

APPENDIX THIRTEEN

Organizational Structure Options for Educational Broadcasting

This appendix focuses on models or options for organizational structures of broadcasting organizations. It draws on common international models in order to present different options for a South African educational broadcasting unit. We first distinguish between four basic organizational options, and then analyse model B as a possible preferred model for South Africa. Through this more detailed focus on a single model, we describe some key aspects of organization structures that have relevance to whichever model is selected.

OUTLINING THE MODELS

In this section, we present a description of four organization models for educational broadcasting units or organizations. These can be regarded as most commonly occurring internationally. We describe the following models or options:

- Model A: An autonomous educational broadcasting organization *within the framework of public broadcasting*;
- Model B: An educational broadcasting organization as a department of a general broadcasting organization *with a structural link with education*;
- Model C: An educational broadcasting organization as a department of a general broadcasting organization *without a structural link with education*; and
- Model D: A partnership of private and/or public organizations.

MODEL A: AUTONOMOUS EDUCATIONAL BROADCASTING ORGANIZATION (WITHIN THE FRAMEWORK OF PUBLIC BROADCASTING)

Organization Structure

This organizational form has *its own legal status* within the Media Act. With regard to the position of the public broadcasting organizations, the Act contains a section allocating broadcasting time to a dedicated educational broadcasting organization. The educational broadcasting organization is a constituent part of the public broadcasting structure. The Media Act may lay down requirements relating to the administrative structure and/or the representation of the organization.

The independent position within the Media Act implies that an organization of this type is *directly financed* from the TV licence fee and/or from advertising revenue.

The responsibility for policy lies with the Board (or another legal form). The programme policy may be delegated to a programme council. If the Board does not delegate programme policy, it may call upon a programme advisory council for programming advice.

There must at all times be a body, either the Board or some other body, that determines programme policy and is composed of representatives from educational organizations, national or otherwise.

In this way, an organization is formed whose policy takes account of all educational needs and in which educational criteria play an important role at all levels of the organization.

Such organizations generally develop a *specialist department* in the area of research, promotion and publications for the educational market.

Coordinating Mechanisms

The ministry responsible for media legislation coordinates and supervises the allotted broadcasting time and the financial resource expenditure. The ministry responsible has no influence on programmes/programme policy. That ministry may delegate its coordinating role and supervisory task to an administrative body, which may or may not be independent.

The Board or coordinating body, whichever the case may be, which is made up of representatives from various groups in the community, takes into consideration the interests of the community at large, in particular in the area of education. The programme council/advisory council is made up of members who represent the various sectors of the educational field. The management coordinates the activities with national and international organizations, companies, and institutions.

Resource Acquisitions

The autonomous educational broadcasting organization independently develops multimedia packages comprising image, sound and printed material. All the various distribution media may be deployed in this process. The organization is optimally equipped to produce and distribute such multimedia packages, owing to the presence of an internal, possibly independent, educational publishing house and the aforementioned specialist departments. This means that an *integrated approach* to the development of multimedia packages is guaranteed. Work may be conducted in so-called project teams, in which all the disciplines are represented.

The educational broadcasting organization holds a large stock of copyright-free archive material in the field of image and sound, thus facilitating re-use by other media. This will be of extreme importance in the future, particularly for on-line service provision.

Relationships with Education Providers

The target group for such a model can vary and include schools, colleges, universities and so on. At an operational level, the educational sector may also exercise an influence. In some organizations use is made of 'educational officers' and in others, of 'editorial teams of teachers'. Editorial committees, a research department, information, educational officers, etc.

MODEL B: EDUCATIONAL BROADCASTING ORGANIZATION AS A DEPARTMENT OF A GENERAL BROADCASTING ORGANIZATION (WITH A STRUCTURAL LINK WITH EDUCATION)

Organizational Structure

In this organization, education is a constituent part of public broadcasting as a whole. A general public broadcasting organization has a *legal status* and is generally required to perform the tasks of education, information, and entertainment. The education department has no *legal right* to its own broadcasting time and therefore is *not in direct receipt* of financial resources. The programme budget is a component of the total budget of the public broadcasting organization and is determined annually on a basis of priorities.

The Board of the public broadcasting organization determines the policy of the entire organization, including the educational department. The Board is *not* made up of representatives from educational organizations, but a programme council may be set up to act as *advisory* body.

The risk is that recommendation may become ineffective during the complicated process of making television programmes and that the interests of the broadcasting organization as a whole may overshadow educational interests. This could have an effect on the continuity, quality, and editorial independence of the programmes and on the availability of other, possibly supplementary, media. In a structural relationship between educational organizations and public broadcasting, which should preferably be laid down in an Act or a charter, this risk can be counteracted. These organizations do not develop specialist departments in the field of research, promotion and publications for the educational market.

Coordinating Mechanisms

The Ministry responsible for media legislation coordinates and supervises the allotted broadcasting time and the financial resource expenditure. In this case too, this Ministry may delegate its coordinating role and supervisory task to an administrative body, which may or may not be independent. The Board, which is made up of representatives from various groups in the community, takes into consideration the interests of the community at large and not specifically education-related needs. The programme council/advisory council on Education may be made up of members who represent, or may represent, the various sectors of the educational field. This organizational form must always incorporate a legal guarantee to the effect that the policy must take account of the needs of the educational field and in which educational criteria play an important role at all levels of the organization.

Resource Acquisitions

The educational broadcasting organization independently develops multimedia packages comprising image, sound, and printed material. All the various distribution media may be deployed in this process.

The organization is generally not optimally equipped to produce and distribute such multimedia packages, owing to the existence of an internal educational publishing house and specialist departments. This means that an integrated approach to the development of multimedia packages is limited. External publishing houses generally have to be called in, which may have a cost-raising effect. For the comparatively small education market, it is

desirable to keep costs as low as possible as there are insufficient financial resources available.

In the production of the multimedia package, colleagues from other, possibly non-specialist, departments also often have to be called upon, for example for production and directing, the Internet, promotional activities, research etc.

The educational broadcasting organization holds a large stock of copyright-free archive material in the field of image and sound, thus facilitating re-use by other media. This will be of extreme importance in the future, particularly for on-line service provision.

MODEL C: EDUCATIONAL BROADCASTING ORGANIZATION AS A DEPARTMENT OF A GENERAL BROADCASTING ORGANIZATION (WITHOUT A STRUCTURAL LINK WITH EDUCATION)

Organization Structure

In this organizational form, broadcasting time and financial resources are in the hands of the public broadcasting organization as a whole, on a basis of media legislation. The education department has no *legal right* to its own broadcasting time and therefore is *not in direct receipt* of financial resources. In some cases, 'education' is even integrated into other departments and does not form an independent entity.

The Board of the public broadcasting organization is *not* made up of representatives from educational organizations and there is no structural link with education. There are no programme councils. In consequence, no independent educational policy can be pursued. Broadcasting criteria tend to be dominant in such organizations, as radio and television are not the means, but the end. The priorities lie in entertainment, sport and the news, and education and culture occupy a marginal position. This marginal position is manifested in terms of financial resources, personnel policy and programme policy.

The organization structure set up likewise takes no account of the specific needs of an educational department. There are no specialist departments in the area of research, promotion and publications for education.

Coordinating Mechanisms

The ministry responsible for media legislation coordinates and supervises the allotted broadcasting time and the financial resource expenditure. The Board, which is made up of representatives from various groups in the community, takes into consideration the interests of the community at large and not specifically education-related needs. There is no programme council/advisory council on Education in this type of organization.

In this organizational form, there is no guarantee whatsoever to the effect that the policy must take account of the needs of the educational field. Educational criteria play hardly any role at any level of the organization.

Resource Acquisitions

The education department basically only develops radio and television programmes. An integrated approach to the production of multimedia packages scarcely exists, if at all. Where

this does exist, the printed matter and supplementary media are contracted out to external producers, which is a cost-raising factor. For the comparatively small education market, it is desirable to keep costs as low as possible as there are insufficient financial resources available.

The organization is generally not optimally equipped to produce and distribute such multimedia packages. This means that an integrated approach to the development of multimedia packages is not possible, which is detrimental to the learning effect.

The educational broadcasting organization holds a large stock of copyright-free archive material in the field of image and sound, thus enabling re-use. Such re-use will, however, be concentrated on television programmes as there will be little interest in other media and on-line service provision.

MODEL D: PARTNERSHIP OF PRIVATE AND/OR PUBLIC ORGANIZATIONS

Organization Structure

This organization is a partnership of a number of organizations and/or institutions, educational or otherwise, where the manner of collaboration is laid down in an agreement. In international media legislation in the field of broadcasting, this organizational form is only found where the responsibility can be assigned to (1) party holding the legal rights. The financing may well be as laid down in media legislation, but will largely comprise internal resources and/or advertising revenue. There is an inherent danger that public resources will filter through to private organizations, which therefore calls for monitoring. A coordinating form of governance is responsible for policy and the financial resources. In view of the fact that the participating organizations retain their individual autonomy and policy, it will be difficult to define a structure for a joint policy and to promote the various different interests. Alignment with a national educational policy will hardly be feasible, particularly if the partnership consists solely of private organizations. The partners in a partnership each have their own objectives in the area of finance and the 'core-business' each is able to offer.

The coordinating organization will have neither programme councils, nor a Board for educational policy determination. The organization set up will have a strongly coordinating function. Specialist departments (if already present) will generally be restricted to each partner's individual organization. A public service or commercial broadcasting organization will be less inclined to participate in such a partnership, as that organization will then relinquish its hold on a degree of its autonomy and the policy set out. The decision-making process will need to take several partners into consideration and will in consequence be slow-moving and compromise-based. The most influential partner, financially or otherwise, will play a dominant role, which may give rise to a conflict-sensitive situation.¹

Coordinating Mechanisms

The ministry grants permission for and supervises compliance of activities covered by media legislation. All other activities (for example the Internet, production and distribution of teaching resources, etc.) may be implemented without permission. The Board or coordinating body, made up of representatives from the various organizations with which the partnership

¹ See research report 'Educatief kanaal Nederland - Vlaanderen' /Wolters Kluwer

agreement has been entered into, coordinates the various interests and activities. It is of importance which authority is delegated by the management of the participating organizations. Devolution of tasks and authority to the Board will be felt as a threat to one's 'own' organization.

In theory, there will be no representatives from within the external educational organizations exercising an influence on the policy and the operational activities, either on the Board or in programme councils.

Resource Acquisitions

The various organizations independently develop products for educational purposes. Joint products may be developed in mutual consultation. An integrated approach to the development of multimedia packages will only be possible if project managers are appointed with wide-ranging authority. This will mean that the interests of the various participating organizations will not be represented to their optimum advantage.

In contrast to the educational broadcasting organizations, such organizations do not hold archives with copyright-free image and sound material.

PREFERRED MODEL FOR SOUTH AFRICA

After analysing the advantages and disadvantages of the models described and testing their viability in the South African situation, we have come to the conclusion that model B forms the best point of departure for application in South Africa. Here, the assumption is made that the existing infrastructure of the public broadcasting organization in South Africa offers the best potential for the provision of adequate educational services. In an international context, this organization form is found within the public educational broadcasting of the BBC and Channel 4 in the United Kingdom, NHK in Japan and a number of other Western European organizations.

SWOT ANALYSIS FOR MODEL B

The functioning of educational departments as a constituent part of the public broadcasting service has a number of positive and negative aspects. A SWOT analysis (Strengths, Weaknesses, Opportunities and Threats) gives the following characteristics:

Strengths and Opportunities

The funding of these organizations is generally based on the licence fee (sometimes supplemented by advertising revenue), which, having a designated end-use, is less than susceptible to economization measures and/or changes in priorities in government policy.

Broadcasting organizations tend to be fairly autonomous in a political sense and are able to function independently from the national government system or educational system.

The broadcasting organization has access to a large number of facilities, such as a comprehensive audio-visual archive, technical facilities, international partnerships, training programmes, etc.

Broadcasting organizations have considerable experience in systematically producing many programmes of a professional quality. The production process takes place within pre-determined budgets and is based on carefully prepared production schedules with many deadlines. The discipline required to implement such complex production and transmission processes is an important condition for guaranteeing regular programme production.

However, the broadcaster's monopoly in the production of professional programmes has in recent years been seriously affected by the advent of many high-quality independent production companies, offering a calibre equal to that of the programmes produced by the broadcasting organizations. A development of this nature is highly positive for the creative variety of the programming and for the development of the audio-visual industry in the country. In a number of countries, the government has made it obligatory for a certain quota of programmes (between 20 and 50%) to be contracted out to independent producers.

Weaknesses and Threats

The first weakness of this model is the adoption of broadcasting criteria in the production of strictly educational programmes. Broadcasting personnel derive their criteria from their professional qualifications and the sphere of work in which they operate on a day-to-day basis. The director refers to a successful programme in terms of quality, by which he means that the programme satisfies the professional criteria appropriate to broadcasting. In concrete terms, he draws attention to the need for tension, pace, variation, good design, and so on. He aims to hold the viewer's attention by making use of continual changes in camera focus, scenes, location, subject and dialogue. Attention-holding in educational television programmes is of great importance, but it must never be at the expense of the primary objective of the programme, namely the transfer of information.

Anthony Bates, a leading researcher of educational programmes, says on this subject:

The restless and fragmented nature of popular television formats is the greatest obstacle to learning directly from broadcasting. To slow down the pace and to hold shots, giving learners time to observe, to think, to make their own connections; to provide repetition, summaries and feed-back within a programme; to provide a simple and clear structure, all require courage and a willingness to be unorthodox, so entrenched is the idea that complex structures and short, sharp sequences are the essence of 'good' television

In such broadcasting organizations, the educational sector plays merely an advisory role, because media legislation dictates that the final responsibility is in the hands of the broadcasting organizations. The Board of the broadcasting organization has, by definition, no representatives from the educational sector and in consequence, the education department is given marginal attention in comparison with, for example, the departments of amusement, sport and news. The status of the personnel in these departments is more highly valued than that of those working in the educational sector. The result is that the education component achieves insufficient emphasis both in the administrative, personnel, and operational policy.

The educational policy of such general broadcasting organizations cannot adequately be determined on a basis of the principles in force within mainstream education. As a result of the general personnel policy operating in the broadcasting organization, the programme makers generally do not have the capacities to translate the educational objectives into projects, which the educational sector needs.

In educational organizations, the medium of television is central, which means limited attention to multimedia educational learning packages. The development of a total concept for the multimedia project is scarcely given consideration.

Broadcasting organizations devote no attention to formative and summative research into didactic functionality and effectiveness of the educational programmes and regular “feedback” to the educational sector. Research is generally restricted to general audience viewing figures.

Concluding Remarks

In summary it can be said that the strengths and opportunities of the public broadcasting organization are of great importance for the educational department, but the weaknesses and threats need to be cushioned and/or combated. This should not be done by calling in no-obligation advisers from the educational sector during the production process, because such advice tends to fade into the background during the complicated production process. The link with education needs to be structural at all levels of the organization and the organization process. In a number of countries, this structural link with education has been carried out in practice by way of school broadcasting councils, education officers, educational governors, and others. This illustrates how the weaknesses and threats can be transformed into opportunities for the organization.

It would be incorrect to exaggerate the differences outlined between broadcaster-based and education-based systems. We are here referring to many commonly occurring *models*. In many countries, educational television is produced with the aid of a variety of educational forms with varying degrees of success. However, in virtually every country there is criticism of the working situation and of how the end product is achieved.

Hawkrige and Robinson are therefore of the following opinion:

In summary, there can be no question of selecting a ‘best-buy’ out of forms of governance described in the case studies. No system scores more points than the others on every question. It is rather a case of looking for the elements of good practice

KEY ELEMENTS TO CONSIDER FOR ORGANIZATIONAL STRUCTURES

The best organizational structure combines the strong functions of both the educational component and the broadcasting component within a more-or-less autonomous institution or department. The following is a description of how certain elements in the top-down approach may be optimized within the context of the broadcasting structure.

The following will be discussed in order of sequence:

1. media legislation
2. the Board of the broadcasting organization
3. the Programme Council
4. the operational level

MEDIA LEGISLATION

In the media legislation operating in virtually every country, the task of the public broadcaster is defined as that of the presentation of programmes in the field of amusement, information, and education for the entire population. In some countries, including the Netherlands, a specific place in this legislation is reserved for the educational broadcasting organization.

The educational broadcasting organization must satisfy the following requirements:

- It must be a legal person with full legal capacity;
- Its sole object must be to provide educational programmes in the field of education and training;
- Its Articles of Association must indicate that it has a Board or body composed of members including experts from the community of representative, national organizations in the field of education and training.

On the basis of these requirements, specific broadcasting time and financial resources are allocated to the educational broadcaster.

If such a legal provision is not in operation, the allocation of broadcasting time and resources will be assigned directly to the general public broadcaster, which will then autonomously divide broadcasting time and resources over the various sectors of public broadcasting. The education department therefore has no legal right to its own broadcasting time and is not in direct receipt of financial resources either. The programme budget is a component of the total budget of the public broadcaster and is determined annually on a basis of priorities. The risk is that the sport and amusement sectors will receive the largest budgets in order to compete with the commercial channels. A structural solution to this problem is to establish a *charter*, specifying what percentage of the total broadcasting budget is to go to the educational department on a structural basis and further specifying the amount of broadcasting time with accompanying broadcast slots. Internationally, in the strong educational broadcasters, an average of 10% of the total broadcasting budget is made available to educational broadcasting on an annual basis and the amount of broadcasting time is also specified. This enables long-term planning and programming to be prepared on a sound and proper basis.

An international comparison of the funding systems operating in public broadcasting shows a considerable number of differences. One may conclude that in particular the North American educational broadcasters, like the PBS stations and TV Ontario, are to a great extent financed from private funding sources. This sort of funding offers little continuity for a long-term policy. The Western European educational broadcasting organizations are to a much greater degree based on public funding, sometimes supplemented with advertising revenue.

At the 4th European Ministerial Conference on Mass Media Policy (Prague 1994), the following resolution was adopted:

Participating states undertake to maintain and, where necessary, establish an appropriate and secure funding framework which guarantees public service broadcasters the means necessary to accomplish their missions. There are a number of sources of funding for sustaining and promoting public service broadcasting, such as licence fees, public subsidies, advertising and sponsorship revenue; sales of their audio-visual works and programme agreements. Where appropriate, funding may also be provided from charges for thematic services offered as a complement to the basic service. The level

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

South Africa should seek to achieve an identical policy with respect to the funding of its public broadcasting system.

Finally, it is vital that media legislation should make legal provision to enable the educational broadcasting organization to make use of all the distribution channels, which includes, in addition to the transmission of television and radio programmes, the possibility of publication of printed materials, new media such as CD-ROMs and on-line services via the Internet.

THE BOARD OF THE BROADCASTING ORGANIZATION

The Board of the general public broadcasting organization determines the policy of the entire organization, including that of the education department. The Board does not comprise representatives from educational organizations. In order to emphasize the position of the educational department more sharply on a structural basis, but also in order to be able to render an account of proceedings, it is desirable to make one or more seats on the Board of the general public broadcasting organization available to representatives from the community of national educational organizations. A representative from the Ministry of Education could also occupy such a seat on a basis of the legal principle that the public broadcasting organization is required to devote attention to education.

Another model often found is for the Chairman of the Programme Council, which is described in greater detail below, to have a seat on the Board.

THE PROGRAMME COUNCIL

The general Board of the public broadcasting organization determines the general policy and the pre-conditions. The general Board does not have the power to determine the specific policy in the field of educational programming. For this purpose, it is desirable that a Programme Council, composed of representatives from the community of representative, national educational organizations, be set up. Within the strategic and financial framework determined by the Board, the Programme Council determines the programme policy in consultation with the manager of the educational department and submits this to the Board for approval. The policy is restricted to macro programming level and encompasses all the media and all the distribution channels. The Programme Council advises the Executive Board and the Board on the programme policy and its implementation, both on request and unrequested, evaluates the policy pursued and reports on this to the Board. For this reason it is advisable that the Chairman of the Programme Council should also have a seat on the Board.

The establishment of a Programme Council strengthens the public support for the educational department, which also has a positive influence on permanent entrenchment within the broadcasting system.

The members of the Programme Council, together with the national organizations which they represent, form important “stakeholders” for the educational department in the event of crisis situations and for the representation of interests. An organization is thus formed whose policy

can take account of all the educational needs and in which educational criteria play a major role at all levels.

THE OPERATIONAL LEVEL

The structure of the organization at operational level, the educational department, also needs to adjust to the interests, educational or otherwise, mentioned in this report. The management of the educational department is integrally responsible for policy implementation and the results obtained by the educational sector. The management is responsible to the Board and the Programme Council. The management draws up the business plans, including long-term programming, and indicates the financial and personnel frameworks.

The structure of the organization should be based on a product/market combination, for example the sectors mainstream education (primary and secondary) and vocational education, which together may be summarised as “educational establishments”, and additionally adult education, involving a more individual approach, with transmission generally at different times. The structure of the organization based on this type of product/market combination should be implemented with considerable attention, based on an analysis of the market.

The execution of production is largely delegated to project teams headed by a project manager (producer). The project manager is integrally responsible for the execution and quality of the multimedia project, for which the pre-conditions are delivered by the management. Within the project team, there is integral deployment of all the media available for the project: television, radio, the printed media, the Internet, etc.. Only in this way will the strong functions of the various media be optimally used and a functional cohesion in the multimedia project created.

The project team will consist of:

- a project manager
- a director
- a production assistant
- an editor of written material
- an information/P.R.-officer
- a researcher
- external experts

The projects team will not need to meet in its entirety in all cases, which means that all the team members need to be kept optimally informed on the progress of the project. At suitable moments, other team members (information/P.R.-officer, researcher, etc.) may be called in for the activities desired. By harmonising the activities to maximum effect, gains - particularly in efficiency - can be achieved as well as a good attunement to the market.

In a number of international educational broadcasting organizations, contact is maintained with the educational field (the market), both prior to and during the production process, by calling in so-called education officers or editorial teams consisting of people still working in education on a day-to-day basis. All phases of the production process are tested by them as to suitability for the target group.

Good attunement to the market also requires specialist departments to be set up for research, information provision, possibly with the addition of policy development, acquisition and sales.

General corporate staff departments, for example in the field of research and information, have insufficient knowledge of the specific educational market and are therefore not in a position to develop the most suitable tools to approach this market. An educational department therefore calls for the creation of specialist departments in this area. The tasks also include the development of specific communication strategies and research techniques, as well as actual participation in project teams.

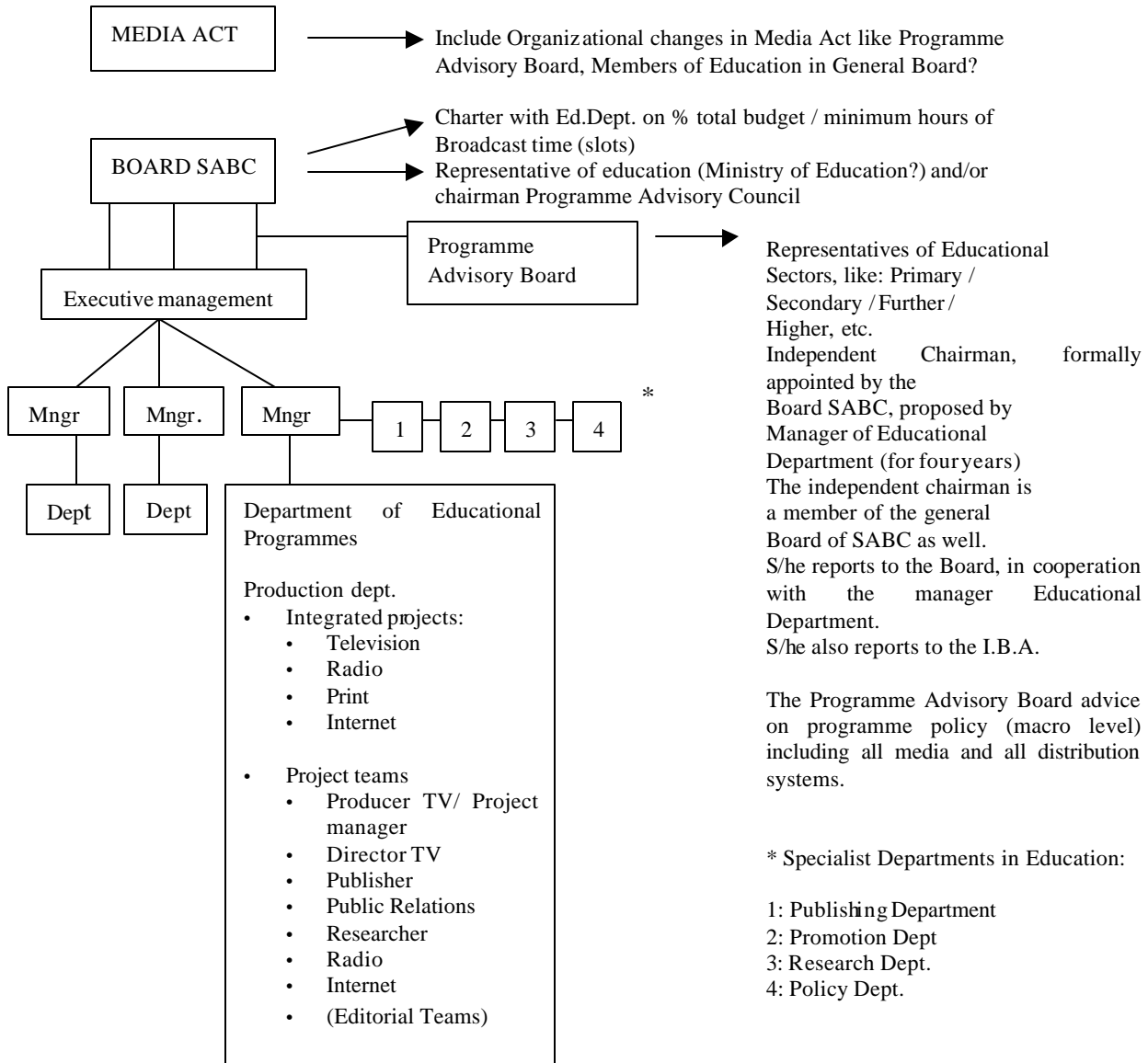
A specific “human resource” management is vital to guarantee the educational know-how in the department. The educational department must not be allocated staff on a basis of the general human-resource policy operated by the general public broadcasting organization. Personnel must be selected on a basis of individual criteria, which for some posts will mean that a background in education will be of great importance. Examples might include posts within management and the position of project manager. A condition, obviously, is that these officials should be familiar with the educational market for the products to be of optimum benefit to the target group.

Further details of organizational model B need to be seen within the framework of the chosen option in favour of ‘nesting’ an educational channel within the existing channels operated by SABC. In South Africa, within the historical development of the educational broadcasting organization, phase three will first need to be fully developed, i.e. an educational service within public broadcasting geared to a two-track policy. On the one hand, broadcasting will have to go on via the traditional broadcasting channels and on the other hand, a contribution to education will need to be made via the new technologies. Both these distribution systems have not as yet been optimally developed in South Africa.

There are a considerable number of objections to the setting up of a dedicated educational Channel, which can be summarised as follows:

- such a channel will end up as a “ghetto”, with insufficient numbers of viewers
- such a channel will be unable to benefit from the captive audience-effect produced by the sandwich formula, involving a combination with other programmes
- such a channel will be unable to generate sufficient funding
- there is no adequate educational infrastructure for such a channel
- there is no adequate technological infrastructure for such a channel

In conclusion, we present a diagram that illustrates several of the key features of Model B.



- Production office / facilities } all general SABC
- Human Resources } all general SABC
- Transmitting office } all general SABC

Requirements for project manager (producer): Educational background / management skills

All project managers (producers) are integral responsible for the multimedia projects.

Project managers report to the manager of Ed. Dept, who has the final responsibility.

Editorial shadow -teams from education: feed back on programme proposals / feed back on programmes and use in class room.

Independent Human Resource Policy from SABC in general, because of specific requirements.