



INTERNATIONAL TELECOMMUNICATION UNION

# **Public service broadcasting infrastructure in developing countries**

**BDT**

TELECOMMUNICATION  
DEVELOPMENT  
BUREAU

**ITU-D Study Groups**

First Study Period (1995-1998)

Report on Question 8/2



# PUBLICATIONS OF ITU-D STUDY GROUPS

## Study Period 1995-1998

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<b>Report on Question 2/1</b>	Telecommunication policies and their repercussions at the level of institutional, regulatory and operational aspects of services
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## REPORT ON QUESTION 8/2

**Public service broadcasting infrastructure in developing countries****1 Introduction**

Question 8/2 is concerned with the infrastructure of Public Service Broadcasting (PSB) in developing countries in two major areas:

- What is the impact of the changing environment on the PSB?
- How can developing countries be helped in the necessary improvements in the infrastructure of PSB to meet their needs?

The context of Question 8/2 is that the environment for PSB is evolving rapidly due to:

- a) technological and operational changes (digital techniques, satellite delivery, for example);
- b) the convergence of telecommunications and broadcasting leading to new service possibilities;
- c) a growing wave of telecommunications and broadcasting deregulation;
- d) the privatization of public organizations.

With a view to gathering information to determine the current situation and the concerns and opinions of the PSBs in a variety of countries, a survey questionnaire was prepared by the Rapporteurs Group of WP A/2 on Q.8/2 (Annex to ITU Administrative Circular CA/9 of 12 February 1996) and has been widely distributed to ITU members, Broadcasting Unions and other organizations likely to have an interest. At the time of the preparation of the report, 43 replies had been received from developing countries and 19 from developed countries.

Furthermore, a very useful regional vision on the future of Public Service Broadcasting was made available by one regional Broadcasting Union (see Annex 1) and important contributions were submitted by two international organizations (see Annex 2). This makes a total of 65 responses, which represent a reasonable sample of organizations concerned in PSB (see Annex 3).

This document summarizes the responses received from the developing countries to the 18 questions posed. Some conclusions and recommendations based on them are offered in Document 2/215(Rev.1).

**2 Summary of responses to Questions****2.1 General****2.1.1 How is “Public Service Broadcasting (PSB)” defined or characterized in practice in your country?**

Please identify the legal act for such public service in your country (a copy of the relevant act would be welcome).

*(34 replies from developing countries analysed.)*

In most developing countries the PSB is a creature of the government, either as a part of the Ministry of Information or Communications, or as an independent, state-owned enterprise. Funding flows directly from government resources in the majority of cases, with commercial revenue (up to 10 to 30% of the budget) available only in a minority of cases. The mission of PSBs is almost universally to inform, educate and entertain the public. Other minority objectives include training, cultural development and reporting government activities. Few include the proviso that PSB be independent and impartial. Most countries (60%) have a specific Act or Law governing the PSB activities.

### 2.1.1.1 What services, options or other concepts do you think PSB can uniquely offer?

*(34 replies from developing countries considered.)*

Public service broadcasting can be seen as a broadcasting service which has as its focus, the needs of the people, listeners and viewers. These services can be free from excessive commercial, political or other special interest pressures on content and should be of a high ethical standard (fairness, accuracy, integrity, credibility etc.). PSB has a particular application in human development (education, training, literacy, community diversity) in public services (health, administration, information) and in cultural enrichment. These areas are unlikely to be of great interest to commercial broadcasters, which seek to attract those audiences likely to respond to the message delivered. There is however, a place for a limited range of commercial activities in PSB, delivering messages appropriate to this audience and in the process, providing dedicated revenue for the support of the PSB.

### 2.1.1.2 What new services or enhancements to existing services do you think PSB can uniquely offer which will make it “competitive” in the new communication and information environment?

*(27 replies from developing countries.)*

The concept of PSB being “competitive” with commercial broadcasters is open to question. The underlying consideration is the continued viability of the PSB services in a changing environment marked by deregulation of telecommunications and broadcasting and the digital convergence of broadcasting, telecommunications and computers.

The main concepts can be noted:

- digitalization of radio and TV transmission may lead to increased numbers of channels being available to PSBs which may be used in a number of ways:
  - to increase the diversity of programming e.g. more languages, specialized channels;
  - to raise revenue through leases to commercial broadcasters;
  - improved coverage, through more efficient use of the spectrum and synergistic development with the digital telecommunications and broadcasting networks;
- revenue enhancements through data broadcasting activities (e.g. paging, data delivery, value-added services), either on existing transmitters or as channels in a digital multiplex;
- improvements to content through better production techniques and tighter definition of the needs of the target audience (local, regional, national, global);
- emphasis on programmes for education, training, literary improvements, using conventional or interactive techniques.

### 2.1.2 How is PSB operated in your country with respect to financing, staffing, production and programming management?

*(Replies from 26 developing countries considered.)*

#### 2.1.2.1 Financing

A variety of sources are reported for operational and capital funding. Generally, no distinction is made between them, rendering further analysis necessary, as PSB in developing countries could benefit significantly from capital investments needed to improve operational efficiency and coverage, through new technology.

Some sources of funding reported include:

- *Direct government grants.* Most reported some funding from this source and 7 of the 26 (27%) are entirely dependent on it, while only 3 reported none.
- *Commercial Revenue.* 15 PSBs (15%) report income from the airing of commercials as significant, though the amount, it appears, is generally 5-30% of the total. The revenue from commercial sales is strongly dependent on perceived audience and GNP of the country and is not seen as a stable revenue source for the PSB. It does however generate funding that falls directly into the hands of the PSB, thus raising the probability of its availability.



- *License fees.* Mandatory license fees on receiver ownership are used to finance PSB operations in many countries. Seven countries report this as a significant source of revenue, but it is noteworthy that this is not used in the less-developed countries, probably due to the difficulty of administering such a collection method.
- *Sales.* Broadcasters in some countries derive significant revenue from activities related to broadcasting. They include sales of programming and other services to broadcasters, sales of books, magazines, recordings, production of live entertainment (concerts etc.). Such activities can be a major source of revenue in support of PSB.
- *Grant sources.* A few Public Service Broadcasters note that they receive assistance from external sources at the international and national levels, from NGOs and from industry. This may be a very effective way, if not the only way, to make available the necessary expenditures of capital funds needed to bring the new and more efficient production and distribution technologies to PSB, essential for their future viability.

#### 2.1.2.2 Staffing

Responses covered a wide range of PSB operations from small radio operations (staff of 15) through to large and fully integrated television operations (staff of 3000). In most cases, radio and TV staff members are full-time employees, augmented by free-lance or part-time artistic, journalistic and operational staff. Training of new staff and in-service training of existing staff in new techniques and methods is a concern.

#### 2.1.2.3 Production and Programming

Of the PSBs responding, the level of local and in-house production reported lay between 30 and for a few close to 100%. The amount of local production is dependent on cultural, linguistic and content concerns, as well as on available funding, thus joint/co-productions or programme imports may not be possible for some but very cost-effective for others. Several respondents indicated a desire for increased levels of local production, linguistic diversity and coverage of local culture, but noted the cost impacts in achieving these goals. The effects of outside production on local independent organizations such as artistic organizations, theater, music, is not an issue at present in developing countries, contrary to the situation in developed countries.

#### 2.1.2.4 Management

Management of the PSB is strongly related to the structure establishing it, be it government department, publicly-owned corporations or trust. In general, the management of the PSB is far more complex than that of the private broadcasters, in consideration of the diversity of interests, public accountability for resources and performance, and frequent intrusion of government policy and politics into the management. A further difficulty identified is that of retaining good managers (and other staff) at a time of rapid growth in this and allied industries, given the funding shortages existing in many PSBs.

#### 2.1.3 Why is it considered necessary to establish or maintain PSB in your country (e.g. with respect to education, cultural identity, information, etc.)?

*(25 responses from developing countries.)*

The responses to this question displayed a very strong agreement on the three key areas of:

- *Education.* Education and training are seen by virtually all respondents as an essential task for the PSB, particularly in respect of literacy and life-skills (health, agriculture etc.). PSB is the only service capable of offering the coverage and universally essential to the delivery of basic education at the national level.
- *Cultural identity.* In an age of globalization of communications and broadcasting, driven largely by commercial interests, the PSB alone can offer the services needed to foster the preservation of the national cultural identity, to offer a knowledge of national culture and heritage and to promote multi-cultural knowledge and tolerance.
- *Information.* The PSB has the opportunity to provide an essential service in delivering to the audience information services that are timely, informative, fair and balanced and of a high editorial standard. Information services offered by commercial networks are subject to conflicting pressures and are unlikely to offer the balance, openness and accessibility of the PSB. In addition, the PSB is seen as a highly efficient mechanism for the dissemination of

cultural information on government and government services (as health, welfare, weather alerts) in developing countries where alternative media (e.g. the press) have little penetration due to geographical, distribution, economic and literacy limitations.

**2.1.4 To what extent is PSB actively functioning in your country? What constraints are inhibiting (or have in the past inhibited) growth or establishment of a PSB?**

With only two or three exceptions, PSB is actively functioning in the developing countries with population coverage reaching between 35-99%, depending on the country. In the main, most of the developing countries have one or more national coverage, radio often being better represented than TV. The services provided include informing the public, cultural, agricultural, health, entertainment etc. PSBs responding are unanimous in their recognition of the importance of their services in safeguarding their country's cultural policies and in acting as spokesperson for their governments.

The main limitations to PSB growth are financial. Funds are needed both for developing the necessary infrastructure, capital investment, etc. as well as for trained personnel, training, programme production and maintenance (of old or obsolete equipment) where the PSB is frequently unable to obtain replacement parts. In some cases, operational/political bureaucracy are hindrances to further development of PSB. Competition with the private broadcasters is proving difficult for some; competition from satellite broadcasting was mentioned in one case as a hindrance to PSB development. In one case, a country suffering economic sanctions, imposed from outside, is finding it difficult to continue growth in the PSB sector.

**2.1.5 To what extent have deregulation of telecommunication and/or increasing commercial competition imposed new limitations on PSB? To what extent and how have the needs of PSB changed with the changing communications environment?**

**2.1.5.1 Developed Countries**

The nature of the broadcasting service will be heavily influenced by the trend towards liberalization of telecommunication infrastructure and services and increased competition in developing systems within recent legislation adopted in Europe, Japan and the United States. This should lead to lower costs for both audiences and service providers. However, closed circuit systems operated by "gatekeepers" such as conditional access networks could be abused to prevent the Public Broadcasting Services' broad population coverage. Accordingly, an effective regulation should be instituted to protect the continued access by the public to the services of the Public Broadcaster and to allow the PSB to compete on a fair and equitable basis with commercial broadcasting operators for the audience.

Public Broadcasting Services should adopt measures to attract the viewers and listeners by improvements in programming. Commercial competition has provoked a considerable decline in Public Broadcasting Services' audience share, particularly in television broadcasting. Public Broadcasting Services are facing the contradictory requirements of having to maintain the public charter of programmes as well as competitiveness. Public Broadcasting Services have had to become more effective in an effort to ward off the erosion of the audience base by the increasing number of satellite and cable based TV programme channels. The redistribution of "pirated" satellite programmes by commercial operators provides Public Broadcasting Services with unfair competition. Commercial broadcasting operators take away the broadcasting rights, advertising revenues, audience share and Public Broadcasting Services' legitimacy in the political debate. This problem should not be countered by imposing restrictions on commercial broadcasters but, rather, by creating fair competition conditions and encouraging coexistence between both types of broadcasters which allows both choice and diversity to the audience/viewership. Within the Public Broadcasting Services' mandate, an accent on cultural and informative programmes is expected. Innovative programming, together with new services such as data broadcasting and interactive television could be the solution to the new changing environment in developed countries. Relevant new objectives are still to be defined. At the same time, some claim that deregulation should ensure reduced costs in programme production and transmission. Some broadcasters have even managed to extend their audience reach, share and national support.

**2.1.5.2 Developing and Least Developing Countries**

The introduction of up-to-date, modern, informative, interactive and entertaining programmes is required in the changed communication environment. Lower audience and viewer shares have been reported. Competition has resulted in higher staff expectations in regard to job satisfaction and salaries. While deregulation has led to improvement of some

operational costs, it has also resulted in a drain of trained and experienced manpower to the commercial sector, reduced share of viewers and subsequent decline in commercial earnings. The commercial programmes devote little attention to detailed news bulletins and the concerns of the less numerous sectors of the population. On the other hand, the competition has led to the acceleration of the expansion of programmes of Public Broadcasting Services that have been planned for decades. Public Broadcasting Services must provide greater incentive packages, better training and working environments in order to attract and retain creative and innovative staff. Public Broadcasting Services need to provide varieties of good quality programmes and introduce new technology for efficient provision of services. To this end, a heavy investment will have to be made in Public Broadcasting, which is not considered a high priority area by decision-makers. Consequently, the funding of broadcasting projects from donors is almost a forgotten issue. With the reduction in advertising and sponsorship revenue income, some Public Broadcasting Services consider that subsidies from the treasury should be increased.

In all countries, the broadcasters, and in particular the PSBs, have a major stake in the establishment of the new order in converging media but are little considered in the development of the telecommunication policies that will guide it. There is thus a need for the ITU, at the international level, to encourage strongly the inclusion of PSBs at all levels of policy development in this area and to assist in assessing the consequences on them of policy decisions, such as spectrum auctions.

**2.1.6 From your experience in the past and in preparation for the future (i.e. in practice and theory) what method and strategies have been used or are contemplated in order to ensure continued high levels of creative, intellectual and technical quality, with respect to:**

- continued public service status;
- continued broad population coverage?

What approaches are used to continue Public Broadcasting Services status, and to continue to offer wide coverage?

Question 7 provoked a range of responses, nevertheless there are common elements and commonly shared approaches. Many broadcasters point out that Public Broadcasting Services essentially have to choose a delicate balance among programming of mass appeal, programming to ensure their national cultural heritage and programming of information and news. Often the notion of providing both is seen as the only way to ensure the survival of Public Broadcasting Services. Public Broadcasting Services must thus provide a good mix of popular and cultural programming. Several organizations stress that, in each case, they must use the highest programming standards. Some broadcasters point out that the cost of doing so can be reduced by co-productions and exchange. Others see their best strength in the fight against overseas channel dominance as local colour and content. Restructuring and business development are offered by broadcasters in the developed world as tools to ensure survival.

There is a common thread which is to adopt an aggressive approach to survival. There are far fewer proposals about ways to ensure continued wide-area coverage. One notion is to insist that all delivery media serving a country should be obliged to carry the PSB programming, (e.g. by satellite and cable).

It is clear that the Public Service Broadcaster must identify clearly the target audiences, within the various sections of the mandate, and then provide programmes that are relevant to them, if he is to remain competitive.

**2.1.7 What means are available for programme, production and equipment acquisition, technical maintenance and further development?**

The question produced a range of replies with some common ground. The question asked what means are available for programme production and transmission.

Some respondents interpreted this as a request for information on funding of the broadcast operation. In this case, the replies were license fees, government funding, or donor funding. Some organizations also have commercial income from advertising or shared programme rights.

Other replies interpreted this as a request for information about which hardware is available, and they responded by giving details (studios, tape recorders etc.).

A third group considered the term “means” to encompass production meaning local, in-house production or production by independent companies and they thus explained their circumstances here.

The replies to this question are thus indeterminate and further study is required.

**2.1.8 What new methods of financing and marketing can be developed to sustain PSB while still maintaining its traditional public service status, integrity and quality?**

There were a range of replies with developed countries apparently seeing a far wider range of options available to them than as seen by developing countries. The proposals included:

- co-financing of programme production;
- supplementing license fee or government grant by advertisements (though with safeguards);
- sale of archives;
- rental of studios or transmission facilities (e.g. networks, transmitters, antennas);
- sales of programmes abroad;
- sale of programme related books, tapes, magazines;
- long-term low-interest loans;
- sale of data services;
- supplementary pay TV services;
- profits from concerts;
- sponsorship.

It seems that Public Broadcasting Services in the developing countries have fewer options available thus making their survival even more difficult than those in developed countries.

**2.1.9 What measures or criteria have you used (or will use) to evaluate new technologies that are being considered for PSB use? What procedures should be carried out to ensure modernization is effective in terms of interoperability of networks; how are costs and benefits evaluated and weighed?**

Question 10 concerns the evaluation of new technology and such issues as modernization and interoperability.

Somewhat different criteria are proposed by different broadcasters. Broadcasters in the developed countries appear to approach the evaluation of new technology in a more structured way (as a management decision analysis).

The guidelines used included:

- technical quality available;
- cost-benefit;
- maturity of systems;
- likely life cycle;
- impact on staff and working practice;
- availability of technology;
- analysis of likely consumer take-up rate;
- degree of global use of the system;
- availability of spare parts.

New technology can be seen as having two functions:

- a) providing extensions to an existing service, and
- b) providing entirely new services.

No particular distinctions are made in evaluating the viability.

For many developing countries, there exist great difficulties in remaining in touch with the developments in technology and in influencing development programmes to take account of their specific needs. Thus the appropriateness of some technological developments may be questioned for applications in such countries.

### 3 Technical

#### 3.1 What are the technical problems which your broadcasting organization is facing at present?

The most pervasive cause of all technical problems is reported to be a lack of finances. The main technical problems are:

- equipment is old/obsolete;
- spares are inadequate or non-existent;
- maintenance/repairs are costly;
- administration procedures and delays in acquiring new equipment;
- coverage is often limited due to large area/low population density in many countries;
- personnel are not well trained/experienced;
- infrastructure is limited/non-existent;
- studio-transmitter connections are limited;
- archiving/storing programmes;
- networks providing inadequate coverage;
- population/spectrum were also mentioned once.

Any and all of these problems could be solved with sufficient financial support. An internal financial source is most difficult for developing countries.

#### 3.2 To what extent are analogue systems (e.g. PAL, SECAM, NTSC, etc. for TV and AM, FM etc. for radio) used at present in your country for PSB, and to what extent is it foreseen that these will be replaced by digital technology?

Analogue systems are mostly used (75%) with no current digital implementations.

For TV, PAL, SECAM, NTSC systems are used. For radio, AM FM, HF are used for national networks (anywhere between 1 and 4), regional programmes etc.

Digital techniques are used very infrequently. In general, a very slow introduction of digital techniques is envisaged; anywhere between 5-25 years has been indicated by some respondents, while others recognize the value of introducing digital techniques as soon as they are cost effective or add value to the broadcast.

Limited digital technology is sometimes being used at present; e.g. in recording studios, for news gathering, distribution (e.g. microwave links), production studios etc.

Some developed countries have no plans for introduction of digital equipment/techniques. One country will begin experimental DAB transmission in one year, some will introduce DAB after the year 2000/2005. DTTB may be introduced after 2000/2015.

The lack of a financial base is the primary cause of inaction/lack of interest.

#### 3.3 In your opinion, to what extent will future PSB transmissions be via terrestrial radio broadcasting, satellite broadcasting, cable network, or the Public Switched Telecommunications Network (PSTN)? What are the specific advantages/disadvantages of each that led you to this opinion?

Most developing countries foresee the continued use of terrestrial services. An introduction of satellite, cable or PSTN transmission is considered desirable but not often realizable (again for financial/infrastructure/institutional reasons).

Satellite transmissions are advantageous because of greater area/population coverage at relatively low-cost (capital-operational) multiple transmissions available from a single transponder, reliability/quality, ease of maintenance. Although the relatively low cost is agreed by most developing countries, for some of the less-developing countries the start-up costs are still prohibitive.

A further disadvantage is the reduced availability for the average user (“expensive” receivers not affordable for majority of population).

Cable transmissions and PSTN are generally considered to be less desirable (for developing countries) because of the lack of a necessary network infrastructure/penetration, installation costs, lack of portable/mobile reception.

In general, most countries foresee continued use of terrestrial transmissions with some level of satellite transmissions, to be introduced at a future date depending on the overall costs.

Less interest is shown for cable or PSTN transmission.

**3.4 To what extent and in what ways could interactive television or radio be used by public broadcasters in the future; e.g. with respect to educational programming, distance learning, viewer feedback, pay-per-view etc.?**

Possible use of interactive TV/radio is mainly of interest for distance learning, educational support in remote areas. Pay-per-view and viewer feedback is also of some interest. The main limitations for developing countries are the costs, necessary infrastructure (e.g. telephone lines etc.). A few countries have already introduced some limited services.

**3.5 How and to what extent are data services, e.g. teletext, Radio Data System (RDS), etc. useful, or could be useful, to PSB?**

Some developing countries are not using any type of data service. Some are using (or intending to use) paging, teletext, RDS, data services for traffic information, weather information, programme exchange etc.

It is felt by many that RDS, teletext, etc. will eventually become essential for Public Broadcasting Services. These data services could help finance Public Broadcasting Services, increase their efficiency, extend their penetration and impact.

Opportunities exist in developing countries for broadcast data services for telephone networks, national electricity distribution, etc.

**3.6 To what extent should PSB promote and finance research and development in communication technology (e.g. should PSB also be in the forefront of developing and thereby providing the necessary new technology, or is it sufficient to simply play “follow the leader”)?**

In general, most developing countries feel that Public Broadcasting Services should take the lead in Research and Development to ensure technological advances necessary for broadcasting. Unfortunately, the least developing countries are not in a position to actively participate in R & D and then must “follow-the-leader”.

A few countries felt it better to allow others to make the advances, and to adapt progress to the needs of Public Broadcasting Services.

Proposed ways of participating in R & D are:

- direct participation (at home laboratories);
- direct/indirect participation in outside institutions (e.g. Research institutes);
- global participation (e.g. ITU ISO/IEC, DAVIC etc.);
- regional.

**3.7 What methods can be applied to ensure an efficient use of the spectrum? (Methods to be considered may include digital technology, data compression, cable distributions, etc.)**

Some developing countries do not suffer from spectrum restrictions because of the limited number of existing services.

Most developing countries feel that all digital techniques can be used to increase the efficient use of the spectrum. These techniques include data compression, (e.g. MPEG-2), error correction, source coding, channel coding, COFDM transmission, single frequency networks, dynamic channel capacity assignment, cable, satellite etc. Furthermore, many feel that, additionally, proper spectrum planning and management techniques can also be of use.

**3.8** There are many new communication technologies being developed at present, e.g.:

- scrambling and encryption (conditional access);
- digital coding;
- signal decoding;
- data transmission;
- wide-screen TV (16:9);
- enhanced definition and high definition TV;
- digital audio and digital TV broadcasting;
- wide-band channels;
- multiprogramming (either with a single or multiple carriers);
- networking;
- Multichannel Multipoint Distribution System (MMDS) for broadcasting.

To what extent will these be integrated into PSB concepts and strategies?

Most developing countries felt that all listed technologies can and should be integrated into a future Public Broadcasting Services landscape. In general, no explicit plans are being made to do so. However, most want to maintain flexibility and make choices dependent on costs, economy, applications needed, compatibility etc. Data transmission within the broadcast could increase Public Broadcasting Services revenue. Some felt that scrambling/encryption need not be considered for Public Broadcasting Services.

## ANNEX 1

## Regional vision

(Text adopted by the Fourth European Ministerial Conference on Mass Media Policy – Prague, 7-8 December 1994)

## RESOLUTION No. 1

## The future of public service broadcasting

The Ministers of the States participating in the 4th European Ministerial Conference on Mass Media Policy (Prague, 7-8 December 1994);

*recalling*

the principles which were adopted on public and private broadcasting in Europe on the occasion of the 1st European Ministerial Conference on Mass Media Policy, held in Vienna on 9 and 10 December 1986;

*noting*

the importance of the changes which have taken place in broadcasting since that Conference, and in particular the emergence of the mixed system of public and commercial broadcasting;

*acknowledging*

that public service broadcasting, both radio and television, support the values underlying the political, legal and social structures of democratic societies, and in particular respect for human rights, culture and political pluralism;

*stressing*

the importance of public service broadcasting for democratic societies;

*recognising*

therefore the need to guarantee the permanence and stability of public service broadcasting so as to allow it to continue to operate in the service of the public;

*underlining*

the vital function of public service broadcasting as an essential factor of pluralistic communication accessible to everyone;

*recalling*

the importance of radio and

*stressing*

its great potential for the development of democratic societies, particularly at the regional and local levels.

**I General principles***affirm*

their commitment to maintain and develop a strong public service broadcasting system in an environment characterised by an increasingly competitive offer of programme services and rapid technological change;



*acknowledge*

in line with the conclusions adopted at the 1st European Ministerial Conference, that privately owned companies as well as public organisations may provide such a service;

*undertake*

to guarantee at least one comprehensive wide-range programme service comprising information, education, culture and entertainment which is accessible to all members of the public, while **acknowledging** that public service broadcasters must also be permitted to provide, where appropriate, additional programme services such as thematic services;

*undertake*

to define clearly, in accordance with appropriate arrangements in domestic law and practice and in respect for their international obligations, the role, missions and responsibilities of public service broadcasters and to ensure their editorial independence against political and economic interference;

*undertake*

to guarantee public service broadcasters secure and appropriate means necessary for the fulfilment of their missions;

*agree*

to implement these commitments in accordance with the following framework:

## **II Policy framework for public service broadcasting**

### *Public service requirements*

Participating States agree that public service broadcasters, within the general framework defined for them and without prejudice to more specific public service remits, must have principally the following missions:

- to provide, through their programming, a reference point for all members of the public and a factor for social cohesion and integration of all individuals, group and communities. In particular, they must reject any cultural, sexual, religious or racial discrimination and any form of social segregation;
- to provide a forum for public discussion in which as broad a spectrum as possible of views and opinions can be expressed;
- to broadcast impartial and independent news, information and comment;
- to develop pluralistic, innovatory and varied programming which meets high ethical and quality standards and not to sacrifice the pursuit of quality to market forces;
- to develop and structure programme schedules and services of interest to a wide public while being attentive to the needs of minority groups;
- to reflect the different philosophical ideas and religious beliefs in society, with the aim of strengthening mutual understanding and tolerance and promoting community relations in pluriethnic and multicultural societies;
- to contribute actively through their programming to a greater appreciation and dissemination of the diversity of national and European cultural heritage;
- to ensure that the programmes offered contain a significant proportion of original productions, especially feature films, drama and other creative works, and to have regard of the need to use independent producers and co-operate with the cinema sector;
- to extend the choice available to viewers and listeners by also offering programme services which are not normally provided by commercial broadcasters.

### *Funding*

Participating states undertake to maintain and, where necessary, establish an appropriate and secure funding framework which guarantees public service broadcasters the means necessary to accomplish their missions. There exist a number of sources of funding for sustaining and promoting public service broadcasting, such as: licence fees, public subsidies,

advertising and sponsorship revenue; sales of their audio-visual works and programme agreements. Where appropriate, funding may also be provided from charges for thematic services offered as a complement to the basic service.

The level of licence fee or public subsidy should be projected over a sufficient period of time so as to allow public service broadcasters to engage in long term planning.

#### *Economic practices*

Participating states should endeavour to ensure that economic practices such as the concentration of media ownership, the acquisition of exclusive rights and the control over distribution systems such as conditional access techniques, do not prejudice the vital contribution public service broadcasters have to make to pluralism and the right of the public to receive information.

#### *Independence and accountability*

Participating states undertake to guarantee the independence of public service broadcasters against political and economic interference. In particular, day to day management and editorial responsibility for programme schedules and the content of programmes must be a matter entirely for the broadcasters themselves.

The independence of public service broadcasters must be guaranteed by appropriate structures such as pluralistic internal boards or other independent bodies.

The control and accountability of public service broadcasters, especially as regards the discharge of their missions and use of their resources, must be guaranteed by appropriate means.

Public service broadcasters must be directly accountable to the public. To that end, public service broadcasters should regularly publish information on their activities and develop procedures for allowing viewers and listeners to comment on the way in which they carry out their missions.

#### *Means of transmission*

Participating states should ensure that public service broadcasters are guaranteed adequate means of transmission and, as the case may be, of retransmission, to enable them to fulfil their missions.

#### *New communications technologies*

Participating states should bear in mind that new communications technologies are giving rise to profound changes in broadcasting, which require them to develop clear principles for sustaining a system of public service broadcasting capable of evolving in the new technological context.

Participating states should encourage public service broadcasters to contribute to the development of research and experimentation in new communications technologies in close collaboration with industry, taking account of the interests of consumers.

Particular attention should be given to developing the opportunities offered by telecommunications for the introduction of digital broadcasting and new services.

Public service broadcasters should be able to exploit new technologies necessary for the fulfilment of their missions.

Participating states, together with public service broadcasters, should examine at regular intervals at the European level the impact of technological change on the role of public service broadcasting at both the national and transnational levels.

#### *European co-operation and solidarity*

Bearing in mind the possibilities offered by existing European structures, participating States should facilitate cooperation between those public service broadcasters wishing to collaborate and form alliances in areas such as programme exchange, the production of programmes, technological research and the development of multilateral public service channels.

The Council of Europe should follow closely the development of multilateral public service channels and study the problems which may arise in this respect.

## ANNEX 2

**Public Service Broadcasting: Cultural and Educational Dimensions**  
**(Extracts from the monograph of the same title published by UNESCO (CII-96/WS/8))**

It is in recognition of the prime importance of the educational and cultural functions of public service broadcasting that UNESCO's general Conference at its 27th Session in 1993 adopted Resolution 4.6 which requested the Organization "to support and promote comprehensive action focusing on the role and functions of public service, and in so doing to take the advice of the international, regional and national professional organizations concerned and of the National Commission". In pursuance of the resolution, UNESCO organized a three-day International Round Table on the subject at its Secretariat in Paris on 3-5 July 1995.

The general objective of the Round Table was to discuss the situation of PSB in the new technological and communication environment and propose ways of strengthening its cultural and educational functions. The meeting brought together some 60 participants and observers from national and international broadcasting organizations and associations; regional radio and television unions; UN agencies; as well as professional, research and cultural organizations and institutes.

In preparation for the Round Table, UNESCO commissioned a number of background papers on the subject. This publication presents the edited texts of seven of those papers. The pertinent issues dealt with in the background papers were by no means exhaustive but they provided a starting point for discussion and debate at the Round Table during which participants shared their experiences and proposed concrete measures by which public radio and television can more faithfully fulfil their public service mandate, despite the economic, financial and commercial restraints prevailing in the media industry.

## **1 Introduction**

If ever there was an opportunity to strengthen public service broadcasting (PSB) in truest fidelity to its mandate, and particularly with the advantages of technological advances world-wide, it is today. And if ever there were more obstacles and impediments to this task, it is also today. The increase in population, especially in developing countries and the inability of literacy action and educational programmes to keep pace with population growth point to the multiplier effect of broadcasting coupled with satellite and cable distribution as additional and highly potent educational instruments. Multi-media formats and the possibilities of inter-activity furnish additional arguments for the increasing role and place of broadcasting in the educational phalanx alongside libraries, conference halls and multi-purpose resource centres.

The rapid spread of news, information and cultural values over the air waves and via distribution cables has accelerated access to new information and exposure to different, in some cases, alien and even contrary values. This process has also become more or less global and inter-active; that is, it often evokes reactions and responses on the part of the audience, individually or socially. In this way, modern dress fashions, hair styles, liberal attitudes of the youth towards sex and heterogeneous relations as portrayed in music video and films, often conflict with the traditional norms of developing societies, by far the greater part of the world audience. In some cases, this process has caused grave international, social conflicts. And yet, the potential of electronic broadcasting to contribute to reinforcing coherent social and cultural values, to smoothing the transition from traditional mores to a modern mindset, to instilling the concepts of mutual understanding, tolerance and peace remains largely untapped.

One of the major factors in the balance of power in the media today is the fact that the national broadcaster is no longer the single source of programme fare. Major shifts in the economic and social control of programme origination have created new entertainment industries which manufacture magnetic and celluloid pleasures mainly according to the norms of the market – what sells and gives the quickest, largest return on multi-million dollar investments, regardless of the more profound and longer lasting educational, social or cultural costs. These entertainment industries dominate the top hundred positions in financial audio-visual markets. And in this market, the national broadcaster and the public service broadcaster are only programme browsers competing with higher paying distribution agencies.

Even in distribution, transnational “mega companies” have taken over global distribution of films and television programmes through a combination of satellite and cable distribution, making the national broadcaster a poor cousin in the trade where conventional transmission by hertzian waves has been bypassed and almost completely dominated by high technology. Only where national broadcasters have joined international consortia or established their own can public service broadcasting hope to compete in this market at a reasonable economic level and seek to fulfil the educational and cultural mandates of public service media.

With the fall of the Berlin Wall in late 1989, and the shifts in many countries in almost all regions towards more democratic processes and more liberal media laws, one would think that there would indeed be a rare situation for public service broadcasting to re-establish itself firmly as the principal system of audio-visual information to the world public. However, despite the cracks in the walls of autocracy everywhere, another force – commercialism which has long been in the looming now presents the most formidable challenge to the original mandates of public service broadcasting.

It would be unrealistic to hold that public broadcasting must shun commercialism and be forever beholden to the state of dependency solely on a system of licence fee collection for its existence in the future. This would effectively marginalize public radio and television, even possibly reduce it to an information organ of government, or cede the world audience to the commercialism offered by the transnational entertainment industries. However, public radio and television cannot be true to their mandate and at the same time yield to all commercial pressures, in effect erasing the distinguishing mark of public service broadcasting. It is equally important that public broadcasting maintain its editorial independence and cultivate its credibility before the public.

The challenges to public radio and television are thus colossal. But in the long run, people will want to listen to and see their national productions, transmitted in languages that they know. They will continue to want to see the reflection of their own changing reality. And that is the strength of public broadcasting; with the co-operation of the public, there is a good chance that public radio and television can deliver the service.

## 2 Summary of the background papers

Marc Raboy of the University of Montreal reflects on the idea of public service broadcasting, how it has evolved and what it means today. He links the idea of public broadcasting to the notion of citizenship and argues that it is necessary to guarantee its de-linking from both the political authority of the state and the economic leverage of the market. The key to this is not so much a particular structure or funding formula, but a set of objectives and practices based on democratic principles and the view that broadcasting can be a means of social and cultural development.

Raboy then maps the current world situation by developing a typology of the different systematic and institutional models one encounters at the present time. He identifies and discusses three principal types, namely, public service core systems, private enterprise core systems, and state core systems. Within the different cores systems are found various institutional models, characterized by different forms of ownership and control, mandate, models of financing, types of content and relationship to the audience.

On the basis of that typology, Raboy proposes a tentative “ideal-type” PSB that takes account of the need to clarify our conception of public service broadcasting in the new world context, the role that could be played by a range of broadcasting institutions with public service briefs, and strategies for dealing with various previously identified constraints.

Pierre Juneau, President of the World Radio and Television Council, recalls that the original position in most countries when radio was established and when television was developed was to use the broadcasting media for education, culture, information, entertainment and enlightenment. Juneau observes that countries have not always pursued these objectives with consistency, commitment or ability and that the will to make proper use of these technologies has weakened. Present technological and industrial developments also pose tremendous challenges as to how those original purposes should be achieved.

Noting that a public service approach to television and radio, as opposed to a strictly commercial approach, would contribute to cultural diversity in the world, Juneau argues that a system which associates broadcasting entirely with marketing and industry is “an unfortunate error” which has caused grave cultural deprivation in many parts of the world. He puts forward the proposition that a strictly commercial approach to television – even in large and rich markets – is not reconcilable with cultural goals and contends that the most basic element of broadcasting policy is the maintenance, development and support of strong and politically independent public institutions. While acknowledging that the history of public radio and public television over the last 50 or 60 years has revealed the many pitfalls, weaknesses and faults of such institutions, he concludes that it is wiser to find ways to improve these institutions than to change the system.

The nature of global satellite broadcasting services and their impact on educational and cultural development is taken up by Anura Goonesekera of the Asian Mass Communication Research and Information Centre. Goonesekera presents a general overview and analysis of the content and orientation of satellite broadcasting services in the Asian region.

He examines the potential and challenges offered by satellite broadcasting for promoting cultural and educational services (both formal instructions and non-formal education) and proposes several approaches to encouraging such services. These include special projects to encourage cultural and educational programmes, and harnessing groups of professionals, especially non-government organizations, for this work; the formulation of an agreed code of ethics – a minimum set of guidelines – to which all purveyors of satellite broadcasting must adhere; and the institutionalizing of some formal ways of recognizing cultural and educational contributions of satellite broadcasting such as an international award for excellence in educational broadcasting programmes.

Alfred Smudits of MEDIACULT analyzes the cultural and educational functions of public service broadcasting in Western European countries. He observes that from its inception, broadcasting in Europe was expected to accomplish an important democratic and cultural mission and was given the task of providing the entire population with information, education and quality entertainment. For economic reasons, the tasks implied in this mandate could only be performed by a state-regulated monopoly – i.e. public broadcasting services. This used to be the agreed opinion of the European countries and public service broadcasting prevailed until the early 1980s.

Smudits notes that since that period the media landscape of Europe underwent fundamental changes as deregulation of broadcasting was launched in almost all the countries. By the early 1990s, the broadcasting landscapes in all Western European countries had changed; it is now characterized by availability of more channels, more programme markets, more commercial air time, competition for programmes viewers and advertising market shares, internationalized media groups and investments, and concentration of television providers and media enterprises.

He examines the developments, the fundamental issues, perspectives and problems with respect to the cultural and educational functions of PSB in the wake of the changes. He concludes that if the PSBs are to effectively perform the democratic task of providing independent, free and pluralistic information and promoting cultural development, these tasks and functions must be formally enshrined in a broadcasting order which guarantees their independence and lays down the standards to be met, and ensures the provision of funds required to meet these standards.

Youri Khiltchveski of the Association for the Promotion of Culture assesses the status of culture and education in the programmes of electronic media in Eastern and Central European countries. He notes that the present state of the broadcasting media in Eastern and Central Europe is characterized by three main factors: increased competition, limited financial resources and a struggle for survival. In these conditions, he argues, cultural and educational programmes with a relatively low rating fall victim first. Khiltchevski calls for a serious revision of the policy of financing of public television and radio broadcasting and an elaboration of the strategy of state companies as an institution maintaining the unity of the nation, its culture and spirit.

To encourage the cultural and educational functions of public service broadcasting in Eastern and Central Europe, he suggests the creation of strengthening of independent non-profit, non-commercial bodies which would produce and disseminate cultural and educational programmes; requirements on commercial companies to allocate part of their time to cultural and educational programmes as a condition of licensing, the introduction of tax cuts for programme producers who specialize in creating and transmitting scientific, cultural and educational programmes, and the adoption of a professional moral code for editors and producers in the broadcasting media.

Charles Okigbo of the African Council for Communication Education examines the implications of the current wave of broadcasting liberalization for educational and cultural functions of broadcasting in Sub-Saharan African countries. He reviews the general functions of broadcasting in African countries and notes that, from its inception in Africa, public broadcasting was conceived as a vital tool of education and as channels for disseminating cultural information.

Remarking that liberalization of broadcasting increases the competitive atmosphere, Okigbo identifies and discusses a number of important implications for the educational and cultural functions of broadcasting in Africa. These include growth in entertainment-oriented programming that focuses on music for radio, and soap operas for television at the

expense of educational programmes; a decrease in the use of radio and television for public affairs, civics and development information; reduction in international news coverage, and increase in transmission of foreign programmes at the expense of local productions.

Rafael Roncagliolo, President of the World Association of Community Radio Broadcasters, discusses the public service functions of community radio and television in Latin America. Observing that the most common and permanent feature in the broadcasting milieu of the region is the predominance of commercial stations, he notes that community radio broadcasting dates back to the decade of the 1940s and was marked in the early decades by the linkage between radio and education.

The distinguishing feature of community radio and television in Latin America remains its attitude toward and aptitude for furthering education and socio-cultural development. Roncagliolo refers to the growing number of organizations which are devoted to developing community radio and television broadcasting as well as the emergence of legislation related to community media and concludes that such media have gained legitimacy in the region.

### 3 Synthesis of discussions

The background papers were presented at the International Round Table on the Cultural and Educational Functions of Public Service Broadcasting generated lively debate and discussions among the 60 participants. Following a synthesis of the three-day discussions with a focus on the salient points and major suggestions made to strengthen the capacity of public service radio and television to promote culture and education.

#### 3.1 Challenges to public service broadcasting

More than any other form of public communication, public service broadcasting epitomizes the normative position of the social responsibility paradigm. Developed as a coherent philosophical position in the 1930s by John Reith, the first Director-general of the BBC and the founding author of quintessential public service charters for broadcasting corporation across the Commonwealth, the notion of public service broadcasting refers both to an ideal and a model for specific institutions.

In Europe and across the world, particularly among the Commonwealth and the countries of Africa, Asia and the Middle East, public service became the dominant institutional form of broadcasting. Accepted by an ideological legitimacy and protected by regulation, public service broadcasting institutions grew in size, political importance and expenditure. The centrality of broadcasting today is underlined by the realisation that throughout the world, there are more television sets available than telephones and more radios than television sets. Indeed, broadcasting is the quintessential cultural industry and the closest thing we have to a universal cultural form.

The main principles and features of public service broadcasting were summarized at the Round Table as:

- i) universal geographical accessibility;
- ii) universal appeal across tastes and interests;
- iii) particular attention to the needs of minority groups;
- iv) contribution to a sense of national identity and community;
- v) distance from vested interests;
- vi) direct funding and universality of payment;
- vii) competition in good programming rather than for numbers; and
- viii) guidelines that liberate rather than restrict programme makers.

Some participants noted that by the 1980s, public service broadcasting as an institutional form was suffering from “an historic mid-life crisis”, a failure to communicate and share expertise, an inability to change with the requirements of changing circumstances. It was observed that public service broadcasting was faced with challenges and dilemmas from at least five directions:

- 1) market forces have been favoured by ideological and political tendencies in an age of “information capitalism”, and the competition makes public service broadcasting institutions appear as liabilities on the public purse;

- 2) rising costs and inflation, taken together with falling revenue from licensing and loss of market share, have tested government's commitment to provide continued adequate funding;
- 3) new technologies, most notably digital signal compression and editing as well as cable and satellite signal distribution, have undermined the concept of spectrum scarcity as a rationale for regulation;
- 4) the ideal of a national broadcasting systems as a mainstay of indigenous culture is undermined by the disparity between the low cost of imported programmes and the high cost of indigenous productions, and
- 5) impartiality and political independence, the traditional commitment of public service broadcasting, have come under stress, not only in less developed and transitional societies, but also in prosperous "first world" countries.

### **3.2 The concepts of "public service", "commercial" and "private" broadcasting**

The conceptual meanings of the terms "public service", "commercial" and "private" when applied to broadcasting generated considerable debate among the Round Table participants. The general opinion was that the primary objective of commercial broadcasting was to make profits, while public service broadcasting was driven by public policy objectives and audience needs. To fulfil their objectives, commercial broadcasters need specifically targeted or niche audiences, while public service broadcasters generally need to address mass audiences.

However, some participants were of the opinion that it was inappropriate to make hard and fast distinctions between public service broadcasting and commercial forms of broadcasting since in some contexts the two were often combined, with the commercial arms cross-subsidizing the public service broadcasting mandates. There was a blurring of these two forms of media. While there were criteria for both, the definitions of the forms of broadcasting were no longer watertight categories, but should be seen as a continuum. It was agreed that a distinction should be made between public service broadcasting and private broadcasting, although it was acknowledge that private broadcasters could fulfil public service mandates.

In terms of the funding of public service broadcasting, participants noted that no single model of funding existed; rather there was a range of funding possibilities including:

- i) public funding;
- ii) direct contributions by the state;
- iii) commercial activities;
- iv) levy on the private sector; and
- v) a trust fund into which revenue from both public service and commercial broadcasters could be directed, and redistributed according to a formula based on how well each fulfilled a public mandate.

### **3.3 The ethical and cultural imperatives of public service broadcasting**

A number of participants observed that broadcasting was not just a technical question, but also involved moral and ethical issues and mentioned the need to develop a political will to sustain public service broadcasting. Some participants contended that public service broadcasting should seek to foster the creation of a social consensus – a political will to create an independent institutional structure; in this respect, governments should stand behind the existence of public service broadcasting should endeavour to restore that will by enlisting the support of their viewers and listeners.

A few participants pointed out that the need for the broadcaster to find a new mechanism to address the public service objectives was strategically a political and ideological question. It was essentially strategic – since otherwise public service broadcasting was in danger of disappearing or at least being marginalized. Creating the political will for a public broadcaster to operate within civil society was a long-term strategy. In this regard some speakers called attention to the need to maintain or preserve the editorial independence of public service broadcasting, and protect the notion of freedom of expression. This could be done by maintaining at an arm's length the role of the state in the regulation of broadcasting. It was pointed out that for many societies in transition to democracy, the historical lack of editorial independence of broadcasting organizations was a severe handicap to their acceptance. In the past, in many cases, the authorities in what was previously "Eastern Europe" has turned radio into a propaganda tool; consequently in some of the countries there was low credibility in public broadcasting institutions.

Several participants noted that the issue of the ethical value of public service broadcasting was closely allied to the question of the relationship between the broadcaster and the state. It was observed that in Eastern and Central Europe, for instance, further democratization of broadcasting organizations was required to hold at bay the direct interference of the state. There are serious efforts to transform state-owned channels to public channels in the region.

On the issue of the contribution of public service broadcasting to cultural development, it was observed that the cultural mission of public service broadcasting implied a corrective function to the laws of the broadcast market to facilitate the production of programmes for which there was no mass audience. This was particularly important in a deregulated and competitive market, as is the case in West European countries. In the view of one participant this could be achieved by a political consensus whereby such programmes are regarded as valuable cultural goods which serve the development of socially desirable, ethical and aesthetic values and which strengthen cultural identity.

Some participants argued that culture was vivid and adaptive, and there was a need to exchange cultures in order to break down barriers. It was also suggested that culture was a multi-faceted concept with at least two strong dimensions:

- i) the preservation of the values, norms attitudes, history and achievements of a people; and
- ii) an on-going strategy of transformation and adaptation to changing circumstances.

Public service broadcasting should reflect the best of the old and integrate the best of the new. Popular culture was an important part of cultural integration, particularly in less developed and transitional societies.

### 3.4 The audience

A central theme running through the discussions was the place of the audience in public service broadcasting. As one participant remarked, broadcasting could not be adequately discussed without a full consideration of the question of audience and a key question was on how to keep the audience loyal to public service broadcasting.

Several participants raised the issue of the nature and composition of audience for public service broadcasting and the most appropriate ways of measuring these. The consensus was that audience situations differed from country to country and that in many countries there was a very real danger that audience for public service broadcasting would drop to the point where the audience would be insufficient to justify the maintenance of public service broadcasting.

Some participants drew a distinction between “audience reach” which was equated with the “penetration” of potential audience and “audience share” which was equated with “viewership” and “listenership”. It was remarked that since there was a finite number of viewing and listening hours among the audience, it would be more useful to talk of “reach” (i.e. potential ability of people to listen or watch if they so choose, and which was more representative of the population as a whole) rather than “share” (i.e. how the channel fares *vis-à-vis* other channels within the media landscape, and which was the primary method used in the advertising world).

A participant noted that whether the salient measurements was “share” or “reach” depended largely on the interests and objectives of the broadcaster. A small, focused audience was sometimes better for advertisers with something specific to sell, while a mass product demanded a mass audience. He suggested that public service broadcasters must take the same approach, and decide precisely what they are trying to achieve: either the largest possible audience or a potential audience which are part of the population, for instance a cultural or linguistic minority. However, another participant posed the question: if public service broadcasting is to be confined to a specialized service, which one is it to be? Information? Entertainment? He contented that generalized broadcasting across genres remained the choice of both suppliers and users, and that the most popular channels – both in Europe and the United States – were not the array of speciality channels, but the broadly based terrestrial channels.

It was observed that to fulfil their mandates, public service broadcasters should be reaching the overwhelming portion of the population. Public service needed to provide a range of programming which was universal and responded to the interests of most people within a given area. This would imply that they address a wide range of programmes, including genres which are both entertainment and informational in orientation.

While there was support for the idea that public service broadcasting should cover programming diversity through servicing the needs of minorities, a number of speakers pointed to the need for public broadcasters to be mindful of maintaining substantial audiences. The point was also made that in a situation where public service broadcasting was not financed outright by the government then it was important to defend “share” and “reach”.



### 3.5 Local content and regional co-operation

Another salient point made during the discussion was the distinction between “local” broadcasting, taken to mean the production and dissemination of broadcast material within a national border, and “regional” broadcasting, which refers to transborder cooperation.

Several participants were of the opinion that, in the face of the globalization of technology, the commodification of broadcasting and the fears of media “imperialism” as an intrusion on the sovereignty of the nation state, the promotion of localization in broadcasting had become a rallying point for public service broadcasting. A number of participants from both developed and developing countries called for the indigenization of media to adapt them to local and national cultures.

It was noted that the actual level of local content varied greatly from country to country. In the Arab countries as a whole, radio airs mostly local programmes, while on television the ratio of foreign programming to local programming in the prime-time slots is 60-40%. In Africa, there are only a few countries, such as Nigeria and South Africa, where local content is above 60%. The dilemma of African countries coping with international programming was posed by a participant who observed that while a US\$ 100 would buy an episode of *The Young and the Restless*, the same amount was insufficient to make more than a few minutes of local production.

A number of participants stressed the need for co-operative ventures in programme production in those parts of the world which are vulnerable to “media imperialism”. Others were of the opinion that collectively, public service broadcasters had access to a significant pool of shared experience, and that public service broadcasting programming should address various communities, both nationally (within borders) and regionally (across borders).

### 3.6 Public service broadcasting and new information technology

An important question raised during the discussion was whether public service broadcasting should make use of all technical means available, including pay television, interactive television, media on demand and internet. Two schools of thought were outlined on this question. The first was economic, and questioned whether PSB should expand into the media “market”. The second position proposed that in each country, according to its means, the priority was for public service broadcasting to use new information technologies in order to compete successfully with private channels.

Several participants observed that if public service broadcasting institutions did not take advantage of new technology, they would be marginalized. The general consensus on this issue was that new technologies should be exploited by public service broadcasting institutions – within the confines of economic feasibility – to further their educational and cultural mandates.

### 3.7 Concluding remarks

The background papers presented at the Round Table and the ensuing discussions strongly indicated that public service broadcasting as an institutional model of broadcasting had a significant function to fulfil in cultural and educational development of society. In concluding this synthesis, it is worth noting that, although the Round Table did not result in specific recommendations or resolutions, several suggestions were made in the course of the discussions to strengthen public service broadcasting institutions as instruments for cultural and educational development. The suggestions included the following:

- 1) There should be a culturally and regionally specific approach to public service broadcasting so that, while the basic philosophy is the same across different nations and regions, institutional structures, methods of funding, and programming goals may differ as circumstances dictate.
- 2) Public service broadcasting institutions should strive at developing programme formats which offer entertainment to the audience while at the same time offering it content of high information, education and cultural value.
- 3) Public service broadcasting institutions must endeavour to sustain political will supporting their existence and maintain the audience support.
- 4) Public service broadcasting can, and should, operate at different levels – national, regional, local and community levels. While retaining national channels to serve national integration and keeping their ability to address national audiences, at the same time public service broadcasting institutions should also operate at regional and local levels to provide content of immediate and direct interest to the audience at those levels.

- 5) The cultural role of public service broadcasting consists primarily in reproducing the national or ethnic culture of the audience in the entirety of its programming so that the audience can always be kept in touch with their history, language arts, religion and other cultural values and traditions. For this purpose, public service broadcasting should rely primarily on domestically produced programming. It should also seek to indigenize programme genres, forms and means of expression and content, so as to adjust them fully to the culture of the audience.
- 6) Public service broadcasting has played an important role in enhancing access to good quality education particularly through distance education methods. This role should be significantly enhanced in view of growing demands for lifelong education.
- 7) Public service broadcasting institutions should use new media technologies for programme production and delivery. They should take advantage of advances in communication technologies in developing educational applications, particularly with a view to ensuring interactivity.

## ANNEX 3

**List of administrations and organizations which replied to ITU-D Study Group 2  
Question 8/2 questionnaire**

01	All India Radio	36	Kazakstan Radio and Television Corporation (KTV)
02	Australian Broadcasting Corporation	37	Kenya Broadcasting Corporation
03	Bayerischer Rundfunk, Germany	38	Korea (Rep. of), Ministry of Information and communication
04	British Broadcasting Corp. Broadcasting House, UK	39	Malawi Broadcasting Corporation
05	BRTN, Brussels, Belgium	40	Malaysia, Radio TV
06	Radio Botswana	41	Malaysia, Radio TV, Engineering Division
07	Brunei, Radio Television	42	Mali/Afrique République de l'Ouest, Office de la Radiodiffusion. Télévision du Mali (ORTM)
08	Bhutan Broadcasting Service	43	Mauritania Radio
09	Cameroon Radio Television	44	Mongolian Radio & TV (MRTV)
10	China, Ministry of Radio, Film & TV, Beijing	45	Netherlands Broadcasting Corporation
11	Chinese NATCOM	46	Nigeria, Federal Radio Corporation
12	Cuba, Ministerio de Comunicaciones	47	Nigerian Television Authority
13	Cyprus Broadcasting Corporation	48	Norddeutscher Rundfunk, Germany
14	Czech Radio	49	Philippine Broadcasting Service-Bureau of Broadcast Services
15	Czech Television	50	Rwanda (Rep. of), Ministry of Transport and Communications
16	Denmark, National Telecom Agency	51	Radio Cayman, Cayman Islands
17	Denmark Radio	52	Singapore Broadcasting Authority
18	Denmark, TV/2	53	Slovenia (Rep. of), Ministry of Transport, Communications and Telecommunications
19	Deutsche Welle, Germany's International Broadcasting Service	54	Societatea Romana de Televiziune
20	Dominica (Commonwealth of), Marpin TV Co. Ltd.	55	Société Côte d'Ivoire-Télécom
21	Empresa Hondureña de Telecomunicaciones	56	Swedish Broadcasting Corporation
22	Equatorial Guinea (Rep. of), Ministry of Transport, Information and Communications	57	Tanzania Broadcasting Commission
23	Estonia, Ministry of Transport and Communications	58	Tanzania (United Republic of), Ministry of Information and Broadcasting
24	Estonian Television	59	Television New Zealand LTD
25	Ethiopian Television Organization	60	Telewizja Polska S.A. – TVP S.A., Poland
26	European Broadcasting Union	61	Thailand, The Government Public Relations Department
27	Finnish Broadcasting Company	62	Turkish Radio Television Corporation
28	France Telecom	63	United Arab Emirates, Abu Dhabi Radio
29	Ghana Broadcasting Corporation	64	United Nations Educational, Scientific and Cultural Organization
30	Gibraltar Broadcasting Corporation	65	World Radio and Television Council
31	Honduras Telecommunication Company		
32	Hungarian Radio		
33	Hungarian Television, International Relations and Festival Directorate		
34	Hungarian Rep., Ministry of Transport, Communication & Water Management		
35	Jamaica, Broadcasting Commission		

