and consumer protection;
- news and current affairs covering local, regional, national and international issues and events;
- programmes aimed to hold those in power accountable to the public;
- discussion and participatory programmes where diverse views can be aired and exchanged;
- programmes that reflect the country's cultural and language diversities.

The survey will look at both *public broadcasting* as an institution and *public interest programming* which can be offered by all services across the broadcasting spectrum.

### **The main focus of the survey**

Central to this survey is the assumption that development and democracy cannot thrive without open and free public space where all issues concerning people's lives can be aired and debated and which gives them room and opportunity to participate in the process of decision making. Democracy, in the words of the Indian economist and Nobel Prize laureate

Amartya Sen, is governance by dialogue. Broadcasters can facilitate this dialogue by providing such a public space - if their services are accessible, independent, credible and open to the full spectrum of diverse views and expressions.

The main objective of the survey therefore is to assess whether and to what extent the various forms of broadcasting in a sample of African countries are able to create such a public space. Key questions will focus on the regulation, ownership, access, performance and prospects of reform of broadcasting in Africa.

The survey will pay particular attention to state/public broadcasters because in most countries they have the widest reach and thus seem to offer the greatest potential of fulfilling this role and delivering on the mandate of public broadcasting. Being mostly funded by public funds in many parts of Africa they should also be held to particularly high standards of accountability.

Over the last decade there has been much discussion among African national/state/public broadcasters, politicians and interested civil society groups about the nature of this mandate and the need to transform state into truly public broadcasting services to enable them to play their intertwined role of promoting democracy and development. The proponents of such reform have received strong backing from the African Commission on Human and Peoples' Rights<sup>1</sup> which demands in its 2002 Declaration of Principles on Freedom of Expression in Africa that "state and government controlled broadcasters should be transformed into public service broadcasters accountable to the public". While there is thus growing consensus on the objective, efforts at actually achieving such transformation have been few and largely ineffective.

The vision of public broadcasting could be summarized as follows<sup>2</sup>:

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<sup>1</sup>The commission is the authoritative organ of the African Union (AU) mandated to interpret the African Charter on Human and Peoples' Rights which is binding for all member states of the AU. In regard to broadcasting and the necessary legislative and regulatory framework, the Declaration is mainly based on the Charter on Broadcasting in Africa, adopted at an African UNESCO conference in Windhoek in 2001.

<sup>2</sup> Based on: African Charter on Broadcasting 2001; Declaration of Principles on Freedom of Expression in Africa 2002; 1995 policy document "On The Move" and 2007 draft policy paper "Now is the Time" by the Southern African Broadcasting Association, a document in which state/public broadcasters in Southern Africa commit themselves to the aim of public broadcasting.

- serving the overall public interest and being accountable to all strata of the people as represented by an independent board
- ensuring full respect for freedom of expression, promoting the free flow of information and ideas, assisting people to make informed decisions and facilitating and strengthening democracy

Its mandate is to<sup>2</sup>

- provide access to a wide range of information and ideas from the various sectors of society
- report on news and current affairs in a way which is not influenced by political, commercial or other special interests and therefore comprehensive, fair and balanced (editorial independence)
- contribute to economic, social and cultural development in Africa by providing a credible forum for democratic debate to discuss ways of meeting common challenges
- hold those in power in every sector of society accountable
- empower and inspire citizens, especially the poor and marginalized, in their quest to improve the quality of their lives
- provide credible and varied programming for all interests, those of the general public as well as minority audiences, irrespective of religious beliefs, political persuasion, culture, race and gender
- reflect, as comprehensively as possible, the range of opinions on matters of public interest and of social, political, philosophical, religious, scientific and artistic trends
- promote the principles of free speech and expression as well as of free access to communication by enabling all citizens, regardless of their social status, to communicate freely on the airwaves
- promote and develop local content, among other means through adherence to minimum quotas
- provide universal access to its services, with its signal seeking to reach all corners of the country.

These principles serve as criteria to measure the performance of state/public broadcasters. Other broadcasting services can – in one way or the other – also fulfill aspects of this mandate, and the survey, therefore, looks at them as well in order to assess their contribution to the creation of a public space.

The strategic purpose of the survey is to revive or initiate a more focused democratic debate on the need for and the shape of broadcasting reforms, in particular in regard to public broadcasting, through evidence-based findings and recommendations.

## **Methodology**

Data will be collected through document review, interviews, audience surveys and standardised programme content analysis.

The research guide is meant to facilitate the work of the country researchers - who will be led by the regional editors who in turn will cooperate with the editor-in-chief. It poses questions but should not be used as a mere questionnaire against which to tick off simple answers. These questions are meant more as pointers: an indication of which aspects of the segment under review should be probed in particular and how best to go about it.

The outcome should be a succinct, logical and readable stand-alone account of findings. In the interest of readability, legalistic/academic lingo should be avoided. Country researchers must bear in mind that they will also be writing for an international audience: in many cases their readers will not have much, if any, previous information on the respective individual country.

A few details:

*Possible sources:* These are meant as broad indicators for documents, institutions and people that could be a source of information. They vary, of course, from country to country and researchers will have to decide on their own choice of those most likely to yield useful and credible data or assessments. Sources must be quoted and acknowledged; if exceptional circumstances do not allow for quoting an interviewee directly this must be noted and explained.

*Distinction between facts and judgements:* Researchers must comply with this professional standard. Comment and evaluation must be clearly identified as such: either as the researcher's own or attributed to the respective source.

*Style guide:* The editor-in-chief will provide a language guide meant to harmonise spelling, quoting, referencing etcetera.

*Pages: Each subsection has been allocated an approximate number of pages. This is not meant to set a fixed minimum or maximum limit but merely to give an indication of the envisaged volume. The font should be ARIAL size 11, alignment justified, line spacing single.*

*Audience research:* In most countries there are no audience research figures available which would provide basic information on ratings, favourite broadcasters and programmes. This will make judgements on the relative significance of the various media difficult. To elicit at least some essential data, audience research will be commissioned.

*Analysis of programme schedules and news & current affairs:* Special researchers (companies/institutions) will conduct an overview of programme schedules and news & current affairs programmes according to a manual to be provided. This analysis will be indicative rather than exhaustive, outlining trends and broad programme thrusts.

*Commissioning/outsourcing:* Decisions in regard to the commissioning of audience research and content analysis need the approval of the editor-in-chief and the regional editor in charge.

*Additional material:* Wherever appropriate short documents or brief 'case studies' may be highlighted in boxes, e.g. the running order of a typical news bulletin, summaries of landmark court rulings, significant quotes or tables and the like.

*Interviews on attitudes:* Country researchers will be asked to conduct interviews on attitudes towards public broadcasting inside the public broadcaster, among civil society and government. For this purpose, they will be provided with a short separate guide with targeted questions to make results comparable.

*Conclusions and recommendations:* Where conclusions are requested at the end of individual chapters, they are to be kept brief and to the point, basically listing the salient findings, the areas of concern they reveal and possible ways of addressing them. On the basis of these specific assessments, and without undue duplication or repetition, the final chapters on conclusions and recommendations will provide an overall diagnosis of the current state of affairs and suggest remedies.

*State/public broadcaster:* In practice, the line of distinction between these two is often blurred (intentionally or inadvertently). For the sake of convenience this term will be used in the research to denote both state institutions and those that claim to be public broadcasters.

## **Research and advocacy procedure**

Country researchers are expected to conclude their work within six months at the most. They are encouraged to contact their regional editor whenever they have questions, face difficulties or need other assistance. Mid-way through the research period, the regional editor will visit each of them for thorough consultations to make sure that they are/remain on the right track.

Draft reports are to be presented to the regional editors who will copy them to the editor-in-chief. Regional editors will check on the plausibility of the findings, ask for additional information where needed and edit wherever necessary. The edited version will be copied to the editor-in-chief who may make further changes or comments.

The edited draft reports will be presented to National Stakeholders' Round Tables in the various countries. These conferences have two main purposes: To give those (directly or indirectly) involved in the sector a chance to discuss the findings, conclusions and recommendations and suggest amendments if necessary, and to provide a platform for public debate on broadcasting issues (probably a first in many countries). The results of the round table discussion will be incorporated into the report by the regional editor and the editor-in-chief.

After completion of the country reports and the Overview, further advocacy activities in the various countries will be decided upon on a case-by-case basis.

## **The expected outcome**

The outcome of the research will be a detailed survey of the status of public/state broadcasting services and public interest programming as exemplified in twelve carefully selected countries in Southern, East, Central and West Africa most likely to represent a cross-section of broadcasting on the continent. There will be twelve country reports,

summarized in an Overview that seeks to establish patterns, differences and trends across the continent. The results will be made available to interested readers in the countries researched, in particular to civil society representatives and decision makers. The survey should also be of interest to readers outside the selected countries who want to learn from the experiences made elsewhere on the continent. Furthermore, it will be presented to civil society and inter-governmental bodies at the regional and continental level as well as to organisations worldwide that deal with media issues in Africa. The survey will also include advocacy elements during the actual research, develop evidence-based recommendations, and serve as a tool for lobbying at the continental, regional and country level.





<p><b>2. Legislation/regulation governing media in general</b></p>	<p>To what extent do the constitution and legislation in general comply with international/African standards on freedom of expression in general and the media in particular?</p>	
<p>2.1. Regional legal instruments</p> <p>~1 page</p>	<p>Indicate whether your country has ratified the relevant continental and regional legal instruments relating to freedom of expression and media, whether the provisions in these instruments have been integrated into national law and are adhered to. Has there been a law reform process to discuss aspects of national law that may need to be changed to conform with these standards?</p>	<p>Regional editors will provide list of relevant continental and regional legal instruments and other standards.</p> <p>Media law experts, regional bodies</p>
<p>2.2. Constitution</p>	<p>Quote the relevant constitutional provisions regarding freedom of expression and the media, including those that provide for possible limitations</p> <p>To what extent do these provisions comply with the Declaration on Freedom of Expression:</p> <p><i>Article 1:</i>  <i>(1) Freedom of expression and information, including the right to seek, receive and impart information and ideas, either orally, in writing or in print, in the form of art, or through any other form of communication, including across frontiers, is a fundamental and inalienable human right and an indispensable component of democracy.</i>  <i>(2) Everyone shall have an equal opportunity to exercise the right to freedom of expression and to access information without discrimination.</i></p>	<p>Constitution; seek legal advice if necessary</p> <p>Existing research; interviews with media lawyers</p>

<p>~5 pages</p>	<p>How actively do people and the media make use of their right to freedom of expression? To what extent are these constitutional rights respected by the authorities and society in general? Have there been violations of these rights in recent years, in regard to media in particular?</p>	<p>African Media Barometer, IREX Media Sustainability Index  Assessment of existing research (e.g. IFEX, IFJ, Article 19, CPJ, RSF, MISA, Media Foundation, local journalists' associations and freedom of expression NGO's), interviews with human rights experts</p>
<p>2.3. General media laws/regulation</p> <p>~ 4 pages</p>	<p>Please quote and summarize the content of the major laws regulating the media in general, e.g. press laws [<u>special broadcasting laws will be dealt with under 5 and 6</u>]; registration requirements (if any) for media and journalists; competition laws (re: media concentration); protection of confidential sources.</p> <p>Do media regulate themselves through codes of conduct and self-regulatory bodies (media council) or are there statutory bodies? Give details.</p> <p>How effective are these bodies (be they statutory or self-regulatory) in promoting professional standards and freedom of the media?</p>	<p>Statute books; seek legal advice if necessary</p> <p>Existing research; media associations</p>
<p>2.4. Other laws with an impact on media and freedom of expression</p> <p>~4 pages</p>	<p>Please set out major pieces of legislation - official secrets acts, state security acts, anti-terrorism legislation, penal codes, defamation and libel laws, cyber law etcetera - that have a negative impact on media freedom. Is access to information guaranteed by law to all citizens?</p>	<p>Statute books and existing research; seek legal advice if necessary</p>

<p>2.5. Jurisprudence</p> <p><i>~4 pages</i></p>	<p>How do courts of law deal with freedom of expression and media cases? Are their judgments promoting or limiting these rights? Please indicate main outcomes of landmark cases, if any</p>	<p>Interviews with media lawyers and media organisations</p>
<p>2.6. Conclusions and recommendations</p> <p><i>~1 page</i></p>	<p>To what extent do media laws and other related legislation promote or stifle a free media environment?</p> <p>Any need for the repeal or amendment of existing laws (please summarize without repeating above assessments)?</p>	<p>Assessment based on interviews with media practitioners/ associations/lawyers</p>
<p><b>3. The broadcasting landscape</b></p>	<p>Please describe and assess the major features of the broadcasting landscape in general regarding the following topics:</p>	<p>Use and cross-check existing research such as the African Media Development Initiative study</p>
<p>3.1. Technical standard and accessibility of services</p>	<p>How adequate/up to date are the production equipment of major broadcasters</p> <p>Extent and quality of the transmitter network – are there any areas of the country not covered and why? Who owns the network?</p> <p>Availability of electricity in urban/rural environments and different regions and reliability of supply</p> <p>How do you judge the technical accessibility of the</p>	<p>Editors will provide criteria</p> <p>Statistics available from regulator/ ministry of communications/ broadcasters</p> <p>World Bank studies</p>

~2 pages	various services – differentiate between radio and television	
3.2. State/public broadcaster (in general terms) ~1 page	Please provide general information on the state/public broadcaster, including coverage area, number and type of channels, market share (more details will be required under 6).	Check with broadcaster (and cross-check if not reliable)
3.3. Commercial/ private broadcasters (privately owned broadcasting stations [radio/TV] operating mainly for commercial purposes)	<p>Is private broadcasting being encouraged as stipulated by the Declaration on Freedom of Expression:</p> <p style="text-align: center;"><i>Article 5 (1)</i> <i>States shall encourage a diverse, independent private broadcasting sector.</i></p> <p>Does the state through regulatory mechanisms actively promote such diversity or is it just happening 'by default'?</p> <p>How many TV and radio stations operate in the commercial sector, what kind of channels and programme formats do they offer and what is their market share?</p> <p>Who are the owners of major stations (e.g. business people, politicians, religious groups, journalists, etc.)? Do they influence editorial decisions?</p> <p>Are there external political/economic/social players exercising unwarranted influence over editorial</p>	<p>Interviews with broadcasting experts/owners of private broadcasters / regulator / government</p> <p>Statistics / regulator / private broadcasters</p> <p>Interviews with private broadcasters / editors / regulator / media experts / media and freedom of expression organisations</p>

~3 pages	decision making in the sector?	
3.4. Community and other non-state/ non-commercial forms of broadcasting	<p>Does the state encourage community broadcasting as stipulated by the Declaration on Freedom of Expression:</p> <p style="text-align: center;"><i>Article 5 (2) bullet 4: Community broadcasting shall be promoted given its potential to broaden access by poor and rural communities to the airwaves.</i></p> <p>Are there any forms of broadcasting other than public/state and commercial/private as set out above, such as community broadcasting?</p> <p>Does the law provide for community broadcasting? If so, what is the definition of community broadcasting? Does it comply with the definition given on page 2 of this guide?</p> <p>If there is no provision in law, are there any broadcasters on air that fall within the definition on page 2?</p> <p>Are there any operators in your country that call themselves community radios/TV and do not comply with the definition?</p> <p>How many TV and radio stations operate in this sector, what kind of channels and programme formats do they offer and how many people do they reach?</p>	<p>Interviews with broadcasting experts/operators of such broadcasters / regulator/ government</p> <p>Statistics / operators of such broadcasters / regulator</p> <p>Legislation</p> <p>Media experts</p> <p>Audience research</p>

<p>~3 pages</p>	<p>How are these broadcasters organised? Who owns/controls them?</p> <p>Are there any external political/economic/social players exercising unwarranted influence over editorial decision making in the sector?</p> <p>Are there any other types of broadcasting not covered by the above?</p>	<p>Interviews with such broadcasters / editors / target communities / media experts</p>
<p>3.5. Concentration of media ownership</p> <p>~1 page</p>	<p>Is there concentration of media ownership, e.g. in the form of cross ownership between print and broadcasting or monopolies/oligopolies in the broadcasting sector? If so, what effect, if any, does this have on media diversity?</p> <p>Has the state taken measures to promote diversity of broadcasting according to the Declaration on Freedom of Expression:</p> <p><i>Article 14 (3): States should adopt effective measures to avoid undue concentration of media ownership, although such measures shall not be so stringent that they inhibit the development of the media sector as a whole.</i></p>	<p>Existing research; interviews with media experts, regulator</p> <p>Existing research; interviews with media experts; regulator; government</p>
<p>3.6. Conclusions and recommendations</p>	<p>On the basis of the above information, please assess the state of diversity of broadcasting in your</p>	<p>Use results of audience research; interviews with various experts and</p>

<p>~ 1 page</p>	<p>country and the relative significance of the various sectors. Which sector is the dominant player, if any?</p>	<p>your own judgement</p>
<p><b>4. Digitalisation and its impact</b></p>	<p>As it is not possible to address all aspects of digitalisation in the context of this research, this chapter will deal mainly with its impact on existing broadcasting services</p>	<p>If you do not have enough expertise in this field, make sure to consult a trustworthy expert to guide you</p> <p>Useful websites:  <a href="http://www.itu.int/ITU-D/ict/publications/wtdr_06/index.html">http://www.itu.int/ITU-D/ict/publications/wtdr_06/index.html</a>  <a href="http://link.wits.ac.za/research/e-index.html">http://link.wits.ac.za/research/e-index.html</a>  <a href="http://africa.rights.apc.org">http://africa.rights.apc.org</a>  <a href="http://www.researchictafrica.net/">http://www.researchictafrica.net/</a>  <a href="http://hana.ru.ac.za">http://hana.ru.ac.za</a></p>
<p>4.1. Preparedness for switch-over to digital within government and the industry</p>	<p>Is there any government policy in place to guide the digitilisation process?</p> <p>How prepared are your country's broadcasters for the end of analogue broadcasting and the switch-over to digital in regard to</p> <ul style="list-style-type: none"> <li>- content provision (production equipment)</li> <li>- signal distribution (transmitter network)?</li> </ul> <p>Is there a time frame for switch-over, dual illumination and switch-off?  (Distinguish between TV and radio and the different broadcasting sectors [state/public, commercial, community])</p> <p>Will digital broadcasting be via satellite or terrestrial</p>	

~2 pages	relay or both?	
4.2. Preparedness for switch-over to digitalisation on the part of consumers	<p>Will people be able and willing to buy new sets or set-top boxes to receive digital TV signals? Does government have any plans to subsidize the process?</p> <p>Digital TV will largely be offered via subscription for some time to come - how many citizens are/will be able to afford such a service?</p> <p>How many radio listeners can afford to replace their present analogue with a digital radio set?</p>	
4.3. <b>Convergence</b>  ~1 page	<p>Can mobile phones be used for the reception of radio/TV? If yes, what kind of content is broadcast and what technical standard is used? If not, are there any plans to introduce this technology? Can radio be received on TV sets? Are there interactive features on TV such as text?</p> <p>If yes to some or all of the above, are they regulated and do they require licences?</p>	Existing research; interviews with media academics and service providers
4.4. Increased competition  ~1 page	Digital broadcasting will ultimately mean more competition - what kind of impact is foreseen on the existing broadcasting industry? Are there any provisions in government policies or other instruments to protect public/state / community / smaller commercial broadcasters?	

<p>4.5. Conclusion and recommendations</p> <p>~1 page</p>	<p>What kind of impact will digitalisation have on the industry and consumers?</p>	
<p><b>5. Broadcasting legislation/regulation in general</b></p>	<p>Please describe the legislative/regulatory framework of the broadcasting sector as a whole with regard to the following aspects (<u>note that legislation for the public/state broadcaster in particular will be dealt with under 6)</u></p>	<p>Use and cross-check existing research</p>
<p>5.1. Regulatory mechanisms</p>	<p>Please assess whether the regulatory mechanisms comply with the objectives as stipulated by the Declaration on Freedom of Expression:</p> <p><i>Article 7:</i></p> <p><i>(1) Any public authority that exercises powers in the areas of broadcast or telecommunications regulation should be independent and adequately protected against interference, particularly of a political or economic nature.</i></p> <p><i>(2) The appointments process for members of a regulatory body should be open and transparent, involve the participation of civil society, and shall not be controlled by any particular political party.</i></p> <p><i>(3) Any public authority that exercises powers in the areas of broadcast or telecommunications should be formally accountable to the public through a multi-party body.</i></p>	<p>Existing research; legislation; interviews with regulators, media experts and broadcasters, government</p>

	<p>Who is in charge of broadcasting regulation – a ministry, a broadcasting authority, a communications authority, any other body or person?</p> <p>What are the legal status and the responsibilities of the regulator(s)? To whom is the regulator accountable?</p> <p>Are the roles and responsibilities of the ministry/in charge/ government/parliament vs the regulator clearly defined in law? If so, summarize them. What impact, if any, do they have on the independence of the regulator?</p> <p>Does the public/state broadcaster also fall under the purview of the broadcasting regulator? If so, what are the reasons; if not, why not?</p> <p>Is the regulator in charge of broadcasting also responsible for ICT regulation? Do the regulatory bodies provide for convergence between ICTs, telecommunications and 'traditional' media? If so, is broadcasting accorded equal status with telecommunications?</p> <p>Describe the decision making bodies within the regulator: How are they composed and appointed? Who are eligible members of these bodies? Is there any political pressure exerted on the appointments procedure?</p> <p>Does the regulator work in an open manner, e.g. by engaging in consultations with public/stake holders</p>	
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<p>~6 pages</p>	<p>before taking major decisions?</p> <p>Does the regulator work on the basis of a broadcasting policy? If so – how was this developed and what are its main aims?</p>	
<p>5.2. Licensing of broadcasters and enforcement of licence conditions</p>	<p>Please evaluate the strengths/weaknesses of existing procedures in light of the requirements set by the Declaration:</p> <p><i>Article 5 (2) bullets 2 and 3: an independent regulatory body shall be responsible for issuing broadcasting licences and for ensuring observance of licence conditions; licensing processes shall be fair and transparent, and shall seek to promote diversity in broadcasting</i></p> <p>Describe the licensing procedures for all sectors of broadcasting:</p> <p>Which bodies are responsible for licensing? What are the procedures? What are typical licence conditions? Are there any set quota for local content? Are there public interest obligations for all sectors of broadcasting? Are any minimum professional standards required?</p> <p>How is compliance with licence conditions monitored and enforced?</p>	<p>Legislation; regulations; existing research; interviews with regulator, media experts, broadcasters</p>

<p>~5 pages</p>	<p>Are enforcement procedures geared more towards control or to the promotion of professional standards? Give examples.</p>	
<p>5.3. Complaints and conflict resolution systems</p>	<p>Are there mechanisms in place for the audience to lodge complaints? If so, what are they and what use is being made of them?</p> <p>Please evaluate complaints procedure(s) against the standards set by the Declaration:</p> <p><i>Article 9:</i></p> <p><i>(1) A public complaints system for print or broadcasting should be available in accordance with the following principles:</i></p> <ul style="list-style-type: none"> <li>➤ <i>complaints shall be determined in accordance with established rules and codes of conduct agreed between all stakeholders; and</i></li> <li>➤ <i>the complaints system shall be widely accessible.</i></li> </ul> <p><i>(2) Any regulatory body established to hear complaints about media content, including media councils, shall be protected against political, economic or any other undue interference. Its powers shall be administrative in nature and it shall not seek to usurp the role of the courts.</i></p> <p><i>(3) Effective self-regulation is the best system for promoting high standards in the media.</i></p>	<p>Legislation; regulations; existing research; interviews with regulator, media experts, broadcasters</p>

<p>~2 pages</p>	<p>Are there any other systems in place (in law or in practice) to resolve conflicts between listeners/viewers and broadcasters, state/government and broadcasters or between broadcasters themselves? Are they effective?</p>	
<p>5.4. Conclusion and recommendations</p> <p>~1 page</p>	<p>On the basis of the above information, please assess to what extent broadcasting legislation/ regulation promotes or impedes the development of a diverse and independent broadcasting landscape.</p>	<p>Get the opinions of various stakeholders</p>
<p><b>6. The state/public broadcaster - overview</b></p>	<p>In this chapter we deal with the legislative, technical and organizational framework of the state/public broadcaster and its own understanding of its role only – programme content will be examined later.</p>	
<p>6.1. Legislation for state/public broadcasting</p>	<p>Please base the following assessments on this provision of the Declaration:</p> <p><i>Article 6:</i>  <i>State and government controlled broadcasters should be transformed into public service broadcasters, accountable to the public through the legislature rather than the government, in accordance with the following principles:</i></p> <ul style="list-style-type: none"> <li>➤ <i>public broadcasters should be governed by a board which is protected against interference, particularly of a political or economic nature;</i></li> <li>➤ <i>the editorial independence of public service broadcasters should be</i></li> </ul>	

<p>~8 pages</p>	<p style="text-align: center;"><i>guaranteed</i></p> <p>Is there legislation in place that establishes or otherwise regulates the state/public broadcaster? If so, is it a special law or part of an overall broadcasting act? If there is no basis in law for the state/public broadcaster how has it been established? What is the legal status of the broadcaster (ownership)?</p> <p>How is “public broadcasting” defined (if at all) for the state/public broadcaster, what are the mandate and functions of this broadcaster?</p> <p>How is the state/public broadcaster governed? If there is a board, how is it appointed, what are its responsibilities? If it is a government department, how is it organised and to what minister does it report?</p> <p>In the case of an existing board: How do members see their role: More of a controlling body, more of a body protecting the broadcaster from outside influences? Do board members give broad guidelines for management or are they involved in the day-to-day business?</p> <p>What is the role of the government/minister in charge of broadcasting? Is it prescribed by legislation/regulation? What role does government play in practice?</p>	<p>Existing research; legislation; regulations; organograms; interviews with broadcast experts and state/public broadcaster</p> <p>Interviews with board members, management of the broadcaster, broadcast experts</p> <p>Interviews with government officials; management of the broadcaster, broadcast experts</p>

<p>6.2. Profile of the broadcaster (in general)</p> <p>~1/2 page</p>	<p>Do the broadcaster's signals (radio and TV) have nationwide coverage? If not, are steps taken to achieve this as stipulated in the Declaration:</p> <p><i>Article 6, bullet 4: Public broadcasters should strive to ensure that their transmission system covers the whole territory of the country</i></p> <p>Describe its programming in general terms (for both radio and television): number and profile of channels, target audiences</p>	<p>Existing research; interviews with broadcast management, broadcast experts</p>
<p>6.3. Organisational structures</p>	<p>What are the internal organisational structures of the state/public broadcaster? Are there regional offices? What are the 'lines of command' (organogram)? Is there a division of labour between general directorate and editorial management? Are there written or informal policies regarding responsibilities in case of potentially controversial editorial decisions? Is there a clear separation between advertising and editorial decisions? Does the overall structure promote or impede editorial independence?</p> <p>Are there any entry level requirements for journalists? Level of training and experience of management and journalists. Is there in-house training and, if so, is it relevant?</p> <p>Staff numbers - is the broadcaster over-/under-staffed given its actual programme output? How many people work in administration, how many in actual programme production? If the broadcaster is</p>	<p>Interviews with management of the broadcaster, broadcast experts, trade unions</p>

<p>~4 pages</p>	<p>over-/understaffed, are attempts being made to redress the situation?</p> <p>To assess the material value attached to state/public broadcasting please provide information on salary structures (compare with living wage and other broadcasters) and general working conditions</p>	
<p>6.4. Attitudes within the state/public broadcaster</p> <p>~2 pages</p>	<p>What is the understanding of 'public broadcasting' within the institution – from top management to junior reporters? How do they view their role in society?</p>	<p><u>Special interview guide to be developed</u></p>
<p>6.5. Conclusions and recommendations</p> <p>~1 page</p>	<p>Based on the above information would you describe this broadcaster as a state or public broadcaster?</p>	
<p><b>7. Funding of the state/public broadcaster</b></p>	<p>This section deals with the different options for funding a state/public broadcaster, aiming to bring out the particular challenges faced in various countries.</p>	
<p>7.1. Main sources of funding</p>	<p>Please assess the following topics in view of this provision in the Declaration</p> <p><i>Article 6, bullet 3:</i></p>	

	<p><i>Public broadcasters should be adequately funded in a manner that protects them from arbitrary interference with their budgets</i></p> <p>Is the state/public broadcaster funded through</p> <ul style="list-style-type: none"> <li>- licence fees paid by the audience? If so, what part of overall income do they constitute? How are the fees collected, who determines the amount, how many people are actually paying?</li> <li>- public/state funds (taxpayers' money)? If so, what percentage of overall income? Who assesses and decides level of such funding? What impact does this have on editorial independence? Is there any indirect support from government, e.g. through payments for certain expenses or the writing off of debts?</li> </ul> <p>More specifically: Does the state provide funding for special programmes in the areas of education, health, civic education and the like? If so, to what extent and how is such funding organised? If not, why not?</p> <ul style="list-style-type: none"> <li>- advertisements/sponsorships? If so, what share of overall income does this constitute? How much of the total ad-spend in the market goes to the state/public broadcaster? Is there a dispute over whether it should be allowed to compete for advertising? What is the nature of the competition with the commercial sector? What influence, if any, do advertisers have on the state/public broadcaster's editorial independence and</li> </ul>	<p>Existing research; interviews with management of broadcaster, broadcast experts</p> <p>Additional interviews with government officials</p> <p>Existing research; interviews with management of broadcaster, broadcast experts</p>
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<p><i>~7 pages</i></p>	<p>programming? Is the public mandate being compromised by commercialisation?</p> <p>Do the private/non-governmental sector or international donors sponsor programmes? If so, give examples. Impact on editorial independence?</p> <p>Any other sources of revenue?</p> <p>Over the last 5 years, have there been any changes in trends of funding?</p> <p>What are the main challenges for the public/state broadcaster in sourcing adequate funding?</p>	
<p>7.2. Spending</p> <p><i>~2 pages</i></p>	<p>If available, summarize briefly the overall budget of the broadcaster: try to establish the ratio of expenditure on administration, technical department, programming in general and public interest programming in particular.</p> <p>Over the last 5 years, have there been any changes in trends of spending?</p> <p>Is there ever any pressure from government on the state/public broadcaster to spend funds on activities outside its mandate and budget?</p>	<p>Annual account and reports of broadcaster</p>
<p>7.3. Conclusions and recommendations</p>	<p>Do the sources of funding and their mix impinge on the independence of the state/public broadcaster? If so, are there any innovative ideas for improvements under discussion?</p>	<p>Existing research; interviews with management of broadcaster, broadcast experts</p>

~1 page		
<b>8. Programming of the state/public broadcaster</b>	This section aims to assess to what extent the state/public broadcaster in its programming actually complies with the public broadcasting mandate outlined on page 4 of this guide.	Templates and codes for programme content analysis to be provided
8.1. Types of formats  ~1/2 page	Please describe formats of all stations of the broadcaster (radio/TV) and share of overall output per genre. Use programme schedules of an average week and give examples.	Programme schedules; existing research; interviews with management/producers; broadcast experts Content analysis
8.2. Programme/editorial policies and guidelines	<p>Does the state/public broadcaster have programme/editorial policies and guidelines? If so, are these public documents? Please highlight salient points.</p> <p>Do these guidelines/policies comply with principles of public broadcasting as outlined on page 4, e.g.</p> <ul style="list-style-type: none"> <li>- access to a wide range of information and ideas from various sectors of society</li> <li>- news and current affairs not influenced by political, commercial or other special interests; comprehensive, fair and balanced (editorial independence)</li> <li>- contributing to economic, social and cultural development by providing a credible forum for democratic debate</li> <li>- credible and varied programming for all interests, irrespective of religious beliefs, political persuasion, culture, race and</li> </ul>	Management of broadcaster; broadcast experts

<p>~4 pages</p>	<p>gender - local content</p> <p>Do these guidelines include provisions on editorial/professional standards? What are these?</p>	
<p>8.3. Analysis of programme schedules</p> <p>~2 pages</p>	<p>Summarise the analysis of programme schedules</p>	<p>Results of analysis</p>
<p>8.4. Analysis of news &amp; current affairs</p> <p>~2 pages</p>	<p>Summarise the analysis of news &amp; current affairs</p>	<p>Results of analysis</p>
<p>8.5. Audience research</p> <p>~3 pages</p>	<p>Summarise the results of audience research</p>	<p>Figures provided by audience research</p>
<p>8.6. Feedback and complaints procedures</p> <p>~1 page</p>	<p>Are there any procedures in place at the state/public broadcaster to encourage and facilitate feedback and to deal with complaints or suggestions from the audience? If so, what are they? If there are no procedures in place, why not? If there is a procedure in place, about how many complaints does the broadcaster receive in a year?</p>	<p>Interviews with managements</p>
<p>8.7. Conclusions and recommendations</p> <p>~1 page</p>	<p>Does the state/public broadcaster in its programme output fulfil the mandate of public broadcasting as outlined in the introduction (p. 4)?</p>	<p>Own assessment based on interviews with experts</p>

<b>9. Perceptions of and attitudes/expectations towards the state/public broadcaster</b>	This is to assess how the state/public broadcaster and its role is being perceived by various role players and what they expect from the service.	Editors will provide special guide for questions
9.1. Civil society  <i>~2 pages</i>	How does the civil society sector (NGOs, business, religious groups etcetera) see the state/public broadcaster and what do they expect from the service?	Interviews with representatives of selected groups
9. 2. Government and other political forces  <i>~2 pages</i>	How do parliament, government and other political forces (e.g. political parties) see the state/public broadcaster and what do they expect from the service?	Interviews with selected representatives
9.3. Conclusions and recommendations  <i>~1 page</i>	Are there generally positive or negative feelings towards the state/public broadcaster? How, if at all, does the public/state broadcaster meet the expectations of these different players? Where they are contradictory, does it seek to accommodate some more than others and, if so, which?	Interviews with broadcaster and experts; own assessment
<b>10. Public interest programming offered by non-state/non-public broadcasters</b>	Here we want to examine what kind of public interest programming (as defined in the introduction page 3) is offered by broadcasters other than state/public – please concentrate on the major commercial/community/other broadcasters.	

<p>10.1. Types of programmes</p> <p><i>~1 page</i></p>	<p>Please describe public interest programme offerings.</p>	<p>Content analysis; programme schedules; existing research; interviews with management/producers; broadcast experts</p>
<p>10.2. Programme/editorial policies and guidelines</p> <p><i>~3 pages</i></p>	<p>Do broadcasters have editorial guidelines/policies in regard to public interest programming? If so, highlight the salient points.</p> <p>Do these guidelines/policies take cognizance of principles of public broadcasting as outlined on page 4, e.g.</p> <ul style="list-style-type: none"> <li>- access to a wide range of information and ideas from various sectors of society</li> <li>- news and current affairs not influenced by political, commercial or other special interests; comprehensive, fair and balanced (editorial independence)</li> <li>- contributing to economic, social and cultural development by providing a credible forum for democratic debate</li> <li>- credible and varied programming for all interests, irrespective of religious beliefs, political persuasion, culture, race and gender</li> <li>- local content</li> </ul>	<p>Broadcasting management/producers; broadcast experts</p>
<p>10.3. Analysis of programme</p>	<p>Summarise the analysis of programme schedules</p>	<p>Results of analysis</p>



<p>10.7. Attitudes within non-state/non-public broadcasters towards public interest programming</p> <p>~1 page</p>	<p>If there are no public interest programmes – for what reasons (lack of funds, of interest, not deemed suitable for the service)?</p> <p>If there are such programmes: What is the reasoning behind them?</p>	<p>Interviews with management and producers of broadcasting services other than state/public</p>
<p>10.8. Conclusion and recommendations</p> <p>~1 page</p>	<p>Are there generally positive or negative feelings towards non-state/public broadcasters? Do they meet expectations in regard to public interest programming as outlined in the introduction?</p>	<p>Interviews with broadcasters and experts; own assessment</p>
<p><b>11. Comparison: Public interest programming offered by state/public broadcasters and other services</b></p> <p>~4 pages</p>	<p>Please make a comparative assessment of the quantity, quality, credibility and relevance of public interest programming in both state/public broadcasting and other services.</p> <p>How can high quality public interest programming best be provided in your country – by state/public broadcasters, other services or both?</p>	<p>Own assessment on basis of above information, including audience research</p>
<p><b>12. Broadcasting reform efforts</b></p>	<p>On the basis of all the information provided so far, please describe efforts to improve the overall conditions for broadcasting in your country</p>	<p>Existing research; interviews with media stakeholders, role players and decision makers</p>
<p>12.1. Current reform efforts / drivers of reform efforts and obstacles</p>	<p>Is the topic on the (public) agenda? Are there currently any reform efforts under way? If so, please describe them and assess their chances. If not, why not?</p>	

<p><i>~5 pages</i></p>	<p>Please describe the main drivers and other forces behind positive and negative developments in the broadcasting field over recent years</p>	
<p>12.2. Future of public broadcasting</p> <p><i>~3 pages</i></p>	<p>Is there any debate in your country on the value and the future of public broadcasting? If not, why not? If so, what direction is the debate taking?</p>	
<p>12.4. Conclusion and recommendations</p> <p><i>~1 page</i></p>	<p>Assess the political/societal climate in your country regarding chances for improvements/reforms in the broadcasting sector in general and public broadcasting in particular</p>	
<p><b>13. Overall conclusions and recommendations</b></p>	<p>Provide an overall diagnosis of the current state of affairs and suggest recommendations, following the structure of the guide</p>	<p>Consult media practitioners and experts</p>
<p>13.1. Conclusions</p> <p><i>~4 pages</i></p>	<p>Brief summary of findings for the busy reader, with a special focus on the significance of the public/state broadcaster in the overall media landscape</p>	
<p>13.2. Recommendations</p>	<p>Give succinct and specific recommendations on each of the sectors covered (not more than one or two paras each):</p> <ul style="list-style-type: none"> <li>- Media legislation in general</li> <li>- Broadcasting landscape <ul style="list-style-type: none"> <li>o Accessibility</li> </ul> </li> </ul>	

<p>~3 pages</p>	<ul style="list-style-type: none"> <li>○ Diversity of broadcasting</li> <li>○ Access to internet/mobile phone</li> <li>- Policy for digitalization</li> <li>- Broadcasting legislation <ul style="list-style-type: none"> <li>○ Regulatory authority</li> <li>○ Licencing procedure</li> <li>○ Complaints and arbitration systems</li> </ul> </li> <li>- State/public broadcaster - organisation <ul style="list-style-type: none"> <li>○ Legislation</li> <li>○ Technical coverage</li> <li>○ Organisational structures</li> <li>○ Funding</li> </ul> </li> <li>- State/public broadcaster – programming <ul style="list-style-type: none"> <li>○ Types of programming</li> <li>○ Editorial policies/guidelines</li> <li>○ Quality and credibility of programmes</li> <li>○ Feedback procedures</li> </ul> </li> <li>- Public interest programming in other broadcasting services <ul style="list-style-type: none"> <li>○ Types of programming</li> <li>○ Editorial policies/guidelines</li> <li>○ Quality and credibility of programmes</li> <li>○ Funding</li> </ul> </li> <li>- Best ways of providing high quality public interest programming</li> <li>- Broadcasting reform <ul style="list-style-type: none"> <li>○ Priority areas</li> <li>○ Strategies</li> <li>○ Future research</li> </ul> </li> </ul>	
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