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Working Group II
Achieving greater diversity in broadcasting: the whole picture

Introductory Document
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"An individual has not started living until he can rise above the narrow confines of his individualistic concerns to the broader concerns of all humanity."

— *Martin Luther King, Jr.*

1. Introduction

Diversity is an almost universal, central and transversal theme for audiovisual regulatory bodies throughout Europe – reflecting the richness of cultures, languages, history and politics that make up societies in almost every European country. Regulators have an important societal role to play as the guardians of diversity in the audiovisual sphere, aligned to their fundamental purpose of supporting freedom of expression and democratic values.

When regulators aim to ensure diversity for audiences, their intention is to reflect the diversity of society in audiovisual content, recognising that representation, both on-screen and off-screen, is central to achieving such an ambition.

Four years have elapsed since the EPRA session in Tbilisi on "**Ensuring Diversity and Inclusion in the Media**" explored how national regulators approached representation of age, social class, ethnicity, gender, sexuality and disability in the media. This plenary session was the first attempt of our cooperation platform to gain insight on the important role played by broadcasting regulators in Europe and to identify common issues of concern in this field. On this occasion, a background document[1] was produced based on the responses to a questionnaire circulated to EPRA members. One of the conclusions arising from the session was that old tools may not be sufficient anymore and that creativity in the solutions developed by regulators should be encouraged.

In recent years, the issue of achieving greater diversity in broadcasting has gained wide prominence in Europe. It is against this background that EPRA Members have decided to include in EPRA's Work Programme for 2018 a biannual working group, exploring practical ways of encouraging a better representation of society – on-screen and off-screen – by addressing diversity from the specific angles of

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[1] EPRA Background document by content producer Mònica Duran Ruiz CAC (ES), for the Plenary session 2: "Ensuring Diversity and Inclusion in the Media " https://www.epra.org/attachments/tbilisi-plenary-2-ensuring-diversity-and-inclusion-in-the-media-background-paper

gender representation (in the spring session in Luxembourg) and social, cultural and ethnic minorities (in the autumn session in Bratislava).

Following the spring session, a comparative report entitled "**Achieving Greater Diversity in Broadcasting - special focus on Gender; benefits and best practice approaches**"[2], based on the results of a questionnaire completed by 31 audiovisual regulatory authorities, was published. The purpose of this comparative report was to provide an overview of the different roles and approaches adopted by national audiovisual regulatory authorities in promoting greater gender representation and portrayal both on- and off-screen and raising some points for regulators to consider.

Building on this experience, the autumn session of the working group will look at practical ways of **encouraging better representation of society on the screen** by addressing diversity from the specific angles of **social, cultural, ethnic and linguistic minorities**.

2. Aim of the WG

EPRA's Work Programme for 2018 states: "*The second session of this WG will focus on how to facilitate wider diversity in broadcast media, notably in terms of age, ethnicity, disability and sexuality.*

Group participants will examine the role of the broadcast regulator in the representation of diversity, look at mechanisms that currently exist for measuring diversity in broadcast media, produce a gap analysis and identify potential solutions. The group will also hear about current initiatives to measure and promote representative diversity that have been undertaken by other organisations and discuss how these approaches may be used to assist in informing future policy on increasing representative diversity in broadcast media. Finally, the group will discuss what other tools and approaches exist, and/or are required, to achieve greater diversity in broadcasting."

The purpose of this working group session is to explore the various ways in which audiovisual regulators, as well as broadcasting organisations, interpret and pursue the goal of ensuring diversity for audiences, recognising that conditions at national, regional and local levels may be different and are likely to require different responses.

3. Session Structure and Line-up of Speakers

Celene Craig, EPRA Chairperson, will welcome participants, introduce the session and present the speakers. There will be four speakers in all. The first speaker, Deborah Williams, will present a keynote address. The keynote speaker will be followed by three further, shorter, presentations. Two of these presentations will be made by representatives of regulatory bodies – Marcel Regnotto of OFCOM (CH)

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[2] EPRA Background report by Ofcom (UK) for the Working Group II "Achieving Greater Diversity in Broadcasting - special focus on Gender; benefits and best practice approaches" https://www.epra.org/attachments/achieving-greater-diversity-in-broadcasting-special-focus-on-gender-comparative-background-paper

and Sonia Monjas of the CNMC (ES). The fourth speaker, representing the Community Media Forum Europe (CMFE), will bring a community media perspective to our deliberations.

Following the presentations, participants in the working group will have an opportunity to put specific questions to the speakers and to discuss and debate the questions set out in Section 4 below. **As is always the case with EPRA working groups, contributions from participants about their own experiences, policies and practices in the matters under discussion will be most welcome.**

Some further information on the speakers and the range of Diversity-related issues that they will cover are set out below:

- **Deborah Williams**, Executive Director of Creative Diversity Network (CDN). CDN is a forum aimed at bringing together organisations which employ and/or make programmes across the UK television industry to promote, celebrate and share good practice around the diversity agenda. CDN is also the creator of "Diamond" (Diversity Analysis Monitoring Data) which is an end-to-end process for collecting and reporting diversity data. This initiative brings together organisations across the UK television industry including the BBC, ITV, Channel 4, Sky, Pact and Creative Skillset and creates a common standard for monitoring diversity across all the main broadcasters.

  Content of the Presentation: Deborah will share her experience of Diversity from an industry perspective and will explain how the project was formed, the motivation of the broadcasters for becoming involved and their approach to research. She will also share the results of that research to date and how the industry is responding to the findings.

- **Henry Loeser**, is research fellow in media innovation and technology and lecturer at the Baltic Film & Media School of Tallinn University. He is also a Board Member of the Community Media Forum Europe (CMFE), which is a group of policy experts advocating community media in Europe. Henry holds a PhD in sociology with specific research into community broadcasting[3].

  Content of the presentation: Henry will illustrate the role of diversity as a key component of community broadcasting. A look inside the ethos of community broadcasting is provided with specific research case studies about important values expressed in community media policies and organisations; a special Council of Europe report on the role of community media for inclusion of refugees and migrants will also be highlighted.   Participants will hear about initiatives and programmes that promote representative diversity through access, participation, media literacy, and skills development for migrants and other marginalized groups.

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[3] Loeser, H. (2016). *Publics, Participants and Policies: Examining Community Broadcasting in Austria and the Czech Republic* [PhD thesis]. Masaryk University. Available
online: academia.edu/28661192/Publics_Participants_and_Policies_Examining_Community_Broadcasting_in_Austria_and_the_Czech_Republic.

- **Sonia Monjas González,** Expert in Audiovisual Affairs, at CNMC (ES)

  Content of the presentation: Sonia will present the conclusions of a CNMC report on media coverage and inclusion of migrants and refugees in audiovisual media. This work stream has been developed by CNMC under the umbrella of the Mediterranean Network of Regulators (MNRA/RIRM). The Report focuses on three separate but interlinked themes including: the analysis of the role of audiovisual media in shaping public attitudes towards migrants and refugees; the identification of best practices in order to develop collaborative responses to improve inclusion, diversity and better-quality reporting; and the role of the audiovisual regulators.

- **Marcel Regnotto,** Deputy Head of the Media Division, OFCOM (CH)

  Content of the presentation: Marcel will describe the very structured approach in Switzerland to catering for the country's four official languages. He will explain why linguistic diversity is so important at the national level and how Switzerland has managed, in a very structured way, to deliver on the important national objective of ensuring national linguistic cohesion.

4. Questions for debate

Participants in the working group are encouraged to ask questions of those presenting and contributions from participants about their own regulatory experiences, policies and practices in the matters under discussion will be most welcome.

A wide-ranging debate is envisaged and some of the issue within scope are set out below:

Players:
- **National Regulatory Authorities**: how do NRAs achieve diversity through their legislation, policies and practices? How do NRAs interpret their role in respect of diversity and what are the range of issues in scope e.g. language, ethnic minorities, disability, age etc.? How do regulators respond to national, regional and local conditions? How do they build-in flexibility to respond to dynamic changes in the environment? How do they monitor and assess performance by broadcasting organisations? Are there gaps emerging and, if so, how do they propose to address such gaps? What are the specific initiatives designed to increase representative diversity in broadcast media?

- **Community Broadcasting**: the *raison d'être* of community broadcasting is to be representative of, as well as catering for, the community to be served. Being in the frontline, so to speak, how are Community Broadcasters positioned, (both structurally, and in terms of ethos), to respond dynamically to changes in the environment relating to minority interests?

- **Public Service Broadcasters**: given the remit of PSBs to serve all audiences, what have been the approaches and practices of PSBs to deal with such issues given their special role? How have audiences responded? How is success measured? How do broadcasters stay abreast of changes in the environment? How are new gaps identified and how do they respond to such situations?

Enforcement and Assessment Tools:

- Is imposing **content quotas/diversity targets** on broadcasters and other service providers an efficient way to promote cultural diversity in the audiovisual media? Are there any effective incentive-based measures?
- What are the new **challenges** faced by the measurement of audiovisual diversity in the new **digital ecosystem**?
- Are there any **consensual tools** available to measure audiovisual diversity in the new digital environment? When measuring diversity in media which **research tools** can be taken into account?