

Contribution of public service media in promoting social cohesion and integrating all communities and generations

Implementation of Committee of Ministers' Recommendation Rec (97) 21
on media and the promotion of a culture of tolerance

Group of Specialists on Public Service Media
in the Information Society (MC-S-PSM)

Contribution of public service media in promoting social cohesion and integrating all communities and generations

*Implementation of Committee of Ministers' Recommendation Rec (97) 21
on media and the promotion of a culture of tolerance*

**Report prepared by the Group of Specialists
on Public Service Media in the Information Society (MC-S-PSM), November 2008**

**Directorate General of Human Rights and Legal Affairs
Council of Europe
Strasbourg, June 2009**

Édition française : *La contribution des médias de service public à la promotion de la cohésion sociale et à l'intégration de toutes les communautés et générations*

Directorate General of Human Rights and Legal Affairs

Council of Europe

F-67075 Strasbourg Cedex

<http://www.coe.int/>

© Council of Europe 2009

Printed at the Council of Europe

Contents

Executive summary	5
Introduction	5
Key developments	6
Workforce	6
Requirements	11
Content and services	13
Conclusions, recommendations and proposals for further action	18
Conclusions	18
Recommendations and proposals for further action	20
Appendix A. Recommendation No. R (97) 21	22
Recommendation No. R (97) 21 on the media and the promotion of a culture of tolerance	22
Appendix to Recommendation No. R (97) 21	22
Appendix B. Questionnaire on public service media and the promotion of a culture of tolerance	24

Executive summary

Tolerance is one of the core values of our civilisation. The progress our societies made in the course of their histories is, *inter alia*, largely driven by the tolerant, open minded approach of nations and individuals. Without tolerance and openness to values of others there is no real communication and co-operation. Promoting tolerance as a general attitude in our culture therefore is essential for the European societies. Beside our systems of education the public service media is also a custodian of the European cultural heritage. Furthermore, PSM is also a common reference point for our societies. As such, PSM providers are in the position to make substantial contribution to promoting the culture of tolerance.

The report provides a summary of key developments in the public service media across Council of Europe member states in the following areas: workforce development, including measures to improve the diversity of the workforce and to develop codes of conduct and statements of values; legal and other requirements imposed on public service media by governments, legislators and regulators; the content and services provided by public service media.

The purpose of the document is to present an overview of how PSM contributes to the promotion of the objectives set out by the Council of Europe Recommendation No. R (97) 21 on the media and the promotion of a culture of tolerance. The general perception flowing from collected information is

that the general culture of tolerance has improved, in part thanks to the work of public service media. While the political will to support the PSM in carrying out its remit efficiently is visible, specific problems can be signalled in relation to resources: a shortage of sufficient resources in order to provide programmes concentrating on the issues of tolerance, discrimination, social cohesion; a lack of journalists with sufficient experience in this area; a lack of funding for recruiting good staff; a lack of qualified personnel of various ethnic origins among media professions.

In general, the issue of the PSM's promotion of social cohesion and a culture of tolerance depends to a large extent on the general and/or specific legal framework which is set to govern the respective institution's work. The legal framework, in turn, appears to be depending to a considerable degree on the general approach of the country at hand as regards minorities and the reflection on diversity and tolerance in society. Therefore, often the "cultural tradition" of a state is decisive for the formulation of focuses on the manner in which the issues of a multicultural/multi-ethnic society and, subsequently, of integration and instruments to achieve a higher level of tolerance is to be dealt with.

There is a general tendency in respect of PSM to have recourse to instruments of self-regulation in order to find appropriate and suitable answers to the questions posed by the role of the media in promoting a climate of

tolerance and making a contribution to better integration. The issue of tolerance and integration is not only linked to ethnic minorities but also to other groups of society the members of which are characterised by a certain degree of being distinguished from a "normal" person. There may be the impression in some cases that measures addressing those groups' special needs and paying specific attention to their situation is, at the moment, more in the focus of concern. Still, the overall contribution of raising sensibility to this sort of implications for reporting, internal structures and staff of public service media, etc. should not be underestimated since it may positively enhance a general climate of tolerance which may induce also benefits for the appraisal of the situation of ethnic or other minorities.

PSM should continue to play an active role in the promotion of a culture of tolerance in our societies. The Council of Europe has to follow the situation in member countries and encourage every action capable to contribute to social cohesion. Good practice examples should be widely disseminated via for instance conferences/workshops for public service media providers and decision-makers. A shift of emphasis seems to be necessary from the theoretical thinking to the identification and handling of practical problems in the related activities of the Council of Europe. In this regard the role of monitoring based on elaborate methodology seems to be of paramount importance.

Introduction

This report was produced by the Group of Specialists on public service media in the information society (MC-S-PSM) during the years 2007 and 2008. MC-S-PSM is a subordinate body of experts of the Committee on the Media and New Communication Services (CDMC). According to its terms of reference the group shall, *inter alia*,

"prepare a report on the contribution of public service media to the implementation of Committee of Ministers' Recommendation No. R (97) 21 on media and the promotion of a culture of tolerance, examining, *inter alia*, how public service media can play a part in promoting social cohesion and integrating all communities and generations, and propose, if appropriate, further action on this subject".

This task is also connected to item 13 of the Action Plan adopted by the 7th European Ministerial Conference on Mass Media Policy held in Kyiv, on 10 and 11 March 2005.

For the purposes of this study MC-S-PSM compiled and circulated a questionnaire, attached as annex B to this report (page 24), among parties represented in the CDMC. The Group of Spe-

cialists received replies from 16 states in total (Austria, Bulgaria, Croatia, Cyprus, Czech Republic, Finland, Germany, Greece, Hungary, Latvia, Moldova, the Netherlands, Norway, Portugal, Sweden, the United Kingdom) and from one NGO, the Media Diversity Institute of London. The compilation of these responses, except of Hungary's response, that is accessible separately, is available as document MC-S-PSM (2007) 006.

Having received the responses a summary of them was produced by Ms Deirdre Kevin, consultant of the Council of Europe. This summary is available as document MC-S-PSM (2007) 008.

When evaluating these partial results MC-S-PSM also found the need to analyse further national examples. To this end a short study was prepared by the Institute of European Media Law (EMR) of Saarbrücken/Brussels. This study, provided under the title *The Contribution of Public Service Media to Social Cohesion and to the Promotion of Culture of Tolerance*, describes related practices from Denmark, France, Poland, Slovenia and Spain. The analysis of practices from these countries was made in the logic of the aforementioned questionnaire as circulated by the MC-S-PSM. As a consequence the

analysis of Ms Deirdre Kevin and of the EMR provided compatible results.

Further valuable contribution to the work of MC-S-PSM was made by the European Broadcasting Union (EBU). This contribution was twofold. On the one hand, the EBU published professional studies providing practical guidance in cases of broadcasting programmes where questions of minorities are involved. Beyond drawing the attention of MC-S-PSM to these studies, the EBU, on the other hand, also provided a compendium of best practices on the contribution of public service media to social cohesion and to the promotion of culture of tolerance. This compendium comprised examples from Denmark, Poland and from the public service broadcasters of Germany.

The present report is based overwhelmingly on the studies and documents referred to above.

The report provides a summary of key developments in the public service media across the member states of the Council of Europe in three areas:

- ▶ workforce development, including measures to improve the diversity of the workforce and to develop codes of conduct and statements of values;
- ▶ legal and other requirements imposed on public service media by governments, legislators and regula-

tors; and other special commitments made by public service media;

- ▶ the content and services provided by public service media.

The report focuses on recent and current actions and developments. It does not attempt to evaluate or assess their success or otherwise or to comment on the extent to which public service media are satisfying the terms of the Recommendation. However, where relevant, the report refers to other research or reports which comment on these questions.

The purpose of the present report is to present an overview of how public service media contributes to the promotion of the objectives set out by Recommendation No. R (97) 21 of the Council of Europe, that is attached as annex B to this document. It has to be noted that the analysis provided here by MC-S-PSM is necessarily narrowed to a particular area: to the role of public service media. While the scope of the recommendation covers all types of media the mandate of the Group of Specialists extended only to its aspect related to public service. As a consequence this report is not a substitute for the overall assessment of the practical effects of the recommendation on the practice of the European media; however, it may serve as a serious input for this work.

Key developments

Workforce

Training schemes and specific actions

Regarding the existence of ongoing training schemes or actions within the PSB to educate media professionals on the role that media play in promoting tolerance, the PSB broadcasters of most countries placed more stress on the general education and training of journalists. There were several countries where no such schemes exist outside of general training (Latvia, Cyprus, Bulgaria, Croatia, Denmark, Slovenia, Spain, Hungary). However, in

many of these states several one-off events have occurred: a specific course for reporting on ethnic diversity during elections (Croatia); the involvement of journalists in external training schemes addressing the promotion of the culture of tolerance (Bulgaria, Moldova); the co-organisation of events such as seminars regarding the Roma population (Bulgaria). Additionally, most respondents noted that while no specific training schemes exist in relation to tolerance and understanding, general training on media ethics is provided that may address this, and internal codes exist (to be addressed below). Also, reference was made to

the training in ethics as part of the curricula of journalism training schools and universities (Portugal).

The Training Centre of RTP, the Portuguese PSB, participates regularly in conferences and seminars on the implication of the media in the promotion of multiethnic and multicultural societies. Specific training schemes for journalists in relation to diversity issues such as disability are provided in Austria, and language training is also provided in Carinthia (ethnic Slovenian minority region) for both the German and the Slovenian staff in the mutual native languages. The Finnish broad-

caster YLE has actively co-operated with other European public service broadcasters and NGOs in developing tools and methods to promote diversity and to benchmark good practices in these areas. This included a media education and work training project for immigrants and ethnic minorities, an extension of a long term policy of training for television journalists and recruitment.

France Télévisions started in 2004, in the framework of the "Plan d'Action Positive pour l'Intégration" with a working group gathering representatives of all television genres. This is aimed to ensure the appreciation and support of diversity in the channels' programming. In Poland, according to the National Programme of Counteracting Racial Discrimination, Xenophobia and Intolerance (2004-09), a system of training and workshops for media professionals, especially for those of minorities, has been established, developing further a former more regionally based training programme. Besides, some monitoring meetings on the minority issue have taken place (2002 and 2003), and there are also some workshops and seminars of media professionals including minority associations and minority media experts.

The German ARD describes an ongoing tradition of internal and external training and development of management leadership skills regarding migration and integration issues and to strengthen intercultural skills, including various programmes for promoting young journalists and trainees from immigrant backgrounds. The regional PSB the Westdeutscher Rundfunk (WDR) has introduced "diversity" as an obligatory module in its leadership development courses. The CIVIS Media Foundation of the ARD and ZDF run an Academy for professional development in the media for both media professionals and students that promote innovative and professional treatment of the ways in which European societies are shaped by immigration. The "Boundless" Cultural Diversity Media Award (launched 2007 and an extension of WDR work) is de-

signed to highlight contributions to cultural diversity and cross-border journalism and strengthen professional collaboration in this area. It involves young professionals from different cultures in the European Union, the Euro-Med region and the European Broadcasting Union (EBU) area.

The Dutch Media Act requires action with regard to the representation of minorities. The PSB conducts a monitoring of its output in this area, and has fostered the discussion on diversity from within with attention to the subject of PSB policy by a special working group, and externally through the organisation of symposia on representation and multiculturalism.

The Swedish PSB, SVT has a Multicultural Centre charged with raising the consciousness of multiethnic and multicultural issues throughout the corporation by visiting all the units, informing the staff about the recent developments in Swedish society, and by focusing on the relations between the majority and the minority groups.

In the United Kingdom, the BBC has established a system of senior executives mentoring promising staff with disabilities and from ethnic minorities, and also offers several training courses on diversity and the portrayal of the diverse communities. The BBC has both a Head of Diversity and a Diversity Commissioner; the latter oversees all commissioning briefs to ensure diversity in content. Channel 4 works closely with multicultural communities, promotes multiculturalism throughout its programmes, and provides diversity training for its staff.

In this context, most respondents also mentioned the obligations they have to produce multicultural programming, the types of programming produced, and also internal codes that related to standards and tolerance for media professionals, all of which are dealt with in detail below. Hence, the first recommendation, as it relates to training, of Recommendation No. R (97) 21 is really only being met in the more established richer PSBs of western European states.

Diversity of workforce

In general there is no positive promotion of employment of ethnic minorities or any other groups in many of the PSB organisations (Austria, Bulgaria, Croatia, Cyprus, Finland, Latvia, Portugal), whereby employment is based on skills and qualifications only. Particular efforts are made to have a high level of minority employees in the areas where minorities are strongly represented among the population (Carinthia, Burgenland) in Austria. According to some respondents, a significant number of professionals of different ethnic origin make up the workforce of the public broadcaster (in Croatia and Cyprus). In Portugal it is estimated that a fairly insignificant percentage of employees at RTP are from immigrant or multicultural backgrounds.

According to the response from Czech Television, people of other nationalities, ethnic origins or citizenship are specifically sought during recruitment. No information is available as to the diversity of the public service media workforce but the respondent assumes that it reflects the multiethnic and multicultural diversity of Czech society.

The German PSBs also actively search for, and promote, talented individuals from immigrant backgrounds. However, the demand for journalists from immigrant backgrounds is currently greater than the supply of qualified staff. Rundfunk Berlin Brandenburg (rbb) runs a "World Wide Voices" yearly talent search for young media professionals of migrant background. The "WDR grenzenlos" training programme also promotes young journalists from immigrant backgrounds and attracts new talent to programme making at WDR. Regarding the ZDF (the second national PSB) there is a positive policy of employment of members of minorities in the editorial departments, although they also note a shortage of well-trained journalists from migrant backgrounds. In the German system of public service broadcasting the idea of diversity of workforce is also present at the level of supervisory boards. The Supervisory Board of the regional public service

broadcaster (*Rundfunkräte*) has to feature members who represent certain groups of society, namely the elderly as well as handicapped and immigrants/people with a so-called migration background.

The Dutch government funds various media initiatives that encourage the participation of minorities in the media. The national public broadcaster has drawn up a code of conduct on diversity, whereby the workforce should reflect the Dutch population: all ages, genders, indigenous people/natives and migrant groups. Specific initiatives such as "kleurentv" ("colour tv") exist to increase the level of minority groups in the workforce. The broadcasters co-operate with the Media Academie to raise the percentages of staff with a multicultural background. Under the Dutch Media Act, local and regional public broadcasting, particularly those operating in areas of high levels of ethnic minority populations, also have obligations to promote multiculturalism in programming and employment.

Diversity is an important goal for the Norwegian NRK, and targets are set for recruiting more people with multicultural backgrounds. In most advertisements the applications of people from ethnic minorities are especially encouraged. From 2008, NRK is planning to start special training courses for young journalists from different cultural backgrounds.

In the United Kingdom, the BBC's approach based on the BBC Diversity Strategy (2005) involves setting targets (percentages of the work force) to help ensure that the staff reflects society as a whole, including its multi-ethnic and multicultural character. Channel 4 also strongly encourages applications from ethnic minorities for work and training schemes, and provides support to Black and Asian owned Production Companies by organising networking events with Commissioning Editors. S4C also encourages applications from ethnic minorities and will launch a dedicated full time new entrant scheme for black and/or ethnic minority persons in Wales.

In 2002/03, DR, the Danish public service broadcaster organised a traineeship in the media for 12 young people of ethnic minorities, which were offered five weeks introduction to the profession followed by six months practice in the media. Primarily the goal was to inspire the young participants to apply to enter into studies of journalism. Secondly the project was hoped to serve as an eye-opener to the journalists of the media hosting the programme in terms of realisation of the extra value these young persons of ethnic minorities added to the work.

For France, mention was made of the project "Pluriel-Media" in which, in 2005, actions to promote diversity among the personnel of enterprises were organised, e.g. conducting a survey on the diversity among the workforce, in the formation for journalists, and so on.

In Poland, the situation has changed recently in order to fulfil both the National Programme's obligation as well as representatives of minorities' expectations. In 2005, according to a new task introduced in the Broadcasting Act, branch directors of public media, when appointing Programme Councils of branches broadcasting programme services in the languages of national and ethnic minorities and in regional languages, shall take into account candidates put forward by social organisations of national and ethnic minorities and communities speaking regional languages. National and ethnic minorities should be proportionally represented in branches. Currently representatives from Lithuanian, Belarusian, Ukrainian, Jewish, German and Karaims minorities were appointed to the radio regional Programme Councils in Białystok, Koszalin, Kraków, Rzeszów, Wrocław and in regional TV channel Opole. This could have the effect that the number of programme services and participation of people belonging to minorities rises.

In Slovenia, action is taking place with a view to educating journalistic skills for a group of members of the Roma community. Members of this community are already making a radio pro-

gramme. In programmes specialised for the Italian and Hungarian ethnic minority, respectively, also most of the employed are members of these communities. But there are no stipulations, which would systematically cover the concern to ensure diversity of workforce.

The Spanish PSB RTVE has taken measures for the diversity of workforce supporting disabled people.

At the Hungarian PSB MTV almost all of its colleagues creating the minority programmes are actually members of those specific minorities (Serbs, Croats, Slovenes, Germans, Slovaks, Roma, etc.). In the case of the Roma, MTV aims to employ Roma presenters, but their number does not reflect the proportion of the Roma minority in society yet. The MTV and the Ministry of Social Affairs and Labour also jointly launched the so-called Roma Trainee Programme in January 2006. Two one-year programmes have been completed by the company, with four graduates in the first who were all given an employment contract by MTV. The programme is continuing with similar results expected. Beyond this programme an "Equal Opportunities" scheme is currently under negotiation with the trade unions, one of its objectives being to train young Roma people. The proposed Equal Opportunities scheme declares that in line with paragraphs 21-23 of the Hungarian Act on Equal Opportunities, the employer (MTV) undertakes to assert the requirements of equal treatment of employees. (Such equal opportunities schemes are not compulsory, but can optionally be signed by the employer and the trade unions representing the employees.)

The other Hungarian public service television company Duna TV has the public service mission to produce programming for Hungarian nationals living outside the borders of Hungary primarily. Apart from the most widely spoken languages Duna TV has a significant number of Romanian, Serb, Croat, Slovenian, Slovakian, Russian and Ukrainian speaking employees coming from minority background. Their numbers count approximately

25% of the total workforce of the PSB. The company also has Roma-experts. The fact that most of the employees are familiar with the neighbouring countries' majority and minority cultures, the different cultural and religious parameters of the different ethnic groups defines the nature of its programme as well.

There is, in general, a strong distinction between countries as regards the promotion of employment of representatives of minority groups, possibly due to the different histories of diversity in countries: in many countries there exist diverse groups who have shared territories over long periods of time, often in conditions of conflict; in other cases diversity is more a result of economic immigration where efforts to integrate ethnic groups include positive employment policies in the Netherlands, Germany, etc. According to the Media Diversity Institute:

the problem with the countries we work in is that any "quota" or "ethnic key" you mention – they see as back to communist times when every formal body should have "one worker, one woman and one farmer".

Professional codes of conduct

Codes of Conduct or Codes of (Journalistic) Ethics are important tools particularly for public service media. Interestingly, in the present field there are examples in which codes of conduct have been agreed upon across the different pillars of the dualistic broadcasting systems. It should be noted, however, that in some instances the relevant rules are not genuinely developed by or within the public service broadcasters but rather have been elaborated by journalists' associations; these latter codes have a cross-sector bearing but will be depending on the accession of the respective journalist or institution to them. In addition, media institutions themselves may adopt self-regulatory instruments and make their application compulsory, e.g. through referencing in labour contracts. Overall, the level of detail of requirements stipulated show a considerable range of diversity. More recently, additional steps

have been taken to concretely address the challenges of discrimination and intolerance.

In most countries no specific codes have been developed to encourage of media professionals to address the problems of discrimination and intolerance, but such issues are generally addressed in ethical codes for the media that address issues of discrimination, and in internal PSB codes, enshrining values such as equality, non-discrimination, tolerance, independence and freedom of journalistic work.

In the case of Portugal and the Czech Republic, it is noted that the remit of the PSB outlines that public service media professionals are encouraged to make positive contributions towards the development of a culture of tolerance. Both Latvian Radio and Latvian Television have codes of conduct that address these issues with references to the UN Declaration on Human Rights and other binding instruments, and are modelled on the "Professional Standards and Ethical Principles of Journalism" of RTV Slovenia, which was developed with the support of the Open Society Institute Slovenia.

Although the German ARD has no specific additional codes of conduct in the form of policy documents, the aims of tolerance and diversity within its member enterprises are expressed through various initiatives. Westdeutscher Rundfunk (WDR) adopted, in 2005, formal programme guidelines, which now form a binding basis for the WDR integration strategy. The same broadcaster has also become the first, and so far the only, media services provider to sign the Charta of Diversity, a document reaffirming its commitment to promoting integration and a culture of recognition, drafted under the auspices of chancellor Angela Merkel. Based on its statutory programme objectives the ZDF aims to include in its programmes different issues and positions in such a way that both migrants and non-migrants become involved in a dialogue.

In Sweden, the SVT commitments include the following: that it be a major player in developing a society of ethnic and cultural diversity; that in its

programmes and services it counteracts prejudice and stereotypical thinking and increases mutual awareness and understanding between persons from different ethnic and cultural backgrounds; that it strives to achieve for all personnel equal rights and opportunities regardless of ethnicity, creed or cultural background.

One of the BBC's six core values is that "we respect each other and celebrate our diversity so that everyone can give their best". Within the organisation, the BBC tackles discrimination through its Policy and Guide on Harassment and through the promotion of its Diversity and Equal Opportunities Policy, which requires all staff to "sustain an inclusive work environment which provides equality of opportunity for everyone". The BBC also requires managers responsible for external contracts to make suppliers aware of, and encourage compliance with, BBC Equal Opportunity requirements. It is S4C's policy to promote and integrate equality of opportunity into all aspects of its business, and create conditions where all staff are treated with equal respect and are not subjected to unfair discrimination in any aspect of work life.

For the Hungarian PSB's the Broadcasting Act makes it compulsory to define their standards of operation and programming in a Code of Public Service Broadcasting. These codes are also to be approved by the National Radio and Television Commission, the regulatory authority for the media. According to the relevant provisions of the Broadcasting Act issues of tolerance and diversity has to be addressed by these codes.

In Denmark the DR is under an obligation, according to a provision in the Code of Ethics, to reflect the diversity and cultural variety of the society.

In 2002 France Télévisions set up a "Charte de l'antenne" which outlines the obligations and responsibilities in all sections. It is a compilation of rules and principles imposed by the legislator. Nevertheless, the "Charte de l'antenne" is seen to serve as a good indicator of the general principles. In the framework of the "Plan d'Action

Positive pour l'Intégration" a *vademecum* with seven points has been proposed by the public services to reflect the diversity on the French screen and the problems connected to integration and multicultural issues.

The Professional Code of Conduct of public service media which is based on the Polish Media Ethic Charter (1995) is also of relevance. Those codes are made by media associations to which the membership is voluntary. There are also Rules of Journalist Ethic in Polish TV and the Ethical Rules of Polish Radio SA which both prohibit any discrimination. According to the latter rules there is an independent and sovereign Commission on Ethic which monitors the journalists' behaviour. In case of violating ethical standards the Commission has the authority to sanction this infringement according to the Labour Code's provisions. The Commission's verdicts are also published on the website.

In the year 2000, the Programme Council of public institution RTV Slovenia passed "Professional standards and rules of conduct of journalistic ethic in programmes of RTV Slovenia". Some articles of these standards address discrimination and intolerance, though in a more indirect way. In 2006 the Programme Council of RTV Slovenia passed a document entitled "Programme standards". There it is stipulated that

"RTV considers and respects the plural and multicultural character of Slovene society."

However, in practice, more attention is paid to (legally recognised) autochthonic minorities.

The Spanish RTVE signed the Seville Charter which was promoted by members of COPEAM (Permanent Conference of Mediterranean Audio-visual Operators), advocating a list of ethical rights and duties of journalists. Furthermore, the TVE and the major national television broadcasters signed the Self-Regulatory Code on Children and Television Contents (2004) which contains a series of criteria for the protection of minors. The presentation of discrimination and intolerance, for example, is decisive for the classification of programmes for

minors. In 2006, a Resolution was adopted by RTVE which regulates the monitoring of the compliance of the public service remit. Moreover, it serves also as a tool for transmitting the claims of citizens to the internal organs of the Corporation, attending them and protecting their rights as viewers and listeners.

Regional and international exchange

A variety of partnerships and exchanges were noted with regard to the sharing of programme services aimed at promoting tolerance and contributing to promoting community relations in multi-ethnic and multicultural societies. This included – as mentioned by Croatia – CIRCOM, and various EBU initiatives. On the international level, LR4 in Latvia co-operates with Deutsche Welle, Swedish radio, and the Finnish YLE in making a programme called "European Accent". The scheme will also involve Estonia, Latvia and Poland in the near future.

For Czech Radio, sharing programme services at the European level includes active membership in the European Broadcasting Union (EBU) and bilateral co-operation schemes with other radio companies in Europe. The most important co-operation schemes include those with Slovak Radio. Programmes of European partner organisations (Radio Russia/RTR, Radio Netherlands, Slovak Radio) are also re-broadcast by Czech Radio. In Sweden, SVT share and exchange programs and experiences within the regional co-operation organised in the Nordvision and, on the European level, within the EBU Intercultural Programme Group.

The ARD takes an active part in the work of the Eurovision Intercultural Diversity Group and organises several initiatives at the European level, among them the CIVIS Media Prize and Foundation. The CIVIS Media Foundation, managed by WDR in partnership with the Freudenberg Foundation, aims to sensitise the electronic media in Germany and Europe to the themes of integration and cultural diversity and promote the innovative and professional treatment of developments in

Europe's multi-ethnic communities. WDR, France Télévisions and Zweites Deutsches Fernsehen (ZDF) jointly organised with the EBU a European conference on the role of the media in a European society shaped by immigration. It was held in Essen in 2006 and discussions led to the development of the concept of *mainstreaming diversity*. In 2008, the Dutch public broadcaster will host this conference. Aside from active research in the area of formats, trends and programme developments, the national public broadcaster works together with the EBU and a number of mainly northern European countries to co-operate in exchanging formats. Countries involved are Belgium, Germany, Scotland, Sweden and Denmark.

The BBC has played an important role in sharing knowledge on the diversity agenda. In 2000, the BBC helped establish with the other major United Kingdom broadcasters (such as Channel 4, Five, ITV, Sky and the independent producers group, PACT) the Cultural Diversity Network to help share best practice. Through the BBC's membership of the European Broadcasting Union, the BBC supports pan-European cultural diversity projects, such as the "Boundless" Cultural Diversity Media Award.

Beyond joint initiatives to produce and provide programming promoting culture of tolerance international cooperation also serves as a mean of professional standard-setting in the cultural sense of the word. The EBU's activity shall also be mentioned in this context too. The EBU has addressed questions of minorities and their depiction by the media in several documents providing editorial guidance for broadcasters and producers. One of them was published under the title *A diversity toolkit for factual programmes in public service television*. This provides *inter alia* guidance for broadcasters to the portrayal of minorities through the analysis of actual examples and gives practical guidance (i.e. a checklist) to reporters covering issues related to ethnic or religious minorities.

Another important EBU study was published under the title *Migration – an overview*. This analyses the phenomenon of migration and evaluates the related role, effects and responsibility of the media.

The work of NGOs in this area is also of vital importance. The Media Diversity Institute (MDI) outlines some of its projects in SEE and South Caucasus regarding minority language programming, and cross-border co-production. They also organise an annual “Reporting Diversity Media Decision-Makers (MDMs)” where MDMs talk to their peers about why they promote diversity, “because it’s noble, legal, ethical, fashionable or/and profitable to reflect diversity”, which does exist in society and therefore outlets should diversify content, which in the end brings new audiences and profit.

Requirements

Special commitments of, or special requirements for, PSBs

There is much evidence of public service media making a special commitment to the promotion of tolerance (as outlined above). Most respondents note that they are subject to requirements under the relevant media or broadcasting legislation (and internal codes) to ensure that all broadcasts shall respect human dignity and human rights, and that programming shall not incite viewers to hatred on the grounds of race, gender, age, handicap, religion and nationality, and also that they provide programme services for all citizens and reflect the diversity of ideas in society. Additional obligations in codes, etc., have been outlined under the previous section.

Generally, commitments undertaken on a self-regulatory basis in the framework of codes of conduct/codes of ethics (as mentioned in the answers to question 3 of the questionnaire sent to member states, see above, page 5), are of relevance here too. It will be observed that there are a number of obligations specifically imposed on public service media, with varying levels of hierarchy of norms and of detail.

In France 1 500 French companies, *inter alia* France Télévisions, have signed a Charter of diversity in 2004 supporting pluralism and diversity in French society. A triennial project has been launched by France Télévisions, the “Pluriel-Media”. This project should form the personnel and thereby the company. In that frame an agreement has been made between France Télévisions, the state and the Fund for Action and Support of Integration and the Fight against Discrimination (FASILD).

For Poland, the Act on National and Ethnic Minorities and Regional Language (2005) imposes on state authorities to take appropriate measures to support activities promoting a culture of tolerance and diversity. A special duty in this regard is also imposed on the public radio and television (Article 21 and 18).

RTV Slovenia is legislatively obliged to ensure an appropriate amount of airtime for citizens of Slovenia, Italian autochthonic national minority, Hungarian autochthonic national minority, Slovenes living abroad, religious communities registered at the Office for religious communities, disabled and Roma people. This provision is strictly followed. Inclusion of other groups and promotion of tolerance is not regulated systematically and depends on provisions of the Programme Council and the editors.

National public service broadcasting in Spain is now regulated by means of the Act 17/2006. Article 3 entrusts the management of the national public service as defined in this Act to the Corporation RTVE. For this purpose, RTVE shall, *inter alia*, encourage the social integration of minorities and social groups with special needs, preserve gender equality, protect the rights of children and promote the protection of the environment. The Parliament approved framework programmes (*Mandato Marco*), in December 2007, in which the public service remit of RTVE is specified. Article 25 establishes that the programming of RTVE shall comply with its public service obligations, as foreseen by the Act and by contracts between the Government and RTVE. Article 11 of

the *Mandato Marco* refers to the plurality of the society which must be reflected without any discrimination. Additionally, Article 20 of the *Mandato Marco* states that RTVE will offer contents related to minorities, integration of immigrants and religious beliefs; it will also broadcast the different cultural expressions, Spanish or foreign, in national and international scope.

In Germany the ARD media corporations have committed themselves to reflecting the realities of a society shaped by immigration in all their programming, and especially in mass appeal programmes. The regional PSBs, WDR and SWR, have both established a position of commissioner for integration and cultural diversity. The ARD is also offering a platform for social discourse on migration and integration.

Latvian Radio aspires to international standards BC-9001 and P-9001. BC-9001 requires, *inter alia*, the avoidance of one-sided reporting and programming with regard to religion, political belief, culture, race and gender, promotion of local, regional, national culture as well as cultural diversity and the representation of minorities. Channel LR4, as the “integration channel”, addresses multiculturalism and tolerance issues on a daily basis. Its mission and approach are based on non-discrimination, understanding and tolerance.

The Czech Radio management prepared an overview of the key programme themes for 2006-08, which were accepted by the Czech Radio Council, and the stations respect and apply this document, which includes a number of themes directly related to the promotion of the culture of tolerance.

The Dutch public service broadcaster NPS strives to incorporate every aspect of the multicultural society in all its programme genres. It also plays an important role as an initiator, programme compiler and co-producer, behind the scenes of concerts, festivals, and opera and dance performances in the Netherlands. All Dutch public channels made binding promises to promote a minority policy in relation to program-

ming strategies. Plans also exist to cooperate with Internet sites directed at minority groups in order to promote the content of the public broadcaster among minority groups in Dutch society. The 2007-12 strategy for the Norwegian PSB states that NRK wants its audience to encounter a range of programming which mirrors the complexity of the nation and its regions, and which highlights Norway as a multicultural society. The commitment of the BBC is outlined in its Editorial Statutes and also its Diversity and Equal Opportunities Policy.

In most countries there are specific acts that regulate PSB, or specific sections of media Acts that address PSB. According to respondents in several countries it is not the case that there are additional requirements for the PSB. More elaborate requirements for the public service media were clearly outlined in the responses summarised below.

In Cyprus the statutory broadcaster should provide a balanced offer for all citizens with respect to their age, gender, colour, belief, religion, political or other opinions, national, ethnic or social origin and membership of any minority.

The regional media laws require that the social realities of life in Germany's sixteen states (*Länder*) be reflected in the work of the public service media. In June 2006 the German chancellor organised an Integration Summit, inviting representatives of migrants' associations, civil society and German political life to contribute to the drafting of a National Integration Plan for federal, regional and local levels. The education of journalists and other media personnel from immigrant backgrounds, the mainstreaming of integration as a long-term policy, the raising of migrants' media awareness and skills and the continuation of media research in this field were the issues of focus as regards broadcasting, leading to a national report: "Migrants and the Media: Using Diversity".

In Portugal, the new Television Act is more precise than the law it replaced

in regard to the imposition of additional requirements, concerning the promotion of a culture of tolerance, for public service broadcasters. PSB operators are obliged to provide pluralistic programming, which takes into account minority interests and promotes cultural diversity, and are obliged to broadcast culture, education and information programmes aiming at specific audiences, including the different immigrant communities established in Portugal.

In the Public Service Contract between Danish PSB DR and the Minister for Culture a commitment is included to, *inter alia*, contribute to promoting integration and to reflect the diversity of culture. DR must also provide news in the languages most commonly used by resident immigrants and refugees, such as English, Arabic, Somali, Urdu, Turkish and southern Slavic.

In France, the legal framework governing the public service broadcasters has been made more specific, in particular with a view to describing in greater detail its mission. Therein, also stipulations have been made in respect of bringing to congruency the offering of the programmes, on the one hand, with the diversity in society on the other. Besides, in 2006, the legislator has extended the legal authority of the CSA in the fight against discriminations. The CSA now monitors the "social cohesion" and the "diversity of the French society". The CSA monitors the representation of ethnic and cultural components as well as social and generation ones. It is responsible for both, the private and the public sector.

For the situation in Poland, firstly reference should be made to the joint answers to questions 4 and 7. Additionally, it is emphasised that no specific requirements are laid down for other media, neither in the Press Law nor in the Broadcasting Law (see answers to question 6).

The RTV Slovenia Act stipulates that journalists, editors and others involved in creating the RTV programmes and broadcasts must explicitly respect principles defined by the Slovenian

constitution and law in creating programmes and broadcasts, including prohibition of inciting cultural, religious, sexual, racist, national or any other form of intolerance and hatred.

In Spain, the Act 17/2006 on Radio and Television only refers to the new public Corporation. Moreover, the relevant obligations should be mentioned that are going to be developed for the Corporation (Ethical Code).

Social representation is required for public broadcasting via the Dutch Media Act. The PSB should provide a balanced picture of society and of citizens' interests and views pertaining to society, culture, religion and belief and shall contribute to the development and dissemination of the socio-cultural diversity of the Netherlands.

According to the Swedish Radio and Television Act, all broadcasters with licences issued by the Government must ensure that the overall programme services reflect the fundamental concepts of a democratic society and the principle that all persons are of equal value, and the freedom and dignity of the individual. The public service companies are, through their broadcast licences, are further obliged to consider the interests of linguistic and ethnic minorities.

In Austria, the ORF-Act specifies that ORF shall, in its programmes, include a reasonable amount of specific broadcasts in the languages of the recognised minorities. This concerns the Burgenland-Croatian (a Croatian-language group in the east of Austria), the Hungarian, the Slovenian, the Slovakian, the Czech and the Roma language minority groups in Austria. The ORF offers, among others, radio programmes in these languages as part of its generalist radio programmes as well as additional programmes on a dedicated medium-wave radio channel, TV broadcasts on local TV stations and a regular generalist broadcast dealing with these minorities on one of its national TV channels. ORF also has a specific online offer for these groups.

Content and services

Programme services and/or new communication services, including children's and youth programmes

Broadly speaking the media laws stipulate that airtime, as well as online-services, be provided in relation to minorities. There are numerous examples of types of services provided in the questionnaires, which are summarised below, although in the majority of cases there is little evidence of there being a proportional allocation, or a quota system for allotment of time. The response from Moldova does, however, provide a precise breakdown of percentages of foreign language programming in the PSB.

Many PSBs provide support for organisations and NGOs: by broadcasting (free of charge) audio clips and announcements provided by the respective organisations, and promoting and aiding their activities (Bulgaria); by broadcasting short programmes made by national and international organisations representing different cultural groups (Latvia, Moldova); incorporating news, reports and opinion polls covering the activities of the above-mentioned groups (Bulgaria).

The diversity of languages is addressed via: specific channels addressing language groups (Latvia); specific programmes addressing language groups (Cyprus); and multilingual programme services (Czech Republic, Greece, Austria, Moldova, United Kingdom).

Different communities are served in a variety of ways: programmes for vulnerable members of society, the older disabled, in co-operation with relevant representative organisations (Bulgaria, Czech Republic, Latvia), for the gay and lesbian community (Czech Republic); provision of religious programming (Czech Republic, Greece, Latvia, Sweden, Portugal, United Kingdom); programming for diverse ethnic groups (United Kingdom, Germany); radio programmes produced by immigrant communities (Greece); specific programming produced by broadcasting organisations with a religious

background (Netherlands); Internet websites addressing ethnic or religious groups (Czech Republic, for Roma; in Germany a dedicated site on Muslim life in Germany); and a particular focus on Islamic audiences in Germany with broadcasts and dedicated websites.

Different programme genres are used to address issues of multiculturalism: programmes addressing the experiences of foreigners and immigrants (Czech Republic, Greece, Finland, United Kingdom); integration and cultural diversity (Germany, Portugal, Croatia, Moldova); the rights and obligations of immigrants (Greece); the role of the education system in integration (Greece, Germany); human rights (Czech Republic); fictional programming that reflects multiculturalism and addresses issues of diversity (Germany, Sweden, Finland, Portugal, United Kingdom); film production reflecting multicultural issues (Germany ZDF, United Kingdom); Channel 4 offers an open platform online for the public to debate issues around race and what it is to experience racism.

As regards developing a multi-cultural approach to content, the following approaches were outlined: special journalistic features in different genres that reflect the diversity of society in terms of culture (Bulgaria); minority themes are adequately spread over the entire broadcasting structure, including in particular news and current affairs programmes (Czech Republic); LR4, although mainly in Russian, pursues a policy to permit its guests to respond in any language they choose.

More detailed approaches that involve getting feedback on their work to further develop a broad multicultural approach are also mentioned. The German WDR conducts regular surveys on its work and analyses media behaviour of migrants in order to deepen understanding of the changing market realities in the public service media sector. In 2002 and 2004, WDR carried out two studies into media use by Greeks, Turks, Italians, Serbians, Montenegrins, Bosnians and Croats in Germany. They demonstrate widespread reception of mother-tongue programmes and a considera-

ble reach of German-speaking programmes to migrant audiences.

As part of the BBC's "sustaining citizenship and civil society" draft Purpose Remit, the BBC seeks to engage a wide audience "of all backgrounds, ages and levels of knowledge" in news, current affairs and other topical issues, to encourage debate and to build greater understanding of the United Kingdom's democratic processes.

In Sweden, in each programme category, ethnic and cultural diversity is taken into account in planning, contracting and assessment. The SR has also for the last four years continuously worked with awareness measures and programming analyses in order to reach the goals in the broadcast licenses and their own requirements. This involves an annual conference where all employees are invited to listen to best practice within the company.

In Hungary Duna TV, one of the three PSB companies, is dedicated to the service of ethnic minorities (mainly the Hungarian population outside Hungary's borders). Duna TV has launched a thematic channel called "Autonómia" with special programming on issues of minorities. The other public service television company MTV provides minority programmes in 13 languages presenting the culture and language of those minorities. 26-minute magazines for the Croatian, German, Romanian, Serbian and Slovak minorities are broadcast weekly, that for Slovenian minorities is broadcast bi-weekly. The programme *Rondo*, a joint broadcast of the Bulgarian, Greek, Polish, Armenian, Ruthenian and Ukrainian minorities is shown twice every month (in 52 and 26 minutes). These programmes are all subtitled in Hungarian in order to make them accessible to the majority. The spiritual development of Hungarian minorities has been served by masses and services celebrated in their mother tongue since 2002 (a Greek Catholic mass in the Romany language, a Roman Catholic mass in Croatian and German and a Lutheran service in Slovakian). Beyond that since 2004, Hungarian Television has aired a series of thematic weeks (one

thematic week each month). Up to December 2007 five such thematic weeks dealt with matters fostering tolerance and solidarity (the Roma Holocaust, Access and Mobility, Equality Opportunities and Health at Work, European Year of Equal Opportunities – Tolerance and Respect, Equal Opportunities for All).

In Denmark the Public Service Contract obliges DR to promote integration. In various programmes this obligation is fulfilled: services which help residents of different languages and cultures to participate in the Danish society and everyday life, other programmes that depict different cultures and give voice to various ethnic, religious and other communities, and programmes and series that in an alternative way take up issues relating to integration and multiple cultures living side by side. An example of programmes based on this approach is the series *Yallahrup Færgeby* presented by DR. The Series, 30 episodes of approximately ten minutes each, follows the main characters, 12-year-old Ali and his friend, 13-year-old Hassan. *Yallahrup Færgeby* was aired on DR2 in December 2007, and was also broadcast in dubbed versions in Sweden (SVT) and Norway (NRK) during 2008.

Yallahrup Færgeby was a giant hit for DR when aired in December 2007. It became the most controversial television programme of the year in Denmark and received front-page coverage in all major newspapers, as well as digital media. It performed extremely well on television, often being the most viewed programme on DR2 channel. On the web platform, *Yallahrup Færgeby* broke all previous records – sevenfold. More than 2 000 000 people visited the web pages in one month, and several episodes were viewed online more than 100 000 times. On the mobile platform, *Yallahrup Færgeby* was responsible for 44% of the yearly traffic – in just one month. *Yallahrup Færgeby* was among the nominations for the European Media Prize for Integration, CIVIS. One of the conclusions about the nomination was that humour and

going to the edge satirically can, in fact, be very inclusive for society.

Measures to promote a multicultural approach in programmes and/or new communication services especially geared to children and young people have been foreseen in the licences of the French public service broadcasters. Recently, in November 2007, upon request by the EBU, an initiative has been taken during a joint conference of France Télévisions and a German broadcaster to establish a prize for compensating costs of young media professionals' programmes aimed at tackling the intercultural dialogue between the regions north and south of the Mediterranean sea.

Since in Poland the promotion of diversity and tolerance is more developed at a regional level the NBC allocated financial funds for this task especially for those regions where a higher rate of minorities live. Since 1995, there are some cyclic programmes (e.g. every two weeks) produced in co-operation with representatives/broadcasters of Ukrainian, Lithuanian and German minorities (in Poland), partly bilingual. The Belarusian minority is especially supported. At a regional level many programmes deal with subjects of the neighbouring countries.

The Slovenian public service broadcaster is legislatively obliged to ensure appropriate amount of airtime for citizens of Slovenia, Italian autochthonic national minority, Hungarian autochthonic national minority, Slovenes living abroad, religious communities registered at the Office for religious communities, disabled and Roma people. This provision is strictly followed. Inclusion of other groups and promotion of tolerance is not regulated systematically and depends on provisions of the Programme Council and editors. There are some broadcasts which could fulfil the condition of mobilising public opinion against intolerance or contributing to and promoting community relations in multi-ethnic and multicultural societies, e.g. "City folk" in television and "In the middle of Europe" on the radio programme.

Public broadcasters in Spain are expected to encourage the social integration of minorities and social groups with special needs, preserve gender equality, protect the rights of children and promote the protection of the environment. This should ensure the presentation of a multi-cultural society in public service broadcasting.

With special regard to having a multicultural approach in children's and youth programming some respondents claim this happens in the context of normal children's programming (Croatia). In Sweden and the United Kingdom, the hosts as well as the guests and fictional characters in the programmes are always of mixed origins. The Bulgarian dedicated channel for culture and education presents programmes on the issue of tolerance and the attitudes of young people from different backgrounds to this concept. Programmes in foreign languages (mainly in English but also in Roma) are included among Czech Radio's programmes for young people, with guests from various cultural backgrounds being regularly invited to participate. Programmes for young people often promote organisations that promote tolerance. Czech Radio runs a web site for children and organises a Painting on the Web international contest where drawings and paintings are sent to the contest by children from all over the world, including China, Indonesia, Africa and the Balkan countries.

In 2007, ARD ran a thematic programming week on "Children are the future", including the issue of migration and integration of children and young people, specifically dealing with issues of education, poverty and language learning. WDR broadcasts a series on children from immigrant families in the radio show "Lilipuz". In co-operation with ARTE, WDR is producing a documentary on the life of refugee children in Germany. A TV series co-produced by WDR, SWF and NDR offers the children of immigrants help in mastering German as a foreign language.

The Latvian LR4 programme "the Pipe of Peace" promotes a multicultural ap-

proach to concrete social situations. The Dutch PSB has a special public children's Internet site (Z@ppelin), also focusing on the multicultural society. The selection of children performing in its programmes is carefully chosen so as to reflect social and cultural composition of society. BNN is a public broadcaster for the young, which includes issues of multiculturalism in its programming. The programmes created by RTP Portugal, targeted at young people normally include characters of African origin and are also produced for broadcast on African television channels. The BBC's content for children aims to reflect the lives of children in the United Kingdom and ensure a diversity of voices on- and off-screen. Examples from the last year include: programmes addressing disability, the experience of African immigrant children, music from different cultures, and news programmes for children.

A relatively separate theatre of efforts for social integration is involving people with disabilities. While technical measures are clearly of secondary

importance in the case of integrating e.g. religious or ethnic minorities, promoting equal opportunities for people living with disabilities technical solutions such as subtitling may prove vital. In this respect the EBU carried out a series of surveys. In June 2004 a first report on Access Services was published by the EBU Technical Department. So that some of the data could be updated and there could be follow-up with the improvements concerning Access Services, a questionnaire was designed in collaboration with the EBU Strategic Information Service and launched online in May 2007. By end of November 2007, 27 answers had been collected. The following trends are based on the information given by the survey participants:

» In terms of *availability*, PSBs play a vital role in providing some access services, especially signing and spoken subtitling.

» In terms of the *quantity* of Access Services, the situation of the respondent countries is very diverse. It ranges from 0.5 to 100% (offered access serv-

ices per channel as a percentage of total programming in hours – the percentage does not make any distinction between the different types of Access Services. 100% could mean that at least one Access Service is provided for all the programmes on air).

» In terms of *regulations and quotas*, here too the situation is very different from one country to the other, but it also depends on the type of Access Service, subtitling being the most regulated, with the highest quota. It is also of great interest to consider the planned evolution of the regulations in some countries, on the basis of the more detailed table.

» In terms of *delivery*, the results also set out the various techniques used by broadcasters for each type of Access Service.

Taking into account the efforts made by public service broadcasters, the EBU summarised the situation in various European countries by drawing up the following chart reflecting to the situation as of May 2007.

Table 1. Situation in various European countries

Country	Organisation	Subtitling		Dubbing		Audio description		Signing		Amount of Access Services as a percentage of total programming
		Yes	No	Yes	No	Yes	No	Yes	No	
France	France 3	•			•		•	• open (some)		60%
Germany	BR (Bayerischer Rundfunk)	• c			•	•			•	13%
Germany	ZDF	•			•	•			•	
United Kingdom	Red Bee Media	• c			•	• C		• open c		Sub. 92% Sign. 4.5% Audio des. 13%
Spain	TVE	• open C			•	• open		• open		100% (teletext)
Italy	RAI	• C			•	•		• open c		25%
Austria	ORF	•			•	•		• open		Sub. 25% Sign. 0.95% Audio des. 0.43%
Belgium (Flemish community)	VRT	• C			•		•		•	65%
Ireland	RTE	• C			•		•	• open (some)		80%
Switzerland	SRG SSR Idée Suisse TXT	• open C			•	•		• open		8.3%
Norway	TV 2 AS	•			•		•		•	9%

Table 1. Situation in various European countries

Country	Organisation	Subtitling		Dubbing		Audio description		Signing		Amount of Access Services as a percentage of total programming
		Yes	No	Yes	No	Yes	No	Yes	No	
Sweden	SVT AB	• C		•			•	• open		SVT1: 70% SVT2: 70% SVT-KK: 100% SVT24: 0%
Finland	YLE Corp. Tech	• open C		• open		• open		•		TV1: 43.4% TV2: 17% YLE Teema: 32% FST5: 85% YLE24: 7% TV Finland: 13%
Finland	MTV Oy		•	•		•		•		30-90%
Poland	TVP	• C			•	•		• open		9%
Ukraine	NTCU	•		•			•	•		4%
Czech Republic	CT	• C			•		•	• open		75%
Bulgaria	BNT	• open C		• open		• open		• open		15%
Croatia	HRT	•		•			•		•	40%
Slovakia	Slovak Television	• open (some) C			•		•	• open		28.4%
Slovenia	RTV SLO	•			•		•	•		TVS 1: 50% TVS 2: 18%
Lithuania	LRT	• open C		• open C		• open c		• open C		5%
Greece	ERT SA	•			•		•	• open C		Prisma+(dig.):70%
Cyprus	CyBC	• open (some) C			•		•	• open (some) c		Channel 1: 10% Channel 2: 25%
Malta	Malta							• open (some)		0.50%
Turkey	TRT	• open			•		•	• open		1.19%
Algeria	Télédiffusion d'Algerie T.D.A		•		•		•		•	none
	Totals	• 92% Open:3 1% C: 58%		• 23% Open:5 0% C: 4%	• 77%	• 42% Open:3 6% C: 8%	• 58%	• 74% Open:8 0% C: 19%	• 26%	

The EBU also produced a map showing the quantity of access services, as a percentage of the total programming, provided by the various organisations across Europe (see following page).

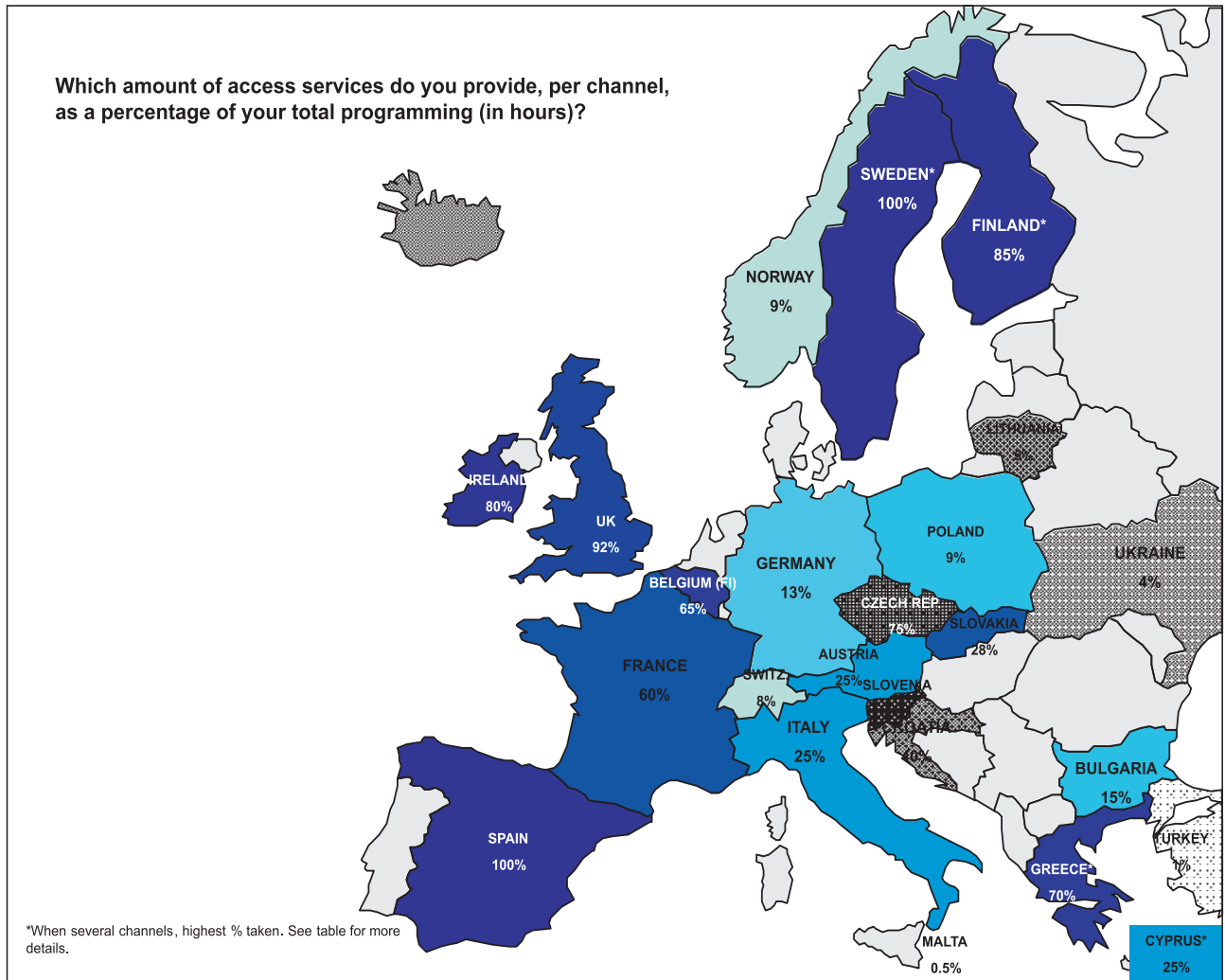
Factual, accurate and sensitive treatment of issues such as racism and intolerance

By and large respondents note that these issues are addressed under legislation and monitored by regulatory bodies, and also via the application of principles as regards journalistic

ethics, including the relevant self-regulatory bodies such as Press Councils, Ombudsmen etc. Additional internal codes and editorial statutes of PSB also address these issues (as outlined above). In order to reflect the perspectives of different people, several mentioned efforts made to invite prominent members of various social groups to participate in various discussion programmes (Bulgaria, Croatia, Czech Republic, Moldova). Responses from Bulgaria and the Czech Republic also outlined training that journalists

receive in order to deal with, and respond to, people making derogatory remarks during live programming.

In addition, the monitoring of activities carried out in Germany, the Netherlands and Sweden assess the performance of PSBs in this area. The WDR produces a yearly integration report, which lists the individual activities of all WDR channels that concern issues of integration and cultural diversity. In the Swedish SVT, the regional desks contribute to diversity by prioritising reports on local communities, at



times in the language of the local ethnic group, subtitled in Swedish. In addition to the clear regulatory and advisory framework within the BBC, the BBC also seeks external advice to ensure accuracy and avoid stereotyping. Members of minority groups featured in drama productions are consulted on dialogue and portrayal. Regular meetings are also arranged between the BBC and organisations such as the Muslim Council of Britain.

In Denmark the issue is dealt within the public service remit. As reference was made to this above, the Public Service Contract makes it mandatory for DR to promote integration – and work against derogatory and prejudicial reporting on gender, age, race, ethnic origin, nationality, faith, sexual orientation, type of partnership, psychological handicaps, social position, political belief etc. In its programming DR

aims at portraying social groups and minorities in a variety of functions and roles in society – as opposed to confirming general assumptions and prejudice. People being interviewed, experts, commentators and participants in quizzes and entertainment shows should preferably be selected in a way that gives the broadest possible diversity.

In France, the audiovisual media have been made responsible for the aggravation of the situation in the suburbs. Allegedly, the treatment of information should have stigmatised these unpopular locations and the part of the population residing there. On this occasion, in the editorial departments of the public sector a process of reflection has been started. More concretely, the intention is to establish networks of correspondents in particular in the *banlieues* to be better informed of the

overall situation and to avoid reporting that exclusively concentrates on spectacular events. An exchange of best practices is also envisaged among the departments. To measure the diversity of the informative programmes the CSA examines the presence of people from non-European countries in reports which do not concern directly problems of integration. This should help to avoid limiting the presentation of people from minorities to potentially stigmatising questions. Moreover in the perception of spectators people from abroad should not always be shown in connection with difficulties.

As regards Poland, specific requirements are laid down only for the public service broadcaster, with additional standards being formulated by a Code of Ethics for the TV journalist.

The developments of standards in advertising

By and large the respondents pointed to the general provisions in law on advertising with relation to respect for human dignity, and non-discrimination on the grounds of race, sex, nationality, religion, ethnic origin etc. in addition the self-regulatory systems of the advertising associations also deal with these issues. Hence, there are no specific examples of PSBs contributing further to the development of standards in this area, outside of ensuring that the above-mentioned standards are adhered to, and via training initiatives outlined above. Advertising is prohibited on the PSB channels in Finland and Norway, and on the BBC channels in the United Kingdom.

There are many examples of public service broadcasters being actively involved in public campaigns related to the promotion of tolerance. In many cases these are supporting either government campaigns or the work of NGOs. This is of particular importance to the Bulgarian, Cypriot, Portuguese and Czech PSBs who have supported a range of issues related to tolerance: physical and mental disability, homelessness, orphans and elderly people in homes, immigrant rights, sexual discrimination, etc. In Germany the ARD actively supported the nation-wide advertising campaign aimed at preventing and combating right-wing violence and promoting an open Germany. A campaign sponsored by the Federal Ministry of Economics aimed at promoting tolerance was

broadcasted in the course of 2007 in Austria. The Greek PSB has taken a different approach in providing sponsorship for initiatives that promote a culture of tolerance, including the sponsoring of award ceremonies, and also sponsoring various music festivals.

As regards the provisions on prohibition of discrimination in advertising activities the following examples are to be taken into consideration:

In France the Bureau de Vérification de la Publicité (BVP) has set up an observatory of diversity in advertising. This will conduct an annual inquiry on the evolution of the representation of diversity in the publicity. This will also include the presentation of non-European populations. In addition, an advertising spot is elected each year which achieves to the largest extent to contribute to integration. The prizewinner is provided with air time free of charge. France 4, a public service broadcaster, has been putting air time at the disposal of several information campaigns free of charge.

According to Article 16 of the Polish Constitution any discrimination on grounds of race or nationality is prohibited, this applies for all broadcasting advertising. The representatives of regional media of Warmia, Mazury and Powiśle, probably the most multicultural region of Poland, proposed in 2007 the idea to organise a wide information campaign promoting integration.

In the document of the Programme Council of RTV Slovenia entitled "Pro-

fessional standards and rules of conduct of journalistic ethic in programmes of RTV Slovenia" the following requirements regarding advertising are articulated: "it is not allowed to offend good taste and religious and other feelings of listeners and viewers." If an advertisement should not respect this rule, its broadcasting can be rejected. This should happen in the following cases: if the commercial urges or directs to behaviour which threatens health, safety or life of individuals or individual social groups; if the commercial exploits or offends religious feelings and political convictions of an individual or a social group; if the commercial incites religious, racial, generational or national intolerance. RTV Slovenia broadcasts advertisements for humanitarian organisations and social actions for free.

The Regulation of Broadcasting of Advertising by the Spanish RTVE (2001), like the earlier Act 24/1988, declares that advertising is illegal if it violates people's dignity, their political or religious beliefs or discriminates against people on grounds of birth, race, sex, religion, nationality, opinion or other social/individual circumstances. Furthermore, RTVE belongs to the advertising self-regulatory body AUTOCONTROL which has an Ethical Code on Advertising Conduct (1996, amended in 2002). Its Article 2 states the respect for constitutional and legal values of the country as a principle; and its Article 12 bans any kind of race, sexual, nationality, sexual orientation or religious discrimination in commercial communications.

Conclusions, recommendations and proposals for further action

Conclusions

When assessing the overall impact of Recommendation No. R (97) 21 of the Council of Europe on the activity of public service media providers it has to be noted that there are only a few examples of direct reference to this document in either the definition of tasks

of the PSB or within reports and internal guidelines. Exceptions included the Croatian Radio and Television Act in which there was direct reference during the process of amending the Act, and Norway where the recommendation serves as part of the background for the remit of public service

media. In Latvia it is claimed that as part of the process of drafting the new broadcasting law this will be taken into account. However, many respondents to the questionnaire of the MC-S-PSM noted the indirect influence of the recommendation, or the way in which its substance has been reflected

in, internal standards and regulations, and public policies, actions and initiatives on the promotion of tolerance. It also appears from the outline above that many of the elements of the recommendation are being implemented.

As regards the impact of the recommendation, generally no assessment has been carried out in most of the states; consequently it was difficult to make an objective assessment, although it was possible to claim that the culture of tolerance has developed significantly during the past ten years. The BBC does not measure its direct impact on developing a culture of tolerance in society at large, but they do mention external assessments: the Sunday Times/Business in the Community Index 2006 awarded the BBC a platinum award (the highest award possible) for the Corporation's impact on the society and environment in which it operates, including the highest score possible for "community investment"; a recent *youGov* poll found that Channel 4 News was the preferred trusted news source amongst minority communities. The BBC has also been successful in its initiatives to encourage diversity within the organisation itself in the past, also by meeting targets for the percentage of ethnic minority staff.

In the United Kingdom, research commissioned by Channel 4 and recently published (See *Race, Representation and the Media 2007* and *Superdiversity: Television's Newest Reality*, both available on <http://www.channel4.com/about4>) found that members of ethnic minority communities generally felt that broadcasters, including the public service media, generally failed to provide fair and accurate representations of their lives and communities. Although a few programmes stood out as presenting positive images of ethnic minorities, most programming was felt either to ignore them altogether or to feature token representatives and outdated stereotypes, and not to reflect their interests and concerns and the reality of their everyday lives. A key factor contributing to this situation was thought to be the lack of people from minority communities in

positions of power and influence in media organisations, as senior managers and as programme commissioners, editors and makers.

The general perception among countries providing information for the purpose of this report was that the general culture of tolerance had improved. They attributed this in part to the work of the Public Service Broadcasters. In Latvia the audience of LR4 (providing Russian language programming) is constantly growing and has doubled during the last decade, which could be interpreted as a sign of public appreciation of its approach and messages. Several countries operate systematic forms of assessment of PSB in general, and in relation to contributing to multiculturalism, which allows for a better assessment of the impact of PSB on the development of a culture of tolerance. This involves either internal monitoring, or public surveys, or both. Since 2002, in Finland, surveys on PSB performance have included a question concerning the importance of the programmes and services to immigrants. Since 2003 the study also included YLE's performance in its public service functions. Large numbers (in 2002 70%, in 2006 73%) of Finns consider the provision of services to immigrants as an important function for YLE. In Germany, integration is currently understood as a cross-sectional, mainstreaming task of all the ARD channels and a vital part of the enterprise philosophy of the regional public service broadcasters. In 2002 and 2004 the WDR carried out two studies into the media uses by ethnic minority groups that demonstrate a widespread reception of mother-tongue programmes along with a considerable reach of German-speaking programmes into the migrant audiences in the broadcasting area. The Swedish SR also conducts focus groups in order to find out what people with ethnic backgrounds think of their programme production, and this data is used for further planning and implementation. In the Netherlands Public broadcasting is also evaluated independently every five years as part of the Media Act. The last review was carried out in 2004 and in the report the commission observed

that the public service broadcaster showed shortcomings in reaching ethnic minorities and advised that it should start a coordinated approach including Internet and radio.

A further specific question is whether public service media faces any particular obstacles or difficulties in relation with the actual fulfilment of its tasks related to promoting culture of tolerance. In this respect several countries did not feel there were any obstacles to such work. Indeed they stressed the political will to support the PSB in carrying out its remit efficiently and felt that such work was appreciated by representatives of civil society. Specific problems were detailed in relation to resources: a shortage of sufficient resources in order to provide programmes concentrating on the issues of tolerance, discrimination, social cohesion; a lack of journalists with sufficient experience in this area and not enough employees for the implementation of major projects, which would bring additional funds to the national media; lack of funding for recruiting good staff. More specific issues concerning the use of the media to address these issues were also mentioned: the sense that many people believe that such topics are not appropriate for the prime time; pressure exerted on the media by groups with extreme political views; the general issue of "dumbing down" of media, i.e. commercial broadcaster content and audience preference for such content, which make it difficult for the PSB to fulfil its role as the conscientious public broadcaster. A lack of qualified personnel of various ethnic origins among media professions also appear in some countries as being a recurring problem. The question concerning efforts to address obstacles to the PSB role in developing a culture of tolerance was generally addressed in merit by those countries with very developed policies in promoting multiculturalism. In this context they mainly outlined the development of policies over the years, and reiterated the methods of assessment of policies (above), and the range of services and initiatives established (also outlined above).

In general the issue of the public service media's promotion of social cohesion and a culture of tolerance depends to a large extent on the general and/or specific *legal framework* which is set to govern the respective institution's work; the legal framework, in turn, appears to be depending to a considerable degree on the general approach of the country at hand as regards minorities and the reflection on diversity and tolerance in society. Therefore, often the "*cultural tradition*" of a state is decisive for the formulation of focuses on the manner in which the issues of a multi-cultural/multi-ethnic society and, subsequently, of integration and instruments to achieve a higher level of tolerance is to be dealt with. While on the one hand the existence of multiple ethnic or minority groups within a society is a characteristic of several of the countries investigated, which, therefore, take this situation (particularly) into account in general policy and foresee specific rights for the relevant groups, there are, on the other hand, cases in which the constituency of the state is, on the contrary, based on a stress on its uniformity and the overall importance which is attached to the standing of the individual – rather than of groups of persons – making it more difficult conceptually to embrace an approach of specific rights for specific groups. In some instances, it can also be said that the "tradition" in respect of immigration (e.g. from other regions of the world), may have an impact on the prioritisation of action in the field of integration. Furthermore, it appears that the existence of policies that have been devised with a view to specific groups, which are for one reason or another at the time more relevant, does not necessarily show to have a concrete positive impact on tolerance or integration issues for other specific groups. The situation in the countries concerned differs when it comes to the formulation and implementation of policies which are aimed at foreseeing specific positive requirements or actions. It is common to the five countries reported upon that there are several norms applicable, both at different levels of hi-

erarchy (constitution, general acts, public service legislation or contracts) and of specificity (general laws on equality, anti-discrimination legislation in the public sector, regulation governing public service media), prohibiting discrimination on various grounds. There is, however, less comparability as regards instruments that prescribe in greater detail what kind of structures have to be implemented, or which measures have to be taken, in order to *positively* address the concern of social cohesion and tolerance. Nevertheless, this observation should not be misunderstood or overestimated: in particular as regards questions of programming, the freedom of the media is a highly important factor that might have been taken into account by the legislator also through setting rather vague or generally-formulated requirements in view of the public service media. Irrespective of the foregoing, the obligations imposed on public service media apparently tend to be considerably more comprehensive and more far-reaching when opposed to those applicable to commercial operators.

It appears that there is a general tendency in respect of all public service media that have been analysed in the present short study to have recourse to instruments of *self-regulation* in order to find appropriate and suitable answers to the questions posed by the role of the media in promoting a climate of tolerance and making a contribution to better integration. It also becomes clear from the national experts' answers to the questionnaire that the issue of tolerance and integration is not only linked to ethnic minorities but also to *other groups of society* the members of which are characterised by a certain degree of being distinguished from a "normal" person. There may be the impression in some cases that measures addressing those groups' special needs and paying specific attention to their situation is, at the moment, more in the focus of concern. Still, the overall contribution of raising sensibility to this sort of implications for reporting, internal structures and staff of public service media, etc. should not be underestimated

since it may positively enhance a general climate of tolerance which may induce also benefits for the appraisal of the situation of ethnic or other minorities.

It can also be established that countries with stronger well-resourced PSB (for example, Northern European countries) are in a better position to push such policies further. Such countries are more likely to be able to produce or commission fiction, drama and film that reflect multiculturalism. Additionally, they have the resources for self-assessment of their strategies in this area. Having said this, the variety of output from PSB in newer democracies where resources and financial stability of PSBs is often problematic, is quite impressive in terms of the range of multi-lingual programming, and documentaries that address issues of multiculturalism. They also play an important role (along with the PSBs of other countries), in supporting the work and campaigns of NGOs and charities, and international organisations who promote tolerance and equality.

Recommendations and proposals for further action

Tolerance is one of the core values of our civilisation. The progress our societies made in the course of their histories is, *inter alia*, largely driven by the tolerant, open-minded approach of nations and individuals. Without tolerance and openness to values of others there is no real communication and cooperation. Promoting tolerance as a general attitude in our culture therefore is essential for the European societies.

Beside our systems of education the public service media is also a custodian of the European cultural heritage. Beyond this, public service media is also a common reference point for our societies. As such, public service media providers are in the position to make substantial contribution to promoting the culture of tolerance.

As the survey carried out by MC-S-PSM reveals, the European public service broadcasters in general consider this as a part of their mission. Therefore it is

mainly the efficiency of the related efforts that might serve as an area for further action.

Based on these considerations the following recommendations and proposals for further actions might be formulated:

Clear definition of areas of action

While tolerance and social inclusion is a general attitude, problems related to the lack of these are of different nature. The following social groups all need particular attention, however, their problems related to social cohesion need clearly different treatment:

- ▶▶ traditional ethnic or religious minorities with centuries old relationships with the majority population;
- ▶▶ migrant ethnic or religious communities living together with the given population for one or two generations;
- ▶▶ older people, facing increasing difficulties in participation in the information society;
- ▶▶ people with disabilities;
- ▶▶ etc.

It is obvious that all of the factors preventing the integration of these groups into the community need to be assessed separately as do the actions required addressing the related problems.

It seems also reasonable that the level of this assessment shall be the national level, given that the local actors are in the best position to identify the problems and to work out efficient methods for their treatment.

As a consequence the role of the Council of Europe can be in this regard:

- ▶▶ to highlight the importance of the targeted treatment of problems related to media and social inclusion and the importance of this approach for public service media in the form of a recommendation or declaration;
- ▶▶ to circulate and disseminate good examples of identifying areas of actions with the view of promoting culture of tolerance by organising professional conferences for public

service media providers and decision makers and/or by publications.

Clear definition of objectives

In general the objectives related to social integration and tolerance are twofold:

- ▶▶ forming the attitude of the majority of the society towards disadvantaged social groups, and
- ▶▶ forming the attitudes of such groups towards the society as a whole in order to promote their integration.

At the level of public service media providers it is crucial to clearly define which of the approaches above shall be taken in the case of the individual actions.

Beyond this basic distinction, once the situation and the relevant problems are assessed, it is essential to establish clear and properly detailed objectives. While social integration and culture of tolerance are general ideas, the definition of objectives at the level of public service media providers should be made as specific as possible and must be consistent with the assessment of the problems as indicated in section a) above.

It is also essential to establish clear criteria of success and related indicators. This shall be done at the time of defining the objectives. In the absence of such precise criteria the utility of the action cannot be judged. It is also vital to link these criteria of success to the addressed problem itself. In this regard it does not seem useful to define the production of a certain programme as an end in itself. On the contrary, actual progress can be evaluated only on the basis of changing attitudes of the targeted audiences. The general level of awareness to problems related to tolerance, the level of knowledge of the life and circumstances of minority groups by the majority part of the society (and *vice versa*) may provide real indicators in this respect.

In this regard the role of Council of Europe might be highlighting good practices *inter alia* by the means of publications and by organising workshops and conferences for professionals.

Effective monitoring of progress

The survey carried out by MC-S-PSM revealed that the weakest point in actions aiming at promoting tolerance is monitoring and evaluation of progress. In the case of measures taken with the intention of promoting social integration generally there is a feeling and anticipation that the public service broadcaster concerned does something important and useful. However the actual progress made by the particular measure is generally not evaluated.

It is therefore necessary to establish a system (or systems) that enable public service media providers (and those who establish their remit) to

- ▶▶ know what progress has been made in particular questions and problems related to promoting culture of tolerance;
- ▶▶ establish the share therein that can be attributed to the activity of public service media providers.

Beyond the clear definition of questions of intervention and the clear definition of objectives and criteria of success as prerequisites, this underlines the necessity of establishing proper monitoring practices.

It is reasonable to carry out this monitoring activity as close to the given society as possible. Therefore it is suggested to establish the related practice primarily at the national level.

The role of the Council of Europe, might be in this regard

- ▶▶ to encourage member states to introduce proper monitoring mechanisms and to enable public service media to take part in functioning these mechanisms by adopting political documents or non-binding legal instruments, and
- ▶▶ to collect and disseminate positive examples of efficient monitoring mechanisms already put in place by member states.

General attitude

In the activities of Council of Europe related to the promotion of social integration and culture of tolerance the dominant element has traditionally been the definition of basic common

European values and the highlighting of their importance. While this role remains valid in the future the definition of progress in practical terms and the monitoring of this progress becomes more and more important.

Therefore a shift of emphasis seems to be necessary from the theoretical thinking to the identification and handling of practical problems in the related activities of the Council of Europe. In this regard the role of moni-

toring based on elaborate methodology seems to be of paramount importance.

Appendix A. Recommendation No. R (97) 21

Recommendation No. R (97) 21 on the media and the promotion of a culture of tolerance

Adopted by the Committee of Ministers on 30 October 1997 at the 607th meeting of the Minister's Deputies

The Committee of Ministers, under the terms of Article 15.b of the Statute of the Council of Europe,

Considering that the aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage and facilitating their economic and social progress;

Stressing its commitment to guarantee the equal dignity of all individuals and the enjoyment of rights and freedoms without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status;

Recalling that the Heads of State and Government of the member States of the Council of Europe expressed their conviction, at the Vienna Summit Conference (October 1993), that the principle of tolerance is the guarantee of the maintenance in Europe of an open society respecting cultural diversity;

Resolved to intensify action against intolerance, taking as a basis the Plan of Action adopted at the Vienna Summit Conference;

Welcoming the initiatives of international organisations, governments and various sectors of society to promote a culture of tolerance, and especially those taken by media professionals, and noting that the latter are in a par-

ticularly good position to promote these initiatives and ensure their general acceptance in all media sectors;

Noting that the media can make a positive contribution to the fight against intolerance, especially where they foster a culture of understanding between different ethnic, cultural and religious groups in society;

Stressing in line with Article 10 of the European Convention on Human Rights the independence and the autonomy of media professionals and media organisations, and the need to avoid measures which interfere with these principles;

Considering that media professionals might usefully be invited to reflect further on the problem of intolerance in the increasingly multicultural and multi-ethnic composition of the member States and on the measures which they might take to promote tolerance and understanding;

Believing that such measures might be implemented at a number of levels, including schools of journalism, media organisations as well as in the context of the exercise of the media professions;

Believing also that the success of such measures depends to a large extent on the degree of involvement of the different categories of professional in the media sectors, in particular media proprietors, managers, editors, writers, programme makers, journalists and advertisers;

Having regard to Parliamentary Assembly Recommendation 1277 (1995) on migrants, ethnic minorities and media;

Recommends that the governments of the member States:

1. make the following target groups aware of the means of action set out in the appendix to this recommendation:

- » press, radio and television enterprises, as well as the new communications and advertising sectors;
- » the representative bodies of media professionals in these sectors;
- » regulatory and self-regulatory bodies in these sectors;
- » schools of journalism and media training institutes.

2. examine in a positive spirit any requests for support for initiatives undertaken in pursuance of the objectives of this recommendation.

Appendix to Recommendation No. R (97) 21

Scope

The means of action set out hereafter aim to highlight non-exhaustive examples of professional practices conducive to the promotion of a culture of tolerance which merit more general application in the various media sectors mentioned above.

Professional practices conducive to the promotion of a culture of tolerance

1. Training

Initial training

Schools of journalism and media training institutes, in so far as they have not yet done so, might usefully introduce specialist courses in their core curricula with a view to developing a sense of professionalism which is attentive to:

- ▶▶ the involvement of the media in multi-ethnic and multicultural societies;

- ▶▶ the contribution which the media can make to a better understanding between different ethnic, cultural and religious communities.

Further training

Media enterprises might usefully provide in-house training or opportunities for outside training for their media professionals at all levels, on professional standards on tolerance and intolerance.

2. Media enterprises

The problem of intolerance calls for reflection by both the public and within the media enterprises. Experience in professional media circles has shown that media enterprises might usefully reflect on the following:

- ▶▶ reporting factually and accurately on acts of racism and intolerance;

- ▶▶ reporting in a sensitive manner on situations of tension between communities;

- ▶▶ avoiding derogatory stereotypical depiction of members of cultural, ethnic or religious communities in publications and programme services;

- ▶▶ treating individual behaviour without linking it to a person's membership of such communities where this is irrelevant;

- ▶▶ depicting cultural, ethnic and religious communities in a balanced and objective manner and in a way which also reflects these communities' own perspectives and outlook;

- ▶▶ alerting public opinion to the evils of intolerance;

- ▶▶ deepening public understanding and appreciation of difference;

- ▶▶ challenging the assumptions underlying intolerant remarks made by speakers in the course of inter-

views, reports, discussion programmes, etc.;

- ▶▶ considering the influence of the source of information on reporting;

- ▶▶ the diversity of the workforce in the media enterprises and the extent to which it corresponds to the multi-ethnic, multicultural character of its readers, listeners or viewers.

3. Representative bodies of media professionals

Representative bodies of the various categories of media professionals might usefully undertake action programmes or practical initiatives for the promotion of a culture of tolerance.

4. Codes of conduct

Such initiatives and actions could go hand in hand with professional codes of conduct drawn up within the different media sectors, which address the problems of discrimination and intolerance by encouraging media professionals to make a positive contribution towards the development of tolerance and mutual understanding between the different religious, ethnic and cultural groups in society.

5. Broadcasting

While public service broadcasters have a special commitment to promote a culture of tolerance and understanding, the broadcasting media as a whole are a potent force for creating an atmosphere in which intolerance can be challenged. They might find inspiration from broadcasters who, for example,;

- ▶▶ make adequate provision for programme services, also at popular viewing times, which help promote the integration of all individuals, groups and communities as well as proportionate amounts of airtime for the various ethnic, religious and other communities;

- ▶▶ develop a multicultural approach to programme content so as to avoid programmes which present society in mono-cultural and mono-linguistic terms;

- ▶▶ promote a multicultural approach in programmes which are specifically geared to children and young people so as to enable them to grow up with the understanding that cultural, religious and ethnic difference is a natural and positive element of society;

- ▶▶ develop arrangements for sharing at the regional, national or European level, programme material which has proven its value in mobilising public opinion against the evils of intolerance or in contributing towards promoting community relations in multi-ethnic and multicultural societies.

6. Advertising

Although the multi-ethnic and multicultural character of consumer society is already reflected in certain commercial advertisements and although certain advertisers make an effort to prepare advertising in a way which reflects a positive image of cultural, religious and ethnic diversity, practices such as those set out hereafter could be developed by the professional circles concerned.

In certain countries, codes of conduct have been drawn up within the advertising sector which prohibit discrimination on grounds such as race, colour, national origin, etc.

There are media enterprises which refuse to carry advertising messages which portray cultural, religious or ethnic difference in a negative manner, for example by reinforcing stereotypes.

Certain public and private organisations develop advertising campaigns designed to promote tolerance. The media could be invited to co-operate actively in the dissemination of such advertisements.

Appendix B. Questionnaire on public service media and the promotion of a culture of tolerance

Training and recruitment

1. What training schemes and actions have public service media introduced or sponsored in your country with a view to developing a sense of professionalism which is attentive to:
 - a. the involvement of the media in multiethnic and multicultural societies?
 - b. the contribution which the public service media can make to a better understanding between different ethnic, cultural and religious communities within and outside the country?
 - c. standards on tolerance and intolerance for media professionals?
2. How do public service media ensure the diversity of their workforce and that their workforce reflects the multi-ethnic and multicultural character of the public?

Codes of conduct

3. Have professional codes of conduct been drawn up by public service media in order to address the problem of discrimination and intolerance by encouraging media professionals to make a positive contribution towards the development of tolerance and mutual understanding between the different religious, ethnic and cultural groups in society? Please specify in which way the relevant issues are addressed by these codes of conduct.

Specific actions and good practices

4. Have public service media made a special commitment, or been made subject to a special requirement, to promote a culture of tolerance and understanding and to create an atmosphere in which intolerance can be challenged? If so, please specify.
5. In what way do public service media:
 - a. make adequate provision for programme services (also at popular viewing times) and/or new communication services which help promote the integration of all individuals,

groups and communities as well as proportionate amounts of airtime for the various ethnic, religious and other communities?

- b. develop a multicultural approach to the content so as to avoid programmes and/or new communication services which present society in mono-cultural and mono-linguistic terms?

- c. promote a multicultural approach in programmes and/or new communication services which are specifically geared to children and young people so as to enable them to grow up with the understanding that cultural, religious and ethnic difference is a natural and positive element of society?

- d. develop arrangements for sharing at the regional, national or European level, programme services and/or new communication services which have proven their value in mobilising public opinion against intolerance or in contributing towards promoting community relations in multi-ethnic and multicultural societies?

6. In what ways do public service media ensure that their programmes and/or new communication services:
 - a. report factually and accurately on acts of racism and intolerance?
 - b. report in a sensitive manner on situations of tension between communities?
 - c. avoid derogatory or stereotypical depictions of members of cultural, ethnic or religious communities?
 - d. report on individual behaviour without linking it to a person's membership of such communities where this is not relevant?
 - e. portray cultural, ethnic and religious communities in a balanced and objective manner?
 - f. reflect the perspectives and outlooks of different cultural, ethnic and religious communities?
 - g. increase public understanding and appreciation of difference, and of the impact and effects of intolerance?

- h. challenge the assumptions underlying intolerant remarks made by speakers in the course of interviews, reports, discussion programmes, etc.?

- i. consider the influence of the source of information on reporting?

National regulation

7. Have national regulations imposed additional requirements on public service media concerning the promotion of a culture of tolerance that differ from the general requirements that apply to all media and broadcasters? Please specify.

Advertising

8. How do public service media contribute to the development of standards and other measures to prohibit discrimination in advertising? Have public service media organisations taken part in advertising campaigns designed to promote tolerance? Please give examples where possible.

New developments

9. Has Recommendation No. R (97) 21 of the Council of Europe been referred to in the process of defining the tasks of the public service media in your country in the past 10 years? Has this recommendation been referred to in the reports or internal guidelines of public service media enterprises in this period of time?

10. Please describe the impact of public service media on developing a culture of tolerance in your country in the past 10 years. Please provide details of actual actions or other examples of contributions where possible.

11. Please describe the obstacles and difficulties public service media face in promoting a culture of tolerance and in combating discrimination. Please describe and analyse the measures taken to eliminate these obstacles and difficulties in your country in the past 10 years.

Media and Information Society Division
Directorate General of Human Rights and Legal Affairs
Council of Europe
F-67075 Strasbourg Cedex
www.coe.int/media