03/04 V

HSRC RESEARCH OUTPUTS
2793.

HSRC Research Output submission template

Please complete this template electronically and attach it along with the electronic copy or print copy of the research output concerned to an email sent to the Director Information Services, **Faye Reagon** (freagon@hsrc.ac.za). It will be added to the research output database for publication on the Internet, Intranet and in the HSRC Annual Report.

Title: The People's Voice

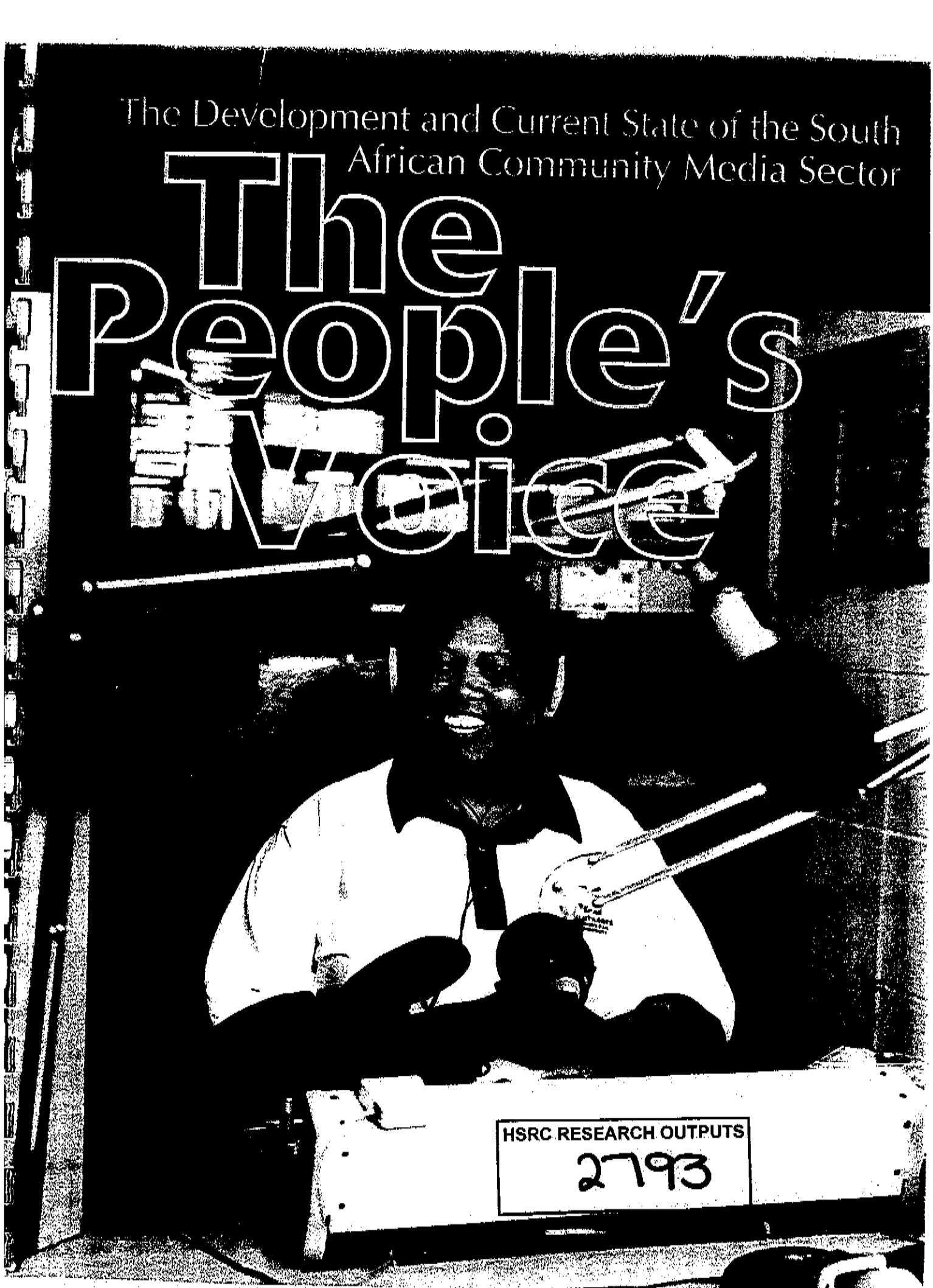
Authors: Adrian Hadland

Main disciplinary area: (e.g. education or psychology)
Media
Keywords:
The development and current state of the SA local media sector
Select output type from the list below: (delete inappropriate options)

- ☐ Monograph
- ☐ Chapter in Monograph
- ☐ Journal Article
- ☐ Newspaper Article
- ☐ Review in Journal
- ☐ Review in Newspaper
- ☐x Research Report- Client — Sent to Pretoria Office in 2003.
- ☐ Research Report- Other Only copy Currently with Publications — to be published as a monograph.
- ☐ Conference or Seminar Papers
- ☐ Questionnaires
- ☐ Training Manuals
- ☐ Video
- ☐ Database on a CD-ROM (containing only the database)
- ☐ Database on a CD-ROM (containing other documents/databases)
- ☐ Database on a File Server
- ☐ Website
- ☐ Report on an HSRC trip
- ☐ Education Assessment Instruments
- ☐ Psychological Assessment Instruments Faye will send a copy
- ☐ Pamphlet (published)
- ☐ Pamphlet (unpublished)

The Development and Current State of the South African Community Media Sector

The People's Voice



Written by Adrian Hadland and Karen Thorne

CONTENTS

EXECUTIVE SUMMARY

This report provides an overview of the participants, policy, opportunities and challenges facing the community and independent media sector in South Africa at this time. The principal objective of the research was to provide the Media Development and Diversity Agency (MDDA) with new, current information, research and data to assist its rapid and effective intervention in the sector.

The MDDA was established in 2002 with the explicit objective of providing an enabling environment for the development of a diverse community media sector. The MDDA, the board of which is appointed by Parliament, is intended to direct funding and support toward the sector in the interest of deepening South Africa's young democracy.

The last ten years has seen the publication of a series of reports on the community media sector including evaluations, conference proceedings, task group investigations and articles. Until now, these have not been brought together, assessed and analysed within one document. There is also much primary data that has been gathered specifically for this report that has not been documented before. The design of the research tools, the questionnaires and databases has all been done with the needs of the MDDA in mind and with its substantive input. The authors have, where possible, provided the MDDA with advance, preliminary results and data to assist in the urgent framing of funding criteria and other tasks.

The project started independently as a collaborative project of the Human Sciences Research Council (HSRC) and the service provider NGO Mediaworks, The MDDA's Board joined as a full partner in early 2003.

This report is accompanied by a database of the community media sector in South Africa, transparencies depicting the distribution of the sector and a resource pack of literature and policy. The report itself is divided into four chapters.

Key elements of this report include the implications of convergence at a grassroots level on local media, finding common interests of small commercial media and community media and, most especially, a detailed examination of sustainability and how it can be fostered in this sector. A holistic view is taken of sustainability that is fleshed out by a number of specific recommendations.

Chapter One gives an introduction to the sector, highlights some important opportunities and challenges and outlines the goals and objectives of the project. The chapter indicates the range of research outputs and details the underpinning methodology. The assumptions and scope of the research is also detailed. The chapter defines a number of concepts and concludes with a discussion of the importance and role of community media in the context of the media environment as a whole.

Chapter Two concerns policy issues, both in South Africa and internationally. It gives the context to community media by citing the development of the global movement and by stating the values that underpin the sector. The chapter gives an overview of policy developments in the pre-1994 and post-1994 periods. It sets out legislation that has relevance to the sector as well as any administrative steps taken by government that are important. African policy initiatives are also described. The chapter describes the legal and ethical environment, considers the ambit of various regulators and examines information and communication technology policy. Within the chapter will be found a discussion of global trends and the experience of community media within different national contexts. Parallel initiatives, for instance in the telecommunications and education sectors, that are currently taking place in South Africa are set out.

Chapter Three gives an overview of the community and independent media sector in South Africa as described in the collected data. The overall picture is of a sector that is struggling but which has enormous potential. One of the more interesting findings is the large number of community print media organisations operating in South Africa at present. This chapter sketches the distribution of the sector as a whole, a topography of service providers, presents key stakeholders, deals with community multimedia services and concludes with best practice recommendations on how to assess community communication needs.

Chapter Four contains detailed analysis of the collected data, questionnaires and literature and gives a total of 32 recommendations based on this research. These recommendations include:

- The improved coordination and planning of training in the sector, including the piloting of skills development programmes on the theory and practice of community media;
- The provision of institutional capacity-building through the establishment of a management support agency to provide consultancy services as well as generate resources, such as handbooks, that can be used by the whole sector;
- The creation of a website to link the whole sector and provide training, technical resources;
- The synergising of government interventions to the community media sector;
- The recognition of the role and capacity of service providers and the need to form partnerships with them to extend support to local media initiatives;
- The recognition of digitisation and convergence and its impact on local media;
- The establishment of a national advertising procurement agency;
- The need to balance funding to the different components of the sector, and, ultimately, to move away from a top-down, technologically determined approach to local media and to create an environment for communities to decide on their communication needs and priorities;
- The need for community media to become far more accessible to non-government organisations, community-based organisations as well as to ordinary citizens;
- The need to open up and encourage debate on the role, function and definition of what comprises community media in the South African context
- The need for a financial model based on a mixed economy approach, making use of relevant partnerships, to support sustainability; and
- The forging and managing of partnerships with mainstream media, government and the private sector

"The community media provide a vital alternative to the profit-oriented agenda of corporate media. They are driven by social objectives rather than the private, profit motive. They empower people rather than treat them as passive consumers, and they nurture local knowledge rather than replace it with standard solutions. Ownership and control of community media is rooted in, and responsible to, the communities they serve. And they are committed to human rights, social justice and sustainable approaches to development"

- Communication Rights in the Information Society (Cris)

CHAPTER ONE: COMMUNITY MEDIA IN SOUTH AFRICA

"Never doubt that a small group of thoughtful, committed citizens can change the world; indeed, it's the only thing that ever has". - Margaret Mead

1.1 INTRODUCTION

The establishment of the Media Development and Diversity Agency (MDDA) was the result of more than ten years of discussion, planning and negotiation. It has the potential to be a profound moment in the development of South Africa's media and in the enrichment and deepening of the country's democratic way of life. Few who are involved in the community media sector will dispute the very considerable challenges and obstacles that face them. Questions of sustainability, appropriate technology, management skills, human resources development, sector co-ordination, policy integration and globalisation, to name a few, plague planners as much as they constrain media organisations themselves.

What is clear is the overwhelming conviction both domestically and globally that a vibrant community media sector represents an essential component of sustainable development and a stable democracy and is a critical catalyst for the improvement of ordinary people's lives. Support for the sector and its role can be found in virtually all major policy pronouncements emanating not only from South Africa's current ruling party and government but from major multilateral organisations such as the United Nations. There is a large degree of consensus, in other words, concerning the importance of the community media sector. Equally, there is agreement that South Africa's media landscape some ten years after the advent of democracy is more concentrated, in ownership terms, and considerably less diverse than it should be.

There is far less unanimity over the specific strategies needed to develop and support small media. The debate seems to have polarised around a "market-driven" stance, in which small media sink or swim based on the exigencies of the market, versus a more developmental approach that assumes a degree of baseline support is a prerequisite for sustainability. The recommendations contained in this report present a pragmatic middle ground.

This research includes reference to the ongoing debates, both locally and internationally, that have sprung up around the notion of community media and its role in society and within the media as a whole. The MDDA will need, in time, to make up its own collective mind on its attitude to these issues.

We intend to present a range of practical strategies that, based on newly updated data and on the existing accumulated knowledge in the sector, will provide options on the way forward. We hope that this will assist the MDDA to "hit the road running" and fulfil its role expeditiously.

For the purposes of expediency, the rather long-winded phrase "community and independent media" will be referred to in this report as "local media" except where either community media or the independent media are referred to specifically.

1.2 OPPORTUNITIES AND CHALLENGES

In broad terms, the community media sector finds itself facing a range of new dynamics and trends, both threatening and presenting enormous opportunities for the growth and development of local media.

Participatory democracy and sustainable development

Certainly the emergence and deepening of a new democratic era in South Africa with its emphasis on transparency, accountability, accessibility, empowerment and equity is essential to the core principles and basic objectives of the local media sector. The link, too, between sustainable development, empowerment and the local media sector has been demonstrated in country after country.

Global experts are emphatic that a diverse, independent media is an essential component of a healthy democracy. In South Africa during the apartheid era, the independent media more than played its part in exposing human rights abuses by the state and in giving a voice to the voiceless. Now the challenge has shifted. In a democratic state, the challenge for community and independent media will be to deepen its role. In reality, many community and independent media organisations have failed to come to grips with their roles in community development and in promoting participatory democracy. They have often not developed sufficient ties with civic structures that would bring them closer to the communities they serve. While committed to creating content for development and empowerment purposes, they also often lack the skills and resources to make any real impact in this respect.

"Tensions over the delivery of social services is one of the primary fault lines of South Africa today," the Freedom of Expression Unit (FXI) argues, pointing at an increasingly fractious labour movement, ongoing friction within the ANC alliance and the emergence of social movements increasingly critical of government lack of delivery (FXI Annual report, 2001/2).These forces are bound to confront the community media sector as it finds its role as a vehicle of citizen communication. The question must be asked as to whether or to what extent the political will exists to create a truly equitable and free media environment, which is accessible by citizens and civil society organisations, some of which may be critical of government policies. This is particularly relevant in the case of community television, which has been on the policy back burner for many years now.

Technology and convergence

Advances in technology are making it possible for local media to leapfrog traditional media as we know it and embrace digital technology, which is low cost, high quality and easy to use. This creates opportunities for local media to use all forms of media across one digital platform. This approach is already evident in many innovative projects countrywide, which are providing community access to combinations of radio, print, information services, Information and Communication Technologies (ICTs), video and indeed more traditional forms of communication such as the performing and visual arts.

This creates the opportunity to build local media on the country's information backbone and is linked to extensive government efforts to promote "universal access" to ICTs. Indeed, what is increasingly referred to as Community Multimedia Services (CMS) are now starting to pop up in the context of telecentres, multi-purpose community centres, youth centres and community arts centres.

This media convergence encourages the building of partnerships between local stakeholders towards the achievement of locally identified needs. It is dependent on resource-mapping and results in the effective utilisation of limited local resources. By extension, it encourages phased or incremental development of media skills and objectives, starting out with achievable "small steps" such as low-tech print media production, basic newsletter production and community notice boards (while they wait, in some instances, for seven years for a radio licence!).

While the impact of convergence between telecommunications, computers and broadcasting has still to be felt, it is important that local media is not left behind. Strategic positioning at an early phase will ensure local media gains a critical advantage and can make the most of its location on the cusp of a new communications era. But convergence has already caught more than a few napping. According to community media commentator Tracey Naughton: "The community media sector's attempts to develop its own survival are being compounded by an era of convergence that is moving far too quickly for the country's stage of development (Naughton, 1999). Convergence, in other words, presents many opportunities to the community media sector, but many dangers too. The possibilities of new, cheap multi-media platforms and easily accessible, quality content are potentially counterbalanced by the presence of policy vacuums, overlaps, duplication and inter-departmental competition.

Policy, legislation and implementation

As far back as 1979, media analysts began to talk of the phenomenon of convergence and of how it was becoming hard to compartmentalise the hitherto autonomous information platforms of print, broadcast and telecommunications (Jankowski et al, 1992). What intrigued policy planners in the 1970s has become a powerful, even pervasive force in the opening period of the 21st Century. The rules have simply changed and are changing with ceaseless rapidity. Digitisation, broadband technology, satellites and the Internet have had far-reaching and frequently unpredicted impacts. In most cases, the technology has moved faster than either the regulators or the law.

The extraordinary pace of change has blurred the lines of responsibility between governments and between their departments. This is far from unique to South Africa. Policies that are refined by one ministry have to be implemented by others. Strategies are frequently poorly co-ordinated. The change has made regulators' work difficult and, at times, even impossible.

The convergence of technologies has corresponded with the elevation of information as a fundamental constituent of economic development. This has, in turn, seen the placement of communication and information needs at the top of government political agendas and as the key elements of economic and industrial policies. The consequence of this has been that more and more components of government at different tiers have a vested interest in harnessing information and communication technologies to achieve their own sectoral objectives.

As influential as convergence has been, it is still true that print, radio, television and multimedia occupy different spheres, with different histories and contexts. Broadcasting has generally led the way in South African policy terms and has frequently set the agenda on community media questions. Regulations and controls may, however, differ markedly from one form of media to the next. The extent to which they are each affected by the general and specific policy environments will be the subject of the next chapter of this report.

Macro-economic environment

The Print Development Unit (an agency funded by the mainstream media, which provides assistance to small print media organisations) cites the emergence of a black middle class and rapid urbanisation as potential growth opportunities for emerging local media. As stable as South Africa's macro-economic environment may be, however, the extremely high levels of unemployment, poverty and inequity will be felt most keenly at exactly the level at which community media operates.

A harsh economic environment will inevitably put pressure on organisations that are largely marginal operations. In such circumstances, advertising is difficult to attract, volunteers are hard to keep and resources are scarcer than ever. Of the 25 case studies featured in this report, half of the media organisations reported they were "struggling to survive" and half agreed they were "covering costs but had no room for growth" (see Chapter Three).

The FXI has shown how advertising levels (adspend) in South Africa have fallen in recent years placing additional pressure on struggling media enterprises. The advertising industry is also "deeply conservative" (Sparks, 2003) and resistant to change in accommodating community media's demands for recognition and for appropriate levels of adspend.

User-churn - the extent to which consumers are falling out of the communications network due principally to a lack of affordability - is pronounced in telecommunications. Almost two thirds of the Telkom phones installed in 2000 were disconnected as users couldn't pay spiralling costs, according to the FXI (FXI Annual report, 2001/2).

Human Resource Development

Considerable opportunities now loom in the area of human resource development (HRD) with the implementation of the National Qualifications Framework (NQF). Learnerships, for instance, recognise the kind of non-formal and work-based training that has always characterised the local media sector. Opportunities exist for tapping into the skills fund to sustain this kind of work and to develop unit standards thus engendering a participatory and community-oriented approach to media training. Standing in the way of these opportunities is an NQF that is bureaucratic, slow and notoriously difficult to access.

The challenges in HRD are enormous. All existing research points to the need for training which incorporates governance, management, content creation and technical operations. There is no shortage of service providers (close to 30 nationally), skills and resources. But there is a great deal of duplication and a lack of co-ordination (see service provider analysis later in this report). The challenge will be to devise and implement an integrated human resource strategy for the sector.

The Employment Equity Act and other pressures on the mainstream media to transform also present enormous opportunities for redressing imbalances in the media through the entry of previously disadvantaged individuals into the media industry. In the absence of accessible and affordable training opportunities for many South Africans, local media has become an entry-level training ground for a new generation of aspirant media practitioners.

While the Print Development Unit encourages such "staff exchange" and further suggests a "Code of Practice" to govern such a practice, the National Community Radio Forum has repeatedly stressed that

this amounts to a critical brain drain from an already struggling sector.

Globalisation

The threat of globalisation is starkly felt in the media sector in a variety of ways. It is most keenly experienced in the continuing concentration of media ownership, in the dominance of transnational corporate agendas and in the gathering power of American cultural hegemony. Most at risk from these forces are indigenous cultural expression, pluralism and the right to communication.

The potential impact of these trends include the 'dumbing-down' of news and educational programming forms, a reduction in real content diversity and the undue influence of commercial imperatives on the news, current affairs and in educational content. Another effect is a growing disparity of access to information and communication technologies and applications globally, between urban and rural communities and between groups within society. The imposition of a single dominant set of cultural values and the domination of a single language are also worrying trends.

Against this background, in the clutch of powerful, global forces and in the face of almost overwhelming local odds, the community media sector in South Africa continues to survive. Millions of people garner vital information from the newsletters, talk shows and bulletins that characterise the sector's output. Thousands of ordinary people find skills, meaning and a sense of identity through the various media, often giving freely of their own time to gain little more than an opportunity to be heard. It is in the hope of giving encouragement and support to such people in the broader national interest that this project was devised.

1.3 RESEARCH GOALS AND OBJECTIVES

This research project was conceived in the latter half of 2002 with the principal objective of assisting the MDDA in starting its important and challenging work as quickly and efficiently as possible. Initially a collaboration between Mediaworks and the Human Sciences Research Council (HSRC), the MDDA became a full partner in the research early in 2003. Research instruments, such as questionnaires and databases, were tailored specifically to meet the needs and requirements of the MDDA.

Much has been researched, written and said about the importance of and need to develop community and independent media in South Africa. It was not the intention of the researchers to reinvent the wheel but rather to tap into this body of knowledge, to fill in the gaps and extrapolate the lessons learned. It was also our intention to highlight key strategies, describe the challenges and opportunities and promote further debate. On a more practical level, this project was designed to undertake a much-needed and simple data capturing exercise simply depicting "who is out there?" or, perhaps more appropriately, "what's left?" after years of neglect.

Research goals:

1. Promote media diversity by assisting the Media Development and Diversity Agency (MDDA) with key data, information and expert analysis that will inform the MDDA's work and contribute to the rapid realisation of its goals and work.
2. Encourage strategic partnerships between relevant roleplayers to enhance co-ordination and prevent duplication in the sector.
3. Examine the dynamics and financial modelling of the independent and community media

sector with a view to promoting sustainability.

4. Give community-based media projects the opportunity to share information on the opportunities and challenges they face.
5. To facilitate information-sharing among community-based projects, service providers and, networks and funders on the environment in which they are working.

The outcomes include:

1. A report containing:
   - ❖ An overview of the current topography and status of local media in South Africa today;
   - ❖ An overview of the policy and regulatory environment as it relates to the development of local media'
   - ❖ A background to the definition and rationale of community media in the South African and in the international context;
   - ❖ An analysis of the funding environment, including recommendations on targeted funding interventions;
   - ❖ An analysis of the sector's capacity enhancement needs and current activities and recommendations towards an integrated human resource development strategy and other capacity enhancement interventions;
   - ❖ An analysis of existing networking, coordination and information dissemination arrangements in the sector and recommendations around how these may be improved;
   - ❖ An overview of international experience and best practice in the fields of community media policy and practice which is integrated throughout the document;
   - ❖ Based on the national database included with this report, a map was constructed indicating local media coverage, as well as highlighting under-serviced areas. Based on this mapping exercise, some suggestions for accessing under-serviced areas are also included in this report; and
   - ❖ An overview of existing research relevant to the sector and recommendations on further research that may be required.

2. A complete national database of South African community and independent media organisations and service providers.

3. A resource pack of relevant research, policy, legislation and literature used to conduct this study.

1.4 METHODOLOGY

The database was put together using existing databases from a wide range of sources, including Icasa, NAB, NCRF, PDU, IMA, GCIS (see glossary) together with person-to-person structured discussions with representatives of community and independent media organisations in order to verify details. While this is the most comprehensive list to date, there may well be developments in the sector that have not been recorded and therefore could not be included. Organisations were asked 19 basic questions including: name of project, type of legal entity, contact details, composition of staff, infrastructure, target groups and geographic radius, language used, annual budget and sources of income. The full database accompanies this final report.

In the course of this research, in-depth person-to-person interviews were conducted with the senior representatives of 25 community media organisations, representing a national, cross-section of print,

radio and multimedia in urban and rural contexts. The interviews were based on questionnaires designed and piloted by the authors of this report and conducted by experienced media trainers and facilitators on-site.

The organisations that participated in the case study analysis are as follows:

- Riviersonderend Advice and Development Centre, Riviersonderend, Western Cape;
- Indonsakusa Community Radio (Icora FM), Eshowe, KwaZulu-Natal;
- Unitra Community Radio, Umtata, Eastern Cape;
- Khanya Community Radio, Butterworth, Eastern Cape;
- Phatsima Youth Initiative, Upington, Northern Cape;
- Qhamani Youth Media Group, De Aar, Western Cape;
- Club Coffee Bar Community Centre, Oudtshoorn, Western Cape;
- Senzokhuhle CBO Networks, Eshowe, KwaZulu-Natal;
- Molweni CRC (greater), Linkhills, KwaZulu-Natal;
- Hartebeeskraal MultiPurpose Community Centre, Atlantis, Western Cape;
- Ubuntu News, Aliwal North, Eastern Cape;
- Radio Zibonele, Khayelitsha, Western Cape;
- Alaxan Resource Centre, Alexandra, Gauteng;
- Mohodi FM, Manthata, Limpopo;
- George Community Media Centre, George, Western Cape;
- Radio KC, Paarl, Western Cape;
- Hassequa Development Forum;,
- Radio Mafisa, Rustenburg, North West;
- Neledi Community Radio, Senekal, Free State;
- Lentswe Community Radio, Parys, Free State;
- Vaaltar Community Radio;
- Alex FM, Bramley, Gauteng;
- Witbank Community Radio, Witbank, Limpopo;
- Greater Middleburg Community Radio, Mhluzi;
- Moletsi Community Radio, Polokwane, Northern Province; and
- Iliha Community Radio Station, Maclear, Eastern Cape.

Seven of the organisations are rural, three urban, eight are peri-urban and six are both rural and urban. Most (21) of the organisations are well established while three are newly "emerging". It is the authors' belief that the case studies collectively provide a detailed and authentic picture of conditions on the ground for community organisations in South Africa. Analysis of the case studies can be found in Chapter Three.

A survey of service providers. This component of the sector was also contacted and provided with questionnaires. These questionnaires were collated and are analysed within the body of this report (Chapter Three).

An overview of community media-related policy was compiled over the period of several months during early 2003. The overview examines all policy and legislation that appears to be relevant to the community media sector. A detailed timeline of relevant policy events is also included. A comprehensive resource pack-of relevant literature – consisting of several lever-arch files – will be forwarded to the MDDA for reference.

A literature overview has been built into several sections of the report but is principally found in the sections on policy and on the global environment.

A survey of the funding environment was built into the service provider and case study questionnaires. In addition, the researchers interviewed key funders, both past and present.

While a considerable amount of effort, experience and insight has been marshalled into the production of this report, including interviews with role players from one end of South Africa to the other, it is worth stating that this is merely an opening gambit in a longer-term endeavour. There is a great deal more research to be done on a multiplicity of fronts. Indeed, an important part of the MDDA's work will be to identify and commission this research to ensure the best enabling environment possible is put into place for the blooming of the community media.

Nevertheless, the researchers are confident that, together, the various elements of this report, will collectively fulfil their primary purpose: to provide the MDDA with a good grasp of the current topography of the community media sector in South Africa as well as the tools and insights it requires to help design and implement its own interventions.

1.5 ASSUMPTIONS AND SCOPE OF THIS RESEARCH

While this research project sets out to paint a picture of the current state of the community media sector in South Africa and to present the results of a recent data collection and analysis process, a number of assumptions underpin this report that the authors feel need to be declared.

We do not intend to restate commonly-known information and/or assumptions. It is assumed, for instance, that the MDDA is familiar with its own founding legislation and the tasks and duties that emanate out of this. We will not be spelling this out again in detail.

We do note that the MDDA has been mandated to find solutions to the following key obstacles:

- Globalisation and concentration of ownership, homogenisation of the news;
- Failure of empowerment groups to acquire sustain interests/shares in commercial media enterprises;
- Low density of media infrastructure, urban bias;
- Lack of resources to support growth;
- Non-profit and small commercial media;
- Legacy in media organisations of inadequate education and training;
- Aliteracy and illiteracy;
- Failure to promote indigenous languages;
- The promotion of development-oriented news and information; and
- Rapid development of new media and new skills and greater access to telecommunications.

Our other assumptions are as follows:

- We do not intend to outline the exact position with regard to concentration of ownership of the mainstream media in South Africa and assume that the patterns outlined in the MDDA's Draft Position Paper remain relevant.
- We do not intend to demonstrate the degree to which ordinary South Africans are

under-served by access to the media, as this too has been detailed in other policy work.

- ❖ It is the authors' assumption that the inequities outlined in the report cited above remain, including with regard to resource allocation and to multilingual, cultural and educational programming, the lack of diversity and choice and the shortfall in universal coverage and access.
- ❖ The authors have placed a special emphasis on the community media including print, radio, video and multimedia and small commercial publishers. We have, however, excluded the independent film, video and radio sector as they do not appear to fall within the ambit of the MDDA's funding criteria.
- ❖ The authors acknowledge there is slightly more emphasis on print and audiovisual media than on the community radio sector in this report. This was intended to address the need for more information about the print and audio-visual sector as expressed in the MDDA position paper. The authors note that there is much information available on the community radio sector. The sector is, in any case, well represented in the case studies, the database, the analysis and in other key sections of this report.

1.6 DEFINITION OF COMMUNITY AND INDEPENDENT MEDIA IN SOUTH AFRICA

Introduction

Our research indicates that there are wide-ranging interpretations about what community media is and, in particular, about the difference between community and independent media. In their book New Publishers, the Print Development Unit (PDU) argues for the collapse of community and independent print media into the term "new publishers" so as to "avoid confusion between entrepreneurial publications and the non-profit, non-commercial 'community press" (PDU, 2002). The authors of this report believe "new publishers" is not an appropriate term. The reasons are as follows:

Firstly, many South African community media organisations, including Mediaworks and CVET, have been around since the late 1970s and early 1980s and can hardly be defined as "new". Community media are not a new phenomenon – not in South Africa, or elsewhere in the world. Community radio was established in Europe and in the United States as far back as the 1940s. Secondly, the catch-all phrase shows a lack of understanding of the role and definition of community media as developed through years of theory and practice, worldwide. Finally, the umbrella term "new" obscures the vital difference between the community media sector and the independent media, which is a crucial distinction in policy terms.

Our understanding of community media is premised on the belief that all citizens have the "Right to Communicate". This right implies that citizens are offered access to community media to express their concerns, needs and, through dialogue, find common solutions to local problems. The notion of community media is not a euphemism for "media for black people", as some might suggest. Community media "enables the opinions and positions of the marginalised to be presented along, and challenge, the authoritative voice of the mainstream media" (Scott, 1996). The local focus of community media allows it to communicate directly with and through its participating communities.

Independent media, on the other hand, is privately-owned, commercial media which is free of control and influence by corporate or government interests (Community Media 2000, conference handbook). While small, independent media often target a defined geographic community or community

of interest, it is not owned or controlled by that community, nor are they necessarily "participatory" in nature. Our research findings indicate that many independent media represent the interests of a religious, ethnic or other "segment" of the community, as opposed to having a mandate to meet the needs of the diverse population.

Independent media contribute to democracy by proliferating the diversity of voices heard in the media. In this respect there is no doubt that the independent media encourage debate and provide access to information with a "localised" focus. However, the independents also have their limitations. They are usually driven by a commercial imperative as opposed to a social or developmental mandate. As a result, independent media will usually target more affluent markets. This focus does have a marked and positive influence on the financial sustainability of this sector but obviously limits the independent media's capacity to service, for instance, marginalised communities.

A useful comparison (to illustrate the distinction between community and independent media) is the example of public versus private broadcasting. Private broadcasters exist, first and foremost to grow equity. The need to deliver audiences to advertisers means private broadcasters focus on entertainment and make use of a high proportion of cheap, imported content. Within these constraints, a diversity of voices and of ownership is promoted, usually through regulation. Equally, the private broadcasting sector has proven a useful vehicle for black economic empowerment.

Public broadcasting, on the other hand, has as its *raison d'etre* the provision of information, education and entertainment for the public. But it also has a whole host of other social and developmental objectives such as language diversity and nation building. Naturally it has to be sustainable. As a result, subsidies are provided to the public broadcaster to enable it to focus on its developmental mandate.

The community media, like the public broadcaster, has an over-riding developmental mandate. As with public broadcasting, the government recognises that subsidies are necessary to help local media fulfil this mandate. Similarly, the local, commercial media will ultimately sink or swim in the competitive market environment it has chosen to operate within.

Any consideration of community media has to start with three basic questions:

- What is a community?
- How does one define community media?
- Why is the community media considered important?

As fundamental as these questions are, there is no unanimity on most of the answers. It is necessary, however, to sketch the debates as they have an impact on the role, composition and future of the community media sector in South Africa.

1.6.1 WHAT IS A COMMUNITY?

The word "community" has become one of the most useful buzzwords of the information age (Berger, 1996). But its very usefulness serves, at times, to conceal its true meaning. According to Calabrese: "(B)y assigning ... projects with the label 'community' we gut the term of anything resembling its philosophical meaning, and we delude ourselves into thinking that what is being achieved ... resembles anything like a voluntary commitment to sustaining communal life" (Jankowski et al, 1992).

It was the influential media theorist Marshall McLuhan who came up with the concept, back in the

1970s, of the "imagined community". This was a community that, in effect, was created and sustained as a consequence of the workings and networks of the mass media. No longer could communities be viewed as a relatively small group of people living in close proximity.

Since then, the era of Information and Communication Technologies (ICTs) has spawned new notions of community, such as the virtual community and the reality community, that are even further removed from the geographic or physical markers which first defined the concept. Globalisation, too, has heralded the emergence of trans-national communities, interest groups and social movements.

In addition, debates around what constitutes a community have a different dimension in the African context. The 'nation-building' that has characterised most post-colonial states has required the diminishment of small community identities in order to deter potential conflict, according to one Unesco report: In the post-independence era, "attempts were made to build societies that were broad-based, with centralised political power and authority and homogenised institutions, so as to emphasise commonalities and to incorporate disparate cultures in an effort to create 'national unity'" (Opubor, 2000). The consequence has been the creation of ever-larger political and economic units (such as the Southern African Development Community and the African Union) that have tended to bypass the ideas, opinions and direct contributions of the majority of citizens.

The definition of what constitutes a community is, therefore, contested. For Opubor, a community is built on the exchange of initiatives, information and meanings in the process of defining, creating and maintaining a group identity and in the interests of survival within a specific geographic and/or cultural space. Many other definitions abound, though, including that a community is merely a body of individuals or an organised political, municipal or social body.

In a work entitled "Communities of Tomorrow", T Stevenson disputes the idea that a community is defined by its homogeneity. Communities, he argues, are made up of people with different needs, views and identities. "Community as homogeneity too easily denies difference and assimilation of the Other" (Stevenson, 2003). He suggests that "the artful act of co-operation" defines a community rather than the similarity of those who agree or choose to co-operate. Stevenson cites Ingrid Burkett: A community "is a paradoxical experience. It is about difference as much as unity. It is about conflict and harmony, selfishness and mutuality, separateness and wholeness, discomfort and contentment. Privileging one of these opposites in interpreting communities denies the transforming powers of human communion and resorts to fixed ideas about communities" (ibid, 2003).

South Africa too presents a far from neutral understanding of the term community. It's "a PC (politically correct) synonym for underprivileged black people", argues Jeffrey Stevens: "The word community is too politically loaded to be of any descriptive use" (Stevens, 1997). Stevens adds that, in any case, communities are often imaginary, unstable and contradictory as well as dynamic and changing. For Louw, the problematic term 'community' has "tended to become rhetorical in the South African context" (Louw, 1993) He suggests that "community should refer to people in a particular local area who share similar problems and interests as a collectivity. In getting together to solve their joint problems, a community is created" (Louw, 1993). At virtually every level, the definition of a community and how it is comprised is subject to debate.

Media analyst Ole Prehn notes that a degree of consensus was achieved in media theory toward the notion that the production of media (and airing of programming) which was authentic and which presented real personal experience was only possible in a limited geographic area, even when the issues

were trans-local. "The concept 'community' was accordingly interpreted both as a 'community area' and 'a community of interest'" (Jankowski et al, 1992).

This consensual position is one that finds expression within the official definition of a community as it applies to the community media sector in South Africa. It was first outlined in the Independent Broadcasting Authority (IBA) Act of 1993. The Act defines two categories of community: a geographic community and a community of interest. The latter group could include institutional (such as trade unions, religious or cultural) communities who share common interests or goals.

The Act defines a community as "any group of persons or sector of the public having a specific ascertainable common interest". The definition, though, was far from uncontested. In the preparation of the IBA Act there was considerable disagreement among key interest groups. At the time the Convention for a Democratic South Africa (Codesa) drew up the IBA Bill, (the interim) government supported the geographic/community of interest definition, business pushed for the non-profit notion and the mass democratic movement was keen on the community-controlled and community-owned dimension (Urgoiti, 1999). While a compromise was reached in the Act, many of the debates continue over the definitions. As Unesco has noted, the question of what a community is has "still not (been) agreed upon" (Opubar, 1999).

1.6.2 WHAT IS COMMUNITY MEDIA?

"For the community, by the community, through the community"
- Broadcasting Policy Technical Task Team, 1998

Community media has its beginnings in the post-war world of the 1940s, more often than not as a vehicle of protest and of challenge. In North and South America as well as in many parts of Europe, community radio shrugged off the constraints of governmental and economic power to articulate the opinions, views and culture of ordinary people. Community print and community television have proven similarly inclined, offering a counterpoint to the globalisation, commercialisation and threatening homogeneity of what has become known as the information age.

Community media is the third of three components of the media: public, private and community, which dominate most countries' definition of what constitutes the sector. The public media refers mainly to radio and television and means public ownership, usually with state control. The private media operate within the free market and compete for audiences and advertising with a commercial, profit-oriented mandate.

Community media is different altogether. It provides the means for cultural expression, community discussion and debate. It supplies news and information and facilitates political engagement. It offers concrete means for public participation and for defending cultural diversity. Through access to the production and consumption of relevant communications, community media form a collective platform for community empowerment (Cris, 2003).

Some argue that the global community media sector is currently engaged in a struggle for ordinary people's rights to communicate and presents a vital barrier to the potentially destructive aspects of the information society: "Much has been promised by the information society - access to vital knowledge for health and education, better information from governments and corporations, electronic democracy, global trade and exchange, up to the minute news. But because they lack the resources to make their

voices heard in this shifting social landscape, the world's poorest communities face the twin dangers of being left out of this new economy and becoming a cultural dumping ground for mass market products made by and for the richest economies (Cris, 2003).

Over the years, however, the notion of community media has come to incorporate a range of qualities and conditions which continue to distinguish it from the mainstream, public or independent media. It is important to characterise these distinguishing features.

According to the St James Encyclopedia of Popular Culture, community media is simply giving "everyday people" access to the instruments of radio, television and computer-mediated communication. It is clear, however, that community media involves much more even than access merely to these instruments. A convincing case can be made, for instance, that puppetry constitutes a form of community media. In some countries, puppets have been used to discuss taboo subjects that simply cannot be aired in a less anonymous forum (Wanyeki, 2000). Similarly strong cases can be made for the use of audio towers, drama, audio-listening groups, cassettes and community blackboards.

There are many different forms of community media, or at least forms of community communications. "A community ... creates, and is also created by, a community communication system," argues Alfred Opubor, one of the authors who contributed to a Unesco work entitled Promoting Community Media in Africa. As a community's needs are diverse, this system requires different means of expression and different channels. These may well include what media professor Guy Berger would describe as "folk media" - such as rituals, dance and songs (Berger, 1996). Indeed, in the pre-1990s period in South Africa, community media existed largely in the form of the alternative press but also in "underground communications" such as graffiti, pamphlets and posters (Majozi, 1999).

For Berger, there are five types of media: state/public media; government media; corporate media; independent (commercial) media and community media. He suggests that one of the key distinctions lies between media institutions and groups whose core activity is something other than media output, such as churches (Berger, 1996).

The roots of contemporary definitions of community media in South Africa can be traced back to the deeply influential "Jabulani! Freedom of the Airwaves" conference in the Netherlands in 1991. Though the conference was focused primarily on broadcast issues, its grappling with what constituted a community broadcaster was to have a very significant impact on local policy initiatives, not least in the Independent Broadcasting Authority Act (IBA) of 1993 which relied heavily on consensus reached at "Jabulani!". The IBA Act developed a framework for the broadcast media environment in the new dispensation and included provision for the state broadcaster's change into a public broadcaster, the need for an independent regulator and the creation of a three tier broadcasting system comprising public, private and community broadcasting.

According to the "Jabulani!" resolutions, community or participatory broadcasting was "initiated and controlled by members of a community, to express their concerns, needs and aspirations without outside interference" (Siemering, 1997). This idea of a media being for the community, by the community and through the community was to achieve popular currency in both popular and legal definitions of the sector.

But within this broad definition lay much that was, and remains, contested. How does one define ownership by the community, for instance, or spell out how "by the community" translates into differ-

ent forms of participation?

The Community Radio Manual (1999) attempts to spell out the ownership issue in more detail. It states that community participation is made up of three elements: the involvement of local residents in decision-making and participation in the work carried out at the community media organisation; the sharing of benefits accruing from ownership; and in the identification of needs with the aim of addressing them (Urgoiti, 1999). If each of these requirements is fulfiled, then the organisation can be defined as a community organisation.

The manual suggests, however, that there is no fixed formula as each community is unique. The baseline requirement, in the case of radio, is that the station is owned, managed and programmed by the community it serves. Similar classifications soon became applicable to print, audiovisual and multimedia operations.

The IBA Act also clarified the notion of community participation. It states that community participation is the active participation of a community in respect of attendance of meetings, involvement in fund-raising initiatives and directing the programming of the station through complaints or comments committees. It also noted a passive level of participation that includes donations to the organisation and, for example, dedications on air.

The Community Radio Manual states that, while there are many definitions for community media and though each organisation is unique and special, three definitive principles are now commonly-accepted:

- Community media is owned, managed and programmed/filled by the people it serves;
- Community media are non-profit and respond to the community's expressed needs and priorities;
- Community media are accountable to community structures.

Berger has raised questions over the degree of community participation implied in the "owned and controlled by the community" criterion. He argues it is unrealistic to expect continuous self-expression within a community and warns that participation can "run out of steam" (Berger, 1996). He adds that while community control is important, it can't be considered fundamental. The relationship between control and participation may also be more complex than it seems at first. What does community ownership mean?. For Berger, the most important feature of community media is "participation plus a progressive agenda".

Even beyond a progressive agenda, some argue that community media must challenge the loci of contemporary political and social power. Says a Unesco work: "They present an alternative discourse from the communications agenda set by the dominant, socio-political or even cultural order" (Karikari, 1999). They should also contribute to the process of change. This is a common theme and has its roots in the origins of community media, and particularly community radio.

In the United States where it first emerged, community radio began life as an anti-war platform challenging the political status quo. In South Africa too, the community media "was "instrumental in informing and mobilising communities against apartheid," according to the Open Window Network's website. In addition, the nascent sector functioned as a tool to counter state propaganda, and assisted in educating the masses about their rights to facilitate the building of strong community organisations (Berger, 1996).

There are those who argue the community media sector can only contribute significantly to democracy if it offers a counterpoint to prevailing voices and contemporary power. "The community media agenda should start from the point of view of liberation from dominant power structures," argues Berger. There is thus a strong view that a vital, even defining function of the community media should be the objective of political, preferably progressive, activism. But as well as resisting the forces of domination, some contend that community media has an additional function with regard to community unity and cohesion. According to the Caribbean media analyst Chomondeley, community media enterprises "can help to preserve and renew the glue that keeps communities together and become reliable sources of solutions that are shared with their communities and improve the quality of community decisions" (Cholmondeley, 1999).

There are demonstrably many characteristics used to capture the essence of what constitutes community media, including its non-commercial objectives and even its use of local or indigenous materials. The subject will be explored further below in this paper when the values which underpin the community media are considered in more detail. In the meantime, the National Community Media Forum (NCMF) suggests community media can be identified by five key features:

- It must be owned and controlled by the community, through its representatives;
- It must be non-profit;
- It must be accessible to the community it serves;
- The community must either be a geographic one or a community of interest;
- It must service disadvantaged communities.

And, while some of these key features are more commonly accepted than others, including the last one that is indeed ignored by the IBA Act but reinforced by broader policy guidelines, these five features can be presumed to be the current defining characteristics of the sector.

According to Chuck Scott: "The process on controlling and producing communication is as important as the product itself. Both are seen as an integral part of the means towards enabling community access to, participation in and empowerment through creating and communicating their own messages to an audience of "common interest".

1.6.3 WHY IS COMMUNITY MEDIA IMPORTANT?

"Without a diversity of voices, democracy will be a mere swan-song"
- Government Communication and Information Service CEO Joel Netshitenzhe

This research paper has already alluded to the over-riding consensus that community media is a good, positive and even essential component for development and for democracy. This section provides the opinions of several local and international media analysts and policymakers who have voiced support for this belief.

Since the 1980s, Unesco has actively promoted the community media as an important agent for change and development. According to Opubor, "Several reasons for funding community media as a social good have been advanced ... the bottom line of these suggestions is the need for communications and information policies, at the national level, which are sensitive to the plight of poorer communities, based on an understanding of the ways in which access to information can help them bridge

the development gap and achieve better lives" (Opubor, 1999).

Wanyeki, who also contributed to the Unesco work, argues that while community media provides access to information, fosters debate, builds solidarity and allows for advocacy, "in a broader sense, community media enables greater participation by communities in national and international affairs (Wanyeki, 1999). For Fraser, "community media can provide the platform for the public dialogue through which people can define who they are, what they want and how to get it, at the same time building long-term capacity to solve problems in ways that lead to sustainable social change and development" (Fraser, 2002).

Several authors argue that a vital role of the community media sector is to make up for the increasingly globalised commercial media's incapacity to grapple with or to portray local issues and debates. "The globalised commercial media can never respond to the socio-economic and development needs of the countries they reach, let alone those of marginalised communities within those countries" (Fraser, 2002). According to Karikari, another Unesco author: "The existing media is not disposed to accommodate a different voice. Community media can also play a role in peace-building, socio-economic development, literacy and numeracy, urban social questions, cultural development (including linguistic), cultural creativity, democracy and good governance (Karikari, 1999).

The idea that the community media plays a role in social cohesion and identity building is a common theme. "If you don't have a way to talk to yourselves, what have you got?" asks US analyst Cheryl Gibbs. She argues that the community media is the "glue that holds a community together" (Gibbs, 1995). A community newspaper's biggest contribution to community life is – or should be – helping residents see what they have in common, not just where their differences lie, she writes.

The experience in the Caribbean region has been that the availability of responsive media in communities can reduce alienation and facilitate their integration into the larger society or region (Cholmondelay, 1999). The supply and access of media do appear to set parameters for democratic communication (knut Lundby, 1997).

In South Africa, sentiment concerning the role of the community media has been equally strong. The important Reconciliation and Development Programme (RDP) Base Document of 1994, one of the cornerstones of democratic policy in the post-apartheid era, declared that open debate and transparency in government and in society was considered crucial to both reconstruction and development. In its submission to the SA Human Rights Commission, the IBA stated that "diversity, we believe, creates an environment in which different views can be exchanged and a respect for human rights can flourish".

Sue Valentine, a respected local commentator on community media issues, focuses on community radio which she believes is fundamentally different from both commercial and public service broadcasting: "Community radio ... rests on the belief that the airwaves are a public resource. In the 'global village', access to the airwaves is vital to the basic human right to communicate. Community radio offers a forum in which ordinary people can exercise this fundamental right. It is the modern means by which ordinary people discuss their worlds - the village square of the 20th Century." Louw feels similarly that the community media "is an essential aspect of building a strong civil society, one in which citizens are encouraged to express themselves and to exercise control over their own lives and environment" (Louw, 1993). The views of these few scholars and analysts are reflected in the resolutions and declarations of many multilateral organisations. The Non-Aligned Movement (NAM) stressed

at its 12th summit in Durban in September 1998 that "the establishment of a new world information and communications order aimed at ensuring impartiality and balance in the information flow, improving the information and communication infrastructure and capacity of development countries through the transfer of advanced information technology and expanding their access is more imperative than ever before" (NAM Report, 1998).

There are some countries, and even cases of democratic states, in which community media has not been assigned the same importance. In India, for instance, the community media does not exist largely due to government concerns over the espousal of separatist viewpoints and to prevent the publication or airing of radical political propaganda (Tabung, 1999).

It is the understanding of the authors of this report, however, that the support, encouragement and flourishing of the community media sector is a vitally important goal in keeping with key national developmental, constitutional and democratic objectives.

Conclusion

Ultimately policy makers, regulators and enablers need to accept that a healthy media environment is one that is made up of all three tiers of media: public, private and community. Strategies need to be devised that enable each and every one of these tiers to develop and thrive in a spirit of cooperation. The very inception of the MDDA acknowledges that community media is here to stay. It has entered the mainstream. It has taken its rightful place on the media stage and will no longer be content with a demeaning, secondary role. This is the global trend. It is essential, given this understanding, that international examples of best practice are sought, that the level of the debate is raised and that modalities and strategies are framed that are relevant to our own experiences and priorities.

1.7 THANKS

The authors would like to thank the following for the assistance and co-operation with this project: the community media organisations, funding bodies and sector service providers who painstakingly and patiently filled out our questionnaires, responded to our queries and put up with our demands on their time and staff; to the NCRF and AGENDA for assistance with the case studies, to Martin Stevens and Bukelwa Voko, to Erika Lundstrom and Hanna Fransson, the two Swedish masters students who helped pilot some of the questionnaires, to Nuraan Amlay who did much of the hard work in collecting and ordering the data; to Kristin Klose of the GSCIS , to Jackie Cameron for proofreading, and to the staffs and administrators of both the Human Sciences Research Council's Social Cohesion and Integration unit and of Mediaworks.

The work has been funded in part by the South African Parliament through its baseline funding of HSRC research projects and by the MDDA which made an early funding grant to expand and focus the work.

The authors would like to thank the Open Society Foundation for contributing to the initial stage of this project when it was still envisaged as a survey of the needs and conditions of community media in the Northern, Western and Eastern Cape for Mediaworks.

Thanks to the following for kindly donating the pictures: Mediaworks, Bush Radio, Community Video Education Trust, National Community Radio Forum and Nicky Newman.

CHAPTER TWO: COMMUNITY MEDIA AND THE POLICY ENVIRONMENT

2.1 INTRODUCTION

The policy environment in which South African community media organisations find themselves in 2003 is a complex one that touches on a very broad range of legal, legislative, regulatory, political and even constitutional issues. This complexity is partly a reflection of the nature of the media itself and of the radical changes the sector is currently undergoing, and partly a reflection of the transforming society in which the media operates.

The media is a combination of too many elements to be easily categorised. It communicates, manufactures, prints, broadcasts, investigates, exposes, distributes, challenges, entertains, informs, to name but a few of its functions. In addition, the media has roles with regard to the consolidation of democracy, the promotion of development and diversity and the forging of a new, post-apartheid national identity. These are all difficult, contested processes that are tackled in different ways by different media.

While it is important to draw distinctions between the mainstream, commercial and community media sectors - as well as other types of community and development communications - much of the policy environment in which the various components of the media operate is shared. This overview will outline the broad policy environment as it affects the media in general but will also focus wherever possible on the specific needs and/or concerns of the local media sector and of its constituent parts.

In this chapter, we will look at a range of policy environments and examine how the community media in South Africa has located itself within them. The policy environment is essentially characterised by six standards that determine interaction and behaviour in the sector: the 1996 Constitution, Acts of Parliament, government policy directives, regulations issued by the regulatory authority, license conditions, self-regulation and corporate regulations. Each of these will be considered in the overview below.

Prior to this, though, it is important to consider the values upon which the very nature of community media is based. It is these values that inform the policy pronouncements that govern and regulate the sector and that will have a significant impact on the future course of community media in South Africa.

2.2 COMMUNITY MEDIA AND VALUES

> *"The freedom of people to express themselves is the most important of all rights that human beings claim in that it is only extinguished by death" - Raymond Louw*

A range of fundamental values underpin the existence and functioning of the community media in South Africa. They range from freedom of expression, diversity, pluralism, communication and transparency to accessibility, participation, independence and a not-for-profit financial positioning.

The expression of these values can be found in a variety of policy instruments ranging from multilateral organisation resolutions, such as the United Nations Declaration of Human Rights and domestic party manifestos to the 1996 Constitution. Some values are contained in less formal vehicles, for instance in common practices or attitudes in the broader media sector. In many cases, these values have developed over time. Some continue to evolve while others are spelt out in legislation such as the Independent Broadcasting Authority Act of 1993 or have been enshrined in the country's supreme law, the Constitution.

The 1996 Constitution sets out several vital principles that have a key impact on the functions, purpose and future of the community media sector. Perhaps pre-eminent is the right to the freedom of expression. According to American 'Founding Father' James Madison, freedom of expression is the only effectual guardian of every other right and, "without it, tyranny can advance in silence" (Sparks, 2003).

The freedom of expression is enshrined in section 16(1) of the 1996 Constitution and states as follows:

Everyone has the right to freedom of expression, which includes
a) freedom of the press and other media;
b) freedom to receive or impart information or ideas;
c) freedom of artistic creativity; and
d) academic freedom and freedom of scientific research.

The South African Constitutional Court has followed the lead of courts in many jurisdictions which have acknowledged that freedom of expression protects and fosters a number of values, including the pursuit of truth, the functioning of democracy and individual self-fulfilment (Maitland, 2003). These values lie at the very heart of the community media sector's role within our new, democratic society.

Van Eijk argues that in jurisprudence a distinction is made between so-called classical and social constitutional rights. Freedom of expression is a classical right designed to protect citizens against the authorities. But freedom of expression is also, in current legal opinion, a social constitutional right. This means that apart from a passive task (non-interference), governments also have an active role to play in ensuring citizens are able to gain access to the media (Jankowski et al, 1992). The government, therefore, has a legal and arguably constitutional obligation to promote a media to which ordinary people can achieve access. It is arguable whether freedom of expression can be said to exist, for instance, in a situation where stark imbalances in access to media and communication exist and where marginalised groups have virtually no access to either.

The public's right to receive information of public interest and the media's role in providing that information is well recognised in international law (FXI, 1996). The gist of the many relevant declarations and conventions, quite a few of which are aimed at protecting minorities' rights, is the promotion of access to the media, cultural self-expression and tolerance. Freedom of expression is considered of central importance to each of these.

Other important lodestones of international law on the issue of freedom of expression include Article 5 of the International Convention on the Elimination of All Forms of Racial Discrimination (which requires states to guarantee the right of "everyone without distinction ... the right to equal participation in cultural activities" and calls on governments to promote tolerance and broadmindedness) and

the 1994 Committee of Ministers of the Council of Europe's Framework for the Protection of National Minorities, which states there shall be no discrimination in access to the media, allows the possibility of creating and using groups' own media and promotes tolerance and cultural pluralism.

The 1996 Constitution also guarantees the right to equality, the equality of all languages, the multi-cultural nature of South Africa and the right to promote cultures, choice and diversity. Jane Duncan, community media activist, notes that there were significant differences between the way that freedom of expression was spelled out in the interim Constitution of 1993 and its final delineation in the 1996 Constitution (Duncan, 2003). One of the key differences concerns the treatment of hate speech. While unpopular and even offensive speech is protected by the 1996 Constitution, hate speech is not. This does not mean, however, that hate speech is banned, merely that it is not protected by the Constitution. This allows for a "harms test" to be conducted to determine limitations on hate speech rather than a "morality test" which would have been apposite to the Interim Constitution. This, argues Duncan, limits the potential for the abuse by people in power of a hate speech ban.

The notions of equality and human dignity are also emphasised in the 1996 Constitution and both have relevance to media policy. A useful illustration of this was provided by the South African Human Rights Commission's investigation into racism in the media in 1999. The commission received a complaint from the Black Lawyers Association and the Association of Black Accountants of South Africa that two newspapers (the *Sunday Times* and the *Mail & Guardian*) were racist in the way they reported on what was happening in South Africa, particularly where black people were the subjects of stories. The commission decided to expand its approach to examine racism in the media more broadly. Hearings were held in March 2000. In its submission to the commission, the Independent Broadcasting Authority (IBA, which later became the Icasa, the Independent Communications Authority of South Africa) argued that the Constitutional clauses on hate speech were "sufficient protection against racism or sexism in all media". The IBA reminded the commission that independent regulatory bodies, including itself, existed to field any complaints in this regard.

Pluralism is another key aspect of the value matrix that lies at the root of the community media sector. It means the expression of as many different views as possible and is considered an essential element to the functioning of a healthy democracy. Giving 'voice to the voiceless' is a frequent refrain of community media activists. The need for a multiplicity of views, opinions as well as a variety of cultural, linguistic and religious expression, is supported by broad, democratic theory and is enshrined in a number of ways in the 1996 Constitution. There are, however, different ways of ordering pluralism: internally, in which one license is awarded per area and other media are ensured access, and externally, in which several licenses are awarded in one area and the media compete (Jankowski et al, 1992: 238).

The European Court of Human Rights upheld pluralism and the right to freedom of expression as key values in a judgment in 1993. Other declarations can be found in the International Covenant on Civil and Political Rights (which also urges equal access to the media for all groups, including minorities), Article 2 of the African Charter on Human and People's Rights and in the 1993 UN Declaration on the Rights of Persons Belonging to National, Ethnic, Religious and Linguistic Minorities. This latter declaration obliges states to "take measures to enable persons belonging to minorities to express their characteristics and to develop their culture, language, religion, traditions and customs."

There is a close correlation between pluralism and diversity, which is considered in more detail below.

Transparency is a value which has its origins in French law but that obviously has applicability and relevance in the South African context. Transparency has a direct correlation to pluralism. Transparency literally means the ability to see through a structure or process. In social terms, transparency means a common understanding of the functioning of organisations and of the means by which decisions are made and resources allocated. With regard to the media, transparency also applies to the ownership and control of a media organisation: "It must be clear who has authority over a medium: if it is known who controls it, it can be ascertained which pluralistic function is threatened" (Van Eijk, 1992).

In the 1960s, a new form of democracy became prominent: participatory democracy. The form implied more co-determination in matters that were relevant to those involved, and more participation in the formation and expression of opinions by those directly concerned (Jankowski, 1992: 20). The shift led to the rise in significance of political issues at a local level, such as the environment and housing, which in turn accelerated the need for and growth of community media. It was a media in which the principle of participation was a central dimension, just as it was to the new form of democracy from which it emanated.

Participation came to be a valued aspect not only of the organisation of community media structures but also of the content produced. The genesis of community television, for instance, arose in Canada in the 1960s with the Fogo Island Project. For the first time, the project encouraged the subjects of television documentaries to take part in the production process creating a unique collaborative relationship between filmmakers and subjects. "The use of participatory media practices to enhance community communication, to spur and support local government initiatives and to promote a sense of common purpose and identity has become the hallmark of community media organisations around the world" (Howley, 2003).

The importance of participation gained new impetus when it was realised how critical the notion was to development. By the 1990s, the principle that deemed participation to be a requisite for successful development had gained primacy. An African Charter for Popular Participation in Development and Transformation was signed in 1990 (Wanyeki, 1999). The importance of community participation is highlighted in a range of contemporary South African policy initiatives including the Integrated Sustainable Rural Development Strategy, the Urban Renewal Programme and Integrated Development Planning. The community media sector not only facilitates such participation between communities and government but embodies it too in the ownership, management and output of its organisations.

Just as participation's role in successful development came to form the consensual position, so too did communication undergo a conceptual transformation. In 1976, Unesco issued a statement in which it re-defined communication and its role in development. The report said: "In the past, the role of communication in human society was seen essentially as a method to inform and influence people. It is now being proposed that communication should be understood as a process of social interaction through a balanced exchange of information and experience ... This shift in perception implies the predominance of dialogue over monologue. The aim is to achieve a system of horizontal communication based upon an equitable distribution of resources and facilities enabling all persons to send as well as receive messages" (Jankowski et al, 1992: 258).

Communications for development came to imply two-way communications rather than the top-down approach used previously. Two forms of community media developed out of this: independent, privately-owned organisations with a community development orientation which were produced with some level of community participation; and communications initiatives in the development industry

which sought to incorporate community participation in ownership, management and production. "The nature of community media is participatory and the purpose ... is development, a process of public and private dialogue through which people define who they are, what they want and how they can get it" (Wanyeki, 1999: 31).

A crucial element of communications is the distinction it makes in the role of the consumer or participant and in the "two-way" flow of information and dialogue. In a discussion document of the Community Multimedia Services Task Team to the Minister of Communications, two-way information flow, appropriate technology, redress and diversity were all stressed as vital elements of the community media. The task team pointed out that community media "is aimed at transferring people from being passive consumers of media to being active participants in telling their own stories, communicating their needs and accessing information that is relevant to their lives."

The issue of non-profit is an extremely common principle underpinning the community media sector and its development. It is also a contentious element. The general (global) understanding is that commercialism endangers the function and independence of community media, making it dependent on the demands of advertisers. It is often not possible for community media organisations to avoid the pressures of commercialisation altogether but this process needs to be conducted with great care. As Community media commentator Donald R Browne has argued: "Every source of income brings with it some potential liabilities, usually of control or dependence" (Browne, 1996: 221). A US based community television producer, Jesikah Maria Ross, has pointed out that there are few, if any, cases where commercial considerations have not impacted negatively on community television's production and programming commitments to disadvantaged, minority or counter-cultural groups (Duncan & Seleoane, 1998).

In the 1999 Unesco report, non-profit is clearly presented as a feature of community media. The sector "is broadly defined as non-governmental and non-corporate...Ideally, community should be produced, managed and owned by, for and about the community they serve, which can either be a geographic community or a community of interest". The value of working without a profit motive is also a value that was to be ingrained in global concepts of community media. The requirement that community media organisations must be non-profit falls into the IBA Act of 1993 and into most South African definitions of the community media.

An anti-establishment attitude was a frequent attribute of early community media organisations in the US, Europe and in South Africa too. Examples were the anti-war activism of the very first community radio station in America (Pacifica Radio Network) and the pirate radio stations (Radio Caroline, Radio Mercy) that sprung up in Europe in the 1950s and 1960s. Lew Hill, who established Pacifica, was a journalist and conscientious objector who was disillusioned with the state of American broadcasting at the time. The community radio sector that sprung up particularly in the US in the postwar years came to represent an "indispensable alternative" to the anti-Communist hysteria of the 1950s. Political resistance and activism was also a feature of community radio in Italy, France and in many countries of Western Europe where trade unions, leftist parties and movements used the medium to oppose the prevailing political authority. It was also a notable feature of the anti-apartheid alternative print media, who were the forbears of the community media movement in South Africa. Many, including journalism academic Professor Guy Berger, consider resistance and activism to be definitive values of the sector.

This anti-establishment attitude naturally provokes criticism from those who argue that the community

media's principle function is to be a vehicle for development communications. Governments, in particular, have attempted both in South Africa and abroad to harness community media organisations to function as formal communications channels. Community media activists warn, however, that allowing media organisations to become government communication outlets threatens the other key values of independence, diversity and freedom of expression.

An important site of community media values is the IBA Act, which defines a number of different notions including access, diversity and equality. These definitions are also commonly agreed in international broadcasting. The Act (which has been subsumed into the Independent Communications Authority of South Africa Act of 2000) defines access as the availability of (broadcasting) services to all citizens (universal access) and includes the right of citizens to reliable, accurate and timely information to participate meaningfully in society.

The development of community media also receives support from the notion of creating access to the means of media production. Both the Green Paper on Broadcast Policy and a Technical Task Team's discussion document on broadcasting emphasise that "access is a critical area that needs urgent address through appropriate policy intervention".

Diversity is presented in the legislation as the availability of a variety of choices of information, education and entertainment in a range of linguistic, cultural, religious and regional programming. The five dimensions of diversity listed in the Act are:

- Diversity of media functions (information, education and entertainment
- Diversity of content (programming)
- Diversity of representation of different groups and peoples in society
- Diversity of geography or locale
- Diversity of ownership.

Equality in the Act is understood to mean proportionality and fairness when it comes to different groups' access and representation within the media. The principle is important when it comes to promoting change and correcting imbalances. It encourages new entrants, the sharing of cultural goods (and therefore nation-building) and the application of fair employment practices including employment equity.

Diversity of opinion is directly related to independence, editorial freedom, the limitation of advertisers' influence on content, the existence and application of a code of conduct as well as a complaints mechanism. Independence is naturally a vital component of the community media sector's functioning. It is a value that has a direct bearing on pluralism, diversity and freedom of expression.

The notions of unity and even nation-building are also defined within the legislation. The law prevails on community media organisations to safeguard, enrich and strengthen the cultural, political, social and economic fabric of South Africa. The community media sector's power to enhance unity and identity in positive ways have been repeatedly stressed both in South Africa and internationally.

As with so many aspects of community media, and reflective of the sector's changeable and complex nature, there are some values that do not form part of the international consensus but which are nonetheless important in the South African context. In a speech to the Freedom of Expression Institute-National Community Media Forum on July 14, 1999, GCIS CEO Joel Netshitenzhe listed several principles that he believed underpinned the functioning and role of the community media sec-

tor in South Africa. These are worth stating, and are listed as follows:

- Partnership: a consultative spirit is necessary between government, civil society and the people;
- An enabling environment is necessary as a catalyst for transformation;
- The monopoly of the means of discourse must be broken. To achieve this, the media industry, government and community media organisations will need to look beyond self-interest;
- Change in the media environment must be meaningful. This means issues of ownership, newsroom composition, distribution and printing need to be included in the process;
- The sector needs to avoid pitfalls like arrogance and laziness and search for a coincidence of interest;
- Further debate. The MDDA cannot be the be-all and end-all of policy debate but must be part of a bigger process of transformation addressing all elements of the media
- The market will not, by itself, resolve issues of transformation within the media;
- South Africa must learn from international experience;
- Support and acknowledgement needs to be mobilised for other networks which provide information to communities, such as folklore. This begs the question: what is media?;
- Reinforcing social solidarity; and
- Providing a universal service.

Finally, the community media sector will inevitably be affected by the values that underpin the national political agenda. We have already spoken of the Constitutional values that underpin both national politics and the community media. But, in addition to this, there is pressure for community media organisations to conform to corrolary national objectives, such as "Batho Pele" (People First). These "values" will be dealt with in the following section.

With the broad values now in place, let us consider the development of actual policy with regard to the media in general and community media in particular.

2.3 OVERVIEW OF POLICY DEVELOPMENTS: TO 1994

The formation of media policy in South Africa began in earnest in 1990. It was at this time that a series of conferences, debates and even protest actions gave significant impetus to policy matters and focused attention on the importance of the media sector and its role in the transition to democracy, and beyond. Of course there were many laws and even policy to do with the media in South Africa prior to 1990, not least the 120 laws that the apartheid government put in place over decades to restrict the media and limit freedom of expression and association (Berger, 1999). There were also moments in the period pre-1990 when media issues reached the public domain, such as PW Botha's infamous late night telephone calls to the SABC with instructions to recast the news.

This chapter will, however, not dwell on apartheid media restrictions nor on the policy that articulated these attitudes. Instead, we will be focusing on progressive media policy and on the extraction of principles and policies that inform the current way of thinking.

It is worth alluding briefly to the ideological debates that surround the existence and encouragement, in policy terms, of the community media. This branch of the media draws support from decentralisa-

tion theory, which is a branch of the modernisation model (Tleane, 2002). The theory, as espoused by eminent thinkers such as Paulo Freire, advocates a localisation agenda in several spheres of social development. Scholars have supported and opposed decentralisation theory. Critics suggest it advances the agenda of neo-liberals by disengaging development from the state, while advocates argue it has the potential to give communities a voice and, in South Africa, serve the needs of previously disadvantaged communities (Tleane, 2001).

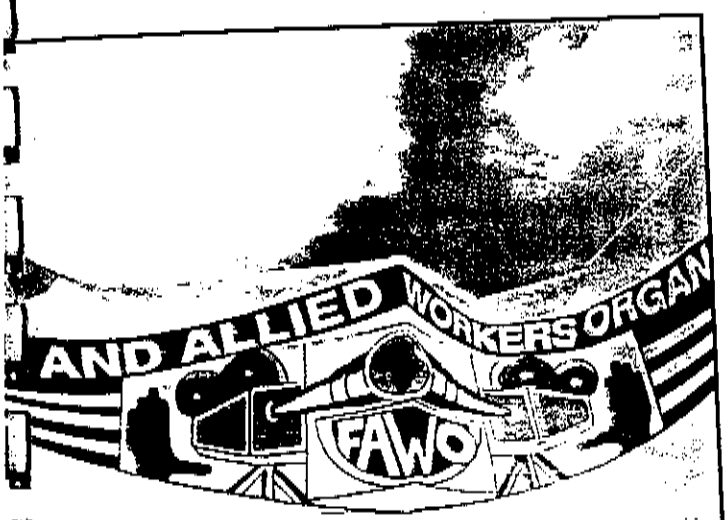
But, before we get to the watershed moment of the early 1990s, there were a few, important prior developments that came to inform progressive media policy in South Africa. They not only steep media policy in the history of the progressive political movements but also provide pointers for the future.

The Atlantic Charter signed on August 14, 1941, by Franklin D Roosevelt and Winston Churchill was intended to be a declaration of what it was the free world was fighting for when it took on the Nazis and their allies in World War Two. In declaring that the two democratic superpowers of the time wished "to see sovereign rights and self-government restored to those who have been forcibly deprived of them," the Atlantic Charter gave great hope and inspiration to African political leaders. In the wake of the Atlantic Charter, the ANC adopted a response to the Atlantic Charter (usually called the African Claims' Document) in December 1943 which called for full citizenship for all South Africans as well as "full participation in the educational, political and economic activities" of the state. Attached to the African Claims document was a Bill of Rights that declared the "Freedom of the Press" as a fundamental right. In 1946, the scope of freedoms was extended a little further when the UN General Assembly passed a resolution (59(1) of 1946) that declared that freedom of information was a fundamental human right.

Not long after the African Claims document was adopted and in the wake of World War Two, one of the most important multinational pronouncements of human history was made with the United Nations' Universal Declaration of Human Rights, which was unveiled on December 10, 1949. Article 19 has become a landmark of media policy. The article reads as follows: "Everyone has the right to freedom of opinion and expression; this right includes the freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media regardless of frontiers." The article has been a lodestone for media activists ever since and continues to influence constitutional law and media policy both in South Africa and across the world.

The sentiments of Article 19 were adopted and expanded upon a few years later when South Africans came together to launch the Freedom Charter at Kliptown in 1955. The charter did not mention the media specifically but did declare that South Africa would one day be governed by a law that would "guarantee to all their right to speak, to organise to meet together, to publish, to preach, to worship and to educate their children". It also called for the "free exchange of books and ideas", the right of all people to use their own languages and to develop their own folk culture and customs. These are all rights and guarantees that clearly set the tone for future media policy and which underpin the need and importance of communities' access to media.

Though the years between the launching of the Freedom Charter in the mid-1950s and the late 1980s were important years for the development of community media in other parts of the world, media policy during this time in South Africa was about censorship and repression rather than diversity and accessibility. For almost three decades, little media policy of note emerged.



These pictures by Nicky Newman show protests outside the SABC in Cape Town in 1993 and left, Film and Allied Workers Organisation on the march, as progressive media workers joined hands to protest the top-down reform of broadcasting anticipated by the National Party government in its dying days.

By the end of the 1980s, however, things had begun to change. In 1989, Cosatu set up a national consultative process concerning media policy that "crystallised a rudimentary network of left-wingers interested in media policy work" (Louw, 1993). Sadly, the initiative floundered in the face of more pressing national priorities, but a seed had been planted. The increasing impetus of political negotiations at home reflected the rapid advances media policy was making abroad. Central to this was the growing belief that being able to communicate and the receiving and transmitting of information (rather than just the right to information) were as important to democracy and development as other more traditional human rights.

Unesco adopted a resolution on "Communication in the service of humanity" in 1989 . The resolution called for the free flow of ideas by word and image; the promotion of a wider and better balanced dissemination of information without any obstacle to freedom of expression; and, the development of all appropriate means of strengthening communities in order to increase their participation in the communications process. Only a year later, the spirit of the Unesco resolution was adopted by the full United Nations General Assembly.

In a UN resolution adopted on December 11, 1990, all countries were asked to "co-operate and interact with a view to reducing existing disparities in the information flow at all levels by increasing assistance for the development of communication infrastructures and capabilities in developing countries, with due regard for their needs and the priorities attached to such areas by those countries, and in order to enable them and the public, private or other media in developing countries to develop their own information and communication policies freely and independently and increase their participation of media and individuals in the communication process, and to ensure a free flow of information at all levels".

Back at home, a system to provide subsidies to non-commercial media was mooted in various quarters in the 1980s and emerged in a 1989 Durban Media Trainers Group discussion document. The paper, which was spelt out in greater detail at a Rhodes University Policy Workshop in September 1990, placed the prospect firmly on the mass democratic movement's table. The idea was that a state-created fund would be established to ensure media diversity and would be funded in part by a taxing of the existing commercial media. The idea led, by 1992, to the establishment of the Independent Media Diversity Trust (IMDT) which was intended to source and channel funding to the alternative press. The IMDT failed a few years later when its own funding dried up. The alternative media, other than the Mail & Guardian, also collapsed in the early 1990s. *New Nation, Vrye Weekblad,* the *New African* and *South* all ceased operations in the period.

On August 25th, 1990, two thousand people marched on the South African Broadcasting Corporation (SABC) offices in Auckland Park, Johannesburg. The demonstration was a watershed moment in the evolution of media policy. It marked the galvanisation of progressive media workers to resist the top-down reform of broadcasting anticipated by a National Party government in its dying days. The march was principally a protest against the appointment of the Viljoen Task Group, a body headed by HC Viljoen, then chairman of the SABC, intended to investigate the future of broadcasting in South and Southern Africa. The protest was led by the Campaign for Open Media (COM) which was established jointly by the Film and Allied Workers Organisation (FAWO) and the Congress of South African Trade Unions' (Cosatu) anti-privatisation committee.

As the task group proceeded with its work, the ANC issued a statement setting out its views on the democratisation of the airwaves: "The ANC stands for the genuine freedom of the airwaves which

will create space for public, commercial and community broadcasting to flourish to the maximum in a dynamic and diverse broadcasting environment (ANC statement, 29 October 1991). As it turned out, even the ANC conceded that Viljoen task group made some useful recommendations, including the establishment of an independent regulatory body, the framing of a new broadcasting Act, the devolution of political control from the public broadcaster and the improvement of the accessibility of the broadcast medium. But the ANC statement clearly shows how the notion of community media was beginning to infiltrate formal policy processes.

A series of influential conferences in the early 1990s brought in international experience and gave substance to early outlines of progressive media policy. Most important were the "Jabulani! Freedom of the Airwaves" conference of August 1991 and the University of Boputhatswana media policy workshop of September 1991. At the Jabulani! Conference, community broadcasting was defined as "initiated and controlled by members of a community of interest, or a geographical community, to express their concerns, needs and aspirations without outside interference and subject to the regulations of an independent regulatory body (Louw, 1993).

Also important was the Patriotic Front Conference in Durban in October 1991 and the ANC department of information and publicity seminar in November 1991, at which the ANC circulated its draft Media Charter. The document drew heavily on earlier conference debates and highlighted issues like the equitable distribution of media resources, diversity, access, skills, ownership and affirmative action. Agreement on the Charter, described as a "crucial turning point within the ANC's approach to the media" (Louw, 1993: 228), was adopted by the party's top decision-making body, the National Executive Committee, on January 13, 1992.

The ANC Media Charter, which was a "deliberately Utopian, statement of intent", included a clause stating: 'All communities shall have access to the skills required to receive and disseminate information" (Teer-Tomaselli, in Louw, 1993). While the main pre-occupation of the seminar was what to do with the SABC and how to minimise its pro-NP impact in the looming first democratic election, it also emphasised several aspects. These included repeated endorsements for the idea of media as a vehicle for empowerment and for the value of the media in terms of education, training and development (Teer-Tomaselli, 1993).

Discussions in South Africa were certainly informed by happenings not only elsewhere in the world but elsewhere in Africa. In 1991, a statement of principles was drawn up by African journalists calling for a free, independent and pluralistic media on the continent and throughout the world. The Windhoek Declaration was to become a benchmark for the United Nations and for all organisations in the media field. In its preamble, the declaration noted that its lineage included Article 19 of the Universal Declaration of Human Rights and UN General Assembly Resolution 59(1) of 1946 (which declared that freedom of information is a fundamental human right) as well as Unesco's Resolution on the free flow of ideas of 1989.

The Windhoek Declaration, which focused specifically on print media, included these important policy statements:

- The establishment, maintenance and fostering of an independent, pluralistic and free press is essential to the development and maintenance of democracy in a nation and for economic development;
- An Independent press means independence from governments, politicians; economic control or from the control of materials or infrastructure essential for the

dissemination of newspapers, magazines and periodicals;

- A Pluralistic Press means the end of monopolies of any kind and the existence of the greatest possible number of outlets reflecting the widest possible range of opinion;
- Direct funding is a priority to ensure the development and establishment of non-government publications that reflect society as a whole; and
- All funding should aim to encourage pluralism as well as independence.

Meanwhile, the SABC had proceeded with a commercialisation process of its operations during 1991, prompting the launch of a Campaign for Independent Broadcasting (CIB) that was launched on 14 November 1992. The campaign was aimed at halting the unilateral restructuring of broadcasting. Previous efforts had been made to reform the SABC. In 1987, the then minister responsible for broadcasting, Alwyn Schlebush had established a task group on broadcasting in South and Southern Africa. The report of the Schlebusch task group, however, was never published. It was in any case concerned primarily with the regulation of broadcasting in the former TBVC "homeland" states.

The Viljoen task group's findings were made public in spite of the protests and opposition. The task group's recommendations included the reduction of the SABC's dependency on advertising, the removal of signal distribution duties from the SABC and the encouragement of local programme content.

But it was the Free, Fair and Open Media Conference in Cape Town in early 1992 that tied many of the loose threads of progressive media policy discussions together. A formal proposal was drawn up which was presented and tabled at the multiparty political negotiations, known as Codesa (Convention for a Democratic South Africa) at Kempton Park. The Codesa proposal argued for three actions:

- The establishment of an interim independent communications authority to regulate the airwaves during the transition period;
- A new, more diverse SABC board; and
- The appointment of a task force to examine obstacles to diversity of opinion in the print media.

The Free, Fair and Open conference also made a number of resolutions on the nature of community broadcasting. The role of this sector would be to promote a diversity of voices, ideas and interests. According to the conference, community broadcasting should be "based on the ideals of participation, community ownership, non-profit, community interest and enables the community to express their needs and aspirations through access to the airwaves" (Louw, 1993). The conference also noted that while community broadcasters should be owned by their communities, they should also have access to public sector funds, technology and training.

The conference resolutions were to have a major impact on policy and, in September 1993, the Transitional Executive Committee (TEC) - which was effectively ruling South Africa at the time - approved in principle the creation of the Independent Broadcasting Authority (IBA). The IBA was formally established on 30 March 1994 by an Act of Parliament. It was within the IBA Act that much of the preceding media policy debate was encapsulated and that definitions and roles were spelled out in law for the first time.

While the Independent Broadcasting Authority (IBA) Act (1993) was later overtaken by the Icasa Act of 2000 (see below), it was a pathbreaking piece of legislation and much of it remains embod-

ied within the Icasa legislation. The Act set up the IBA as a statutory regulatory body with the principal function of regulating broadcasting activities and licensing new operators. The Act tasks the IBA:

- To regulate the broadcast environment to ensure the airwaves meet the needs of all South Africans;
- To serve all language groups and cultures;
- To serve the needs of the public; and
- To encourage ownership and control by people from disadvantaged groups.

The IBA defined a community broadcasting service in the same way as the Jabulani! Conference: It had to be fully controlled by a non-profit body and run for non-profit purposes, should serve a particular community, should encourage community participation in selecting and running programmes and could be funded by donations, grants, sponsorships, advertisements or membership fees. The Act identified two different types of community: a geographical community or a community of interest (including institutional, religious or cultural communities).

The legislation limits cross ownership in the media sector and does not allow one media group to own more than 2AM and 2FM stations. There is no regulation or policy limiting foreign ownership of print media. There is a 20% maximum on foreign ownership of broadcast media. Not long after its formation, however, the IBA was hit by financial scandal that led to the closure of offices, a reduction of staff, the slowing down of license processing and, eventually, a new economic regime and tighter financial controls. In 2000, the IBA was absorbed together with the South African Telecommunications Regulatory Authority into the Independent Communications Authority of South Africa (Icasa).

While the main thrust of policy initiatives came from the left, in particular from the African National Congress, the Film and Allied Workers Association, Campaign for Open Media and the Community Radio Working Group, this was not the only source. The National Party mobilised SABC management and various parastatals (including the Council for Scientific and Industrial Research and the HSRC) to support its "depoliticise, privatise" and pluralist view. The Democratic Party-National Association of Broadcasters (NAB) position occupied a middle path which stressed the free-market as a determinant in the sector but which lent broad support to the progressive stance of the ANC. In fact, the Democratic Party (now part of the Democratic Alliance) was the first South African political organisation to issue a formal policy position on the media. The party published and presented a Policy Discussion Paper specifically on broadcasting on 27 May, 1991. The National Party presented its Position Paper on the Regulation of Electronic Media on March 2, 1992 (Louw, 1993).

An important milestone in the development of progressive media policy was the RDP "Base Document" which was published in 1994 after going through 6 drafts. Contained within the RDP Base Document was a section entitled "A Democratic Information Programme". The programme highlighted the following points that encapsulated the ANC's attitude toward the media:

- Open debate and transparency in government and in society is considered crucial to reconstruction and development. An information policy should guarantee the active exchange of information and opinion among all members of society;
- A new information policy must facilitate the exchange of information within and among communities and between government and society in a two-way process;
- Government must encourage the development of all three tiers of media: public, private and community. "New voices ... and genuine competition ... must be encouraged";

- Affirmative action to empower communities including resources to set up broadcasting and print enterprises at a range of levels; training and education to ensure communities recognise and exercise their media rights;
- Strict limitations on cross media ownership to limit monopolies;
- Government must set aside funds for training of journalists and community-based media and encourage media institutions to do the same;
- Broaden the Freedom of Information legislation;
- Draw up a new information policy; and
- Restructure the SA Communications Service.

The Democratic Information Programme set out in the RDP Base Document was to prove a crucial blueprint for the development of media policy in the post-1994 era. This policy is outlined in this chapter in two parts: summaries of the legislation during the 1994 - 2003 period, followed by the other administrative actions and/or important policy declarations taken by government which were to have a direct impact on the community media sector in the same period.

2.4 OVERVIEW OF POLICY DEVELOPMENTS: POST 1994

In its Discussion Document published in March 1998, the Technical Task Team on Broadcasting Policy (TTT) declared that "large sections of the population have no choice of services and sometimes receive no services at all. A majority of South Africans rely on a single service, usually radio, to meet their vast broadcasting needs. In rural areas, a single radio station or a single TV service might, at best, define the choice of services." The document noted that of South Africa's 11 official languages "clearly many are not adequately served".

It has not been to the community media's benefit that its complexity has seen it fall under the ambit of several government departments from communications and arts, culture, science and technology to trade and industry as well as telecommunications. It has been argued that squabbling between departments over who is to take the leadership role has already caused significant damage to the effective roll-out of Information and Communication Technologies in South Africa (Benjamin, 2001).

It is perhaps a consequence of convergence that more and more government departments are becoming involved in the platforms community media themselves hope to use, as multi-departmental community centres are established and as access to media skills and technology becomes part of different departments' strategies. A Department of Communications plan places community radio at the interface between rural communities and the Internet while small, medium and micro enterprises (SMMEs), traditionally a responsibility of the Department of Trade and Industry (DTI) are now eligible for multimedia licenses from Icasa if they operate in under-serviced areas.

We have already alluded to the complexity of the media's functions and the multi-faceted nature of its interconnections with society. Here we look at some of the legislation and policy that has emanated out of government since 1994 and which has had an impact on the workings of the community media sector and its place within the social and political framework.

From its earliest days, community media was understood to have important and positive developmental consequences for its participants and audiences. As a component, conduit and even catalyst for development, it is necessary for the community media sector to acknowledge and dovetail with government policy aimed at bolstering development. This, naturally, needs to happen while bearing in

mind principles mentioned earlier, including editorial integrity and independence. This policy has taken many forms emanating out of several ministries.

2.4.1 LEGISLATION RELEVANT TO THE COMMUNITY MEDIA SECTOR

The following pieces of legislation are among the most important:

The Labour Relations Act (1995): The Act has application to the community media sector as it promotes employee participation in decision-making, facilitates collective bargaining at the workplace and at sectoral level, regulates the right to strike and provides for the resolution of labour disputes through statutory conciliation, mediation and arbitration. This report suggests that at least 5,000 people are linked directly to the sector.

Telecommunications Act (1996): The key elements of this legislation were absorbed into the Icasa Act (see below). The Telecommunications Act was designed to regulate telecommunications activities and control the radio frequency spectrum. The legislation set up the South African Telecommunications Regulatory Authority (SATRA), which was tasked with regulating radio frequencies, apparatus and the control of radio activities. It also entrenches the idea of universal service in law, and creates a digital backbone to build an Internet economy.

The Films and Publications Act (1996): This Act overturned notorious legislation of the same name passed in 1974. The 1996 Act sets up a structure through which any publications or films that are intended for distribution or exhibition are required to pass. Films and publications are classified by a board, age restrictions can be imposed and consumer advice is given. Distribution of any prohibited film or publication is a criminal offence in terms of the legislation. The general attitude, however, is much less restrictive than in the past and a broad principle is applied which seeks to minimise harm.

The Lotteries Act (1997): The Act provides for payment of lottery monies for projects that promote the arts, culture and national historical or cultural heritage. The Act also governs the holding of promotional competitions and sets a number of regulations in this regard. These include that the competition may not be too similar to the national lottery and also that participating in promoting competitions should not be the only or even the substantial inducement to a person to purchase or use the goods or services to which the competition relates.

Competition Act (1998): Makes provisions concerning monopolistic behaviour, price collusion and access to general services. A Commission established by the Act ensures prohibition of anti-competitive agreements and/or abuse of a dominant position. The Commission also considers applications for approval of mergers.

Employment Equity Act (1998): The legislation is aimed at achieving a diverse workforce that is broadly representative of the South African population. Companies are required to draw up employment equity plans and file these with government.

White Paper on Broadcast Policy (1998): Developed by the Department of Communications, the white paper was a precursor to the Broadcasting Act and had the following as its underlying principles:

- Access for all;
- Diversity is a framework of national unity;

- Free expression;
- Democratising the airwaves;
- Nation-building; and
- Special emphasis on educational broadcasting.

The White Paper noted the growth of community radio and said a national strategy was needed to encourage community radio in rural and other needy areas. The White Paper also sets out the priorities of community radio and outlines a community broadcasting service mandate. Government commits itself in the White Paper to "act as a catalyst" to help community broadcasting fulfil its mission.

The Postal Services Act (1998): This Act was promulgated in 2000 and provides for the appointment of a postal regulator. The Act was amended in 2001 to make fresh provision for the composition of the Postal Regulator, regulate postal services and for the operational functions of the postal company, including its universal service obligations.

Skills Development Act (1998): This Act provides an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce; to integrate those strategies within the National Qualifications Framework contemplated in the South African Qualifications Authority Act, 1995; to provide for learnerships that lead to recognised occupational qualifications; and to provide for the financing of skills development by means of a levy-financing scheme and a National Skills Fund.

Broadcasting Act (1999): The Act supplied guidelines for the broadcasting system as a whole but made specific provision for community radio. The Act defines a community broadcasting service the same way as in the IBA Act. It also added:

- A community broadcasting service should be controlled by a democratically-elected board representative of all sectors of communities in the licensed service area; and
- Community radio programming must reflect the needs of all people in communities served, including cultural, religious and demographic.

The Broadcasting Act also states that community radio programming must emphasise community issues not normally dealt with by other broadcasting services and should be informative, educational and entertaining; should highlight grassroots community issues; should promote democratic values and should improve the quality of peoples' lives. It indicates that where profits are made by community radio organisations, these should be invested for the benefit of the community.

The Act tasks the IBA to hold a public investigation to determine priorities within the community radio sector as well as a similar process to investigate community television especially with regard to ownership and control. It also calls for an investigation into the viability and impact of community television.

Independent Communications Authority of South Africa (Icasa) Act (2000): The Icasa Act dissolved the IBA and SATRA but absorbed substantive parts of both the Telecommunications Act of 1996, the IBA Act of 1993 and the Broadcasting Act of 1999. The Icasa Act combined the functions of the IBA and SATRA into one, independent, regulatory authority, Icasa. Icasa has already indicated it considers section 50 of the IBA Act (which sets out cross-media ownership limitations) as unworkable as it confuses readership with circulation. Senior Icasa official Nkateko Snakes Nyoka told a recent conference: "It is clear that cross-media ownership, as it stands, is equally applicable to community media. However it is doubtful any community newspaper could fall foul of the limitation"

(CCMI, 2001).

Municipal Systems Act (2000): The Act sets out the formal definition of community participation as well as the procedures associated with Integrated Development Plans (IDPs). It includes the provision that municipalities must communicate relevant information to their communities including the rights and duties of a community in the language preferred and used within a municipality. The Act also states that "when anything must be notified by a municipality through the media to the local community in terms of this Act or any other applicable legislation, it must be done-
(a) In the local newspaper or newspapers of its area;
(b) In a newspaper or newspapers circulating in its area and determined by the council as a newspaper of record; or
(c) By means of radio broadcasts covering the area of the municipality.

The Act also provides a regulatory framework for municipal service partnerships, particularly processes such as competitive bidding, dealing with unsolicited proposals, and contract monitoring and compliance, which gives legal effect to the framework agreement on restructuring municipal services signed between government and the Council of South African Trade Unions (Cosatu) on 16 December 1998.

The Open Democracy Bill (1998): This seeks to implement Section 32 of the Constitution by giving all citizens access to state information, subject to certain restrictions. The Bill was split into three for legislative purposes. The three Acts derived from the Bill are:

- Promotion of Access to Information Act (2000): This Act gives effect to the enshrined access to information clause in the Constitution (section 32(1)). It allows access to information held by public bodies or other persons or bodies which is required for the exercise or protection of rights. The rules are different, depending on whether a media organisation requires information from a public or a private body. If it is public, procedural requirements need to be fulfiled. There are several grounds on which a public body can refuse to provide the information.
  They include:
  - If it entails giving personal information about a third party;
  - If it endangers the safety of an individual;
  - If the records are legally privileged;
  - If it relates to defence, security, international relations, economic or financial welfare of South Africa; and
  - If it is a vexatious or frivolous request.

A private body may refuse to supply requested information on a number of grounds including privacy, safety, confidentiality. Applications for information that are in the public interest override grounds for refusal of both private and public bodies. The overall intention of the Act is to provide for "a more open and trusting society".

- Protected Disclosures Act (2000): This Act protects whistleblowers either within government or the private sector and prevents them from losing their jobs or benefits after disclosing corrupt behaviour or acts within their organisation.
- Promotion of Administrative Justice Act (2000): This Act gives effect to the right to administrative action that is lawful, reasonable and procedurally fair and to the right to written reasons for administrative action. One of the purposes of the Act is to create a culture of accountability, openness and transparency in the public administration or in the exercise of a public power.

Telecommunications Amendment Act (2001): Creates provision for the awarding of multimedia licences and defines the concept. The Act also regulates mobile cellular telecommunication services.

The Broadcasting Amendment Act (2002): Calls for the creation of two regional television stations for South Africa. The Act, which amends the IBA Act of 1993 and the Icasa Act of 2000, also converts the SABC into a public company and makes provision for the application and granting of television licences.

The Regulation of Interception of Communications and Provision of Communication-related Information Act (2002): The Act, as amended, prohibits the unauthorised interception and monitoring of communications. It also provides for the establishment of interception centres, prohibits the manufacturing or sale of certain equipment and establishes an Internet Service Providers Assistance Fund.

Media Development and Diversity Agency Act (2002): This Act establishes the MDDA.

Electronic Communications and Transaction Act (2002): The Act provides for the development of a national e-strategy, promotes universal access to electronic communications and transactions and prevents the abuse of information systems. The national e-strategy is required to include programmes and means to achieve universal access, human resource development and development of SMMEs. The strategy is also required to set out existing government initiatives directly or indirectly relevant to or impacting on the national e-strategy and, if applicable, how such initiatives are to be utilised in attaining the objectives of the national e-strategy.

This law seeks to make government services accessible online, promotes universal and affordable access to electronic communications and transactions, promotes adoption and optimal use of electronic communications and transaction by the historically disadvantaged, encourages "e-health" and "e-learning"; and provides more protection for consumers. This Act also set outs principles for the protection of personal information data, the principles of electronic collection of data and the management and protection of critical databases as well as restrictions on the disclosure of information.

Convergence Bill (2003): The acknowledgement of the process of convergence of personal telecommunications with broadcasting has resulted in the imminent publication of this new legislation.

2.4.2 ADMINISTRATIVE STEPS TAKEN OF RELEVANCE TO THE COMMUNITY MEDIA SECTOR

In 1994, the SABC Board was restructured and the IBA launched a Triple Enquiry into the Protection and Viability of the Public Broadcaster, cross-media control, local content and South African music. The inquiry represented the IBA's first important step toward the restructuring of the domestic broadcasting system.

A critical moment in the development of policy around information, communication and the media arose in 1996 with the Task Group on Government Communication (Comtask). Among Comtask's many important recommendations were:

- The creation of the Government Communications and Information Service (GCIS);
- The acknowledgement of Multi-Purpose Community Centres (MPCCs) as a key

objective of government policy;
- ❖ A lack of media diversity results in an information bottleneck;
- ❖ The ownership and control of distribution and printing infrastructure are critical areas that need to be addressed to promote media diversity; and
- ❖ Proposes the establishment of the Media Development and Diversity Agency.

As a result of Comtask, a National Communication and Information System, which is co-ordinated by the GCIS, was established. The system is intended to provide development communication and information to the public with the purpose of ensuring they become active participants in changing their lives for the better.

The main responsibility of the GCIS itself, which was to play a crucial role in the community media sector, is to keep the public informed about all the issues that affect their daily lives. The GCIS also aims to:

- ❖ Provide all South African with information on their rights and how to access them;
- ❖ Inform people on how they can use the prevailing socio-economic conditions to improve their personal circumstances and help to build a better South Africa for all; and
- ❖ Use community radio stations to reach the masses of illiterate people, mostly in the rural areas, and to focus particularly on those who were marginalised in the past and deprived of their rights.

A Government Communicative Planning Forum has been set up to ensure co-operation between GCIS and the directorates of communications in the various other government departments.

Around the same time, in 1996, the IBA launched its "Triple Enquiry into the Protection and Viability of the Public Broadcaster, Cross Media Control, Local Content and South African Music". A number of important regulations in each of these areas were forthcoming as a consequence of the Triple Enquiry and are now enshrined principally in the Icasa Act of 2000.

In 1998, various stakeholders (including Print Media SA, National Community Media Forum and the Independent Media Diversity Trust) got together to look at ways in which media diversity in South Africa could be fostered. A print development agency was mooted to provide various forms of assistance to existing and emerging small print media to encourage their development. By the end of 1999, however, the process had broken down due to a lack of consensus. In 2000, the print Development Unit (PDU) was established, but as an internal division of Print Media SA.

On 29 November 2000, the GCIS launched a draft paper on Media Development and Diversity. The MDDA had been proposed by the Comtask report of 1996 as an independent, statutory body funded by government, the media industry and by donors with the purpose of assisting the development of community media and promoting media diversity. The GCIS pointed to a number of policy predecessors for the establishment of the MDDA including the National Action Plan for the Promotion and Protection of Human Rights, which was published in 1998 and which emphasised freedom of expression and media diversity, as well as the Bill of Rights in the Constitution.

According to the policy draft, the MDDA would operate on the best principles of corporate governance and would use as its principal funding criteria: good governance, contributions to media development and diversity, community representation and participation. The GCIS noted the failure of the

IMDT in 1998 and argued that media diversity schemes had been state-assisted even in Europe since the 1950s on the basis that market forces alone would not achieve sufficient diversity.

In 2001, the Media Institute of Southern Africa noted that Southern African region "lacks policies for the promotion of comprehensive, in-depth and impartial news and information coverage - particularly at the local level. What is required is a media environment that ensures access to minorities and provides cultural relevant information in local languages".

It was also in 2001 that the Windhoek Declaration was extended to the broadcast sector with the unveiling of an African Charter of Broadcasting. This Charter noted that freedom of expression included the right to communicate and access to the means of communication. It called for the equal allocation of frequencies between the public service, commercial broadcasters and the community sector. It also noted ruefully that since the Windhoek Declaration, "little of a practical nature was undertaken to promote the community, rural or indigenous language media that would form the pluralistic and diverse media landscape envisioned in the Windhoek Declaration". The Charter, however, called on states to promote "an economic environment that facilitates the development of independent production and diversity in broadcasting".

The African Charter of Broadcasting contained a specific section on community broadcasting as well as an important section on telecommunications and convergence. The Charter defined community broadcasting as "for, by and about the community whose ownership is representative of the community, which pursues a social development agenda and which is non-profit". These are by now familiar characteristics. The Charter noted too that the right to communicate included access to telephones, the internet "including through the promotion of community-controlled information and communication technology centres" .

Other African policy initiatives included the 2002 media forum of the Bamako Conference which addressed the role of the media in the development of the information society, and the 2002 Accra Declaration of the Conference on Africa and the Development Challenges of the 21st Century which expressed concern about the widely varying pace of democratisation in different parts of Africa, particularly concerning opportunities for citizen participation and expression.

A range of non-legislative policy actions have been implemented in South Africa in the post-1994 era which collectively have an important impact on the community media sector. They include:

- The Department of Posts and Telecommunications has:
  - Licenced more than 80 community radio stations and set aside a frequency spectrum for close to 300 stations
  - Set up an independent, non-governmental media trust with money from government and donors to support community radio. The Independent Media Diversity Trust (IMDT) proved unviable and closed down.
  - Licenced a new free-to-air television station and fourteen new commercial radio stations.

- The Cultural Industries Growth Strategy was adopted by the Department of Arts, Culture, Science and Technology (DACST) in 1998, prior to its being split into two departments. The policy includes initiatives to stimulate growth in the television and film industry. The strategy investigation showed that income generation depends on the integration of production into a full value chain (Hagg, 2002)

- In a Broadcasting Policy Technical Task Team Discussion Document published in 1998, it was stated: "A well-founded broadcasting system should ensure pluralities of news, views and information. It should give wide and enlightened choices to the citizens and thereby contribute significantly to an effective and vibrant democracy."

- Municipal Infrastructure Investment Unit (MIIU): The Unit was set up in 1998 to encourage private-sector investment in municipal services and to establish a market for such investments. Government provides an annual grant to the Unit. Through this grant, the Unit has undertaken 15 pilot projects and has assisted many municipalities in preparing and finalising appropriate municipal service partnership agreements.

  The total number of municipal service partnership transactions completed by the MIIU continues to increase. During 2001/02, the MIIU completed five such projects, with a total contract value of over R1 billion. That brought the total contract value of all MIIU projects during its four-year existence to over R6,7 billion. As a result of just 2001's projects, over 280 000 disadvantaged South African households received new, enhanced, or more efficient municipal services. These services include water and sanitation, waste management, municipal transport and municipal power.

  The MIIU has embarked on a programme to undertake diagnostic studies in a number of municipalities to determine the opportunity for private-sector investment in these localities.

- Urban Renewal Strategy: The Urban Renewal Programme falls under the department of provincial and local government. The programme emphasises three principles:
  - The mobilisation of people so that they can become active participants in their own development
  - The activities, initiatives and budgetary resources of the three spheres of government should be coordinated and focused
  - Public sector investment needs to leverage private sector resources.

  The majority of projects focus on the development of infrastructure in order to address the legacy of apartheid economic development. These projects are co-funded by urban nodal municipalities, provincial governments and national departments. This new system of integrated governance for sustainable development arises from a new current of thinking that emphasises collective responsibility.

- The National Film and Video Foundation (NFVF) was also established by DACST to promote and develop the film and television industry in South Africa.

- The Department of Communications has identified, funded and implemented community radio programme production projects including the Community Radio Infrastructure Project as well as capacity building and skills development through the National Electronic Media Institute of South Africa (Nemisa). The department has also "promised to ensure community media's inclusion in new delivery platforms, ensure community media access to new communications and information technology (Joe Mjwara in CEMI, 2001). It also established two bodies in 2001 to advise the

minister on digital broadcasting and the development of South African content for the electronic media:

- The SA Digital Broadcasting Advisory Body, which focuses on opportunities to harness digital technologies and related applications in order to achieve developmental goals, economic growth and job creation, and
- The SA Broadcast Production Advisory Body, which focuses on strategies for developing and broadcasting more quality local content, especially in the 11 official languages

Both DACST and the Department of Communications have committed to identifying and promoting supply-side initiatives to support production of South African industry and content.
The Universal Service Agency (USA) has established Provincial Telecentre Forums to facilitate interaction.

- The Independent Communications Authority of South Africa (Icasa) has agreed it "would support well-organised efforts to establish community multimedia centres and the awarding of multimedia licenses in underserviced areas of less than 5 telephones per 100 households".

- A spin-off of the RDP's Democratic Information Programme was the hosting of a conference in 1996 entitled Empowering Communities in the Information Society in 1996 that accepted the notion that multipurpose community development centres were the key instruments in community empowerment. This was developed further in the landmark Information Society and Development (ISAD) conference after which the roll-out of services in poor areas, the launching of MPCCs, citizen post offices, and Public Information Terminals (PiTs) began in earnest.

- The various new initiatives were informed by the government's Integrated Development Strategy (IDS) and also by the Integrated Sustainable Rural Development Strategy (ISRDS) both of which were aimed at ensuring development was co-ordinated and resources used efficiently. In addition, President Thabo Mbeki used the occasion of his state of the nation address in 2001 to identify various nodal points at which government departments would be expected to implement their services. According to national communications minister Ivy Matsepe-Casaburri: "As players in the communications sector, we need to follow suit and deploy our resources in a manner that advances the course of integrated development" (CCMI, 2001).

- The Integrated Sustainable Rural Development Strategy (ISRDS). The policy highlights the need for development to reach the large proportion of the South African population who live in the rural areas. The overriding principle of the ISRDS is "to attain social cohesive and stable communities with viable institutions, sustainable economies and universal access to social amenities able to attract and retain skilled and knowledgeable people equipped to contribute to growth and development". The policy stresses the participatory and decentralised fashion of successful rural development (as demonstrated by international experience), the need for the integration of development efforts and emphasises the importance of sustainability and the need for the bolstering of local capacity for bottom-up development. These are all key lessons and, indeed, obligations for community media planning and policy. The ISRDS identifies 13

rural nodal points for development.

- Batho Pele means people-centred governance. The official slogan underpins much current government policy especially with regard to service delivery.

- ICT and Empowerment Charter: The information and communications technology and electronics (ICT-E) sector announced in June that it would be drawing up a black economic empowerment (BEE) charter by early 2004. The empowerment charter working group consists of representatives from the Black IT Forum, Information Industry SA, The SA Communications Forum, the Information Technology Association, the Computer Society of SA, Electronics Industries Federation and the SA Chamber of Business.

- The department of trade and industry is working with the ICT-E sector through the BEE working group and the ICT Development Council, led by Alec Erwin, the minister of trade and industry. Minister Erwin is expected to issue a gazetted code of good practice for the ICT-E sector once the industry reaches an agreement on the charter. The department has compiled a database of BEE companies in the ICT-E sector. The department defines a BEE company as one that is at least 25.1 percent owned and managed by black people, whether a black firm has control or not.

- A discussion paper on regional television is due to be released for public and stake holder comment any day now, according to Icasa. Icasa Development and Research Manager Violet Letseri recently told the Media Institute of Southern Africa that the networking model similar to the one adopted by ITV in the UK would be used as the structure for South Africa's regional television channels. Two new regional television channels are due to be launched in 2004.

- Almost all major government policy on the media and on ICTs, including the White Paper on Science and Technology (1996), the recommendations of Comtask, the RDP Base Document, the recommendations of the ISAD conference and TELI (Technology Enhanced Learning Investigation, 1996) call for greater integration of policy initiatives with regard to ICTs and Information Policy.

A Convergence Policy Process is underway at present following a national colloquium on convergence policy held in Johannesburg in July, 2003. A final report from the colloquium has been handed to the Minister of Communications, Ivy Matsepe-Casaburri. The report contains detailed feedback from the four commissions established at the colloquium: infra-structure, services, content and applications.The department of communications has issued a draft working document . A final document is expected to be presented to the minister as part of the preparation for the Convergence Bill.

2.5 COMMUNITY MEDIA: THE LAW, ETHICS AND THE REGULATORS

An extraordinarily high number of the 120 media laws passed during the apartheid era remain on the statute books. This has raised concerns among the media and among non-governmental agencies such as the Freedom of Expression Institute (FXI) and calls persist for these apartheid laws to be scrapped. The FXI has argued that recourse to apartheid legislation has become increasingly common in contemporary South Africa.

Among the apartheid laws still on the statutes is Section 205 of the Criminal Procedures Act that forces journalists to reveal their sources under pain of imprisonment. It is understood that the Centre for Applied Legal Studies (CALS) at the University of the Witwatersrand is compiling an inventory of apartheid laws affecting the media. It is hoped that, in time, these laws will be repealed.

Questions of libel and defamation, however, will continue to be relevant to media organisations in South Africa whether or not the apartheid statutes are removed. Due to its frequent lack of familiarity with media law, the community media sector in particular runs the risk of impinging on them. The severe penalties that can be applied in the wake of libel or defamation infractions pose a very real threat to the survival of community media organisations.

In brief, defamation is a branch of the law (called delict, or tort) that protects a person's reputation. The law of defamation seeks to find a workable balance between the right to an unimpaired reputation and freedom of expression. Any individual is entitled to sue for defamation. In some cases companies or organisations (called 'juristic persons' in law) and even political parties are entitled to sue but the government is expressly forbidden from this course of action.

Since the landmark Bogoshi case in 1998 (National Media Ltd and others v Bogoshi 1998 (4) SA 1196(SCA) Supreme Court of Appeal), the application of the law has changed. This was mainly as a result of the advent of the new Constitution which forced the Supreme Court of Appeal to re-examine the issue of defamation cases against the media. The Bogoshi judgement held that a media defendant is not liable for defamation if it was reasonable to publish (or broadcast) the relevant material in that particular way at that particular time. The traditional defences against defamation (that it was the truth, that it was fair comment or that there was qualified privilege) still apply.

While the judgment has eased the burden on the media by applying a broad rule of 'reasonableness', defamation can still be a criminal offence (as well as a delict). If the state can prove beyond reasonable doubt that a media organisation has acted unlawfully and with the intention to defame, some pretty hefty jail sentences apply.

Aside from court action, however, a number of structures exist which are aimed at ensuring that the media behaves responsibly, fairly and in keeping with the Constitution.

The Press Code of Professional Practice applies to all members of the the Forum for Community Journalists (FCJ), the South African National Editors Forum (Sanef), the South African Union of Journalists (SAUJ), the Media Workers Association of Southern Africa (Mwasa), the Newspaper Publishers Association of Southern Africa (NASA) and the Magazine Publishers Association of South Africa (MPA).

The code is premised on the belief that "vigilant self-regulation is the hallmark of a free and independent press"(POSA, 2003). It commits its signatories to report truthfully, accurately and fairly, in a balanced manner and without an intentional or negligent departure from the facts.

The code describes the public interest as the only test that justifies a "departure from the highest standards of journalism" and includes guidelines on avoiding discrimination, advocacy, comment, the use of confidential sources, payment for articles and the portrayal of violence. The code is enforced by the Press Ombudsman of South Africa together with the office's Appeal Panel. Its sanctions include

reprimands and the publication of corrections by offending newspapers or magazines.

Historically though, compared to print, broadcasting has always been subject to extensive regulation. The common position is that the right to freedom of expression has traditionally limited government's willingness to regulate print and that component of the sector has consequently been left to its own devices in the open market. Broadcasting, on the other hand, has mostly been part of the public sector and therefore been subject to regulation and protection (Jankowski et al, 1992). The two arguments that convinced most governments to impose restrictive regulations on broadcasting were that there were only a limited number of frequencies available and that broadcasting also was a potentially powerful political tool to be used and developed with care (Jankowski, 1992).

The regulation of community is a critical question. According to Opubor, regulation is relevant to the promotion of community media precisely because it deals with basic principles and issues concerning ownership, control and the operations of broadcasting and other media (Opubor, 1999). Regulation is far from a simple notion, particularly in the era of globalisation, the Internet, Open Source technology, digitalisation and satellites. There are, however, two different kinds of regulation that impact on community media: control of the platform or media and access to the market (whether in frequencies, channels or distribution areas), and control of content.

While the equitable allocation of frequencies is a relatively simple task, achieved according to guidelines and agreement, the regulation of content is far more complex issue. Several codes of conduct, which are currently in operation in the South African media industry, prohibit content that is in effect allowed by the Constitution. An example of this is hate speech, which the Constitution does not ban, but merely fails to protect. Hate speech is prohibited in several codes of conduct. "The question of what can and can't be said on air is an extremely difficult question indeed to answer," according to Jane Duncan (2003).

A range of regulatory bodies oversee the functioning of the media in general, and the community media sector in particular. These include:

The Independent Communications Authority of South Africa (Icasa) is an important regulatary authority with jurisdiction over the community media sector. All broadcast licensees are required to follow the Code of Conduct for Broadcasting Services initially designed by the Independent Broadcasting Authority (IBA). The IBA also established a Broadcast Monitoring and Complaints Committee (BMCC) which still exists, only now under the auspices of Icasa. It is now called the Monitoring and Complaints Unit (MCU). The code of conduct, which reinforces the freedom to be informed and to receive and pass on opinion, covers such issues as "sensitive material", truth and accuracy in news presentation, comment and controversy. Election coverage, privacy, paying for information and reporting crime also form part of the code.

In 1998, the IBA issued a discussion paper on revising the Code of Conduct to ensure it was in line with the right of freedom of expression as contained in the 1996 Constitution. The new code, which has not been legislated as yet, sets out guidelines for coverage of violence and women and determines a new range of duties for licensees.

The IBA has also issued regulations on advertising, infomercials and programme sponsorship (1999), which affirm the underlying principle that the audience must be told when content is sponsored or paid for. The regulations were applicable from 1 April 1999 (advertisements), 1 October 1999 (com-

mercial features) and 1 April 2000 (infomercials and programme sponsorships).

Regulations regarding Political Party election broadcasts were also framed by the IBA in 1999 and will once again be applicable, though might be amended, in 2004.

The IBA Act (1993) also set out limitations on cross-media ownership. These restrictions included that no person who controlled a newspaper could acquire or retain financial control of both a radio station and hold a television license. The Act stipulated that where a newspaper represented more than 15% of the total circulation of a particular area, it could not also control a radio station or television license (if there was substantial overlap of 50%).

This latter provision, however, was deemed unworkable by the IBA as the definition confused circulation and readership.

The Broadcasting Complaints Committee of South Africa (BCCSA) was set up by the National Association of Broadcasters (NAB) for sector self-regulation. The BCCSA has a code of conduct, though it is debatable whether the code is in line with the 1996 Constitution.

The SA Human Rights Commission (SAHRC) has already hosted an investigation into racism in the media. In March 2000 the Association of Black Accountants of South Africa that two newspapers (the Mail & Guardian and the Sunday Times) were racist in the way they reported on what was happening in South Africa. Any citizen may make a complaint to the SAHRC if they feel the media has impinged on human rights as enshrined in the Constitution. If the SAHRC feels a case has been made, it will investigate.

The Advertising Standards Authority of South Africa has a code of advertising practice that all broadcasters are obliged to follow. It includes principles such as that advertisements must be legal, decent, honest and truthful, should be prepared with a sense of responsibility and should follow the principles of fair competition. The ASA also has jurisdiction over informercials. An advertisement, as defined by the IBA, means any content or material broadcast for which the publisher/broadcaster receives a consideration, in cash or otherwise, and which promotes the interest of any person, product or service (IBA Position Paper on Definition of Advertisements, 31 March 1999).

The Competition Commission is charged with ensuring monopolistic or price collusion practices do not take place in any sector of the economy. The commission has not yet investigated the media sector. Cross-ownership regulations in the sector are stipulated in the IBA Act, now under the mandate of Icasa, and will be discussed in the next section.

The Commission for Gender Equality was established in 1996. Its functions include

- Monitoring and evaluating the policies and practices of government, the private sector and other organisations to ensure that they promote and protect gender equality;
- Public education and information;
- Reviewing existing and upcoming legislation from a gender perspective;
- Investigating inequality;
- Commissioning research and making recommendations to parliament or other authorities;
- Investigating complaints on any gender related issue; and

- Monitoring/reporting on compliance with international conventions.

2.6 UNIVERSAL ACCESS AND ICT POLICY

"Information Technology, and the ability to use it and adapt it, is the critical factor in generating and accessing wealth, power and knowledge in our time" - Manuel Castells

The Information Society of the 21st Century has seen the emergence of multimedia services, the rapid development of mobile communications, the advent of intelligent networks and satellite communications, according to former minister responsible for posts and telecommunications, Jay Naidoo (1998). Underpinning this increasingly dynamic sector is the common assumption that telecommunications is now a vital driver of economic growth and socio-economic upliftment.

It was the RDP Base Document of 1993 that identified the telcommunications sector as "an indispensable backbone for the development of all other socio-economic sectors. An effective telecommunications infrastructure, which includes universal access, is essential to enable the delivery of basic services and the reconstruction and development of deprived areas" (IPH, 2003).

By the mid-1990s, the building of an information infrastructure as a prerequisite for national development was gaining international attention (Benjamin, 2001). This led to a policy that promoted universal access, a notion central to the Telecommunications Act of 1996. The controversial Act (which went through 14 drafts) also put in place the regulatory framework and policy objectives that determined the future course of the sector in South Africa.

Its main objectives included the creation of a universal service fund, promotion of universal and affordable telecommunications services, the promotion of telecommunications services that are responsive to the needs of users and consumers and promote fair competition. The Act established both the Universal Service Agency and the South African Telecommunications Regulatory Authority (SATRA). The Act was the first major attempt in South Africa to respond to the challenge of using ICTs to promote widespread development (Benjamin, 2001).

The question of whether the application of technologies to improve information and communication access can increase the capabilities of disadvantaged and poor people is central to whether the information age will support or undermine development (Benjamin, 2001).

The idea of the multipurpose community centre (MPCC) first emerged in the early 1980s in Scandinavia (Benjamin, 2001). More than 30 different names, like telecentre, have been coined for the concept. After a "World Telecommunications Development Conference" in Buenos Aires in 1994 formally accepted that these telecentres were the ideal method to promote access to telecommunications in developing countries, the idea took off. This was given further emphasis by the influential ISAD (Information Society and Development) Conference in South Africa in 1996. Between 1998 and 2000, 7 major international conferences had pushed telecentres as the best telecommunications solution for the developing world. In Africa, two forms of telecentres developed: small, private, commercially-driven phone and communication centres and larger, externally-funded ICT community centres.

While earlier in the 1990s, the focus was on providing basic telecommunications, the telecentres were

soon seen as the platforms for providing wider access to information systems. Even the notion of universal access and universal service were changing. According to Dipuo Mvelase, USA CEO, the historical concepts of universal service and universal access "have been broadened beyond basic telephony to encompass other services delivered by modern ICT infrastructure" (GCIS, 2002)

Benjamin notes, however, that the prominence of the information age and the perceived importance of ICTs made telecentres particularly attractive to government. This sparked an unseemly and damaging battle for turf, however, between the Department of Communications, the Department of Trade and Industry and the Department of Arts, Culture, Science and Technology (Benjamin, 2003). There was also overlap between the regulatory bodies SATRA and the Universal Service Agency (USA) as well as some confusion over the mandate for the Universal Service Fund (USF).

"By May 2000, the USA was dispirited and disillusioned ... SATRA also had many problems" (Benjamin, 2001). The merger of SATRA and the Independent Broadcasting Authority (IBA) caused further complications particularly when combined with a cut in funding.

In late March 2001, the cabinet approved a number of policy directives with regard to telecommunications policy. This followed a national colloquium of shareholders on the subject. Key elements of the directives acknowledged that the touchstones of policy with regard to ICTs are the following: black economic empowerment, domestic and foreign direct investment, stable and predictable regulation, universal access and service, human resources development and a reduced digital divide.

2.7 COMMUNITY MEDIA: LABOUR AND SKILLS DEVELOPMENT

The passage of a whole raft of laws concerning skills and training are inevitably going to impact on the community media sector. This is true not only in the way in which small media units are organised but also in the way in which training is accessed and provided. The South African Qualifications Act (1995), the Skills Development Act (1998) and employment equity legislation will, according to Dave Thomas, the CEO of the Media, Advertising, Printing, Publishing and Packaging Sectorial Educational and Training Authority (MAPPP SETA) "completely recast the educational and training landscape in the country" (in Steenveld, 2002).

In Thomas's view, the levy imposed on employers (together with the possibility of reclaiming a portion of the levy) will have the effect of elevating the status of training in companies. The importance of ongoing training is furthermore emphasised by employment equity laws with companies obliged to file their plans and targets with government.

The National Qualification Framework (NQF) is intended to eliminate division between vocational and academic education, recognise 'real world' learning and ensure that training institutions are accountable by providing an outcomes-based orientation. Once the system has been established, flexible, appropriate qualifications will be in place that can be awarded by a range of entities. It is anticipated that learnerships will serve as a work-based route to qualifications.

It is evident that a great deal of uncertainty and ignorance pervades the media industry concerning the devising and implementation of qualifications and learnerships (Hadland & Voorbach, 2003). Very few even of the mainstream media's managers appeared to be aware of the SAQA process in anything but the most vague or general terms. This is almost certain to be the case in the smaller media sector. With the first unit standards in the pipeline and the first national diploma qualification (sub-edit-

ing) due to be in place by the end of the year, the Standards Generating Bodies (SGB's) at work in the sector are beginning to make progress.

A couple of different implications of the NQF are becoming discernible. First, a dramatic increase in paperwork is already being experienced by training providers. This is putting pressure on administrative capacity. Second, while the NQF is intended to weed out the fly-by-night training organisations that have multiplied quickly in recent years, there is likely to be a rush to provide accredited courses once national diplomas and unit standards are implemented. Consolidation in the sector, in the views of some analysts, is inevitable (Hadland & Voorbach, 2002).

Government policy places great importance on human resource development as an integral part of the overall developmental needs of the country. The South African Qualifications Framework was developed as part of a strategy for the implementation of human resource development.

The data gathering that was part of this project indicates the involvement of no less than three SETAs in the community media sector: the the Information Systems, Electronics and Telecommunications Sector Education and Training Authority (ISETT SETA) the Manufacturing, Engineering and Related Services SETA (MER SETA) and the Media, Advertising, Publishing, Printing and Packaging SETA (MAPPP SETA).

2.8 COMMUNITY MEDIA AND THE GLOBAL EXPERIENCE

The community media sector has been thriving in many parts of the world for nearly 50 years and a large body of experience and many lessons have been learned in this period. To give an idea of the scope of community media, there are an estimated 2 billion radio receivers and 20,000 radio stations worldwide (Fraser, 2002). But it is equally true that the development of community media has been deeply uneven across the globe. In some parts of the world, access to community media is simple and frequent. Latin America has the largest number of community radio stations with well over 4,000 (Siemering, 1997). In other parts of the world, such as India, there is no community media at all. In the Indian case, the government there is apparently worried about secessionist groups and subversive propaganda (Ninan, 2000).

Depending on what part of the world we are examining, the functions and origins of the community sector are different. In the US, for instance, community radio was established as an alternative to entertainment-oriented programming and 'middle-of-the-road' conformist stations. In Europe, it was the opposite. Community radio got going in Europe due to the lack of entertainment programming and the prevalence of light music radio (Jankowski, 1992).

What has been common is an anti-establishment attitude by which the state or prevailing opinion is challenged by the diversity of voices that community media is so capable of presenting. This is true in Bolivia – where the tin miners established the first radio station in the 1940s – in France, the United States and in many other places. In extremely few cases does the community media act principally as an agent of government information and still retain its capacity to represent the interests and voices of its constituency.

Community media organisations everywhere have consistently been confronted by zealous regulators and by monopolistic state tendencies, particularly concerning broadcasting. Radio transmission experiments that began in the wake of World War 1 led to many countries in Western Europe investigating

the establishment of broadcasting systems. National governments felt regulation was necessary to avoid uncontrolled growth in the number of radio stations as well as the allocation of frequencies from the limited spectrum (Jankowski, 1992) All the national broadcasting systems that developed at this time were monopolistic and held the exclusive right to nationwide radio and television programming. By the 1950s, the post-war economic growth, the availability and cheap cost of transistor radios, improved technology (more powerful transmitters and the emergence of FM radio) led to a rise in audiences and an improvement in the quality of programming. It also spawned the rise of alternative, independent media sometimes funded by listeners and more willing to air controversial programming.

Television was introduced to Western Europe in the 1950s but the real explosion occurred in the 1960s when the number of television sets increased exponentially. The move from black and white television to colour combined with the economic recession of the 1970s led to a stagnation in television sector at this time which corresponded with the rise of various social reform movements pushing for greater levels of participation. Community radio and television emerged in the mid-1970s by which time satellite television, pay television and pirate radio and television had sparked major debate within the sector.

The community print media has proved resilient, cost-effective and has become an essential component of community cohesion, identity and communications in many countries.

During the course of this paper we have made many references to international research on the community media sector. Let us examine here some of the specific lessons that have been forthcoming from the global community sector, drawn from the latest international research:

- Community media succeeds best where it is simply an added tool to enhance already high levels of community development awareness (Cholmondeley, 1999). The same conclusions have been made with community television: "There can only be real community television in a locality where community relations are already alive and active" (Jankowski, 1992). The underlying lesson here is that the community media cannot and should not be used to establish community cohesion or imposed on areas of low community awareness or activism, but should be built on the social capital, structures and organisation that already exists;
- There is no substitute for the highest levels of community participation from conception and the drawing up of business plans to the day-to-day operations. "Every effort to involve the target communities at every stage of development ... has paid dividends in terms of the levels of trust, support and participation by the community" (Cholmondeley, 1999); and
- Community radio and community television provide an alternative to the mainstream media, but their institutional forms influence the programming they can offer. Their small size limits their ability to produce their own in-house programming and their independence and fragmentation inhibits the sharing of what programming they do produce. Community radio's solution has been to turn to externally-produced programming. However, when it imports news and public affairs it often becomes a repeater for the biases of producers who are owned or funded by large business interests. Community television, with much fewer options for programme importation, often leaves channels underutilised" (Klein, 1999).

Klein suggests three solutions:

- The creation of a dedicated organisation to generate programming for

the community media sector
- The pooling and national distribution of existing local programming
- The creation and utilisation of non-profit distributors (such as DeepDish TV, a satellite service, and Free Speech TV, which provides video-tapes).

- The ideal audience for a community radio station is between 5 and 20,000. Any less, it's unsustainable, any more, too diffuse (Fraser and Restrepo-Estrada, 2002).

- A precise methodology for evaluating the impact of community radio based on appro priate social indicators has still to be devised (Fraser and Restrepo-Estrada, 2002)

- Klein notes that within community media organisations, a lack of awareness of outside programming sources, responsibilities of the staff and a variety of small, administrative barriers are often sufficient to prevent the organisation accessing material that is already available. He argues that the presence of community media activists is an essential component of an enabling environment (Klein, 1999).

- In recent years there has been a gradual liberalisation of media and a growing phenomenon of community media in Africa. However, many of the existing and emerging community media do not possess the economic, technological or human resources required for sustainability (Boafo, 1999). In fact, the Unesco writers demonstrate that community media are not likely to be sustainable from the point of view of the hosting/owning community, though new technologies (such as multimedia centres) may make this possible by cutting costs.

- There is a growing, urgent importance to collaborate and co-ordinate policy with regional authorities and organisations. This gains even more credence against the back ground of digitisation and satellite telecommunication technologies and as the audiences of local media organisations begin to overlap particularly on or near international borders.

- The New Plan for African Development (Nepad) has major implications for the South African media sector and, in particular for public broadcasting, according to the FXI: "Its provisions about restoring and maintaining macro-economic stability and increasing private sector investment in infrastructure could undo any attempts to establish publicly-owned and controlled and public-funded public broadcasting" (Louw, 2002). Nepad also has important consequences for the realisation of universal service and universal access in relation to ICTs ... including a telecommunications system that is increasingly unable to offer affordable services, hence the massive rate of churn (Louw, 2002).

- Liberalised trade and the increased global flow of capital are major driving factors for any country. This gains particular significance in the status of cultural goods and services assigned by the General Agreement on Tariffs and Trade (GATT) and by the World Trade Organisation (WTO). The United States calls for a totally free and open market in cultural products. Unesco (Stockholm Action Plan of 1998), on other hand, argues that "cultural goods and services should be fully recognised and treated

as not being like other forms of merchandise". The international Network on Cultural Policy (representing 50 countries, including South Africa) has adopted Unesco's view and, in addition, recognises the right of governments to establish their cultural policies freely. Should the US lobby succeed in amending WTO policy, this could have serious implications on, for instance, local content quotas (from Discussion Paper on Review of Local Content Quotas, Icasa, Dec 2000). GATT also impacts on intellectual property rights.

- The prospect of creating national networks of local radio stations has revived a commercial interest in community radio in some parts of the world. The danger of such networks, however, is the commercial usurpation that accompanies such close ties and even dependency on advertising and commercial interests.

- The potential of digital technology has opened up a realm of new possibilities for the community media sector.

- Satellite broadcasting has become a key phenomenon in broadcasting globally, compelling regulatory regimes all over the world to renew their policies.

Four key developments are anticipated in the community media sector in the next phase of the 21st Century:

- There will be a rapid growth in regional regulations and standards;
- The commercialisation of programming (in particular through advertising) is inevitable;
- Community media organisations can be expected to increase in the scale of their operations. In the broadcast sector, this is likely to be accompanied by a tendency toward increased transmission power; and
- The development of networking has been identified as a increasingly prominent factor in the community media sector (Van Eijk in Jankowski, 1992).

- The ubiquitous phenomenon of convergence has signaled an equally widespread move in the community media sector toward multimedia platforms and functions.

- In global terms, convergence has become a very real and important shift in the media sector in general. Should there be any doubt, consider the following: In the last three years Reuters (the world's largest news provider) has spent about R8-billion converting itself into an internet company. The Tribune Company, one of the largest news organisations in the United States, has created a central newsroom that cuts across media boundaries, gathering news and distributing it to print, broadcast and internet outlets in one operation.

The Financial Times of London has recently integrated its print and online services into one newsroom (AEJMC, 2000: 19). Closer to home, take note of Moneyweb, a listed company which recently concluded a deal to supply television programming to eTV and daily content to the Citizen newspaper in addition to its existing print (newsletter), radio and internet products.

Many of these matters are coming to a head with the first round of the forthcoming World Summit on the Information Society (WSIS), scheduled for Geneva later in 2003. The summit is being led by the International Telecommunications Union (ITU) and has as its aim "to develop a common vision and

understanding of the Information Society, to better understand its scope and dimensions and to draw up a strategic plan of action for successfully adapting to the new society". The second phase of WSIS is scheduled for 2005 in Tunis, following which a Declaration and Action Plan will be adopted.

The looming summit has spawned a range of organisations and networks, including Voices 21 and CRIS (Communication Rights in the Information Society) that are seeking to reaffirm the role of community media in countering the negative impacts of globalisation. Key voices in the campaign include Sean O'Siochru and Cees J Hamelink. The campaign, which proposes a People's Communication Charter and the entrenchment of the fundamental rights to communicate and to cultural production, seeks to protect the rights of civil society in government and corporate-led policy platforms such as WSIS and the ITU .

Community media, in other words, has become a global movement. It is being held up as an antidote to the overarching commercialism and homogeneity of a globalising world. The opportunities inherent in this development include the presence of networks, Non Government Organisations (NGOs) and organisations keen to support and foster the development of community media, particularly in the developing world. It would be a mistake to assume that the community media in South Africa inhabit an isolated realm at the periphery of global policy formulation. In fact, recognition of the role of the community media in bolstering people's fundamental rights is growing all the time.

2.9 PARALLEL INITIATIVES

There are a host of current, parallel initiatives that are of relevance to the community media sector. One guestimate suggests these projects have been implemented in excess of 5,000 different sites across South Africa (CMS TT, 2003). These need to be noted by the MDDA and efforts made to participate in the policy-creation and decision-making surrounding these initiatives:

- Government Communication and Information Services (GCIS) has established 60 MultiPurpose Community Centres (MPCC's) with another 60 in the pipeline;
- Universal Service Agency (USA): The USA has established about 60 telecentres, 22 cyberschools and 20 Web-Internet Laboratories (WILS);
- The Department of Communication has established 115 Public Information Terminals/Dotza's together with 41 Arts and Culture Centres. It also has a content project headed by Nemisa, and a Digitalisation Project;
- Pan South African Language Board (Pansalb);
- Commission for the Promotion and Protection of Cultural and Linguistic Minorities: The last Chapter 9 body will soon begin functioning;
- The Department of Science and Technology has recently offered a tender for an arts and science centre strategy;
- Schools projects: Estimated to number in the region of 3,500 projects involving telecommunications and computing in schools;
- Various projects under the ambit of the departments of Home Affairs, Social Services, Welfare;
- Intersectoral Steering Committees, national (NISSC), provincial (PISSC) and local (LISSC), are currently intervening in the sector under GCIS with special reference to MPCCs;
- GCIS is also investigating video resource centres and a News Network (GCIN);
- Private Sector: Nortel, Mweb, Digital Villages, ISPA , Vodacom (2,200 phoneshops) and Liberty Life are among the private sector initiatives;

- NCRF is involved in support for community radio and has proposed a hub system for regional collaboration;
- SACRIN is a radio programme exchange project;
- InfoLit sites: About 25 of these are in operation;
- SCAT: 15 projects;
- Sangoco: 1,200 sites;
- Sentech: issuing multimedia licenses;
- Kaizer Chiefs: efforts are afoot to connect the biggest supporters' club in South Africa;
- Two regional protocols have been established for community television, through the DoC and Icasa;
- The Department of Trade and Industry: There is much work on SMME's taking place within DTI, including the issuing of multimedia licenses to SMMEs in under-serviced areas;
- Icasa is investigating privately-owned regional television licenses. A discussion document is imminent;
- DSTV: is looking at educational television through channels 82 & 83;
- State Information Technology Agency (SITA), established in January 1999 as a solution to government's IT problems. An initiative of the Department of State Expenditure, Department of Defence and SA Police Service;
- SETA (gateway project);
- South African Industrial Strategy Project (SAITIS): A Department of Trade and Industry project, begun in 1999, aimed at evaluating the status of ICTs and their usage;
- ICT Sector Development Framework (November, 2000): A consequence of SAITIS aimed at stimulating growth of the ICT industry in South Africa;
- Soon to come: Microsoft, Gauteng online, Khanya, KwaZulu-Natal Provincial government, Northern Cape schools;
- Java Planet: a Department of Communications initiative to train Java programmers; and
- WILS: Web-Internet-Laboratories, a Department of Communications project which has seen the creation of almost 100 internet laboratories with 20 PCs, a printer, access to the internet, digital camera, television and VCR in learning institutions.

2.10 TIMELINE OF IMPORTANT HISTORICAL DEVELOPMENTS IN SOUTH AFRICAN MEDIA POLICY

1906 - 22 Radio amateurs rule the airwaves, broken in mid-20s by commercial sponsorship and growing corporate control

1923 First experimental broadcast in South Africa (18 Dec, in Johannesburg)

1926 Radio Act (all transmission and receptions - Postmaster General)

1936 Broadcasting Act - establishing SABC (new act in 1976)

1940's Birth of community radio movement in US

1941: The Atlantic Charter - Franklin D Roosevelt & Winston Churchill. They "wish to see sovereign rights and self-government restored to those who have been forcibly deprived of them".

1943 Africans' Claims in South Africa Document, accompanied by a Bill of Rights including a clause calling for the "Right of freedom of the press", adopted unanimously by the ANC annual conference on 16 December 1943.

1946 UN General Assembly declares "Freedom of Information" a fundamental human right

1949 UN Declaration of Human Rights Article 19: "Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers".

1955 Freedom Charter

* All people shall have equal rights to use their own languages and to develop their own folk culture and customs
* The law shall guarantee to all their right to speak, to organise, to meet together, to publish, to preach, to worship and to educate their children
* Free exchange of books, ideas

1960s Community TV movement develops in Canada (Fogo Island Project)

1970s TV arrives in SA

1980s UN: Decade for Cultural Development
PW Botha and Nats intervene in Media, especially SABC
CASET produces radio-type material as audio cassettes

1981 African Charter of Human and People's Rights, includes:
* Every individual shall have the right to receive information.
* Every individual shall have the right to disseminate his opinions within the law

1987 Task Group on Broadcasting in South and Southern Africa - appt by Alwyn Schlebusch (but TBVC, not made public)

1989 General Conference of Unesco resolution on "Communication in the Service of Humanity", including:
* free flow of ideas by word and

image
* promote wider and better balanced dissemination of information without any obstacle to freedom of expression
* develop all appropriate means of strengthening communication in developing countries in order to increase participation in the communication process
* advance mutual knowledge and understanding of peoples through all means of mass communication

1989 National Action Plan for the Promotion and Protection of Human Rights, which emphasises freedom of expression and media diversity

1989 Cosatu sets up a national consultative process on media policy, crystallising a network of 'left-wingers interested in policy work'

1989 Durban Media Trainers Group (DMTG) raise media subsidy system/media diversity fund

1990 Need for media policy gathers impetus as election approaches and realisation dawns of importance of media, especially the SABC.

1990 Appointment of Viljoen Task Group (by Minister Gene Louw) & FAWO/COM march on the SABC (25 Aug 1990): recommends new Broadcasting Act, creation of an IBA by Parliament, remove SABC dependency on advertising, removal signal distribution from SABC (no mention of community radio or media)

1990 Rhodes Media Policy Workshop discusses need for diversity of media voices (especially print), IBA, a Bill of Rights to include Freedom of Expression and an advertising tax to help alternative media

1991 The Democratic Party is the first political party to formulate and present a media policy, including: independent body to control broadcasting, separation of commercial and public, emphasis on radio as way of reaching majority (27 May, 1991)

1991 First community radio station on air, Grahamstown, for 10 days

1991 Jabulani! Freedom of the Airwaves Conference (in the Netherlands): First time control and regulation of broadcasting on MDM agenda. Community media defined as: "Initiated and controlled by members of a community of interest or a geographical community, to express their concerns, needs and aspirations without outside interference, subject to the regulation of an IBA" Funding from both public and private sectors, "details of this should be worked out by the communities themselves..."

1991 BOP University Media Policy Workshop takes forward a number of issues from Jabulani!

1991 Patriotic Front Conference, Durban (proposes a transitional authority to control state media)

1991 The Windhoek Declaration was:
* A benchmark for the UN and all organisations in the media field
* A harbinger of media liberalisation in Southern Africa
* A statement of principles drawn up by African Journalists and Media Practitioners calling for a free, independent and pluralistic media on the continent and throughout the world. Its clauses included:
* An "Independent" press means independent from government, political or economic control or from control of materials or infra

* A "Pluralistic" press means the end of monopolies of any kind and the existence of the greatest possible numbers of newspapers, magazines and periodicals reflecting the widest possible range of opinion within the country
* Direct funding must be a priority for the development and establishment of non-governmental media that reflect society as a whole and the different points of view within the communities they serve

* All funding should aim to encourage pluralism as well as independence
* Codes of ethics are necessary for media organisations
* Need for similar Declaration for radio and TV in Africa (See Windhoek + 10)

1992 Campaign for Independent Broadcasting established, based on the premise that civil society, rather than political parties, should take the lead in broadcasting policy (ANC signatories, though not on steering committee)

1992 Independent Media Diversity Trust (IMDT) established

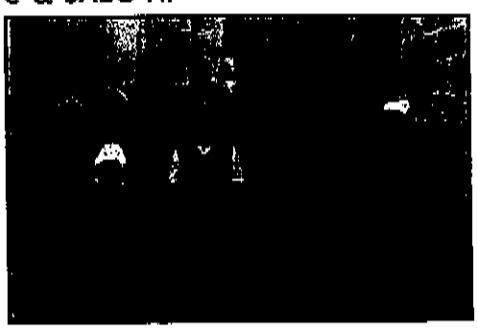
1992 300 delegates from African National Congress attend DIP conference at which a Media Charter is drafted. The charter is adopted by ANC NEC on Jan 13, 1992. It is described as a: "Crucial turning point within ANC's approach to media. The Charter: deliberately Utopian, statement of intent, long-term, values, ideological guidelines. Underlying assumption - material resources required to ensure market forces don't restrict freedom of speech to only middle class and affluent. ANC Media Charter: Section II: Democratisation of the Media, included

* The forms and methods of the media shall take account of the diversity of communities in respect of geography, language and interests.
* Measures shall be taken to ensure that all communities have access to the technical means for the receipt and dissemination of information, including electricity, telecommunications and other facilities
* All communities shall have access to the skills required to receive and disseminate information, including the skills of reading and writing
* Diversity of ownership of media production and distribution facilities shall be ensured
* Affirmative action shall be implemented to provide financial, technical and other resources to those sectors of society deprived of such means

1992 Free, Fair and Open Media Conference

Resolution: "Community Broadcasting "is based on the ideals of participation, community owner ship, non-profit, community interest and enables the community to express their needs and aspirations through access to the airwaves. Proposes an ICA (Independent Communications Authority), role: to promote a diversity of voices, ideas, interests and ownership in broadcasting which will contribute to a free political debate

Proposals to Codesa: establish Interim Independent Communication Authority, new SABC Board, appoint task force to examine obstacles to diversity of opinion in the print media.Key issues: market structure & SABC-NP



1992 National Party produces Position paper on Regulation of Electronic Media, presents to Codesa in March '92.

1993 IBA Act

Disagreement on definition of community media:

* governmentgeographic/communi-

ties of interest
* business - non-profit
* MDM - community-control and ownership

The IBA Act proposes 3 tiers of broadcasting: public, private and community

First legal definition of community media (radio):

* fully controlled by a non-profit body, run for non-profit purposes
* serves a particular community
* encourages community participation in selecting and running programmes
* funded by donations, grants and sponsorships, advertisements or membership fees

First definition as: "For the community, by the community, through the community"

IBA also defines accessibility, diversity and independence

Two types of community broadcast licence: community of interest ("any group or persons or sector of the public having a specific ascertainable common interest") & geographic community IBA Code of Conduct, plus Broadcasting Complaints Commission. IBA charged with "encouraging and creating conditions for ... CM to be licensed and thrive at both national and regional level" IBA "Totally silent on issue of developing policy"

Post-1994

* Death of the Alternative Media (New Nation, South, New African, Vrye Weekblad)
* Deconstruction/ Transformation of the SABC, emergence of Community Radio & passage of Broadcasting Act: SATRA, IBA, ICASA & USA
* The 1996 Constitution: FoEx, Access to Info 'cornerstones'
* The Information Age: Break-up of RDP Office, corporatisation of Telkom and competition over policy (Benjamin)
* Inquiry into Racism in the Media (SAHRC)
* Some shifts in ownership/composition (print)

1994 RDP Base Document:

Produced following conference in January 1994: sets out a Democratic Information Programme, including:

* open debate and transparency in society crucial to reconstruction and development.
* New Info policy must facilitate exchange of information and opinion within and among all members of society
* Democratic government must encourage development of all three tiers of media: public, private and community "New voices and genuine competition must be encouraged"
* Limit monopoly control
* Restructure SA Communication Service to GCIS
* Provides for IDT (IMDT) and IBA

1996 Comtask: Committee of Inquiry into government communications.

* concludes that lack of media diversity results in an information bottleneck
* identified ownership and control of distribution and printing infra structure as critical areas needing to be addressed to promote media diversity
* proposes MDDA

1996 Report of IBA's Triple Enquiry into the Protection and Viability of the Public Broadcaster, cross-media control, local content and South African Music.

1996 Telecommunications Act (USA & Satra): key objectives include:

* creation of Universal Service Fund
* Promotion of universal and affordable telecommunications
* Promotion of telecoms that are responsive to needs of users and consumers
* Promotion of fair competition within industry

1998 White Paper on Broadcast Policy. Principles:

* access for all
* diversity is the framework for national unity
* free expression
* democratising the airwaves
* nation-building
* emphasis on educational broadcasting

White Paper becomes the Broadcasting Act in May, 1999. Act includes guidelines for broadcasting system as a whole, including:

* provide public access to a variety of points of view on public issues
* community broadcasting service defined in same way as IBA

1998 First attempt at establishing a media diversity mechanism, the IMDT, collapses

1998 National Action Plan for the Protection and Promotion of Human Rights

1999 July: FXI/ NCMF: National seminar on need for/role of Media Development Agency

2000 Satra and IBA merge, form ICASA

2000 Community Media 2000 Conference: establishment of National Community Media Forum (NCMF) and OWN (Open Window Network)

2000 Promotion of Access to Information Act passed

2001 Windhoek Plus 10: African Charter on Broadcasting

* 'Noting that freedom of expression includes the right to communicate and access to means of communication"
* Right to communication includes telephones, email, internet and other telecommunications systems including through the promotion of community-controlled information communication technology centres
* Frequencies should be allocated equally between public service, community and commercial
* States should promote an economic environment that facilitates development of independent production and diversity in broadcasting
* Community broadcasting: 'For, by and about the community, whose ownership and management is representative of the community, which pursues a social development agenda and which is non-profit
* Telecommunications law and policy should promote goal of universal service and access
* MDDA Draft Position Paper
* Local Content Discussion Paper (Icasa)
* Position Paper on 4-year Licensing of Community Radio Broadcasters
* Promotion of Access to Information Act

2002 Electronic Communications & Transactions Act

2002 MDDA Act

2003 Broadcast Amendment Act

2003 Convergence Bill

As these pictures from Cvet show, the organisation is extending access to audio visual media to the people of Cape Town.

CHAPTER THREE: OVERVIEW OF COMMUNITY AND INDEPENDENT MEDIA IN SOUTH AFRICA

3.1 INTRODUCTION

Until this report was compiled, no satisfactory national database of all South African local media organisations existed. Different stakeholders held partial versions that were frequently out-of-date, incomplete or referred to only one of the different branches of community media. From the database, it is now possible to sketch the topography of the sector. The collection of material for the database of community media organisations in South Africa has produced some interesting and, in a few cases, quite unexpected results that are discussed below.

Included in the topography, this chapter also describes the current status of each of the components of the sector, including the service providers, discusses technological determinism and debates the future of community multimedia services.

Topography of local media

There are an estimated 214 local media organisations in South Africa at present. It is still necessary to estimate as some organisations simply could not be contacted, even though they already possessed, for example, a community radio licence. Others were such small operations, consisting of one or two people with irregular publishing frequency from changing locations, that they could not be tracked down in the several months allotted to data capturing.

In terms of operational status, the 214 organisations can be categorised as:

Not currently in operation, but hope to resume their work:	22
"Emerging" in that they have existed for less than 18 months	50
Fully-functioning, contactable local media operations	173

The fully functioning organisations can be broken down as follows:

Print	83
Radio	81
Audio-visual/multimedia	10

In terms of legal status, two thirds of print organisations (59) are commercial for-profit operations and one third (31) are non-profit/Section 21 organisations. In the radio sector, the overwhelming majority are non-profit/Section 21 (74) compared to a small number (8) of Pty Ltd or cc's. The multi-media operations were split roughly 50:50. In a few cases, organisation representatives did not know the current legal status. These organisations were omitted from the calculations.

These figures indicate quite clearly that in spite of a considerable bias in the channelling of funding and support to the community radio sector in recent years, a greater number of community print organisations continue to operate in the country. While these print outlets may not reach as large an audience compared to radio, their dogged persistence in the face of serious shortages makes a powerful

argument for their status and importance within communities. Community or independent print organisations continue to serve a valued function within communities and are kept going by high levels of volunteerism.

A total of 28 organisations currently provide services to the community media sector in South Africa. Nineteen of these 28 service providers took part in this research and answered detailed questionnaires on their activities, budgets, services and understanding of the dynamics and challenges of the sector. The 19 service providers that did participate represent all the major players and, collectively, manage an annual budget in excess of R40-million. Several funders were also questioned on their work in the sector.

The Service Providers for the community media sector can be divided into the following eight categories:

- Networks;
- News/photographic agencies;
- Training centres;
- Policy/research/advocacy;
- Media monitoring;
- Content development;
- Distribution; and
- Technical support.

The sector is strong on accommodating people with disabilities and runs projects largely nationally but also some that reach the region and the continent. Each service provider employs, on average, five full-time staffers with a total employment figure of about 400 (19 service providers reported total staff of 393: 178 full time and 116 part time).

From the data provided, the organisations making up the service provider sector are able to assess the needs of their target groups effectively and are in constant liaison and consultation with them. They generally have strong boards which are frequently a healthy mix of expertise and target group or beneficiary representation. Many of the organisations are working with "communities of interest" with women, youth and workers being popular target groups.

It is important to note that many service providers also produce media and have a serious claim to be considered part of, as well as providing services to, the local media sector. Armed with the capacity to make a real impact, producing a significant output of media products and already representing at least a third of the budgetary value of the sector, the service providers are a critically important factor in the community media sector.

The community and independent media sector has a total annual expenditure of around R115-million (including the service provider component representing about R40-million) and employs about 1,000 people full-time and roughly 4,000 part-time or as volunteers. Some community media organisations reported they regularly made use of 40 volunteers or more, suggesting the 4,000 estimate is probably conservative.

The case study research, which focused in-depth on 25 different local media organisations, confirms that, in general terms, South Africa's community media sector is functioning in socio-economic circumstances that are extremely difficult. All reported high levels of joblessness, poverty and the symp-

toms of social breakdown in their areas. All complained of the difficulties of securing adequate resources, training and assistance.

As harsh as conditions generally are in the sector, there are undoubted strengths among those involved in producing media for their communities. These include their high degree of motivation, their self-reliance, their connectedness with their communities, their passion for producing media, and their preference for collective decision-making. Participating in community media organisations, as frustrating as it can sometimes be, is also an undeniably empowering experience on all sorts of levels. Poor gender representivity was noted not only among the staff of the case studies profiled in the sector, but also among their boards.

For all forms of community media, a combination of hard work, community support and cost-effective service provision were cited as being the three main reasons for success. According to one respondent: "We provide a service that even the poorest of the poor can afford or even get free. We try to educate the people and keep them informed with what is happening around them".

A more detailed analysis can be found in the next chapter. To complete the topographical overview, here are a few remarks on the current state of the constituent parts of the sector.

3.2 COMMUNITY RADIO

Community media has become synonymous in many people's minds with community radio. This is because radio is seen as an ideal medium as it is affordable, easy to install and operate, and people don't need to be able to read or write to access information. From the first pronouncement on progressive media policy back at the Jabulani! Freedom of Airwaves conference in 1991, community broadcasting was considered one of the three tiers of the South African broadcasting system along with public broadcasting and private broadcasting. This envisaged structure was then formalised in the 1993 IBA Act where the notion of community broadcasting was further subdivided into radio and television services.

The Cassette Education Trust, which later merged with Bush Radio, became the training ground for the incipient community radio movement. The National Community Radio Forum (NCRF) was formed in 1993 in Orlando, Soweto, in order to "lobby for the diversification of the airwaves in South Africa, and to foster a dynamic broadcasting environment in the country through the establishment of radio stations" (NCRF Profile Brochure). Arguably, what followed was one of the greatest achievements in the democratisation of media in South Africa in the past decade: the licensing of about 100 community radio stations. Of these, most are broadcasting successfully, offering a variety of programmes and serving a valuable community service. (Icasa is currently auditing the community radio sector to determine exactly how many of the licensees are broadcasting, but this information was not available at the time this report went to print.) The audit results are expected in September 2003. The majority are operated by and for historically disadvantaged communities. In 1991, it was estimated that there were over 1.6 million listeners, spread across every province of the country (Dooms, 2001)

Some of the more significant and positive developments in the community radio sector include:

- The NCRF's South African Community Radio Information Network (Sacrin) links more than 30 community radio stations which get paid for local programmes they produce, or national satellite feeds they carry, on public education topics;
- Many community radio stations are beginning to position themselves as an interface

between poor communities and the internet. This is illustrated by the increased usage by radio stations of ICTs as a tool to enhance information-gathering, programme production, programme sharing and information exchange within the sector;

- The NCRF's Hub Plan, which aims to promote improved networking, collaboration and support between community radio stations at a provincial level to facilitate, amongst other things, skills transfer and procurement;
- A significant contribution by the community radio sector towards the generation of unit standards for radio training in line with the National Qualification Framework, under the auspices of the MAPPP Seta;
- Various content development initiatives which are aimed at delivering programme production skills at a local level around important social justice issues, in partnership with larger national NGOs' such as Idasa, Agenda and Workers World Radio. The sector has been very successful at securing programme sponsorship which points to future donor trends;
- A partnership with the GCIS through which radio stations are paid to flight government information, sent via the Sacrin satellite feed;
- he Department of Communications-led initiative to provide broadcasting equipment to community radio stations as well as funding for programming tackling gender, HIV/AIDS and disability issues. Many of the interviewees from this study argued this role should, in future, be transferred to the MDDA; and
- The sectors ability to maintain a high profile and advance the interests of its members in the numerous, ongoing policy and legislative process.

Despite these positive developments in community radio, many challenges remain. Institutional weaknesses continue to beset the sector, particularly in the areas of management and administration. Often an inability to pay staff adequately leads to a blurring of roles between the board, staff and volunteers. Licensing delays, caused by the IBA/SATRA merger, has caused further disruption, including high board turn-over and community disillusionment (Dooms, 2001).

Financially, community radio stations face considerable challenges. These include a lack of skills in planning, budgeting and fund-raising report writing skills. While some stations are having a degree of success at tapping into local business for advertising and sponsorship, this is the exception rather than the rule. A shortfall of skills in advertising and marketing is compounded by a lack of support from local (predominantly-white) business. The limited broadcast radius imposed on many stations by their license conditions does little to alleviate this. Many stations operate in such poor remote communities that they can never hope to become self-sustainable.

Many stations are struggling with inappropriate or incorrectly installed studio and transmission equipment. Staff have received little training in operations and maintenance and many stations are located in areas where there is no support if equipment breaks down.

More and more, community radio stations are in the firing line for failing to fulfill their role as a tool for change and development. The term "community radio" is often used loosely to describe media that targets black, working class communities. No doubt this reflects the current, and indeed pressing, priority to redress apartheid imbalances in the media and promote media diversity. But community media, by true, historical definition is much more than that, that is, a platform to encourage and promote dialogue, social change and development.

Many community radio stations mimic their privately -wned counterparts. Beyond annual meetings and talk shows, many have failed to develop the necessary ties with NGOs, community-based organisations and civic structures. These ties would have brought them closer to the communities they serve and enabled them to produce programming of a more participatory and developmental nature. The emphasis on quality programming does not take into account the importance of process, whereby ordinary people are able to access the station and exercise their right to communicate. While committed to creating programming for development and empowerment purposes, they often lack the skills and resources to make any real impact in this area. The absence of partnerships with local government, integrated development planning and other community structures has placed limitations on the extent to which community radio has been able to facilitate community participation in local government and development initiatives.

3.3 PRINT MEDIA

One of the most interesting results of the research carried out in this project has been that there are roughly the same number of community print projects in South Africa (around 80) as radio projects, despite the very skewed channelling of funds and resources in favour of the latter. The once vibrant oppositional print media is admittedly a shadow of its former self and is struggling to survive. Since the demise of virtually all of the community media organisations associated with the struggle era, including veteran publications such as *Learn and Teach, Grassroots* and *Saamstaan,* along with their networks Comnet (Community Media Network)and, later, Copssa (Community Print Sector of South Africa) in the late 1990s, there have been three notable developments regarding the development of local print media. These include:

- The combination of emerging black print media enterprises and not-for profit print organisations, otherwise known as "new publishers" supported by the Print Development Unit (PDU);
- The emergence of a range of community newsletters, often working in partnership with government departments, aimed at promoting a two-way flow of communications between government and communities; and
- The Independent Media Association (IMA), formed in 2003, which represents 78 community and independent print media formations. Working with a string of 42 freelancers, the organisation acts primarily as a news agency.

In terms of legal status, two thirds of print organisations (59) on the database are commercial for-profit operations and one third (31) are non-profit/Section 21 organisations.

3.3.1 The Print Development Unit

The PDU was established as an "interim development unit" (prior to the establishment of the MDDA) in February 2000 with a focus on developing support strategies to assist in the growth of the emerging print media sector. The unit was funded by the five major, mainstream print media houses that make up Print Media SA and which dominate the South African print media sector as a whole. The PDU adopted a dual strategy consisting of:

- A training programme designed to meet the training needs of publishers; and
- A survey of the sector aimed at developing a "model of viable publishing". The results of this survey were produced in a report entitled, "New Markets, New Readers, New Publishers".

During the course of its three years of existence the PDU had contact with 57 publications, although at least 26 of these ceased to exist or could no longer be traced during the period. The PDU developed a methodology for extending training and support to new publishers that reflects the approach of many other training service providers operating in the sector.

It identified four broad areas of development, namely, financial and management systems, advertising and marketing, editorial and design and Information Technology. Operating with two full time staff and four consultants, each specialising in the above areas, support took the form of a number of on-site visits, including needs assessments, staff training, setting targets, monitoring and mentoring. In addition, staff were encouraged to attend the central training programme, consisting of short courses, offered by the PDU in Johannesburg.

The "New Publishers" report states that "the PDU and its intellectual heritage clearly represent the values of market driven development". Viewed from within the limits of this perspective, the report puts forward some useful recommendations on how "new publishers" could be supported including:

- A press card accreditation system;
- An interactive website promoting access to key stakeholders such as advertisers; marketers and other print media companies;
- An online news agency;
- Improved systems for circulation verification;
- Collective printing procurement;
- A management service to assist with a range of business issues; and
- A national advertising procurement agency.

As its central tenet, the report speaks of the importance of "reinventing the (emerging press) into an entrepreneurial one – community-centred newsgathering (being) the key to successful press entrepreneurship in the current era – attracting both readers and the advertisers who seek to reach them" (PDU, 2002). While the authors of the PDU report believe that community media need to be more business-minded and commercial media more community orientated, it also argues that the community media sector should transform itself into a "market driven" model. The authors of this report would argue that this is fundamentally to misunderstand the values that underpin community media worldwide as discussed extensively in Chapter Two.

The PDU cites the emergence of a black middle class and rapid urbanisation as major opportunities for the growth of "new publishers". While this is no doubt true, this "cherry picking" approach offers no solutions for media serving poor, marginalised or rural communities. Clearly, the profit-oriented, market-driven model has its limitations when it comes to promoting a truly equitable and diverse media landscape. Although it certainly has its place on the list of possible solutions, it is by no means the one and only "cure-all".

The PDU makes some suggestions on the need to build "ethical and mutually advantageous" partnerships between new publishers and the mainstream media. This is in direct response to repeated complaints by the community radio sector and new publishers that "staff, once trained and experienced, are recruited by larger press competitors offering higher salaries and perks" (New Publishers). The PDU further suggests the development of a voluntary "Code of Practice" to regulate the relationships between the new publishers and the industry.

3.3.2 Community Print Media and Government

We have alluded in this report already to efforts to establish community newspapers or 'municipal newsletters', often within MPCCs, as a significant development as far as community print media is concerned. These initiatives generally involve a two-way partnership between community structures and various government departments (including local government, provincial government and the GCIS) and are primarily seen as a means of facilitating the two-way flow of information and communication between government and citizens.

While these initiatives have been quite successful at unlocking government resources, the challenge will be to ensure these newsletters do not simply perpetuate the "top-down" flow of information from government to community. It is also important they are able to facilitate dialogue within the community itself and enable civic structures to communicate back to government, i.e. a horizontal and vertical, two-way flow of information.

This raises interesting questions about the ownership and control of these newsletters. Are they an official government communications vehicle, a government/community partnership or are they owned and controlled by the community, as in the case of community radio? And what are the implications for editorial control and independence? The issue of government's relationship to community media is considered in more detail in Chapter Four.

In terms of sustainability, community or municipal newsletters have a better chance of survival due to the support of government, which naturally brings with it financial and other resources. The challenge will be to tap into other local resources such as adspend from local business.

3.3.3 Independent Media Association

The Independent Media Association (IMA) is a collection of more than 70 print-based, small commercial outfits – many of which are based in the rural areas – that was established in early 2003. The alliance is a lobby group that takes up projects in the interest of its members, including

- Syndication of articles generated by the association's members;
- Joint ventures;
- Funding sources;
- Negotiating for free legal assistance from large media law firms;
- Negotiating compensation when head-hunting deprives small operators of key staff;
- Better access to government advertising;
- Discounted software; and
- Facilitating access to relevant, practical training.

A current concern of the IMA is the lack of an independent advertising clearing house for independent print media. (The IMA is at www.media-alliance.org.za.)

3.4 COMMUNITY AUDIO-VISUAL MEDIA

Community audio-visual media had its roots in the former opposition movement. Since the new, democratic government came into power in 1994, many of the proponents of community audio-visual media moved into government or into the private sector. Despite a difficult policy and funding environment, there do remain some established organisations active in this area. Whether or not these can be defined as "community media" in the strict definition of the term is a matter of ongoing debate.

Many of the organisations are also responding to the dire need for human resource development for the audio-visual industry as a whole. Some of the current players in the sector include:

- The 25-year old Community Video Education Trust (CVET) is still standing despite little support from the government. CVET focuses on training, access to production facilities and exhibition/visual literacy;
- New initiatives such as the such as the Apollo Development Association in Victoria West point to the viability and need for audio-visual training and production opportunities in rural communities;
- Molweni is a township-based production collective incorporating tourism and a festival. It grew out of CVET;
- Film Resource Unit (FRU): distributes and exhibits development-oriented content; and
- Newtown Film and Television School which is training a new generation of black independent film-makers.

The notion of community television (CTV) was enshrined in the IBA Act of 1993, creating enormous expectations among media activists and community structures that an enabling environment for community access to this powerful medium would be created. At the Community Media 2000 Conference in Cape Town, the Open Window Network (OWN) was formed to take forward the building of a community and development orientated audio-visual media sector in South Africa.

The costs involved in setting up CTV presented a huge challenge. OWN conducted research into the structure and viability of CTV resulting in the proposal of various hybrid models. One model envisaged decentralised access to video, on a digital platform, built on the back of the country's "national information infrastructure" (within MPCC's and telecentres) and linked to a national digital signal distribution network. Another model was developed in partnership with Orbicom whereby programming would be shared via satellite among a network of community television consortia. A third model envisaged a "C-PEG model" whereby CTV is established as a partnership between government and educational institutions, including a "public-access" and commercial programming segment (Aldridge, 2003).

Recognising that it may take some time for these ambitious models to become a reality, CTV activists lobbied the South African Broadcasting Corporation (SABC) to provide "public access time slots" on the former regional services. After years of lobbying, the SABC eventually agreed and signed a "declaration of intent" in May 1996. This opened up huge economic opportunities for CTV as it was now in a position to generate an income from advertising and sponsorship for programme production. As a result, CTV found its role, in the short term, as a strategy to promote diverse access to video training and production opportunities. A series of successful test transmissions was undertaken in Durban and Cape Town.

The dire need for human resource development in the audio-visual sector generated many challenging debates on the use of different models for CTV in the South African context. While many feel strongly that CTV is not the domain of the independent production sector, others argue that community audio-visual media should be viewed as a training ground for new entrants into the film and television industry.

Out of these debates emerged the call for a "Workshop Movement", similar to that in the United Kingdom in the 1970s. The idea was to have one "video access centre" per province. The centres

were intended to serve as development nodes for community audio-visual media as well as provide space for the training and development of emerging independent film-makers. The Community Video Education Trust (CVET) and the KwaZulu Natal - Community Video Access Centre (KZN C-VAC) are seen as the forerunners of this movement.

After initially sending positive signals, Icasa has continually postponed its legislative mandate to undertake the research into CTV. The initial impetus for CTV has since waned significantly due to a lack of support among policy makers and because of the loss of many of its key proponents. The flagship KZN C-VAC has closed down. The activities of the OWN have been seriously curtailed through a lack of funding. The organisation is currently not contactable. The CTV sector of old is dormant, waiting for an opportunity to resuscitate.

Many believe that it is not viable to introduce CTV as a "stand alone" concept, but that CTV should be integrated into other strategies to extend universal access to ICT's and the media in general. As the database from this study illustrates, this is already starting to happen with the emergence of multimedia centres, which include, but are not limited to video, such as the Apollo Development Association (video and ICTs) and the CBO network. Video is also increasingly becoming a feature of community arts centres (CACs).

In discussing video, the training and production aspects are often over-emphasised. In fact, improving distribution is a much more realistic short-term goals. The Film Resource Unit (FRU) is doing some important work setting up Video Resource Centres (VRCs) in rural areas. More recently, FRU, in partnership with the GCIS, plans to set up VRC's in the context of MPCCs, including facilities for video production. Organisations such as "Steps" are developing an alternative, grassroots distribution strategy for films dealing with HIV/Aids. Others organisations, such as CVET and Mediaworks, are setting up "film/media clubs" in schools with the dual goal of promoting visual literacy and audience development. The clubs offer a basic introduction to video production and school screenings. Interestingly, almost half of the organisations that participated in the case studies of this project had television sets and video machines's, making them ideal sites for the introduction of VRCs. Discussions have also taken place on the notion of a 'net-casting' pilot project to be conducted by Mike Aldridge in collaboration with the GCIS and a groups of Multipurpose community centres (MPCCs) and other NGOs in the Western Cape.

3.5 THE FUTURE: COMMUNITY MULTIMEDIA SERVICES?

The low level of literacy within marginalised communities is often given as a reason for the failure of community print media to act as a viable medium for marginalised communities. This argument, by extension, supports the notion that poor people don't need to read. In the past, however, community publications such as *Learn and Teach*, played a very important role in improving literacy (see recommendations) and could continue to do so in the future.

Community video, on the other hand, is deemed too expensive and too skills-intensive for the community sector. And yet video is viewed as a powerful medium for education, advocacy and lobbying and as a means of amplifying traditional storytelling and theatre. The absence of an enabling environment has not prevented the proliferation of either which is perhaps the best possible indicator that such a need exists.

The digitisation of media technologies allows for digital audio, video, print and multimedia production

on one digital platform. With improvements in audio and video compression and decompression, programme exchange over the internet could be a reality in the very near future. Indeed, some broadcasters are already doing this with existing bandwidth. The other positive aspect of new media technologies is that they are becoming cheaper and more accessible. Media practitioners are increasingly using the internet for email, research, discussion groups and information exchange. The transition form broadcasting to bit-casting, while still being some way off, will change the broadcasting environment into an interactive multimedia form of communication.

It is critical that community media, which is emerging on the cusp of these important technological innovations, "leapfrogs" traditional forms of media and embraces digital technology and its multiple uses. This will, in turn, create the opportunity for community media to "piggy back" on government efforts to promote an "information society" through the provision of universal access to ICT's. Improved access to computers through telecentres and Multi-Purpose Community Centres (MPCCs) has created such opportunities.

As a result of these developments, the sector has seen the emergence of innovative multimedia projects providing access to every conceivable combination of computers, radio, video, visual and performing arts and information services – often in the context of youth centres, community arts centres, MPCCs, telecentres or within a traditional community media centre. Many of these are based in rural areas, such as the Apollo Development Association. Ironically, the perception persists that the most accessible and desirable form of media remains low-tech print media such as t-shirt design production, posters or banner-making.

The strategic use of ICT's by community media formations has a number of benefits including, networking, research, information and programme exchange. Community radio and independent print networks are already using the internet for a range of activities such as information exchange and content sharing. Community media is in a position to access information and repackage it in ways that are more accessible to the community through popular forms of dissemination such as radio and print. Community media creates a platform for the creation of indigenous local content on the world wide web. Many NGOs employ cross-media strategies including print, audio-visual and web materials to promote their development and empowerment objectives. In addition to the above, Idasa, AGENDA and Workers World Radio are now working closely with community broadcasters to develop and distribute radio content.

NGO media strategies are generally aimed at marginalised communities or communities of interest and deal with social justice issues such as gender, land rights, sustainable development and the environment. These strategies usually focus on improving networking and information exchange, education, awareness raising campaigns or social marketing. The health sector is probably the most advanced in this respect with many examples of well-known, successful projects such as loveLife, the Media Training Centre (MTC) and Soul City.

It is increasingly clear that the local media sector can no longer be neatly divided into print, radio and audio-visual media. A new terminology is starting to emerge to describe this phenomenon, namely, Community Multimedia Services (CMS) – as it is described by the department of communications - and Multimedia Community Communication Centres, as it is explained by the Government Communication and Information System. But the synergies do not only exist at the level of technology. The future success of local media rests on its ability to transform into a shared communication vehicle between all community stakeholders including civic structures, NGO's, educational institutions,

local business, citizens and government.

According to the GCIS, an expanded concept of multimedia communication centres is aimed at empowering communities by: providing access to information as well as the means to produce and disseminate information; contributing to the development of the community; enhancing and facilitating programmes around education and literacy, as well as job creation and community cultural development.

Community multimedia services (CMS) places the emphasis on resource sharing (such as a building, connectivity and an administrative core) between related information and communication services at a local level. This results in a diversification of services offered, thus reducing costs and increasing income generation opportunities. Ironically, while we witness the organic emergence of multimedia initiatives, many emerging community radio, audio-visual and print initiatives continue to operate independently from one another. This inevitably leads to a waste of resources and encourages duplication and even competition. It also flies in the face of current international trends towards multimedia and convergence.

A groundbreaking conference entitled the Community Electronic Multi-Media Indaba, held at Helderfontein Estate in Johannesburg in November 2001, aimed at addressing this situation impasse marked a shift in government thinking towards community media services in South Africa. The purpose of the Indaba was to "deliberate on a strategy for the development a community electronic multimedia sector (which) responds to technological convergence challenges at grassroots level and government's integrated development strategy (and an) urgent need to re-align and integrate our services" (CEM, 2001).

The CEM Indaba agreed on the need to develop a comprehensive policy either through new legislation or policy encouraging the integrated governance principle. A CMS Task Team was mandated to work with the DOC to take this work forward. The report of this team will be presented at a follow-up Indaba in November 2003, during which stakeholders will be consulted. This presents an ideal opportunity for the MDDA and DOC to work together on a joint conference.

3.6 CONCLUSION

Ultimately, the guiding principle is that it should be up to the community itself to decide on the appropriate form of communication to meets its needs. This choice is usually determined by:

- The communication and information needs of the community;
- How existing, traditional modes of communication can be complemented;
- The availability of existing local resources (through resource mapping); and
- The outcome of lobbying/partnership-building efforts to "tap into" these resources (for example, the existing local newspaper may agree to take on trainees from the black community and be more receptive to this community's information needs).

Unesco's "Promoting Community Media in Africa" highlights the need for situation-specific research: "The choice of media is a variable to be determined with the community rather than pre-determined by exogenous interests and priorities" (Opubor, 1999). The works stresses that a needs assessment must include: what information is needed and what components (of a community communication system) require special help." Although it is true that resources -- human, financial and technical – can,

and often do, determine the choice of medium for a community media initiative, the nature and purpose of the community media initiatives should be the most important determinants" (Wanyeki, 1999).

The case studies conducted by this project showed that not one community media organisation had conducted a communication needs assessment of their community prior to developing plans to set up a radio station or newspaper. Had this been done properly from the outset, the resulting communication plan may well have been different and, in all likelihood, better suited to the immediate needs and capacity of the community.

In the South African context, it is noticeable that objectives with regard to community media opportunities are set very high. Groups waiting for a community radio license, for instance, often wait for years without initiating simple, cost-effective media-generation activities such as newsletters or community noticeboards. It may be the case that a particular community has priorities other than the establishment of a radio station. Drama, oral poetry or production of educational videos may be more appropriate, depending on identified needs.

Print media skills such as computer literacy, design and editing will certainly come in useful for multimedia or radio production (scriptwriting, for example) but will also provide volunteers and participants with basic, empowering skills for their own development. Even if a community has ambitious goals for a radio station and multimedia facility, incremental steps, perhaps starting with a simple newsletter or noticeboard, may well prove a good starting point which will continue to provide the facility with income, marketing and communication resources and opportunities.

The research carried out in this project has given much greater clarity to the topography of the local media sector, and the service providers who cater to it. There has not been previous work that has presented details of this nature on the size of the sector, the proportion of advertising income, the current status of organisations or on the various initiatives taking place within the sector. In the next chapter the implications of this information is analysed and recommendations are presented on the way forward.

CHAPTER FOUR: ANALYSIS AND RECOMMENDATIONS

4.1 INTRODUCTION

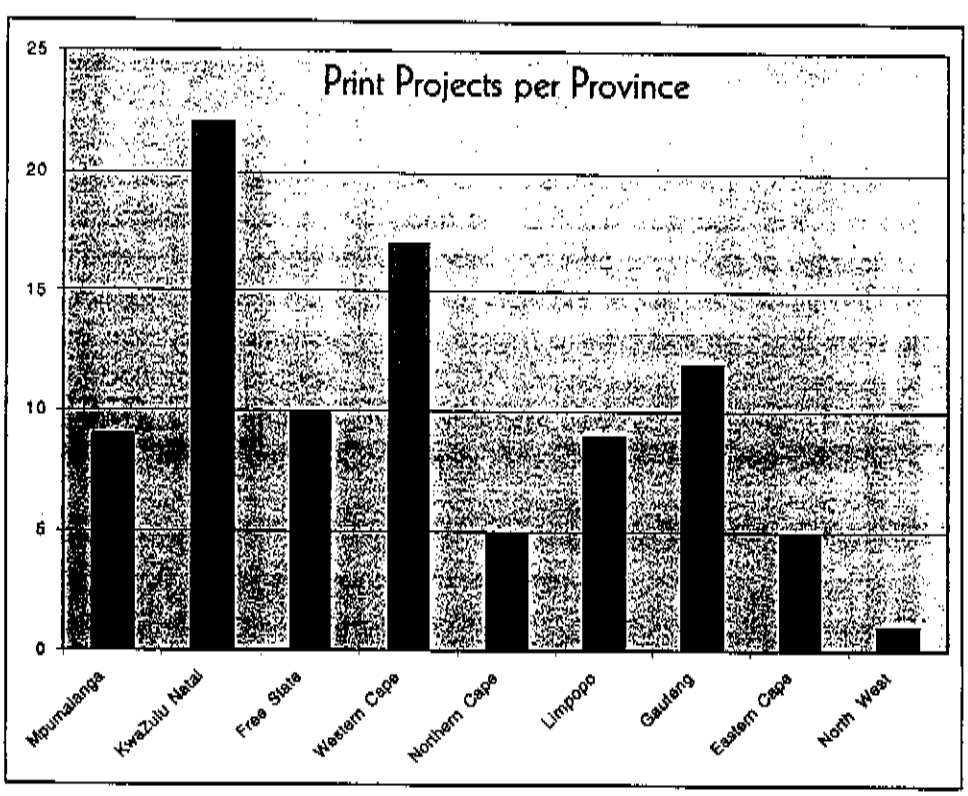
This chapter makes use of all the various sources of information and data that were gathered during the course of this project. This includes the extensive case study interviews, the service provider questionnaires, the database, interviews with key funders together with the literature and policy overviews.

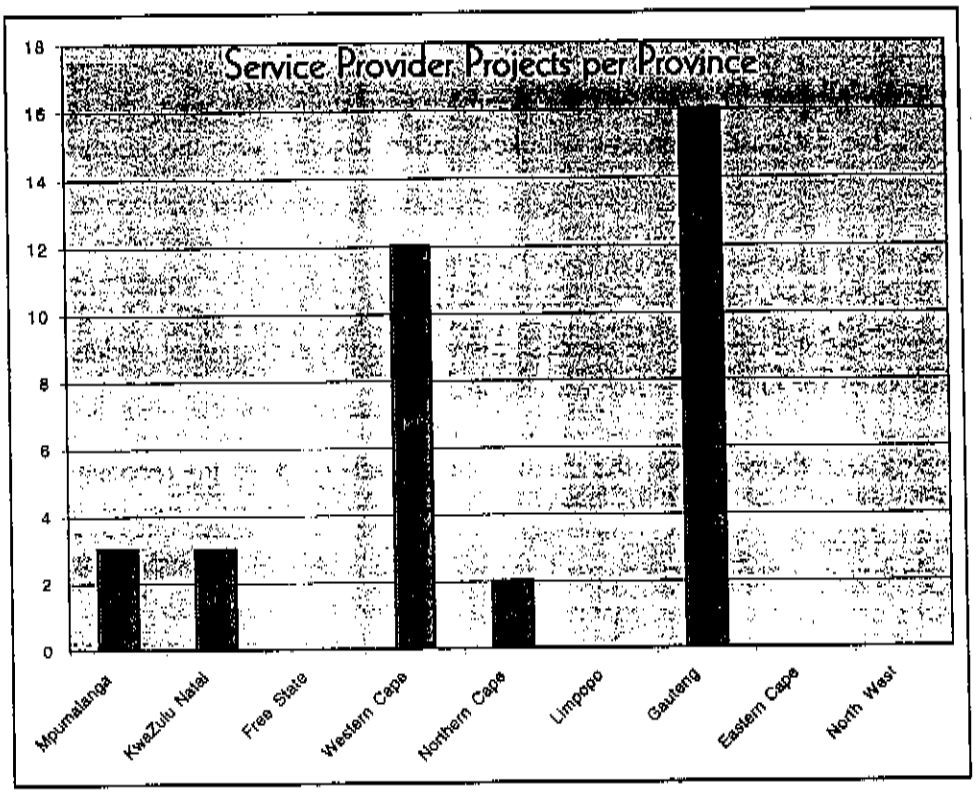
The topics covered have been broken down into the most important areas and include human resources development, governance, community participation, funding and financial sustainability, content, technology, the roles of the principal players and the accessing of underserviced areas. Various possibilities for further research are also included.

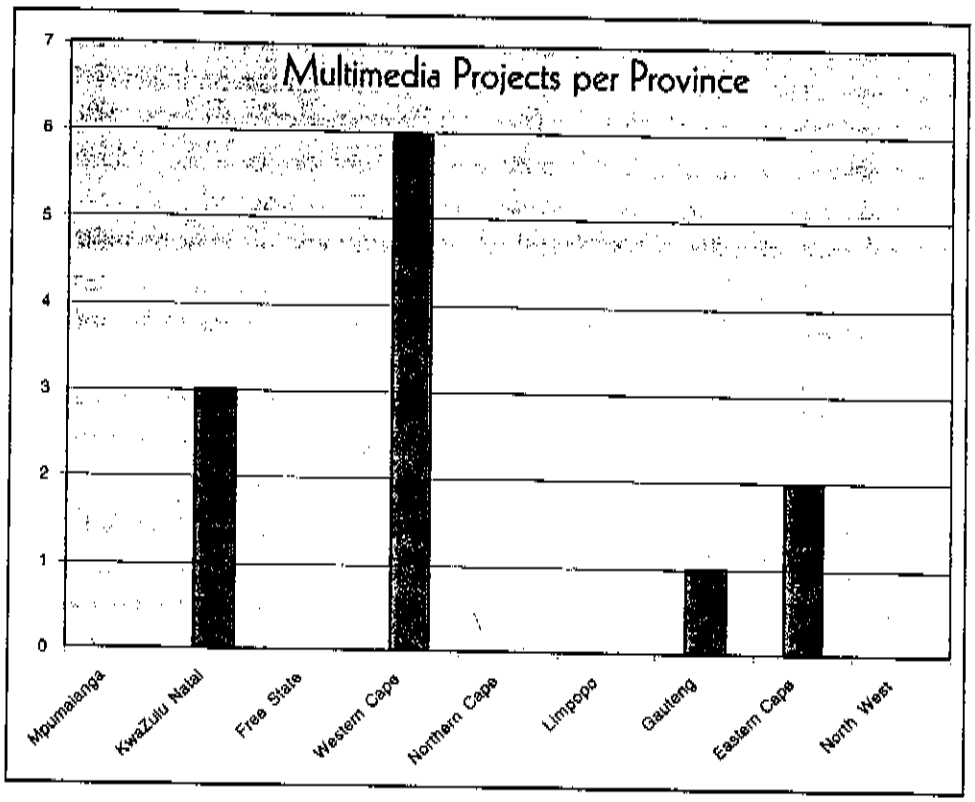
After discussing each theme briefly, this chapter immediately presents the recommendations to the MDDA that have emerged out of the research. Recommendations that have emanated out of other publications or research, such as from the PDU, the Community Multimedia Services Task Team or from the Independent Media Association, are included with the intention of giving the MDDA the full picture

4.2 MAPPING THE COVERAGE OF LOCAL MEDIA

It is no great surprise to see that local media organisations are overly-focused in the urban areas, particularly in the main metropolitan centres, and in the wealthiest provinces. This is clearly represented on the maps (see transparencies included in the cover of this report which should be considered in conjunction with the database). While the overwhelming urban bias is perhaps expected, the distortions in provincial distribution are more surprising, given the objective of local media to communicate predominantly with those who don't have access to the mainstream media.




Service Provider Projects per Province
18
16
14
12
10
8
6
4
2
0
Mpumalanga
KwaZulu Natal
Free State
Western Cape
Northern Cape
Limpopo
Gauteng
Eastern Cape
North West



Recommendation No 1: Prioritise least-serviced areas

There tends to be an over-concentration of media in more developed provinces and urban centres with blind spots in the most under-developed rural communities with no clear development strategy to extend the roll-out of information and communications services to these areas.

The MDDA should, when making decisions on funding allocation, give priority to least served areas, while at the same time consolidating services in existing areas.

Recommendation No 2: Learn from the mistakes of others

The case studies illustrate clearly that fundamental to the success of any local media initiative is the drive, will and the commitment of a small group of individuals at a local level. People are the key ingredient for success – locals who identify a need and who are willing to fight for it. This is a fundamental sustainability factor. It is not appropriate therefore to suggest that the MDDA should identify under-serviced areas and somehow initiate, suggest or introduce media to these areas. This has got to be largely a bottom up process. The MDDA should learn from the mistakes of DACST (now DAC and DST), USA and the GCIS who have been accused (see Haag, Benjamin) of creating "white elephants" in the form of Community Arts Centres, telecentres and MPCC's respectively.

Recommendation No 3: National Awareness Campaign

Many people who are not aware of the importance and relevance of local media and the role it can play in their community. In order to deal with this problem it is suggested that the MDDA

embark on a national awareness campaign. Such a campaign need not be conducted in isolation from other efforts to promote media education for South African citizens. A similar initiative is already underway under the banner of the National Media Education Initiative (NMEI), involving a wide range of organisations including the Film and Publications Board (who initiated it), the SABC, the NFTV, academic institutions, the Department of Education, organised business and NGOs. The NMEI Task Team is in the process of developing a two-pronged strategy targeting schools on one hand (and envisaging the development of media education in schools) and the general population on the other. This latter dimension includes a national media awareness campaign, including newspaper coverage, media educational programming on national television and a range of other ideas.

Recommendation No 4: Complete the mapping process

This project has mapped the coverage of community and independent media through a database and mapping exercise. While this gives a good idea of the distribution of local media in South Africa, it would certainly be useful for the MDDA to cross-reference this map with the penetration of public and commercial media. The combination of the three mapping exercises will clearly identify the country's most critically under-serviced areas.

The MDDA may wish to send a "roadshow" to those areas or use its leverage to persuade existing service providers to focus on these. It might be useful to develop a grading system, to assist in differentiating between most serviced and least serviced areas, such as:

Grade A: Areas where there is no media coverage (including public and private)
Grade B: Areas serviced by SABC radio only
Grade C: Areas covered by SABC radio and television
Grade D: Areas covered SABC radio, television and commercial publishers
Grade E: Areas already served by local media and needing financial support
Grade F: Area served by local media needing no financial support but seeking to benefit from support, such as information and networking.

Recommendation No 5: Merge and collaborate

Research has shown that in some areas more than one community media project exists, often competing for limited resources and not co-operating with each other. It is the assumption of the authors that "competitiveness" is not a value that should be over-emphasised in the community media sector. Where more than one community media initiative (including a telecentre) exists in an area, these should be encouraged to merge. In areas where there is both a community and an independent media organisation, these should be encouraged to collaborate closely.

The same would go for the duplication of services offered by service providers (please refer to Recommendation No 7 under Human Resource Development).

Recommendation No 6: Target existing building blocks

In line with the thinking of the CMS Task Team, existing community structures such as Multi Purpose Community centres, youth centres, community arts centres, Telecentres and other organisations working with youth, information and development services (such as "advice offices") are ideal

building blocks for community media services. Once under-serviced areas have been identified, the MDDA may wish to target these for their "awareness raising" interventions.

The Department of Arts and Culture is currently undertaking an audit of community arts centres and science centres. The Universal Service Agency should have an updated database of telecentres and the GCIS a full list of MPCCs. Civil society formations should also be targeted, through structures such as the CBO network, SANCO and SA NGO Coalition.

A NOTE ON SUSTAINABILITY

In noting the "growing phenomenon" of community media in Africa, Unesco experts have warned that "many of the existing and emerging community media do not possess the economic, technical and human resources required for sustainability" (Boafo, 1999). Reflecting this sentiment, almost all of the case studies reported they were either struggling to survive or were barely covering costs. None of the case studies indicated they had reached a position of profitability.

For the Print Development Unit, a sustainable publisher is one that "generates profit, ploughs back working capital, pays salaries, grows its human resources and innovates technically so it can add value to society". In other words, it simply demonstrates "the ability to stay in business and provide ongoing, valuable spin-offs to the community" (PDU, 2002).

It is our contention that sustainability is not just about financial arrangements. As Hagg has argued, sustainability is a highly complex and multi-sectoral issue, involving legislative and legal frameworks, funding, skills, support and a continuous rebuilding process (Hagg, 2002).

It is this broad notion of sustainability that lies at the heart of this research and is the principal motive for the questions directed to community media managers: what is it that needs to be done to create an enabling environment in which the local media sector can flourish?

The question of sustainability will be dealt with in the rest of this chapter under the following headings:

- Human resource development
- Institutional capacity building
- Partnerships
- Financial modeling
- Networking and information
- Content development
- Technical considerations

4.3 HUMAN RESOURCE DEVELOPMENT

The local media sector is served by at least than 19 training service providers, most of which are based in the urban centres with an especially heavy weighting in the Western Cape and Gauteng. Most of the training providers surveyed have mobile training or outreach facilities and/or train nationally. They are largely non-profit organisations and offer high quality, large-scale services to a broad diversity of organisations.

Of the 19 participating training service providers, 17 cater for the radio sector, 14 for print, 11 for

video, nine for multimedia and the visual arts, six for the design sector and three provide technical support or cater for the performing arts.

These can be broken down as follows:

Location	Name	Reach	Focus
Durban	Agenda	National	Print, radio - gender focus
	Vuleka	National	Video, radio
Cape Town	BTI	SADC region	Radio
	Mediaworks	N,W & E Cape	Print, multimedia
	Idasa	National	Radio - democracy, human rights
	CVET	Mainly local	Video
	MTC	National	Radio, print, multimedia – health
	Globecom	National	Radio, video – technical services
	WMW	SADC region	Gender advocacy
	Centre for the Book	National	Print
Johannesburg	IAJ	National	Radio, print
	Nemisa	National	Radio, video, multimedia
	NFTS	National	Video
	Gender Link	SADC region	Gender advocacy
	ABC Ulwazi	National	Radio
	FRU	National	Video Resource Centres
	MMP	National	Media monitoring
	PictureNET	Nat, international	Photographic scanning
Victoria West	Apollo	Local, province	Video, ICTs

The case studies confirmed the following:

- The services offered by training service providers are considered average to good (by the 25 case study participants) indicating that there are certainly enough qualified and knowledgeable people in the sector to make a real impact on the future of community media. But the quality of training, although generally regarded average to good, is uneven.
- Besides what is happening at the level of the National Qualifications Framework there is little happening in the way of standards-setting or quality control.
- Major problems have been identified with regards to the coordination of training leading to duplication, competition and gaps in training. While there is clearly a lot of collaboration happening in the sector, this tends to be ad hoc.
- All the case study interviewees indicated they wanted training conducted in province and preferably on-site. There was also a desire for sharing experiences and resources at a sub-regional level.
- Training is required for board members as well as for volunteers, in particular regarding their roles within a community media organisation.
- Training for the trainers is also needed.
- Numeracy skills are lacking which inhibits organisations' capacity to produce funding applications as well as market and/or audience research

- Virtually no organisation is tapping into corporate social investment (sponsorship), which implies that training is also needed in this area.
- Project management, including managing partnerships is an important training area, given the importance of partnership and collaboration for the sector.

The case studies listed an extremely broad range of training needs. Perhaps surprisingly, the three most frequent requests were all to do with institutional capacity-building. These were: financial management , fundraising and marketing. Other sought-after training areas were communication skills, education on the role of media in development, media law, communication skills, writing skills and journalism skills. Completing the "top ten" are media literacy, radio production and conflict resolution skills (see below).

TRAINING NEEDS	Prioritised by respondents
Financial management	19
Fundraising	19
Communication skills	19
Marketing	18
Social communication/media in development	17
Media Law	17
Writing skills	17
Media planning	17
Media Literacy & gender awareness	16
Journalism	16
Radio production	16
Conflict resolution	15
Advertising & Sales	15
Business skills	15
Human resource management	14
Media management	14
Strategic use of ICTs for media production & distribution	14
Human rights & democracy education	13
Political economy of the media	13
Organisational development	13
Personal development	12
Graphic design	11
Web design	11
Starting small business	10
Newspaper/newsletter production	10
On line publishing	9
DTP	8
Photography	8
Screen-printing	7
Video Production	6
Setting up a radio/media project	4

Service providers collaborate to fulfil the training needs of the sector

4.3.1 Lessons from the radio sector

Up until 2000, The National Community Radio Forum (NCRF) was both a player and a referee when it came to training for the community radio sector, both conducting and coordinating training. Since then, the NCRF has limited its role to coordination and has undertaken several studies in the last few years in order to develop a clear strategy for training service provision, including:

- 1997 – 2001 Community Radio Training Evaluation (Nell and Shapiro, 2001); and
- Training Plan for the Period September 2001 – February 2004 by Succinct (taking forward recommendations from the evaluation).

With some assistance from the MAPPP Seta, the organisation Succinct undertook:

- An assessment of training needs;
- An audit of service providers and who is providing what; and
- A training plan was developed.

This plan, to be implemented between September 2001 – February 2004, envisaged:

- The development of one skilled trainer in every radio station, whose core function

would be to transfer skills to others. This would be achieved by:

- Knowledge transfer
- Designing and implementing basic programmes
- Assessing skills against agreed outcomes and assessment criteria
- Using the "hub model" to further share knowledge and resources with other regional trainers.

A training plan (see below) was structured to deliver high priority training areas first. Each training block was to consist of 8 sessions, spread out over two months, made up of 15 delegates and clustered around geographical areas. Each training session would be followed by an assessment and the training plan would be reviewed once a year.

High Priority (to be delivered in all 9 provinces in year one):

- Using radio as a community development tool (2 days);
- Train the trainer (5 days);
- Computer literacy (1 day);
- Radio programming (2 days);
- Station management (3 days);
- Financial management (duration not given);
- Advertising and marketing (2 days); and
- Newsroom (1 day).

Medium Priority:

- Governance;
- Communication skills;
- Presentation skills;
- Projection and use of voice;
- Technical equipment;
- Sound and audio engineering; and
- IT skills.

Low Priority:

- Audience analysis and education;
- Computer skills – internet;
- Research skills;
- Library management;
- Coaching and mentoring;
- Editing – text; and
- Fundraising.

This plan is clearly aimed at dealing with the training needs of the community radio sector. Yet it is clear from our research that the training needs of print, audiovisual and multimedia projects are very similar. This plan was never implemented due to capacity problems in the national office of the NCRF. In the meantime service providers continue to do their own thing. According to one NCRF member interviewed during the course of this project: "Training continues to be donor driven, with little regard to the training needs of stations. People are tired of going to training which does not

meet their needs".

A (training) Providers Forum was established in August 2001 as a loose network of providers to assist the NCRF in fulfilling its mandate to develop the sector. It was not intended to duplicate the work of the Standards Generating Body of the NQF. The role of the forum is to ensure:

- Coordination;
- Information sharing; and
- Joint planning (for example, regarding the Sector Skills Plan).

Providers made a commitment to work in the following areas:

- Train the trainer;
- Networking with station-based trainers;
- Creation of internships;
- Liaison with the industry; and
- Encouraging of partnerships and specialisation.

The Providers Forum reconvened in early 2003, where similar concerns were raised. In the meantime, training coordination seems to have migrated to the Provincial Hubs. It is through these "hubs" that stations come together to support one another and collaborate around marketing, training, station management, gender and programming.

In terms of the sector's interaction with the NQF, the community radio sector is represented on the Media Advisory Committee (MAC) of the MAPPP Seta. In addition the sector is contributing to unit standards in the Audio Visual Production SGB and the Journalism SGB. Approximately half of the training providers are in the process of seeking accreditation with MAPPP Seta.

The NCRF has developed a Procurement Policy for procuring training services.

4.3.2 Training for Print

On the print side, the PDU and the South African National Editors Forum (Sanef) are the only ones with recently documented experience from which to draw.

The PDU identified four broad areas of skills development, namely:

- Financial and management systems;
- Advertising and marketing;
- Editorial and design; and
- Information Technology – this training was never implemented due to ongoing technical capacity problems amongst most local publishers.

Training interventions took the form of a number of on-site visits, including needs assessments, staff training, target setting, monitoring and mentoring. In addition, staff were encouraged to attend a central training programme, consisting of short courses, offered by the PDU in Johannesburg.

The completion in 2002 of a skills audit commissioned by Sanef provides an important backdrop to the community media sector's skills levels. At Sanef's AGM in 2000, which led to the audit, it was agreed that improving the quality of journalism was the major challenge facing the South African media industry. The audit found skills levels were worse than expected. On the positive side, a

new level of commitment to ongoing training and education has been articulated by top management within the mainstream media sector (Steenveld, 2002).

Among the important recommendations emanating out of the Sanef Report: urgent attention to reporting, writing and accuracy skills, improved interaction between the media and training institutions and greater haste toward designing and implementing a regulated system of internship and accreditation. In the opinion of the reporters surveyed in the audit, the top four ranking skills most desired, the order was: newsgathering skills (accuracy, angles, beats, contacts, reporting, interviewing), conceptual skills (analysis, creativity, general knowledge, narrative), writing skills and practical skills. The Sanef skills audit recommendations also called for a renewed emphasis on 'life skills' and critical reflectiveness (Steenveld, 2002).

Recommendation No 7: Develop an integrated HRD plan

The MDDA should work in close consultation with the networks to develop and implement an integrated human resources development plan for the local media sector. Serious consideration should be given to whether this should include radio, print and audio-visual media or whether these sectors should be dealt with separately. This decision should take into account the most pressing training needs across the whole sector, the fact that most service providers work in more than one form of media and the realities of convergence.

Key stakeholders who should be involved in developing such a plan include:

- The National Film and Video Foundation;
- The Universal Service Agency;
- Nemisa;
- MAPPP Seta;
- Training service providers including higher education institutions; and
- Training service providers through their networks.

Much work has and is being done to see to the training needs of community and small independent media, on the one hand, and for the mainstream industry, on the other. What is now needed is an overarching, integrated strategy, which explores synergies and overlaps to ensure that we don't "ghetto-ise" community media training. Such a strategy should outline a landscape for training, perhaps including the following levels:

- Media education for citizens - perhaps through the schooling system;
- Community-based, entry-level skills programmes that are work-based, which could act as a bridging level between school and higher education (such as those provided by local media);
- Provincial media access centres or service providers acting as "development hubs" for the development of local media;
- Higher educational institutions - perhaps working to build education capacity at all other levels; and
- A national film school.

While it is important to take into account existing training providers, it is not unthinkable to envisage a partial restructuring of service delivery to ensure geographic diversity. This would envisage the voluntary merging of providers in urban centres and the creation of new ones in under-serviced areas.

Recommendation No 8: Learn from previous training experiences

This plan should take cognisance of the lessons learned over the past decade of training. These lessons include:

- New, emerging projects should undergo a participatory research process to identify their communications needs and develop a communications plan;
- This should be followed by an organisational development process during which a business plan is developed. At this point, a needs assessment should be conducted, including a technical assessment. This is the plan against which future training interventions will be measured;
- Training interventions should be split between on-site mentorship and clustered training;
- Training should cater for new entrants as well as the needs of more established organisations;
- Different training areas should be targeted at different functions within the media organisation. With small media organisations this can usually be broken down into management/financial/governance functions and content/technical related functions. It is particularly important that the latter be accompanied by a "train the trainer" course, as this is the person most likely to be transferring skills to many other volunteers/interns;
- Where possible training should be clustered regionally (provincially). This will also serve to improve networking and coordination on a regional level. This could be linked to the NCRF Hubs;
- Training components should be structured to last between 2 – 5 days;
- Training should take place no less than two months apart, giving people time to run their organisations;
- Training providers need to be encouraged to develop their own areas of specialisation and work collaboratively;
- In order to raise the general level of training provision it may be necessary to facilitate a process whereby training providers come together and share training curricula and materials and transfer skills (train the trainer);
- All training interventions should be accompanied by the production and distribution of user-friendly training manuals, translated into other languages, to encourage a multiplier effect – particularly in light of the train the trainer approach; and
- Exchanges between local media organisations and between local and mainstream media are valuable.

Recommendation No 9: Pilot skills learnerships

Apart from its contribution to the work of the Standards Generating Bodies, it is suggested that the community media sector consider following the example of the creative industries, through Create SA and MAPPP Seta, and pilot skills programmes or learnerships in community media theory and practice. This could be offered at level 4 with electives in video, radio, print and multimedia. Part of this process could entail the collaboration of service providers to provide training curricula and materials.

Higher education institutions should be drawn in to tap their expertise. Different service providers should agree on their particular areas of specialisation and concentrate on these. These programmes

should then be registered with the SAQA for accreditation. In the process, service providers and trainers would be accredited. This should eventually lead to a trickle down effect whereby local media organisations are themselves providing accredited work-based skills programmes to volunteer/interns (refer to "managing volunteers" below for more details).

Recommendation No 10: The MDDA must clarify its role

It is critical for the MDDA to set out its role clearly in relation to that of the networks and the service providers. This should be understood by all and communicated unambiguously. It is vital that the MDDA taps into existing expertise in the sector and not duplicate the work that the service providers are already doing. The MDDA needs to enable the network to play its role effectively, use its leverage to raise the standard of training, press service providers to work together and focus on the gaps in service provision.

Recommendation No 11: Use the hubs

The role of provincial hubs has been highlighted elsewhere, notably:

- In a paper, "Towards Optimally Functioning Community Arts Centres" (Hagg, 2002) in which "centres of excellence" are identified as playing an important role in capacity building for smaller, emerging centres;
- The NCRF's hub plan through which stations come together at a provincial level to work together on marketing, training coordination, gender capacity building;
- The South African Broadcast Production Advisory Bodies' report to the Minister of Communication, which talks about the need for Provincial Multimedia Access Centres acting as "hubs", for the development of smaller centres and SMME's in each province. It is further suggested that these hubs tap into existing and underutilised resources such as those of the former TBVC broadcasters, higher education institutions, the military and underutilised public buildings; and
- The GCIS speaks about a nodal development approach whereby 1) Provincial hubs act as an MCCC to the local community and, 2) operate a rural outreach programmes aimed at developing smaller, newer centres in rural areas.

Clearly, somewhere between these proposals lies a role for provincial networks in collaboration with larger "centres of excellence" or service providers based in the provinces.

4.4 INSTITUTIONAL CAPACITY BUILDING

4.4.1 Managing Volunteers

What the case studies did illustrate was the great need for help with the management of volunteers. There appeared to be considerable confusion over the role and reward/incentive system for the volunteers. There have been instance where stations, "especially those in rural or peri-urban areas, that have as many as 24 or more such "volunteers" at a time, are all getting a cut of the income of the station" (Emdon, 2002). One of the dangers of allowing a large number of poorly managed volunteers to be present at local community media sites is the potential for the abuse of the telephones. This naturally impacts negatively on sustainability: "Tough action (is needed) to make every person accountable for business calls and disallow personal calls" (Emdon, 2002).

During the research conducted by this project, community media organisations frequently complained of high turnover rates. Just as volunteers had received their full quota of skills, they acquired jobs often in the formal sector and moved on. While the inconvenience can be appreciated, the transfer of skills and opportunities for employment serve to highlight the important developmental impact of the sector.

The provision of adult basic education and training is a vital element of economic empowerment. It is a "service" that also requires the local media to be more diligent about encouraging the "each one-teach one" dictum that, in turn, will prevent volunteer turnover from dismantling the capacity of their organisations. Volunteers are available and willing, but it is inevitable they will be on the look out for jobs.

Several of the case study interviewees worried about their inability to pay volunteers, were unable to differentiate between different categories of volunteer and had no plan in place for the management of volunteers. Help is certainly required in this area, for instance in the provision of template contracts, the outlining of available incentives, and in the delineation of different models of volunteer participation to allow for the different categories of volunteer. These categories include:

- Some volunteers (let's call them 'rights volunteers' as they are acting on their right to communicate and to access information) have no wish to acquire skills but merely want to be heard. They should be encouraged to do this, even if it's on a once-off basis;
- Other volunteers (structured intern volunteers) view their participation as a full-time endeavour being the first step toward finding employment or gaining valuable skills. Local media could position itself to provide structured, accredited, work-based skills development linked to placement opportunities for "graduates" in the private or public sector (especially to local/provincial newspapers or broadcasters) and further training referrals; and
- Other volunteers contribute to the running of the organisation by helping with a range of activities including sitting in reception, cleaning floors or helping with basic maintenance. One interesting, and apparently successful model (implemented at the Alexsan Centre in Gauteng) for creating incentives for these volunteers is that for every hour, an hour is earned on the computer, internet or learning other media-related skills.

It was apparent to the researchers that limits need to be set on the number of structured intern volunteers, perhaps through selection criteria, who can be accommodated in a formal, outcomes-based programme. Access also needs to be extended to members of the audience or community who merely have something to say (rights volunteers). This should include both citizens and NGOs/CBOs.

4.4.2 Governance

Just as there was confusion surrounding the role and management of the volunteers, there also appear to be conflicting attitudes concerning the role and composition of the boards governing the community media organisations. Nineteen of the 25 case studies that participated in this research agreed that training should be extended to board members as well as to staff. Due to the high turnover of board members, the role of board development should fall to a particular staff member.

The case studies indicated that problems of interference by board members were common. Board

members were frequently under the misapprehension that they are required to exert hands-on authority on community media organisations. This has led to conflict and confusion. Interference by boards in the day-to-day running of community media organisations also has a tendency to introduce local politics (and the tensions and divisions associated with this) into the organisation's work and functioning. The literature confirms that local media are "integral components of the community that tend to reflect both the agenda and the tactics of the local power structure" (Hindman, 1996). A quarter of the case studies reported that the local political environment was having a "negative impact" on their work. While this may or may not be as a result of the board's interventions, it is a reminder that boards need to be a blend of community representation and expertise.

4.4.3 Staff capacity

In similar fashion, staff members too require clarity on their roles within community media organisations. There needs to be a clear difference between core staff (which should be kept to a minimum) and volunteers. Frequently unpaid or underpaid, staffers need to be assigned contracts and performance goals and also to be incorporated into the strategic planning of the organisation.
Many traditional staff roles can be assigned to volunteers to keep down overheads.

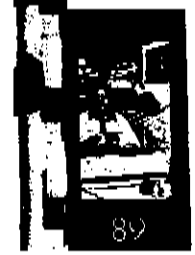
"The more successfully run stations have one or two strong individuals, or a three to four person management team, mandated by the community structures, through a board, to take control and be accountable" (Emdon, 2002). The Community Multimedia Services (CMS) Task Team concurs with this, suggesting that for CMS to be sustainable, it needs a small core of skilled and committed staff, offset by contributions from volunteers from the community. Key positions could include a full-time, skilled director and a programme manager, responsible for training volunteers and programme content.

As the station grows and diversifies its services, it may be necessary to appoint an administrator and a business manager. This suggestion also dovetails with what the NCRF Sector Skill Plan suggests with regards to investing skills in one person in a station who, in turn, passes these skills to others. The authors suggest that, where possible, this should be extended to two people. In terms of skills transfer, the Programme Manager should develop a structured skills development programme for a manageable number of volunteers and the Director should be responsible for staff coaching, mentorship, board development, community outreach and education.

4.4.4 Community Access and Participation

Of the 25 case studies, a large proportion agreed they had adopted a wide focus approach to their audiences. Most (20) said they appealed to the "general population", while women, the youth and church-goers were the most common audiences. The least targeted groups included trade unions, farm workers and non-governmental organisations.

Perhaps surprisingly, there appears to be little interaction between community media organisations and local non-governmental organisations (NGO's). This seems a wasted opportunity (and indeed a waived right) to source informed and interested inputs on matters of local importance from the NGO sector. There is even a strong argument suggesting NGO's have a right to (free) access to the community media sector. Public access, the argument goes, does not refer merely to individuals but to all sectors and stakeholders within the community. Certainly the relationship requires investigation and clarification, to the potentially significant benefit of both parties.



It is clear that community media organisations conduct very little research on the communication needs of the communities they serve. Of the 25 case studies, 14 said they had not done participatory research of any kind. International best practice indicates that an assessment of community communication needs is an essential pre-requisite for the establishment and sustainability of a community media operation.

The broad definition of audiences, however, means communities are principally being defined as geographic entities and anyone who tunes-in or who is handed a pamphlet or newsletter, counts as a member of the audience. With such wide scope, this naturally presents difficulties in facilitating access. Questions arise as to which segment of large, geographic communities are really being afforded access to the means of media production.

The case studies generally indicate that even where communities have a high level of involvement in the management and ownership of media organisations, access to programming and content provision remain low. In the radio sector, talk-shows are largely considered a sufficient vehicle of community participation when combined with the election of board members and popular participation at meetings or AGMs. In some cases, media producers specifically set out to undermine popular attitudes they regard as inappropriate or morally ambivalent. One radio station, for instance, told case study interviewers it was determined to "challenge (the) contemporary culture" of the youth and re-introduce "traditional family values".

Recommendation No 12: Establishment of a "Management Service" to facilitate institutional support and development for local media:

The MDDA should facilitate the establishment of a "Joint Service Bureau" (IMA) or "Management Service" (PDU) to provide assistance in the following areas:

- Registrations and legalities;
- Strategy and planning;
- Structure and functions (staff, volunteers and board);
- Human resource policies;
- Loan applications;
- Financial administration and management;
- Taxation;
- Administration;
- Copy editing;
- Organisational practice;
- Research methodology; and
- A handbook on managing volunteers.

Recommendation No 13: Resource manual and/or website

The above "agency" should be developed in conjunction with resource materials available in a file, for constant updating, and a website which is easy to navigate and has a range of useful materials that can be downloaded on request. This might include human resource policies, contract templates and form letters for business transactions, legal documents, registration forms, examples of advertising rate cards, training materials and links to important sights such as SAQA and MAPPP Seta. There are small media organisations who perform this kind of work and who should be allowed to tender for it.

4.4.5 Ownership structure

The problems experienced by organisations with community-elected boards suggests that other models may be available that achieve community participation and stable governance without direct elections. The MDDA should not discount community media that function as service organisations and that have other ways of facilitating community participation, such as through research.

It is important to note that many service providers also produce media and have a serious claim to be considered part of, as well as providing services to, the local media sector. Armed with capacity, producing a significant output of media products and already representing more than a third of the budgetary value of the sector, the service providers occupy an important position.

The Community Multimedia Services Task Team (draft report), discussed some of the advantages and disadvantages of the following legal/ownership models for community multimedia services:

- Entrepreneurial model;
- Community (ownership and control) based organisation (CBO);
- NGO service organisation model; and.
- Facilities management model

In the final analysis, the task team felt that the ideal model was one that takes in the best elements of all four, including:

- A balance between service delivery and cost recover;y
- Clear accountability;
- Sound business practice;
- A governance structure that allows for energy, innovation, entrepreneurial incentives, initiative;
- Community access and participation;
- Understanding of and responsiveness to community needs;
- Stable, medium sized organisation with capacity and resources to deliver quality services;
- Organisational excellence;
- A mixed economy, based on a diversification of services, including cost recovery and funded activities; and
- Cost effectiveness and resource sharing.

Recommendation No 14: MDDA to open up the debate on the "legal status" of projects supported and avoid a normative approach in this regard.

The MDDA should avoid a normative approach; whereby it seeks to impose a particular "model" for local media. A project need not be judged on its ownership structure but on the quality of its service delivery to the user group.

4.5 PARTNERSHIPS

Partnerships are probably one of the most critical and yet least appreciated elements of sustainability. Arguably, the future success of community media rests on its ability to identify and form partnerships with entities that contribute resources and capacity to local media.

From the analysis of the case studies, it can be concluded that the establishment and management of partnerships (such as those with schools and/or businesses), has been a weakness in the sector, with the exception of the service providers. However, very few formal links exist between the training service providers and higher educational institutions, in spite of the obvious overlap in interests and services. Assistance with the identification of potential partnerships and help with partnership management is sorely needed.

According to the CMS Task Team, the need for partnerships is informed by three key considerations:

- Technical convergence: Technological innovations such as digitisation are creating opportunities for all forms of media to be produced across one digital platform;
- Infrastructure and economic considerations: Combined infrastructure between related services reduces costs and encouraged collaboration;
- Social development considerations: The process of building partnerships between CBOs, NGOs, business and local authorities with the aim of creating a shared communications channel is crucial to the success of CMS (Scott, 1996).

The process of identifying partnerships should start at the outset during the participatory research or media planning phase.

Resource-mapping is a useful exercise in order to identify existing resources that may be harnessed to achieve a community's communication goals. Through this process the community may identify synergies with similar structures such as:

- A Multi-Purpose Communication Centre (MPCC), community arts centre, youth centre or other building in which the project could be "housed";
- A local telecentre or schoolsnet facility through which access to computers can be secured;

In addition to these synergistic institutional arrangements, the media initiative may identify a range of stakeholders, all of whom stand to benefit from media services and who may also have something to contribute towards the initiative. For example:

Civil society organisations and citizens:

- Give: Volunteers efforts
- Get: Access to information and communication, skills development opportunities

Government:

- Give: Office space, access to facilities, communications contracts
- Get: Communication services

Local business:

- Give: Advertising contracts, payment for use of services.
- Get: Access to a wider market for their goods and services, access to business services (photocopying, design services, etc), access to skilled volunteers

4.5.1 Community Multimedia Services

It is this notion of multi-stakeholder partnerships that lies at the heart of Community Multimedia Services (CMS). The CMS Task Team has defined CMS as "an integrated communication and information service designed to meet the cultural, social and economic needs of a geographical communi-

ty or a community of interest" (CMS, 2003). The GCIS, referring to "Multimedia Community Communications Centres points out that "the motivation for partnerships for community and media development is intended to enable the leveraging of existing resources, where possible, thereby ensuring proper coordination of activities to maximise the use of resources and prevent duplication" (GCIS, 2002).

Benjamin's research on telecentres has shown that successful telecentres are ones that have managed to focus on content and have established ties with local media structures. Telecentres on their own are not viable (Benjamin, 2001).

This notion of CMS as a shared, information and communication vehicle has two main benefits:

- Economies of scale: CMS reduces costs, encourages the best utilisation of limited local resources and taps into "in-kind" contributions. Resource sharing includes tariffs, connectivity, one "pipeline" and infrastructure;
- Because it allows community media to diversify its services and therefore its sources of income (refer to Financial Modeling, below, for details).

Recommendation No 15: The MDDA should give serious consideration to the impact of convergence on the future of local media. This may have serious implications for the strategies adopted by the agency, the funding criteria and priorities adopted by the MDDA and, indeed, the way in which the MDDA is structured. The MDDA needs to create an enabling and encouraging environment for the emergence of CMS.

4.5.2 Community Media and the role of government

There is no question that government has an important role within the community media sector. A partnership between local media and government should, however, be discussed on two levels:

- Various government or statutory bodies provide funding and other support to local media such as the MDDA, the Department of Communications, the National Film and Video Foundation, the Universal Service Agency, local government, social services and the national arts council (this will be dealt with in more detail under Financial Modeling). This funding is underpinned by specific national policy directives aimed at promoting redress and diversity in the media.
- On the other hand, there is a client/service relationship between government and local media whereby local media can act as an important vehicle of communication and information between the government and the people. In this way the argument for a partnership with government goes beyond pleas for government hand-outs towards a mutually beneficial relationship whereby government gets something back for its financial contribution.

Recommendation No 16: The MDDA should raise awareness within government about the benefits of using local media as a vehicle for government information.

The role of government is crucial to the development and sustainability of the community media sector in South Africa. The case study data indicates that a high proportion of community media organisations have signed formal agreements with one or another government department or agency. Among the case studies alone, the departments of communications, housing, social services, local government, offices of Premiers and the GCIS were all formally involved with the sector.

The GCIS has a formal relationship with the community radio sector through which it broadcasts government information in exchange for a fee. This is already having a marked and positive impact on stations income. The Independent Media Association (IMA), on the other hand, has expressed frustration, on behalf of its 78 members, about the lack of information about where and how to access government information. The IMA has called for a resource manual to facilitate access by small publishers to government. This appears to the authors of this report to be a good idea.

Recommendation No 17: Produce a resource manual to facilitate access of small publishers to government

In spite of this variety of support, none of the organisations reported a satisfactory situation had been achieved in which their needs or expectations were being met by government. In some cases, the political nature of the governmental interventions proved to be seriously debilitating. Some community media organisations function as little more than government communication instruments taking all their content from government and relying on government for editorial direction and financial security. One organisation operated entirely out of a Premier's office. This, naturally, undermines the independence and credibility of media organisations. It also makes them vulnerable not necessarily to government as a whole but to particular officials with personal ambitions and objectives. Bear in mind, too, that a national election looms next year and increasing pressure will undoubtedly be placed on community media to embrace dominant local loyalties. (It should be noted that as well as a threat, the national election of 2004 also presents an excellent opportunity for strengthening the community media sector. This should be pursued by the MDDA.)

It is clear that there is little understanding within the various government departments of a uniform attitude or policy with regard to the handling of the community media sector. This gives those organisations no tangible defence against interfering officials. Many of the community media organisations reported the presence of government members on their governing boards. This makes the importance of clarifying guidelines all the more important.

Recommendation No 18: Code of Practice between government and Community Media

The MDDA should facilitate a Code of Practice, similar to the one recommended with the media industry to guide and clarify the relationship between community media and government. The MDDA also needs to look into what kind of information is being disseminated by government through the community media sector and, in consultation with government and the sector, set appropriate guidelines for what is permissible and what is not. This could include the design and distribution of policy guidelines, including information on editorial independence and media ethics.

There is no doubt that government is an important ally to the sector and there is great potential for assistance. One way in which government could help is in alleviating the high cost of office rental that cripples so many community media organisations. Surely government can assist community media organisations with access to free or low-cost office space?

Recommendation No 19: Assist access of sector to government resources, such as office space

In situations where local and provincial government structures themselves suffer from a lack of capacity, it is not surprising that many found it hard to connect with development initiatives or tap into for-

mal funding channels. Just over half of the case studies (13) reported no involvement in – or even knowledge of local Integrated Development Plan (IDP) processes. This was a trend that mirrored the Community Arts Centre (CAC) sector which also reported low levels of involvement in the IDP. Research suggested that among the CACs, "few managers seemed to know about the requirements for IDP participation (nor did they realise) it is compulsory for any council to include all publicly-funded activities in the IDP" (Hagg, 2002).

One of the main factors inhibiting the use of local media structures by government, is that, like advertisers, government wants value for money in terms of reaching as wide an audience as possible.

Recommendation No 20: Establishment of a marketing procurement agency

The MDDA should, in partnership with the networks, explore the establishment of a national and/or marketing procurement agency to facilitate access by local media to government communications contracts. This could be linked to the Advertising Procurement Agency recommended below under "Financial Modeling".

4.5.3 Partnership with the mainstream media

In the ten years since the advent of democracy in South Africa, the media sector has achieved a greater degree of diversity but it remains far short of what is possible or even necessary. It is now a common assumption, both in South Africa and abroad, that the market place occupied by the mainstream media is far from sufficient as an engine for the generation of media diversity.

There has been no real change in the concentration of media ownership in South Africa in the last ten years, though the locale or pattern of ownership has shifted. As media analyst Sean Jacobs argues: "State-sponsored or market-led changes ... have not on the whole resulted in the expected opening up of the media. In fact, the public sphere remains in many ways the same: reflecting the same inequalities of access as well as power, and also introducing new ones as media changes coincide with the narrow political and economic transition that is currently unfolding in South Africa" (Jacobs, 2003)

And, just as changes in patterns of ownership have failed to impact substantively on media diversity, so relations between the community media sector and the mainstream industry continue to be uneven. One analyst of community media in the Caribbean noted that the mainstream commercial media in his part of the world "continue to harbour negative feelings about community media and are convinced of their own ability to adequately serve community needs" (Cholmandelay, 1999). The authors suspect the situation in South Africa is not entirely dissimilar.

There is no question that a degree of discomfort against a background of vague disinterest characterises the media industry's attitude toward the community media sector. One organisation, the Community Print Association, does attempt to bring the mainstream and independent community print media together. Many of the mainstream media corporations operate their own "community organs" in the form of knock-and-drop newspapers or house commercial publishing divisions while the SABC still has control over a large number of radio stations servicing different communities.

The Independent Broadcasting Authority Act (1993) sets out limitations on cross-media ownership. These restrictions include that no person who controls a newspaper can acquire or retain financial control of both a radio station and hold a television license. The Act stipulates that where a newspaper

represents more than 15% of the total circulation of a particular area, it can not also control a radio station or television license (if there was substantial overlap of 50%). This latter provision, however, was deemed unworkable by the IBA as the definition confused circulation and readership.

There are no media ownership limitations stipulated with regard to the print media as well as no limitations on foreign ownership.

The Audit Bureau of Circulations (ABC) wields considerable power within the media sector as it records and regulates the number of publications circulated within the South African market. Smaller media organisations complain they are unserviced or at best under-serviced by this system, thereby denying them access to the advertising community.

Recommendation No 21: Build a partnership with the mainstream media

The MDDA could facilitate an ethical and mutually-beneficial partnership between mainstream media and the local media to encourage skills transfer though exchange, twinning and mentorship. This should be encouraged particularly on a local and provincial level. It may be possible to convince a big media operation to put together a multi-skilled team, including business aspects, to do a road show within a province, perhaps with a specific production outcome.

Private and public broadcasters as well as the commercial mainstream media are another important set of partners for local media. There are a range of synergies to be explored between mainstream and local media, including:

- The migration of content from local to mainstream media at a local, provincial and national level. This could help, in part with tackling some of the SABC's language diversity problems. This could include the use of "stringers" trained by and based in local media organisations. It could also include the idea of "public access time slots" on the SABC already enshrined in a "Declaration of Intent" signed by the SABC in 1996.
- Skills transfer from mainstream to local media (and vice versa). This could include joint training, twinning, mentorship and staff exchanges.
- A structured internship or job placement opportunities from local to mainstream media community for volunteer interns (as opposed to core staff).

Such arrangements need to be sensitive to the independence, ownership and control of local media. Mechanisms must be found to avoid the "poaching" of key staff from local to commercial media.

The PDU's suggestion of a Code of Practice to govern such relationships is a good one and should be facilitated by the MDDA in cooperation with networks such as the NAB, IMA, NCRF and Print Media South Africa.

4.6 FINANCIAL MODELLING

The community and independent media sector has a total annual expenditure of around R115-million. This can be broken down into the following components:

Radio	R34.5 million

Print	R34.4 million
Multimedia and audio-visual media	R6.2 million
Service providers	R40 million

The following provides some indication of the income of local radio, print, multimedia and service providers, taken form the database:

Print	65% of print organisations derive income from advertising
	11% of print organisations derive income from donors
Multimedia	8% of Multimedia organisations derive income from advertising
	8% of multimedia organisations derive income from donors
Radio	85% of radio stations derive income from advertising
	43% of radio stations derive income from donors

4.6.1 Analysing the Environment

Looking at the funding environment, it is a miracle the print sector has survived at all. Community print has generally not been able to access what funding there has been for community media, as the bulk of this has gone to radio. Neither has it benefited from the funding directed at audio-visual media as it seems to fall outside the official definition of arts and culture. The sector has only survived through its ability to tap into other income generating opportunities.

Audio-visual media has been more fortunate in that it falls under the ambit of "cultural industries" and is thus benefiting from funding from MAPPP Seta, the National Lottery, the National Film and Video Foundation, the National Arts Council and other arts and culture funding opportunities. The MDDA should recognise that it is not carrying audio-visual media on its own. A niche does need to be found, however, for the MDDA's funding interventions and opportunities for co-funding of audio-visual need to be explored. Until such time as community video has access to airtime it will not be able to generate an income for its products. The opportunity of a "window" or "public access time slot on SABC" or other broadcaster should unlock this potential.

Multimedia initiatives have generally benefited from technical support from the Universal Service Fund, among other government interventions. Many multimedia initiatives are struggling for survival because these interventions have not been conducive to long-term sustainability. These centres are usually aimed at providing access to information technology and services (including media). Multimedia centres have great potential to tap into income from local business for administrative and business services (such as design and DTP), computer training and a host of highly fundable services. But many lack the expertise to take advantage of these these opportunities. Some multimedia projects operate in the context of Multi-Purpose Centres thus benefiting from "in-kind" support in the form of a shared building and other infrastructure. This, and huge levels of volunteer effort, have ensured their continued survival.

Community radio stations have made some progress in attracting advertising however a recent report indicates that while the estimated listenership of community radio had increased from 8,8% of total listenership in March 1999 to 10,8% by December 2000, adspend had fallen from R8.3 million (for community radio) in 1999 to R.7 million in 2000 (Tleane, 2001). This area clearly needs some urgent attention.

The comparative total adpsend for the radio sector amounted to R922 million in 1999 and R.,2 billion in 2000. An evaluation of community radio conducted between 1997 and 2001 estimates community radio has an estimated 1,6-million listeners across South Africa (Dooms, 2001).

However, significant gains have been made towards generating programming sponsorships with many local and international NGOs, foundations, and government departments. This is likely to be a central focus of foreign donor funding in the future. The sale of airtime (MTN, Cell C & Vodacom) appears to be a common and important source of income for the sector.

Fourteen service providers were prepared to supply detailed financial details (which are available with this report in the resource pack). From this data, it can be seen that the overwhelming bulk of income for the sector comes from international donors, followed by "self-generated" income and much smaller proportions from government, the corporate sector and from South African sources.

Service providers make up a large slice of the total value of the sector (R40 million out of a total of R115 million. There is a surprisingly high degree of self-generated funding by the service providers, which indicates they are beginning to diversify their services and generate their own income. This needs to be encouraged and facilitated.

It is evident from the responses that international donor funding is decreasing, and quickly. This should ring warning bells in a sector that is already overly dependent on this source of funding. Some service providers report they are dependent on international donors to the tune of between 75% and 96%.

Among major international donors who have announced plans to implement significant reductions in their contributions to the South African local media sector are the Open Society Foundation and the Ford Foundation. The Dutch funder NIZA is probably the only exception. NIZA has been funding radio, film, print and internet projects in the region for the last five years, and plans to continue this support in the foreseeable future. It provides technical assistance, training, institutional development (but not equipment) and has a 2.3m euro budget (R16m) for region, which is due to increase. Other funders though, such as the Communication Assistance Foundation (CAF), have signaled their interest in sponsoring regional programmes rather than only South African ones.

There is a common reluctance among funders to provide capital for equipment and especially for consumables, rental, overheads and salaries. The main sources of international funding in the sector include the Open Society Foundation, Ford Foundation, Kaizer Foundation, Kellogg, Unicef, SAIH, NIZA, NORAD, OSISA, WACC, DFID, FES, Unesco, DANCED, the Embassy of Finland, the British Council and Heinrich Bohl Foundation.

Funding from South African, non-governmental sources, is either stable or gradually increasing. Principal sources include the National Lottery Fund, the Nelson Mandela Children's Fund and the Commission for Gender Equality.

There is extremely limited funding coming from government sources at this time with only small amounts emanating from the various sectoral education and training agencies (SETAs) engaged in the sector. Only Create-SA, the arts and culture component of the MAPPP SETA appears to be providing limited funds (to audio-visual media) at this point. While there is funding for the arts, only film and video are deemed to be part of arts and culture. The Department of Communications is only giving equip-

ment to community radio.

The National Film and Video Foundation is only channeling funds to audio-visual projects, mainly to the independent production sector. The Universal Service Fund (via USA) is only funding telecentres, while local councils are focused mainly on arts and culture or radio. The identification of potential sources of funding, and especially the leveraging of government funds, could well be an important role of the MDDA.

On the other hand, corporate social investment appears to be very low in the sector, suggesting community media organisations and service providers are simply not tapping in to the private sector. The MDDA must ensure that training and other interventions builds the capacity of local media to leverage funding from the private sector through sponsorship deals and through promoting the attractions of the local media to the private sector itself. Some sort of incentive (tax relief) to stimulate investment in the sector might be considered and proposed to the finance ministry. The case study research demonstrates a palpable lack of support from local business, and in particular from "white" business.

A fundamental problem here is the focus of advertisers on affluent (high LSM) audiences. This is a section of the population for which the local media sector does not provide a service. Only one of the case studies reported success in advertising sales. Underlying this is an uncertainty over how to approach the local business sector together with an absence of marketing and advertising skills. Both of these were ranked at the very top of the skills needs articulated in the survey by the participants. It is clear that some sort of intervention form the MDDA would be useful here (see recommendations). An encouraging memorandum of understanding between the MDDA and the South African Chamber of Business (SACOB), for example, might assist local media in getting a foot in the door of local companies. There is obviously an important training dimension to accessing the private sector.

It is similarly the case that the sector battles to access funders and does not know who to approach or how to approach them. Skills are lacking in planning, budgeting, proposal writing and reporting. Many of the case studies identified this as a problem. The completion of adequate business plans in the sector was infrequent and even fewer accompanied the business plans with technology plans.

While Section 21 companies are a frequent vehicle for community media organisations, Hagg has pointed out that this does not allow for receiving government funding except for grants for specific projects (Hagg, 2002).

The case study data suggests seriously weak financial management systems are in place in the sector (together with numeracy problems). In general these systems comprise receipts and check requisitions. This severely limits the capacity of the organisations to attain sustainability.

4.6.2 Strategies for unlocking financial resources for local media

The issue of financial sustainability cannot be looked at in isolation from human resource development, institutional development, networking and partnerships as spelt out in the above sections. In addition to these, below are a number of suggested strategies aimed at unlocking financial resources for local media:

South African Broadcasting regulations allow for commercial income for community broadcasters through advertising. In many instances, this is not materialising for a range of reasons, which have been

mentioned throughout this document.

The capacity for income generation through advertising clearly needs to be supported. However, advertising is not the only answer. Arguably, the same reason that is used to justify a subsidy for the public broadcaster (providing a public service) can be applied to community media. The latter has similar, if not more stringent, public service obligations.

A US based community television producer, Jesikah Maria Ross, points out that there are very few, if any, cases where commercial considerations have not impacted negatively on community televisions production and programming commitments to disadvantaged, minority or counter-cultural groups (Aldridge, 1997).

As a starting premise, the authors agree with the sentiment that community media may never be totally self-sustainable – at least on a cost recovery basis based on market-related activities. Funding local media and, in particular, community media is a creative, dynamic and complex process involving various sources of income and funding linked to services offered. Local media is operating in an environment that is changing as fast as the pace of technological innovation. Its survival will depend it its ability to mutate, adapt and innovate.

Arguably, community media should strive towards a mixed economy where no one source of income dominates or creates dependency.

This is because:

- An over dependence on government threatens editorial independence;
- Over emphasis on funders is unrealistic and results in "mission drag", ie designing interventions around funding trends;
- An over dependence on commercial revenues would threaten the social and developmental orientation of community media; and
- A diversity of income sources makes sound business sense.

The following international examples are useful as the high costs involved in community television have forced practitioners to come up with sophisticated and innovative funding models:

The Australian experience
Financing Australian CTV is based on the principle of "a third, a third, a third" – one third government support (spread over local council and Arts and Culture) as the bottom-line "anchor" source of funding, one third market based activities (programme sales, equipment hire, services), and one third funds raised through fund raising events.

According to Michael Thompson, of the Community Broadcasting Association of Australia: "The Australian experience highlights the need for bottom-line, base funding from the government. But the government wants something back for its contribution. In Perth the government offers 100 000 dollars per annum in exchange for a third of air time on educational programming".

The Danish Experience:
Back in 1998, Denmark had numerous types of audio-visual funding models including local access television, film and video workshops, video access centres and film schools. These were funded by a variety of government departments including local municipalities, the Film Institute and donors. While most of this has been dismantled in the wake of a new, conservative government, the models remain useful.

According to Lars Bo Kimergaard, of the Danish VideOlympiad: "The problem for community TV stations is that there is no bottom-line, sustaining source of funding". In Denmark there is a strong relationship between local access television, film workshops and the Danish national broadcaster. This secures some income from license fees.

Recommendation No 22: Unlock and synergise a range of funding interventions

A critical role for the MDDA will be to unlock and coordinate funding efforts across the board, in particular with regard to government-related agencies. Improved communication and information sharing will help funders to hone in on their focus areas, avoid duplication and plug gaps. For those areas where government funding remains largely untapped, the MDDA could help to unlock funds – expeditiously.

International donors supporting the development of community media in the southern African region share information through a Funders Forum. According to some funders who responded to the survey there still remain some overlaps. Some donors who are particularly invested in the sector, such as NIZA and the OSF, have expressed their interest in closer liaison with the MDDA and other government funders.

With NIZA's focus on "capacity enhancement" for community media and commercial press, it is likely to be a significant partner for the MDDA. The OSF has been the biggest single contributor to community media over the past 10 years and has injected about R8 million a year into the sector. OSF is currently scaling down their support in preparation for their withdrawal in 2005. This is likely to have a significant impact on the sector. The MDDA would do well to learn from the lessons learned by other donors such as the IMDT, the OSF and NIZA to guide its own work. These lessons, drawn from interviews as well as from service provider responses, include:

- Work in a developmental way and maintain a high degree of two-way interaction between donor and grantees;
- Avoid duplication and fragmentation through networking with different stakeholders;
- Understand the laws and regulations governing the sector and influencing policy-making;
- Don't focus on one medium;
- Implement monitoring and evaluation from the start to the end of the project;
- Avoid "hit and run" funding (or once-off) funding without follow-ups;
- Impress on local media the importance of diversifying their donor base;
- Use participatory methods in designing strategies and methodologies
- "Communicate, communicate, communicate".
- Tight financial controls, particularly for new, emerging projects, which might require

monthly financial acquittals.

The following table suggests how government funding might be synergised:

DOC	Equipment Programming (move to Broadcast Production Fund)
NFVF	Co-funding of video (or multimedia) access centres
USF/USA	Access to ICT is the context of community multimedia centres
Local council	Infrastructure support (e.g.building) and services rendered
MAPPP Seta	Skills programmes and learnerships
Lottery	Video access centres (as part of cultural sector plan currently being developed)
Broadcast Production Fund	MDDA should probe the status of this initiative, which could be absorbed by the NFVF (for video) and the MDDA (for radio). If it is not on the cards, the MDDA should explore cross-subsidization from private broadcasters to community broadcasters via the MDDA and/or the NFVF. Either way the MDDA should work in partnership with such a body.
Social services	Work-based training programmes (volunteers) for unemployed youth (by community media organisations)
Arts Councils	Video Projects
Film Offices	Video access centres
DTI	Start up loan finance

What is interesting about the above is that there is a lot of potential support for video, implying that, although video is more expensive than radio, there is more opportunity for co-funding in this area.

Recommendation No 23: Funding priorities for the MDDA:

The following are suggested funding priorities in light of the research undertaken by this project to date.

Target Group	Funding intervention
Community media projects	Baseline, steady support until funding is no longer needed - based on a business plan.
Service providers eg. content, networks, Training, advocacy, research	Funding for coordinated training efforts and other innovative and effective support strategies - based on assessed need
Small commercial media	Once-off (repayable?) start-up funds based on business plans

The Independent Media Association has suggested a number of recommendations concerning the role of the MDDA when it comes to funding. For the purposes of giving the MDDA a broad range of opinion, these are as follows:

- The MDDA should balance funding across all media not just radio;
- The MDDA should limit cash handouts or grants, except in emergencies;
- The MDDA Should not be handing grants to individual media projects, but to initiatives of use to the whole sector, such as a national advertising clearing house, joint service bureau for copy editing and lay-out, legal advice and administrative support;
- The MDDA should create entities that will make a profit in the long-term, such as independent commercial printers that will hand-on at cost services to other sector players;

- The MDDA should not duplicate training and should focus, instead, on producing resource materials or subsidising current trainers to produce training materials

Recommendation No 24: *The MDDA should encourage partnerships and resources sharing, as suggested through the CMS or MCCC model*

This model promotes financial sustainability in that it encourages resource sharing with like-minded local structures thus reducing costs. In addition it aims to diversify the services offered by local media and therefore the income generating opportunities. According to the GCIS, community communication centres should contain a combination of facilities and services including, amongst other things, a) administrative, b) training, c) community media/cultural development services, and d) SMME support services. Some of the services that could be offered by CMS, are shown in the table.

Service	Cost recovery
Educational content: health, gender, environment, local Government elections, etc.	NGOs/donors Corporate Social investment Government
Training and development services: Educational support programmes for schools, tertiary education, vocational training, e-learning.	DOE Social services Seta
Job Centre: Job listings, job and internship placements, info on training opportunities, support with CV writing and job applications)	
Government information Assistance with grant applications	GCIS Local Govt. Provincial Govt. Various ministries
Commercial media production: Design and DTP services, video production, etc.	Govt. Business
"Stringer" operation and content output deals *Syndication*	Private/public media
Business/administrative services: Phones, typing, fax, photocopying, email, internet	Local business
Communication services: Social marketing, communications training	Government NGOs
Advertising sales (local, provincial and national)	Local business National procurement
Equipment hire	Local SMME's, Govt.
Airtime sale (perhaps linked to commercial programming slots)	Corporate sponsors, churches, NGOs
Community advise/information services, e.g. SMME support	DTI
Other services: Tourism, coffee shop, craft centre	Tourists, locals

(Source: GCIS MCCC draft document 2003, CMS Task Team Report, 2003)

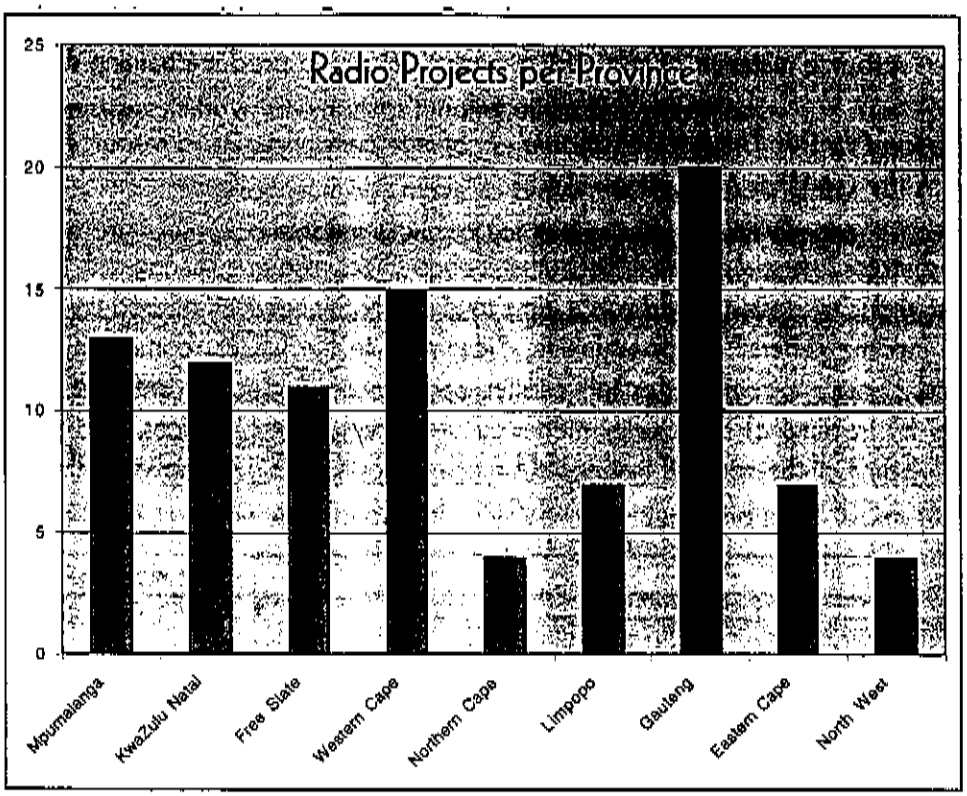
Rec

The
sopl
a ma
into

Oth

Rec

a fairly
s this is
be built



nto the

ing

national and provincial procurement and link with provincial hubs or other local networks. The agency could be based on a franchise model with small provincial agencies depending on expertise and support from a national body. Research should also look into the ownership structure of this agency, which should, at the very least, be part owned by "the sector" (national networks?). This agency has been proposed by the IMA, the NCRF and the PDU and is a high priority;

- The above should be done in conjunction with a new system for circulation verification (PDU) and the calculation of amps figures (NCRF);
- The PDU has called for a new arrangement for printing procurement, for collective printing in return for good rates and credit options;
- Community media organisations that provide public access to ICTs should receive a discounted tariff for connectivity, such as the E-rate for schools. The logical source of funding for an E-rate would be the Universal Service Fund administered by the Universal Service Agency. This could also be extended to a "community tariff" that applies to the cellular operators Community Service Telephones. (CMS TT Report, 2003);
- The creation of an environment in which small media can band together by assisting setting-up of syndicates; and
- In the hey-day of broadcast liberalisation in the mid 1990s the NCMF gave serious consideration to the establishment of an investment vehicle similar to the Mineworkers Investment Corporation to pursue investments opportunities in the burgeoning private broadcast arena (Thorne, 1996). Investments were to be made in related spheres in order to "add-value" to the investment through the direct involvement of beneficiaries. Due to a lack of capacity, this idea never came to fruition, but it remains an opportunity, particularly for community television, with the next round of private, regional broadcast licensing around the corner.

4.7 NETWORKING AND INFORMATION

As has come up repeatedly in this document, effective networking, information sharing and coordination are vital for the success of local media. This needs to take place at all levels, both horizontally and vertically, at the local, provincial, national and international levels.

The following networks are relevant to local media:

Sectoral networks:

Community radio:	National Community Radio Forum
Independent print:	Independent Media Association
Video access centres:	Part of broader industry networks, such as the NTVA
Community print:	None

Related networks:

MPCC network (via GCIS)
Telecentre network (via USA)
National federation of Community Arts Centres

Industry networks (includes community, public and private media):

MISA:	SADC network concerned with policy, advocacy and media development, includes a South African Chapter.
NAB:	National Association of Broadcasters

The research from this project suggests that the sector is well-networked – though frequently this is ad hoc in nature – and there is evidence that a lot of collaboration in different forms is taking place. There is also a tremendous amount of duplication, most especially in the urban centres. There is competition too, and not always of the healthy sort. This means service providers end up chasing funds and offering the same services (mission drag). It is clear that, at best, training and service provision is uncoordinated and the sector as a whole is not moving forward on the basis of an integrated, national strategy. Community radio stations included in the survey reported weak communications with the NCRF.

It was a general concern amongst those participating in this project that the MDDA should seek to tap into the expertise that has been developed in the sector over years of practice, by service providers, rather than reinventing wheel and causing further duplication of services rendered. Indeed, one of the primary goals of this project is to audit service provision in the sector so as to avoid this potential pitfall.

Recommendation No 27: Improved information dissemination

The survey conducted in this research report asked service providers to indicate how they obtained information about the sector, what sort of information they would like and how they would like to receive the information. The questions were posed with a view to assisting the MDDA clarify its own possible role with regard to facilitating the effective gathering and use of information among service providers.

A need was expressed for information on all the different forms of media (radio, television, film and video, etc) in one place, updates on what the other service providers are doing, on what government

is doing (in particular, initiatives emanating from the Department of Communications and from the MDDA).

A common wish expressed was for a regularly updated electronic news and information service. Other information needs include:

- Skills development for staff training;
- Public Health information;
- A website to cater for special interest groups, eg HIV, gender, youth, etc, including training materials, links for interaction and exchange and links to other relevant sites;
- Policy and regulatory developments;
- Best practice models;
- A database of potential staff, freelance trainers and consultants;
- Post vacancies;
- Opportunities for broadcasters with regard to training and development;
- Updated information on new community organisations in the region and in South Africa;
- Information on issues such as human rights, gender, race, children's rights, etc;
- Information on issues related to media diversity and development;
- Information on issues related to the development of civil society;
- Information on the media in general;
- New developments, trends and new ventures in the sector;
- Funding opportunities;
- Statistics and surveys;
- Government tenders;
- Opportunities for cooperation;
- 'Training the trainer' opportunities; and
- Management information, techniques, training tools, etc.

On the issue of how service providers would like to receive this information, most agreed that electronically would be the most appropriate mechanism. There appeared to be a need for a sector website (though there are service providers capable of being tasked to provide this), a community radio newsletter, an email mailing list, conferences and workshops.

Recommendation No 28: Roles of MDDA, networks, other service providers and government

Service providers were asked to outline the roles they expected to be filled by the MDDA, the national networks, service providers and government. These, which do not necessarily reflect the views of the authors, were described as follows:

4.7.1 Role of the MDDA

According to the service providers surveyed in this research, the MDDA was expected to undertake the following tasks:

- Funding and grant making to small, independent and community media;
- Funding to service providers and networks to assist in the creation of an enabling environment and to bolster coordination and collaboration;
- Research
- Leveraging resources from other government departments (such as communications

contracts) as well as from the private sector and/or international donors and coordinate interventions to prevent duplication;
- Policy development and alignment;
- Assist /train community media sector to write funding applications, in collaboration with service providers;
- Lobbying for higher sector profile and stimulate debate on role of the community media sector;
- Assist with publication of manuals and textbooks; and
- Advise sector on issues like setting up an advertising department, distribution and debt collection. Material already available from (eg United States) should be adapted and localised.

4.7.2 Role of National Networks

These networks include organisations such as the IMA, NAB, NCRF and MISA. According to the survey, service providers considered the following to be the role of these networks:
- Networking and information dissemination;
- Mobilisation and awareness raising;
- Encouraging coordination and collaboration;
- Setting standards;
- Providing a forum for interaction and debate;
- Policy development and advocacy;
- Provide the communication interface between the MDDA and the sector;
- Facilitate resource sharing, e.g. training manuals and materials, equipment, research data; and
- Research.

4.7.3 Role of Service Providers

The service providers defined their own role within the sector, as follows:
- Provide services to develop the community media sector that promote sustainable growth and development. This was seen as a function that the MDDA and the networks should specifically not take on;
- Enhance quality of content;
- Make information known about services they provide to all;
- Co-develop and support a national strategy;
- Assist /train media organisations to write funding applications, in collaboration with MDDA;
- Implementation partners;
- Provision of expertise; and
- Monitoring

4.7.4 Role of Government Departments

A greater level of interaction and consultation with the sector was urged by service providers in the survey. Service providers outlined the role of various government departments as follows:
MAPPP Seta should:
- Provide funding for training.

The National Film and Video Foundation should:

- Co-fund community video access centres; and
- Support VRCs in CMC's.

GCIS should:

- Leverage government communication budgets for social marketing campaigns run by community media networks; and
- Develop simple guides, like the pocket Constitution, to assist government access the media, and vice versa.

Department of Communications should:

- Develop a technical maintenance plan for rural areas;
- Develop partnerships with media NGOs which have capacity to work in content development;
- Provide funding for technical roll-out but not necessarily implement; and
- Provide policy framework and enabling legislation.

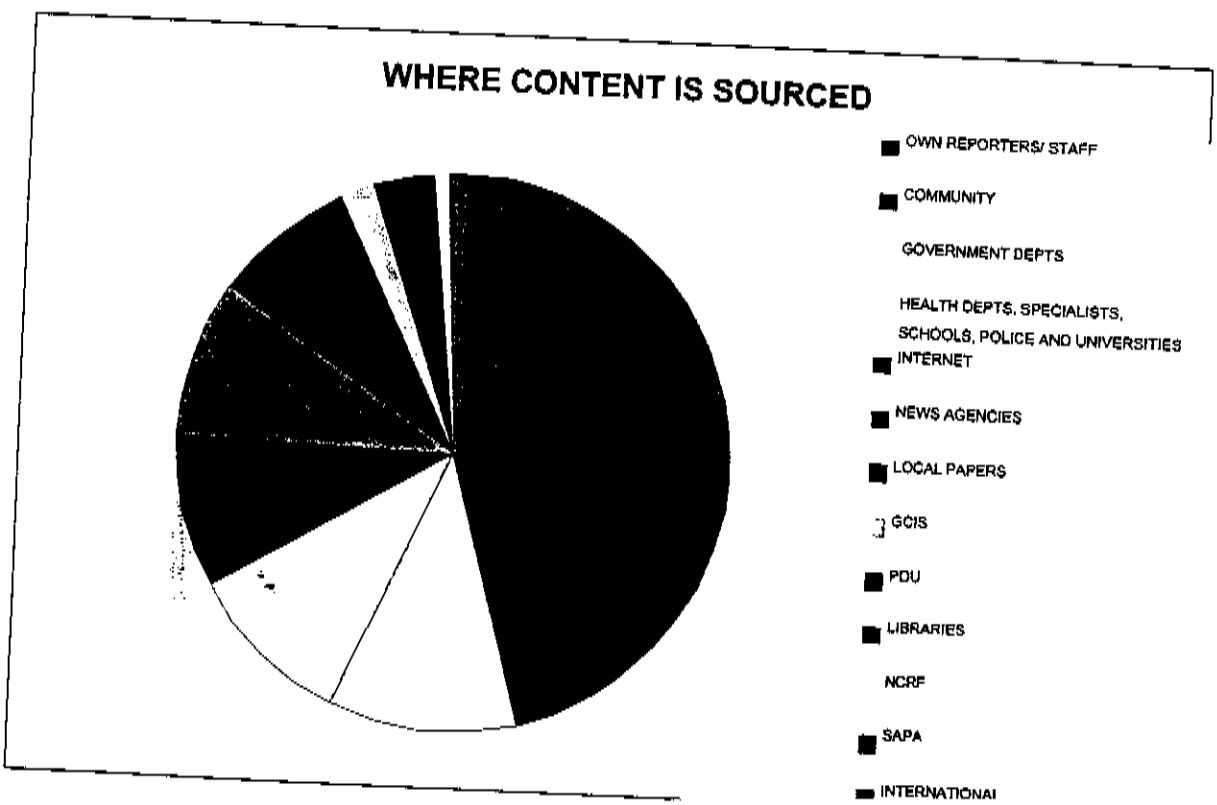
The Universal Service Fund should, through the universal service fund:

- Provide universal access to ICTs in the context of telecentres, MPCC and community multimedia services;
- Co-operate with DOC to develop a technical maintenance plan for rural areas; and
- Subsidise a discounted tariff for connectivity for community multimedia services: E-rate.

Recommendation No 29: Strengthening the networks

- The independent and community media networks need to be strengthened and supported;
- There is a strong argument for the NCRF to expand its membership to include community video, multimedia and possibly community print; and
- There is a need for improved communication and coordination between the community and independent media networks as well as with the "related" and "industry" networks

4.8 CONTENT DEVELOPMENT



The issue of content is obviously important, and we have referred to it in passing while discussing the mainstream media and government's role in the sector. The table above, taken from the database, indicates where most organisations access their content.
As can be seen, content is largely self-generated or taken from government with less reliance on service providers or agencies. International research suggests a key obstacle to community media accessing relevant content is a lack of awareness of what is already available.

The whole issue of the external provision of content for community radio, no matter how developmental or educational, has generated much tension in the sector. On the one hand community radio stations stand accused of being "inaccessible" by/to NGOs. On the other hand, community radio stations resent being regarded as a "megaphone" for other peoples' messages. Community radio stations, often struggling for their own survival, feel they have a right to charge for this service. The NCRF has argued that this trend towards externally produced programming does not build the capacity of community radio stations to produce developmentally orientated programming themselves.

The way in which this has been dealt with has been to charge outside users for this service, as in the case of the GCIS, which uses community radio to disseminate government information. Alternatively, NGOs are expected to provide training to community broadcasters if they wish to introduce programming dealing with social justice issues, such as is the case with Idasa and Workers World Radio. While this may be a costly and time-consuming exercise, it does serve to build sustainable capacity in radio stations to carry this content.

It would seem as if programming sponsorship is a growing funding opportunity. Add to this the untapped corporate sponsorship and this could potentially be a very lucrative activity. NGOs, with the fund raising skills and national focus, could play a major role in unlocking this potential.

There does however remain an important role for local NGOs, CBOs and other user groups in the production of content. Community radio stations should consider themselves a kind of decentralised communications web (Scott, 1996) and encourage local groups to participate in content generation (by, for instance, training local NGOs in handheld microphone and recorder usage). On the whole, community media organisations seem constantly to overlook the importance of enabling people from their communities to pop in to their offices and exercise their right to communicate. There is thus an over emphasis on quality programming when, for example, an on-air interview with someone from the community who has something to say also provides relevant material with local appeal.

Community media organisations are frequently not providing a forum for debate in which prevailing attitudes and opinions are challenged and a diversity of voices is allowed to be heard. Community participation should not be limited to participation in AGMs and talk shows.

Idasa has identified four key problems faced by community radio organisations in South Africa with regard to content:

- Record companies prefer to deal with bigger stations;
- Distribution of music is difficult, especially if radio stations are far from Johannesburg;
- Not enough reissues released by record companies; and
- Record companies don't release enough music for community media's target audiences.

A review of the data indicates that while print organisations communicated through their products in a total of 8 languages and multi-media organisations used five languages, community radio was the outlet for 15 languages. Local media/community multimedia has the potential to play a critically important role in developing local language content on the world wide web.
Some final remarks on content, which have all been incorporated into other recommendations:

- Content is a training issue (in the production of "quality" content) but it is also a media education issue in that stations and publishers need to be aware of the role of community media as a tool for citizen communication, local dialogue and social change. This ties to the need to strengthen links with NGOs and civic structures.
- Local media need training in participatory audience/market research.
- Community media needs to tap into local culture, music theatre and sports events. This once again point to the need to build partnerships between community arts centres/practitioners and local media.
- The local media sector needs to be encouraged and trained to tap into programming sponsorship from the private sector, in addition to government and donors. This could be linked to a national (social) marketing procurement agency.

Recommendation No 30: National news agency for local media

Several recommendations have been made from other stakeholders (IMDT Report, 2000, IMA) with regard to the creation of regional news agencies alongside an effective, independent, national news agency for the local media sector. There appears to be considerable merit in the suggestion and the MDDA should consider what its role might be with regard to this need.

4.9 TECHNICAL SUSTAINABILITY

South Africa is positioning itself globally in relation to the development of an information society. Much has been said regarding the impact of digitisation and convergence on the media sector and the need for local media to hitch a ride on the information superhighway. All indications are that this is already happening, organically. Benjamin's research on telecentres has shown that successful telecentres are ones that have managed to focus on content and have established ties with local media structures. Telecentres on their own are not viable. The ones that are doing well are those that are providing information services and training (Benjamin, 2001).

Convergence is likely to have far reaching impact on local media as we know it. The National Convergence Policy Colloquium agreed that, "universal access and service should be more than just access to basic telephony; it should include access to advanced services such as broadband, infrastructure, broadcasting, multimedia and postal services". Convergence and the policies that enable it, present both opportunities and challenges to local media and it is imperative that local media networks keep ahead of and input into the policy process. This work seems to consume an enormous amount of resources of the NCRF.

The research, although not designed to explore technical issues in any great detail, has generated several observations with relevance to the notion of technical sustainability. These include:

- As cited earlier, almost all of the print media organisations had access to email (80 out of 83) and most radio stations (72 out of 81). Community radio stations are using the

internet to promote research, programme sharing and information dissemination;

- ❖ Multimedia centers are staring to emerge in remote rural areas, often in the context of an MPCC or telecentre; and
- ❖ Networks are using email and internet as effective networking and programme sharing tools.

Some problems

- ❖ Many stations are struggling with inappropriate or incorrectly installed studio and transmission equipment. Staff of both radio stations and telecentres receive little training in operating and maintaining equipment;
- ❖ Many are located in rural areas where there is no support and as a result equipment often remains unutilised due to minor technical problems;
- ❖ Due to the prohibitive costs of software, there appears to be frequent usage of illegal software in the sector. In a survey of software needs conducted within the case study enquiry, the four most desired packages were: Cool Edit 2000, email and internet access, Pastel Accounting (1-6) and Explorer. A variety of other software was listed;
- ❖ The cost of connectivity is too high for many community media groups; and
- ❖ Besides the obvious fact that many local media do not have sufficient technical resources, many community media organizations lack the human resource capacity to operate and maintain basic equipment. For those based in rural areas this is made worse by a lack of technical support in the area.

Recommendation No 31: The MDDA needs to conduct research in order to develop a Technology Plan for the sector.

This research should explore appropriate adaptable, compatible, affordable, user-friendly hardware and software to inform purchase choices for the local media sector. Research should explore the potential of open source software with a view to providing it to the sector through a website. Such research may inform the bulk equipment purchase deals - perhaps involving contributions from relevant embassies.

Recommendation No 32: Development of a maintenance plan for community radio stations.

The MDDA, NCRF and the DOC should work together to develop a maintenance plan for community radio, particularly those based in rural areas. This could be extended to include all forms of local media. This could take the form of a franchise of black-owned SMME's operating in the provinces with national support. SANGONet and Globecom could be drawn in to assist if not already involved.

Other recommendation have been included in other sections, such as the E-rate.

4.10 FURTHER RESEARCH.

This project also includes recommendations on future research that the MDDA should think of commissioning to aid its work.

- ❖ Research toward the feasibility and modeling of a national procurement agency (see

financial modeling section);

- Research on a technology plan for the community media sector including into open source software (see ICTs);
- Research on the need for a management services agency, suggested by PDU and IMA, including the structure, function and activities of such an agency;
- A user-friendly handbook and website;
- Rewrite and update the policy section in this report in basic, accessible language and in other South African languages to stimulate debate among community media practitioners; and
- Follow-up research looking at penetration of public and private media and cross-referencing with own exercise and development of a grading system with least to most serviced areas in country.

CHAPTER 5 CONCLUSION

South Africa's local media sector has enormous potential on a wide range of fronts. It can provide skills, access to information, education, empowerment , accountability and development, to name but a few. Its capacity to do these, and many other things, is widely recognised. There is a voluminous list of research from many continents that supports what has largely become a matter of global consensus. What remains is not, therefore, to justify the importance of local media or to debate its merits, but to understand it within our own context and to plan how best to facilitate its growth and development.

The work done in South Africa so far on the various components of local media has been uneven, with a special focus given to community radio in the post-apartheid period since 1994. In spite of the fact that many connected to local media believe in similar outcomes, in practice, the management and development of the sector has been disjointed and poorly co-ordinated. The consequence has been a gradual but insufficient improvement in media diversity, a situation the MDDA has been charged to address.

The extent of this diversity is captured by the data and analysis presented in this report, which is the first to consider all the component parts of the local media sector in the current era. The recommendations, which cover a broad range of areas from sustainability and distribution to further research, will hopefully equip the MDDA to begin its work quickly and efficiently.

There are naturally debates within the sector and affecting it that have been contested for years by different groups. This has been exacerbated by the political transition that has formed a fragmented and even heated context for these debates. The authors of this report have tried to present all the key research on the local media sector that has emerged over the last few years and combine it in one document. Reports, evaluations, conference proceedings, task group investigations, journal articles and institutional knowledge have all been tapped in the bid to present to the MDDA as thorough and comprehensive a picture as possible. Where there have been disagreements, we have reflected these. But there are also many areas in which people who care about local media agree. We have sought to present these once more with the appropriate acknowledgement of their original source.

A central concern has been to explore the notion of sustainability in the sector: what it means, how it works and what can be done to facilitate it. Sustainability, as we have argued, is a complex process. But it is not an unfathomable one. Very substantial progress can be made with the correct models and strategies in place. This report presents a holistic view of sustainability which combines the economic with the social aspects, as well as a number of ways in which it can be encouraged to flourish.

Another vital aspect of this work and of our findings is the impact of convergence on the development of the local media sector. The economic spin-offs, social benefits and strategic implications of convergence have forced an elemental rethink of the role and future of the local media sector. There is no question that synergising local media efforts with the objectives and infrastructure of other Information Society initiatives will give disproportionately greater impetus to the sector as a whole. It will also greatly assist the level of participation enjoyed by communities and the capacity of local media to fulfil Constitutional imperatives, including freedom of expression, cultural and linguistic diversity, and access to information.

Another important aspect of this report has been the dovetailing of the interests of the small commercial media sector with those of community media organisations. Both have their origins in very different 'schools' of thought. The recommended approach in this report is one that embraces a mixed economy outlook that the authors believe takes the best of both worlds. This is certainly not the time to be excluding components of the sector on the grounds of motive rather than delivery. If there is one over-riding recommendation, it is the need for greater co-ordination and communication. This must be a key function of the MDDA, however it defines its operational strategy. There is patently too much overlap, duplication and wastage among community media organisations, service providers and within government. There is also a great deal of ignorance surrounding the role of the sector, the MDDA and, again, of government. Bringing clarity to these issues through the compilation of firm guidelines and crisp policy is another important goal.

During the course of this project, a great deal of information and data has been gathered. Some of it has been available but has been located with different institutions, some of it has been published internationally but has not been presented locally and some has been collected in person-to-person interviews. The overall picture is of a sector that is struggling but which has enormous potential. With the right amount of assistance in the right areas, the local media sector will prove to be an invaluable dimension to the national project of improving people's lives and entrenching a truly democratic way of life.

APPENDIX 1: REFERENCES

AEJMC (Association for Education in Journalism and Mass Communication). 2000. IT: Implications for the future of Journalism and Mass Communication Education - Final Report of the Subcommittee on Educational Strategies and Technology Change, prepared by the AEJMC task force on teaching and learning in the new Millennium. Website address: http://www.aejmc.org/

African Charter on Broadcasting. 2001. Website access: http://www.africafilmtv.com

Aldridge, M. 1997. "Local sounds, Local Visions: The struggle for Community Television in South Africa". Paper for the conference "Identities, Democracy, Culture and Communication in South Africa" at the University of Natal, Durban.

Benjamin, P & Dahms, M. 1999. Comm-unity: Universal Service and Universal Access Issues. Telia Telecoms in Society Seminar, June, 1999. Sweden. Web address: http://www.communitysa.org.za

Benjamin, P. 2001.Telecentres and Universal Capability: A study of the telecentre programme of the USA in South Africa, 1996-2000. PhD Thesis, Aalberg University, Netherlands.

Berger, G. 1996. "What is the Community Media?". 1996. Paper delivered at the Community Voices Conference, MISA, October 6-11, in Malawi. Accessed from web site: http://www.journ.ru.ac.za/research

Berger, G. 2000. "Independent Media in South Africa". Research paper. Accessed from website: http://www.journ.ru.ac.za/research

Boafo, Kwame ST (ed). 2000. Promoting Community Media in Africa, Unesco. Paris.

Broadcasting Policy Technical Task Team. March 1998. Discussion Document on Broadcasting Policy. Accessed from IBA/Icasa website: http://www.icasa.org.za/

Cholmondeley, CH. 2000. "The Development of Community Media in the Caribbean", in Boafo, Kwame ST (2000). Promoting Community Media in Africa, Unesco, Paris.

Communication Rights in the Information Society (Cris). 2003. "Contesting the Spectrum Allocation Giveaway", "What is the Special Significance of community media to civil society", "Is the Information Society a useful concept for Civil Society?": Research papers, accessed from CRIS website: http://www.crisinfo.org/live/index.php

Community Electronic Multimedia Indaba Conference Report. CCEM2001. Convened and printed by the Department of Communications, November 2001, Johannesburg.

Community Multimedia Services Task Team Report (CMS). 2003. Department of Communications, Pretoria.

Community Media 2000, conference workbook: "Facing the challenge". Cape Town (cited in Naughton, T. "The need for an role of a media development agency", 1999. FXI Research

Document.

Community Radio Manual. 1999. Compiled by Gabriel Urgoiti, Open Society Foundation. Accessed from website: http://www.osf.org.za/

Development Bank of SA. 2003. An Information Policy Handbook for Southern Africa: A knowledge base for decision-makers. Address http://www.dbsa.org.za/publications/ictpolsa/index.html

Dooms, P. "The licensing of community radio: responses from stations". 2003 FXI research paper. Accessed from the FXI web site: http://fxi.org.za/

Duncan, J. "Hate Speech". Accessed from Freedom of Expression Institute Web Site, 11/02/03: http://fxi.org.za/

Fraser, C. & Restrepo-Estrada, S. 2002. Community radio for change and development. *Development* 45 (4), December 2002: 69-73

Freedom Of Expression Institute (FXI). 2001/2002 Annual Report. Accessed from FXI web site: http://fxi.org.za/

Gibbs, C. 1995. Big help for small papers. Quill83 (2), March 1995: 32.

Government Communication and Information System (GCIS). 2000. Media Diversity and Development Agency Position Paper (draft) November, 2000. Website address: http://www.gcis.gov.za/

Government Communication and Information System (GCIS). 2001. MultiPurpose Community Centres Business Plan document. November 2001. Website address: http://www.gcis.gov.za/

Government Communication and Information System (GCIS). 2002. The role of multi-media centres in the development of the media. Work-in-progress: A conceptual framework. November 27, 2002. Website address: http://www.gcis.gov.za/

Hadland, A & Voorbach, H: Report of the Evaluation of the Core Courses of the Institute for the Advancement of Journalism (IAJ), HSRC, Cape Town, March 2003.

Hagg, G. 2002. Towards Optimally Functioning Community Arts Centres in South Africa. Report on a national audit of Community Arts Centres, Department of Arts and Culture, Pretoria.

Hindman, DB. 1996. "Community newspapers, community structural pluralism and local conflict with non-local groups", in J&MC Quarterly, Vol73(3). Autumn. 708-721.

Howley, K. 2003. St James Encyclopedia of Popular Culture. Website address: http://www.findarticles.com/g1epc/tov/2419100276/p1/article.jhtml

Independent Communications Authority of SA (Icasa). 2000. Website address: http://www.icasa.org.za/

Submission on MDDA Bill, July 2000

Managing partnerships	˅	˅	˅	˅	˅
Project management	˅	˅	˅	˅	˅
Coordination of activities	˅	˅	˅	˅	˅
Community mobilisation	˅	˅	˅	˅	˅
Communication	˅	˅	˅	˅	˅
Media theory	˅	˅	˅	˅	˅
Media practise	˅	˅	˅	˅	˅
Skills training	˅	˅	˅	˅	˅
Computer literacy	˅	˅	˅	˅	˅

In which areas does the broader community access and participate in your organisation?

In governance	˅
In management	˅
In training programmes	˅
In content creation	˅
In supporting the project	˅
In an advisory capacity	˅
Through membership	˅
Other:	˅

21. *How* does the community participate in the above areas? .....

.....

.....

III PARTNERSHIPS AND NETWORKING

22. Is your organisation a member of any network or derive support from any other service provider ?

If so, please indicate your level of satisfaction with usefulness of the network/service provider on a scale of 1 (weak) to 5 (strong). Circle the appropriate number.

Name of network	Services provided	Effectiveness	Comments
	1 2 3 4 5		
	1 2 3 4 5		
	1 2 3 4 5		
	1 2 3 4 5		
	1 2 3 4 5		
	1 2 3 4 5		

23. Please list other partnerships and state the nature of those partnerships:

Name of partner	Nature of partnership

24. What other potential partners in your area could be of interest for future partnerships (e.g. telecentres, MPCCs, higher educational institutions, NGOs, civics, businesses, churches, local media etc.)?

25. What other forms of media exist in the area?

Radio station

Daily newspaper

Weekly newspaper

TV station

On line media

Other: .....

26. How effective do you think they are in meeting the communication and information needs of all the people in the area?

Please indicate the level of effectiveness on a scale of 1 (not effective) to 5 (very effective). 1 2 3 4 5

27. Does your organisation have any formal links with media in the area?

Yes

No

If yes, please specify:

28. Does your organisation have a formal agreement with any Government Departments?

Yes

No

If yes, please specify: .....

.....

29. Has your organisation been part of the Integrated Development Planning process?

Yes

No

If yes, in what capacity?
If no, why not? .....

30. Is your organisation registered as a service provider with any Government Department?

Yes

No

If yes, what service do you render? .....

IV SITUATION ANALYSIS

31. Please describe the political environment in which you operate:

.....

.....

.....

32. To what extent does the political environment impact on the work you do, pos-

itively or negatively?

.....

.....

.....

33. To what extent has Government involvement impacted on community ownership and control, content or editorial control?

34. What is the unemployment rate in your community?

Very high ˅
High ˅
Average ˅
Low ˅
Very low ˅

35. What social problems exist in the area in which you operate?

Unemployment ˅
Dependency on social grants ˅
Alcohol abuse ˅
Drug abuse ˅
Gangsterism ˅
Violence towards women and children ˅
Other: ..... ˅

36. How are your programmes actively tackling these problems?

37. Please list the key industries providing work in your area:

38. What educational opportunities are there in your area?

Preschool ˅
Primary school ˅
High school ˅
University/Technicon ˅

39. Have you done any participatory research on the community's communication needs?

Yes ˅
No ˅

If yes please specify: .....

.....

40. Please list any key NGOs active in tackling development issues in the area:

41. Are you working together with any of these NGOs? Yes ˅

No ˅

If no, why not?

46. Please describe your financial management systems: .....

.....

.....

.....

47. Do you have a business plan? Yes No

48. Please list your sources of income in the table below:

Source of income	% of overall budget	Comments
International donors		
South African donors		
Government funding		
Corporate social investment		
Self-generated income		

49. Does funding impact on content/editorial control? Yes No

If yes, how? .....

.....

VI TRAINING

50. Please give details of previous training received:

Please indicate the level of effectiveness of the training on a scale of 1 (weak) to 5 (strong). Circle the appropriate number.

Service provider	Training offered	Date and duration	Effectiveness
			1 2 3 4 5
			1 2 3 4 5
			1 2 3 4 5
			1 2 3 4 5
			1 2 3 4 5

51. Please give details of your training needs in the following categories:

Priority	Training area	Training needed

.....

Education

Media literacy & gender awareness
Social communication/media in development
Human rights & democracy education
Political economy of the media
Media law & ethics

.....

Technical training

Writing skills
Journalism
Media planning
On line publishing
DTP
Web design
Graphic design
Screen-printing
Video production
Photography
Newspaper/newsletter production
Radio production
Strategic use of ICTs for media production & distribution

.....

Institutional capacity building

Advertising & sales
Marketing
Media management
Setting up a community radio/media project
Human Resource management
Financial management
Business skills
Organisational development
Fundraising

Life skills

Conflict resolution
Starting up a small business
Personal development
Communication skills

Other

.....
.....

you like training to be delivered?

egion together with people from other community media organisations

ntorship by fieldworker

ining?

Volunteers
Staff
Board members

Other: .....

54. What guarantees are there for people coming back from training, in terms of implementing and passing on their new skills?

55. What kind of support would your organisation be able to offer participants after a training course?

Access to equipment
Employment
Access to space
Ensure further training
Monitoring and coaching
Other: .....

56. Have you experienced any challenges associated with training and the development of your organisation?

Yes
No

If yes, please specify the problems and suggest possible improvements/solutions:

57. What training, if any, does your organisation provide to users, volunteers or other community media centres?

VII TECHNOLOGY

58. Please tick the relevant boxes below, list the quantity of each and provide additional information, such as the condition of equipment, age, digital vs analogue, Mac or PC, organisation use (OU) vs public access (PA).

Technology	Have	Quantity	Comments
Telephone		.....	
Fax		.....	
Computer		.....	
Printer		.....	
Server		.....	
Scanner		.....	
Internet access		.....	
Photocopier		.....	
Audio field recorders		.....	
Sound studio		.....	
Photographic equipment		.....	
Video player		.....	
Video monitor/TV		.....	
Video camera		.....	
Video editing suite		.....	
Transmitter		.....	
Satellite dish		.....	

Slide projector ˅ .....
Overhead projector ˅ .....
Silk screening equipment ˅ .....
Other: ..... ˅ .....

59. What other facilities do you have (such as resource center, meeting room, offices and training room)

Facility	Contents	Quantity

60. What are your most urgent needs in terms of capital expenditure and the estimated cost?

.....
.....
.....

61. What software is your organisation using?

.....
.....
.....

62. Is your organisation using legal software?

Yes ˅
No ˅

63. What software does your organisation need?

.....
.....
.....

64. Does your organisation have a technology plan linked to your business plan?

Yes ˅
No ˅

If yes please attach.

65. Do you believe there are barriers to technological change in your organisation?

Yes ˅
No ˅

If yes, rank the following barriers in order of importance with 1 being the most important.

Lack of:

..... funding equipment ..... technology expertise ..... training
..... planning ..... technical services ..... connectivity
..... other: .....

66. Who is assisting you with technical matters and how effective is this support?

VIII KEY PROBLEM AREAS DEFINED BY THE ORGANISATION

67. Please describe the internal strengths and weaknesses in your organisation:

.....

.....

.....

.....

.....

68. Please describe the external opportunities and threats in the environment you work in:

.....

.....

.....

.....

.....

.....

69. Please make any suggestions on what needs to be done to create a more enabling environment for your organisation to operate in.

.....

.....

.....

.....

.....

.....

Provider Questionnaire

March 25 2003

CONTACT DETAILS

1. ...position.....
2. ...sation: .....
3. ...address: .....
4. ...phone: .....
5. Fax: .....
6. Cell phone: .....
7. E-mail: .....
8. Website: .....

Section 2: ORGANISATIONAL DETAILS

9. In what year was your organisation founded? .....

10. What is the legal status of your organisation?

- Statutory body
- Section 21 company
- Trust
- Close Corporation
- Other: .....

11. What are your organisations core objectives?

- Skills development
- Job creation
- Personal enrichment
- Media diversity
- Development
- Strengthen civil society
- Access to information
- Community Cultural Development
- Professional development
- Other: .....

12. What services does your organisations offer?

- Training
- Content development
- Advocacy
- Networking
- Research
- News agency
- Technical support

Organisational development
Broadcasting/distribution
Access to facilities
Printing
SMME support
Other: .....

13. What sectors do your programmes cater for?

Radio Video Print
Multimedia
Visual arts Performing arts
Design Technical services other:

14. What is your organisations target group?

Previously disadvantaged individuals
Children (ages 0 - 12)

Youth (ages 13 - 25)

The aged (over 55 years)
Women
People with disabilities

Unemployed
Unions
Schools
General population
Churches
Civic structures
Civic structures
NGOs
Other: .....

15. How do you know what the needs of this target group are?
.....

.....

16. What is your organisation's geographical reach? .....

.....

17. Governance (applies to NGOs):

17.1 How many Board members do you have? .....

17.2 How is your board comprised (beneficiaries and experts?)?.....

.....

17.3 How are Board members elected and how long is their term of office? .....

.....

17.4 Name and contact details of the Chairperson of the Board? .....

18. Is your organisation a member of any network/oversight body? Yes ˅
No ˅

If yes, please specify .....

.....

19. Does your organisation have partnership with other organisations? Yes ˅

No

If so, please specify below:

Name of organisation Nature of partnership

Section 3: RESOURCES AND FACILITIES

20. How many people does your organisation employ? .....

21. Is your organisation able to accommodate people with disabilities? .....

If so in what ways, ...

Is your organisation able to offer:

On-site catering ˅
On-site accommodation ˅

What are contained in your on-site facilities (infrastructure and equipment):

.....

.....

.....

Have mobile training facilities? .....

- please specify .....

.....

.....

25. What was your organisations approximate budget in 2002? .....

26. Please list your sources of income in 2002 the table below:

Source of income	Approx. overall % of budget	General comments/ challenges (increase/decrease)
International donor grants		
South African donors		
Government grants		
Corporate social investment		
Self generated income, eg private sector/ govt. contracts, training fees.		

...with the National Skills Development

...grammes accredited with a Sectoral Education and Training

...progress, which SETA are you accredited with?

...DP-SETA ˅ MAPPP-SETA ˅ Other: Please specify.....

...e you currently paying Skills Development Levies?

...Yes

...No

...In progress

28. What training does your organisation offer?

Course area	Skills acquired	Duration in hours	Target Group

29. How do you deliver training?

Training on-site (in your premises)		˅
Regional or "clustered" training	On-site ˅	Off-site ˅
Off-site mentorship by fieldworker		˅
Customised training for individual organisations		˅
Set courses		˅
Other		˅

30. Do you track your clients over time:

Yes ˅

No ˅

31. Do you develop your own learner support materials? Yes ˅

SECTION 5: Information Management

32. How do you obtain information about developments in your sector? .....

.....

33. How would you like to obtain information about developments in your sector? .....

.....

34. What information would you like to receive? .....

.....

35. Does your organisation have the following capacity, in terms of information management?

	Yes	In development	No
Electronic databases, please specify:			
Undertake periodic surveys to gather information pertinent to the sector			
Internet based research			
Build and maintain own website			
Tracking systems			
Brochure			
Other, please specify:			

SECTION 6: Media development and diversity: challenges, strategies and roles.

36. What are the key CHALLENGES facing the MDDA in fulfilling its role to promote media development and diversity in SA? .....

.....

.....

.....

37. What KEY STRATEGIES should the MDDA adopt in order to address these challenges?

.....

.....

.....

.....

38. How do you see the ROLES of the following stakeholders in terms of promoting media development and diversity?

MDDA

National network/s

Service Providers

Other:
e.g. Dept of Communications

Many thanks for taking your time to fill in this questionnaire

THE AUTHORS

A. Hadland (Adrian)

Deputy Executive Director
Social Cohesion and Integration Research Programme
Human Sciences Research Council (HSRC)

Long-standing experience in international and South African journalism, most recently as the Political Editor and Assistant Editor of the Cape Argus. Numerous publications in international magazines, newspapers, journals and other media, and books including biographies of President Thabo Mbeki, and Nelson Mandela. At the HSRC his work focuses on media in South Africa with special reference to its role in an emerging democracy. Key research topics include diversity and development issues, governmental relations, political economy, race and the media's role in patterns of social cohesion.

Address:

Human Sciences Research Council
P.O. Box X9182
Cape Town 8000 South Africa

Phone +27(0)21.4674422
Fax +27(0)21.4610836
Email ahadland@hsrc.ac.za http://www.hsrc.ac.za

K. Thorne (Karen)

Director
Mediaworks

Extensive experience in the community media sector including the Film and Allied Workers Organisation, the National Community Media Forum, the Open Window Network and Videazimut. Her work has encompassed community and independent print, radio and audio-visual media as well as efforts to promote universal access to ICT's. This work has primarily involved national networking, research, publications, project and programme management, education and training, policy formulation, lobbying and fundraising. She has participated in numerous policy processes including the South African Broadcast Production Advisory Body and the Community Electronic Multi-Media Task Team.

Address:

Mediaworks
PO Box 102229
Caledon Square
Cape Town 7905

Home
13 Sir George Grey St
Oranjezicht
Cape Town 8001

Phone +27(21) 461-0368
Fax: +27(21) 461-0385
Email karen@mediawks.co.za karent@sn.apc.za