

Migration and Integration –  
Europe's big challenge  
What role do the media play?

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**READER  
WORKING GROUPS**

This reader is a product of Mira Media in cooperation with the office of the commissioner for integration and cultural diversity at Westdeutscher Rundfunk, Dr. Gualtiero Zambonini.

The reader serves to provide background information/a working paper for the participants in the working groups held as part of the European Conference “Migration and Integration – Europe's biggest challenge. What role do the media play?”. It makes no claims to completeness.

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## **MIRA MEDIA**

Mira Media is the Dutch centre of expertise on Media and Diversity. Its main goal is to achieve more diversity and ‘ethnic’ pluralism by supporting the participation of immigrants in Dutch radio, television and the interactive media. Mira Media has no broadcasting time but it co-operates closely with Dutch national and local (public and commercial) broadcasters. Mira Media is an independent co-operative body founded in 1986 by the major national immigrant organisations in the Netherlands.

Mira Media initiated and facilitates the European Online/More Colour in the Media network<sup>1</sup>. It is a network of NGO's, broadcasters, training institutes and researchers, set up to make the European media more diverse both in terms of access to media jobs and portrayal of ethnic minorities. The Online/More Colour in the Media network was established in 1997. Since then, it has initiated and co-ordinated projects and networks in the fields of employment and training, intercultural media education and career orientation, programme exchange, support of minority media, empowerment of minority audiences and research. In 2004 Mira Media organised the European conference “Tuning in to Diversity 2004”<sup>2</sup>.

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<sup>1</sup> <http://www.olmcm.org>

<sup>2</sup> <http://www.tuning2004.nl>

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## General introduction

Integration and cultural diversity are at the core components of how Europeans see themselves. They are the guiding principles of a multi-faceted process that is driving Europe toward political unity while at the same time maintaining the continent's diverse languages and cultures. They are the basis upon which a dialogue between these various cultures can thrive, and upon which all people who have made Europe the centre of their lives can co-exist peacefully, regardless of their national or ethnic heritage. Due to globalisation and regional conflicts, there is an on-going wave of migration toward Europe<sup>3</sup>. The tension between these forces presents European society with a tremendous challenge. It is not only a matter of the peaceful co-existence of people of diverse cultural, ethnic and religious backgrounds, but rather of their active participation in the process of building a common European community in an increasingly globalised world.

The present technological and digital revolution enables every citizen to receive and chose a variety of news, information and entertainment programmes from global, national, and local radio, television and Internet channels. 'Breaking news', unfiltered from distant conflict zones, is being brought directly to television and computer screens. The speed and de-contextualisation of this news has often implications for national political debates concerning cultural diversity, integration, religion and asylum, with effects on the life of particular minority communities. The publication, in a Danish newspaper, of cartoons satirizing the prophet Muhammad and recently a speech of the Pope, which caused angry reactions of Muslims on the streets of Denmark and around the world, make clear how fragile relations between different cultures and religions even in our enlightened age really are. Different concepts sometimes meet head on. On the one hand stands the right to freedom of expression, on the other hand stand religious sensitivities, flowing from an equally important right, namely freedom of religion and worship according to one's preference.

International governmental and non-governmental organisations like the UNESCO, Council of Europe, OSCE, International Federation of Journalists (IFJ), European Monitoring Centre on Racism and Xenophobia (EUMC) and the European Broadcasting Union (EBU) regularly underline the importance of public service broadcasting in this context and encourage national governments to supply the public with a diversity of media content, such as analyses, comments, cultural and educational programmes, investigative journalism, capable of promoting a critical debate and a wider democratic participation of persons belonging to all communities and generations<sup>4</sup>. However, although most immigrants rely on national Public Service Broadcasting (PSB) television news bulletins as their main source of news, when critical stories like the cartoons in a Danish newspaper, French suburbs and the war in Iraq break, they draw heavily on the Internet, local community media and transnational satellite television stations, such as *Al Jazeera* and *Al Arabia* for their information, as they find this information more reliable and trustworthy than the Western media.<sup>5</sup> This is a development, which tends to drive communities apart and tends to cause intercultural miscommunications in society.

Integration and full participation in society is both a matter of social cohesion and a prerequisite of economic efficiency. It is, therefore crucial to ensure successful integration of both existing and future immigrant and ethnic minority communities. Making cultural diversity a part of

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<sup>3</sup> World Migration Report 2005

<sup>4</sup> <https://wcd.coe.int/ViewDoc.jsp?Ref=Decl-27.09.2006&Sector=secCM&Language=lanEnglish&Ver=original&BackColorInternet=9999CC&BackColorIntranet=FFBB55&BackColorLogged=FFAC75>

<sup>5</sup> 'Shifting Securities, new cultures before and after the Iraq war 2003' (2006), Open University, UK, <http://www.mediatingsecurity.com>

television and radio has profound effect on the perceptions and attitudes of the audiences. It can provide the immigrant and ethnic minority communities with positive role models, while it can offer to the wider public a more realistic and balanced portrayal of these groups and the multicultural society as a whole.

To fulfil the intercultural PSB mission, some European PSB's have diversity policies in place. It is clear that more diversity among programming staff is needed, as well as recruitment policies that are more representative of the diversity of the society the media serve. In the EU seminar Racism, Xenophobia and the Media in May 2006<sup>6</sup> several key recommendations focused on how to report in a more comprehensive and balanced way on issues which impact on race, ethnicity and faith while respecting freedom of expression and editorial independence were once more formulated:

- o Better representation of minorities in newsrooms through targeted training and recruitment
- o More diversity in mainstream and non-fiction programmes
- o Making training in intercultural understanding a standard component of journalist education
- o Networking and sharing of information and best practice among media from different regions (twinning and exchange programmes, training, forums and regular contact)
- o More dialogue between ethnic, religious and cultural groups and the media to improve the quality of reporting, to be fully aware of the sensitivities around intercultural relations, and to avoid negative stereotyping and language inciting to hatred
- o Improved self-regulation and more own initiatives by media to promote ethical and professional standards in reporting
- o A greater emphasis on comprehensive reporting, including minority voices and highlighting positive intercultural initiatives and examples of good practice
- o Continued European level support for intercultural dialogue and interfaith initiatives
- o A forum for media owners to discuss racism, xenophobia and related issues and the impact of media reporting on intercultural relations

Yet, despite conferences, numerous recommendations a lot of research, projects and more discussions, on average there still remains only a handful of immigrant journalists working in the media industry; and many journalists and broadcasters are still struggling to portray a fair picture of the multicultural society. Most of the recommendations and guidelines formulated in the past are still valid, the big question is: "How to put them into practice?"

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<sup>6</sup>Racism, Xenophobia and the Media: Towards respect and understanding of all religions and cultures (Conference report), Vienna 2006 - [http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp\\_cat\\_content&catid=3e6c61340870c&contentid=452a173c53b66](http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp_cat_content&catid=3e6c61340870c&contentid=452a173c53b66)

## 1. Television: Entertainment and Fiction

Infotainment offers excellent opportunities to reach audiences that are not well informed, as it is able to deal with personal and cultural background of individual characters. It proves to be possible to reach otherwise inaccessible viewers as infotainment programmes generally have greater publicity value. Over the years soaps and drama series became more multicultural and overall the immigrant and ethnic minority characters became more balanced<sup>7</sup>, while some Public Service Broadcasters (PSBs) also started to broadcast soaps which were produced in countries like Turkey and India. Soaps offer a good starting point for creating familiarity with immigrant and ethnic minority groups. Yet here, like in the infotainment programmes there is always the risk of stereotyping and polarised perceptions. The crime series also offer good opportunities to approach multicultural and religious issues in very subtle yet thrilling ways. Last but not least comedy, humour indeed does build bridges especially when it is developed and produced with the involvement of comedians from ethnic minority groups<sup>8</sup>. However, guidelines, education and training, as well as exchange of successful programmes and formats are still strongly needed to further improve these positive developments.

### Recommendations from recent conferences and meetings

- PSB institutions should go out of their way to foster new creative talents and to forge links with those who can meet the needs of increasingly multicultural audiences. Soaps and drama, which are produced in Turkey or Egypt, offer a possible alternative, as well as Bollywood drama that seems to appeal to audiences of various origins.<sup>9</sup>
- Encourage immigrants to develop their own comedies and entertainment. The entertainment created in this way does not need to be labelled but it does introduce a whole new culture when combined with the comedy produced by the majority population. As a result, certain immigrant and multicultural programmes can in a long term become financial successes in the same way that Turkish hip hop has enjoyed success in Germany or Asian rap in the UK.<sup>10</sup>
- Pay attention to intercultural story lines and immigrant characters and involve immigrant actors and scriptwriters in the development. “When German writers, or Dutch or English for that matter, write scripts they try to imagine how a foreigner thinks and acts. When acting out this script the Turkish actor is suddenly confronted with the task of having to play a Turk, as a German would see a Turk. And that can prove to be difficult”.<sup>11</sup>

### Some examples of European developments and good practices

- The most popular programmes immigrants watch include soaps and TV shows. Besides the entertainment functions, TV also fulfils a variety of cultural functions<sup>12</sup> as in immigrant families or groups it is also considered a socializing, communal activity, a kind of viewing that is especially promoted by satellite TV from their countries of origin<sup>13</sup>. Recent research confirms that watching soaps is teaching viewers how to communicate about problems with

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<sup>7</sup> G.Sterk, 'New Citizens, New Policies?', 2006

<sup>8</sup> European Media Conference, Cultural Diversity Against Racism, 1999

<sup>9</sup> See 8

<sup>10</sup> See 8

<sup>11</sup> See 7 and 8

<sup>12</sup> Bridging and bonding, Peeters/D'Haenens 2005; WDR Research "Between the cultures – television, attitudes and integration of young Turks in North Rhine-Westphalia", 2006

<sup>13</sup> Hargreaves/Mahdjoub 1997

each other and shows that drama in soaps encourages discussion between family members and neighbours about subjects, which were part of the soaps<sup>14</sup>.

- European broadcasters which are producing soaps, comedy and drama series have become more and more aware that representation in these productions should be realistic, showing immigrants and ethnic minority groups in areas and situations that occurred in the real world. Nevertheless, there is still a perception within immigrant and ethnic minority communities that some television programmes, such as soap operas, include characters from their groups purely because they “should” and that the characters themselves were unimportant and rarely in the series for long<sup>15</sup>. Drama series like the BBC series *Spooks*<sup>16</sup> appear to have a disproportionate effect on viewers’ perceptions of how the intelligence services operate. Such series also circulate and reproduce discourses on Islamic terrorism. Better scripted, but less stereotypical drama serials may help in explaining and communicating the dilemmas the present societies are facing. This can be more effective than a thousand earnest documentaries. More research is needed into how fictional narrative drama shapes perceptions of security and intelligence services but preliminary findings suggest this might be very illuminating<sup>17</sup>.
- Immigrant and other ethnic minority groups are generally positive about *ethnic* comedy like *Goodness Gracious Me*.<sup>18</sup> This kind of shows is thought to be well constructed and funny as it shows a community, the Indian one for that matter, laughing at itself. There is general agreement that comedy based on parodying an ethnic identity could be taken much further by people from that background than is possible for people outside the community<sup>19</sup>. Some of these shows became very successful and mainstream in a short time. “*Raymann is Laat*” (NPS TV, The Netherlands) started in 2002 as a niche programme and became a mainstream success with topics like a “Course of Islam for idiots” , humoristic comments on “worldwide news” and the adventures of an Antillean security guard<sup>20</sup>. Similar examples we can find in Germany, “*Was guckst du?*” (SAT1) and in the UK “*The Kumars At No 42*”. In Hungary the “*Gyozike Show*”, a reality show, (RTL Klub Hungary), shows that also Roma can make jokes about their own culture and people without causing offence to the minority group itself.
- Successful formats were copied to other countries. “*The Kumars At No 42*” format <sup>21</sup> went overseas and was adapted to: an Australian version (*Greeks On The Roof*), a German version (with a Turkish family), an Israeli version (Moroccan Jewish family), a Dutch version (Surinamese family), and an American version.
- Humor can build bridges but can also create gaps. When actors play the role of characters originating from other ethnic communities, it can lead to a reinforcement of stereotypes and can create offence towards these communities. *Tintoria* (Laundrette, RAI 3, Italy), a comedy show where Italian comedians play the role of immigrants, show this possibility of double interpretation. One hand it is a innovative experiment made by RAI (Italy) to represent new multicultural issues in their programming, on the other hand the approach used can lead to a wrong portrayal of the immigrants represented.

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<sup>14</sup> Martine Bouman, *Dag van de Soap*, 2006

<sup>15</sup> *Multicultural Broadcasting, Concept and Reality*, Hargrave 2002

<sup>16</sup> Crime Drama aired on BBC 1 (Monday evening, 21:00 – 22:00)

<sup>17</sup> [www.mediatingsecurity.org](http://www.mediatingsecurity.org)

<sup>18</sup> Asian sketch show aired on BBC 2 from 1998 to 2000.

<sup>19</sup> *Multicultural broadcasting*, UK, 2002

<sup>20</sup> <http://www.omroep.nl/nps/mix/welcome.html?../raymann>.

<sup>21</sup> [http://www.bbc.co.uk/comedy/guide/articles/k/kumarsatno42the\\_66602080.shtml](http://www.bbc.co.uk/comedy/guide/articles/k/kumarsatno42the_66602080.shtml)

- “*Turkish for Beginners*”<sup>22</sup> a new soap opera of ARD – Germany is a highly entertaining bonanza of cultural stereotypes. The first season included 12 sequences; there will be 24 new sequences in 2007. In it, Doris Schneider, an anti-disciplinarian German therapist and mother of two, falls in love with the Turkish policeman Metin Öztürk, a father of two as well. To the absolute horror of the children from both sides of the cultural divide, Doris and Metin decide to move in with each other and conduct a risky, cross-cultural family merger.
- “*Plus Belle La Vie*”<sup>23</sup> a soap opera of France 3, broadcast since September 2004 (France 3, Monday/Friday 20h20). The scenario is the multicultural neighborhood of Mistral, in the downtown of Marseille. The “Mistraliens” are a community of people aged between 13 and 80 years, with different social and cultural backgrounds. Love and family affairs, social problems, crime stories are the topics of the soap opera. The official website of the programme is rich of information and there is forum where the viewers discuss/propose the development of the soap. The scenario is adapted day by day, nothing is fixed, making it a very flexible format.

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<sup>22</sup> <http://www.daserste.de/tuerkischfueranfenger/>

<sup>23</sup> [www.plusbellevie.fr](http://www.plusbellevie.fr)



## 2. Television: News and Information

The media audiences are changing; ethnic minority communities are an important and growing part of the society and the public. Public Service Broadcasting (PSB) has an essential task and responsibility by offering a platform for intercultural dialogue and unbiased information to all citizens. The speed and de-contextualisation of news has implications for national political debates concerning cultural diversity and integration, religion and asylum, with effects of the life of particular migrant communities. Journalists have to cope with fast changing national and international multicultural media environments and are in need of extra intercultural skills and competencies to be able to maintain their core journalistic principles of professional independence. Media literacy at all levels of schooling is needed to help the listeners and viewers understand how and why certain media content is produced. This raises the question: How can news and information programmes reach all parts of the public and what is the impact of news and information on the audience? How to fulfil the social responsibility of PSB in view of social cohesion and to make television for all?

### Recommendations from recent conferences and meetings

- PSB has an essential task and responsibility by offering unbiased information to all citizens and a platform for intercultural dialogue. The appearance of a variety of spokespersons, a representative participation of ethnic media professionals in the newsrooms and a pro-active, regular, critical feedback by immigrant and ethnic minority audiences to the news and information programmes as well as regular professional audience research, are all essential. Dialogue and cooperation between media professionals of different cultures, from Europe and from Arabic countries, need to be further implemented. There is also a need for better understanding between civil society and media on issues relating to cultural and religious differences. Engaging with minority groups in particular will help the media to improve the quality of reporting, to be fully aware of the sensitivities around intercultural relations, and to avoid negative stereotyping. For their part civil society organisations and immigrant groups should develop pro-active communication strategies and provide journalists with consistent and reliable information<sup>24</sup>.
- *Statement of Media Professionals Meeting to discuss the Danish Cartoons Controversy hosted by IFJ in Brussels on 15 February 2006*<sup>25</sup>  
While all professional groups understand well the need to consider cultural and religious feelings at all times in the exercise of journalism, they are united in their condemnation of the violence, intimidation, deaths and death threats that have accompanied some protests over the publication and republication of the Danish cartoons. They reaffirm, without compromise, that freedom of expression and opinion is a fundamental and core value of democracy and human rights that should not be subject to any undue restraint. All media, on all sides, must act professionally in dealing with religious and cultural issues and rights of minorities, and should not do anything that would create unnecessary tension by promoting hatred or inciting violence. The ethical and professional duties of journalism are the sole responsibility of journalists and other media professionals in the free exercise of their work. New

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<sup>24</sup> [http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp\\_cat\\_content&catid=3e6c61340870c&contentid=452a173c53b66](http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp_cat_content&catid=3e6c61340870c&contentid=452a173c53b66)

<sup>25</sup> This statement is issued in the name of the Association of Commercial Television (ACT), the European Broadcasting Union (EBU), the European Federation of Magazine Publishers (FAEP), the International Federation of Journalists (IFJ) and the International Press Institute (IPI). Other non-signatory participants at the meeting included representatives of the Arab Reporters for Investigative Journalism, the Danish Union of Journalists European, the European Commission against Racism and Intolerance of the Council of Europe (ECRI), the European Monitoring Centre on Racism and Xenophobia (EUMC), the European Newspaper Publishers' Association, the International Media Support, the World Editors Forum of World Association of Newspapers, UNESCO and leading international correspondents from the Brussels press corps.

supranational codes of conduct or other guidelines or new laws are not needed. Existing voluntary codes, some of them in force for more than 50 years, serve journalism well. Efforts are welcomed to promote dialogue and to raise awareness among journalists and media on all sides about the need for ethical and responsible practice. Co-operation within and between professional groups as well as dialogue among journalists from different cultural traditions should be promoted. The aim of such co-operation should be to strengthen media quality and to raise awareness among journalists of the need for informed reporting in context when dealing with inter-cultural and religious matters.

- All journalists need extra intercultural skills and competencies to be able to maintain their core journalistic principles of professional independence. At the same time the journalistic work culture in the newsrooms has to become more open for other opinions, cultures and journalistic approaches. Therefore all PSBs should, apart from employing more journalists with an ethnic minority background, introduce mandatory intercultural workshops for all new staff working in or related to the newsrooms and offer their present staff the possibility to obtain the necessary intercultural skills and networks to be able to adapt to the changing environment.<sup>26</sup>
- In pursuit of these objectives media literacy at all levels of schooling is needed to help the listeners and viewers understand how and why certain media content is produced. Awareness of the techniques, languages and conventions used by media is crucial to understanding the media message. This encourages people to develop their own ways of making their voice heard. Media literacy should be seen in a larger context of citizen's active and productive participation in old and new media and communication platforms.<sup>27</sup>

### **Some examples of European developments**

- Although in Europe channels like Al Jazeera and Al Arabia are not watched by large numbers of the younger generations of immigrants, they clearly have a disproportionate influence on these audiences. The insertion of Al Jazeera and other Arabic language footage in mainstream PSB bulletins however, tends to reinforce the notion among the indigenous audiences that such channels adopt an Arab and Muslim perspective. Some believe that they provide a mouthpiece for terrorist voices and views. This in contrast with Arabic speaking Muslim viewers who regard Al Jazeera as a news channel founded on principles of balance and impartiality. Indigenous audiences feel comfortable with their national media, as they see their own opinions and prejudices reinforced because their news bulletins interpret events based on their own established and trusted cultural, and often religious, perspectives and values. For Muslim news consumers who use multiple and multilingual news sources, mainstream western news is seen to be marred by ethnocentrism, to operate from within a western ideological realm and to reproduce the discursive logic of the government because journalist's access to information is seen to be dictated to a large extent by government.<sup>28</sup>

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<sup>26</sup> [www.tuning2004.nl](http://www.tuning2004.nl); Master classes IDG – Equal, Stockholm and London, 2006

<sup>27</sup> [http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp\\_cat\\_content&catid=3e6c61340870c&contentid=452a173c53b66](http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp_cat_content&catid=3e6c61340870c&contentid=452a173c53b66)

EUMAP-conference, Budapest 2006 Launch of the NMP 'Television across Europe' follow-up project (Budapest conference, 7-9 June 2006) - [http://www.eumap.org/advocacy/advoc\\_eumap/TV\\_followup](http://www.eumap.org/advocacy/advoc_eumap/TV_followup) ; CoE-Conference Yerevan, 2006 Pan-European Forum on "Human Rights in the Information Society: Empowering children and young people", Council of Europe, Yerevan (Armenia), 5 and 6 October 2006 - [http://www.coe.int/t/e/human\\_rights/media/Links/Events/Forum2006YEREVAN\\_en.asp#TopOfPage](http://www.coe.int/t/e/human_rights/media/Links/Events/Forum2006YEREVAN_en.asp#TopOfPage)

<sup>28</sup> 'Shifting Securities, new cultures before and after the Iraq war 2003' (2006), Open University, UK, <http://www.mediatingsecurity.com>

- Research shows very clearly that the representation of immigrants in the news is still a problem<sup>29</sup>. Immigrants attach considerable importance to their representation in the majority media, but in most cases do not recognise themselves in these media, criticising the lack of actors with immigration background in the news (presenters, journalists, spokespersons) and the negative news reporting about their groups. They usually feel that reality is distorted when it comes to representation of immigrants and ethnic minority groups<sup>30</sup>. Nevertheless, although first generation immigrants still prefer TV news programmes and newspapers in their own languages and from their countries of origin, there is a strong demand for news covering the immigrant groups main concerns by the main channels. In this sense, the “use” of the national mainstream news is not only a factor, but also an indicator of integration. The higher socio-economic milieu and educational level of immigrants, the longer the period of living in the host country and better the language skills, the higher is the use of the national mainstream news.
- PSBs are becoming increasingly aware that journalists from ethnic minority groups can add an extra value to the news. Quite some PSBs started to employ newsreaders from ethnic minority communities for the national news programs, as well as reporters and desk researchers. Especially in times of ethnic tensions in society, the need for more reporters with a migrant background is felt most. There are also developments in which PSBs send journalists with an immigration background as reporters and correspondents to trouble zones in the Middle East or elsewhere, because they have better access to information in those regions because of their language skills and cultural backgrounds.
- In some countries PSBs started to cooperate with NGO’s in order to enlarge the social networks of journalists and to get better access to information from within the immigrant communities. In Sweden, the Netherlands, Belgium and the UK diversity databases were set up, which contain data of persons from immigrant communities with special expertise in different fields. In other countries informal meetings and discussions are regularly being organised between spokespersons of ethnic minority communities and journalists. Other NGOs are active in media monitoring. They discuss their findings with media organisations and individual journalists. Some PSBs facilitate media training activities for multicultural organisations, in order to support them in building their media capacity in order to make their voices better heard in the media. These initiatives provide journalists at the same time with consistent and reliable information and they contribute to the interculturalization of the news.

### **Some examples of good practices**

- Last summer (2006) French public television introduced the first black newsreader. “France is just wild about Harry. Since Harry Roselmack took over reading France’s most watched TV news bulletin a week ago, he has been a runaway success. So much so that viewers are already beginning to forget that he is black (...) Roselmack says that he is not interested in succeeding as black journalist, only as a journalist. On his first night, however, he made a telling point. His bulletin included an item on a black woman who had been refused a job as a hairdresser because of the colour of her skin. This was a relatively banal, local newspaper story that would not normally have made the national TV news” (John Lichfield in The Independent, 27 July 2006).

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<sup>29</sup> Devroe, I, 2002; Ross, K, 2000; Poole, E, 2001

<sup>30</sup> Madianou, 2005

- Perslink (Presslink)<sup>31</sup> is an initiative of Mira Media, NOS and the Dutch Union of Journalists that started in 2003. Perslink aims to close to gap between spokespersons/experts from ethnic minority communities and the Dutch media. Over the years Perslink has developed various instruments to improve the contacts between the ethnic minority communities and the media in order to provide more balanced information about multicultural society and migrants. A diversity database was created as part of Perslink. Spokespersons, which are in the database, receive media training to make themselves visible and heard. Network meetings bring spokes persons and journalists together. Islamic communities are inviting journalists to mosques.
- ‘British Muslims<sup>32</sup> – Media Guide’ by Ehsan Masood describes Britain’s Muslim Communities, their history, present and future. The British Council, the Association of Muslim Social Scientists and other partners published it as a resource for journalists and others, to strengthen international understanding of the diverse nature of British society. The guide offers a good example on how to inform journalists on a quick and adequate way on the main issues.
- *Portraying Politics – A Training Toolkit for Journalists, Broadcasters, Media Managers and Trainers*<sup>33</sup>  
The toolkit “Portraying Politics” sets out to analyse production patterns and professional routines that result in these gender based differences. It is a good example on how to develop a Training Toolkit to improve intercultural competencies for media professionals. The toolkit challenges journalists and programme-makers to reflect on the way they currently do things, and to think creatively about new possibilities. The toolkit contends that fair gender portrayal is a professional criterion like any other – balance, diversity, clarity and so on. It also aims to demonstrate that when attention is paid to gender during the production process, the pay-off is richer and more innovative output that will appeal to a wider audience. The project builds on the experience of the Screening Gender training toolkit, which was produced in May 2000<sup>34</sup> and which has since been translated into some 10 European languages. The project is lead by the European Federation of Journalists and includes the broadcasters BBC, NRK of Norway, the Dutch RNTC and RBB and ZDF in Germany as well as the European Journalism Centre, the University of Malta and the European Journalism Training Association.

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<sup>31</sup> Perslink: <http://www.perslink.nl>; <http://www.miramedia.nl/sitebuilder/index.asp?nodeid=301>

<sup>32</sup> ‘British Muslims: Media Guide’, [http://fairuk.org/docs/British\\_Muslims\\_Media\\_Guide.pdf](http://fairuk.org/docs/British_Muslims_Media_Guide.pdf).

<sup>33</sup> <http://portrayingpolitics.org/>

<sup>34</sup> <http://www.yle.fi/gender/>

### 3. Radio

Radio is not always getting the necessary attention when media and diversity are being discussed in conferences and in literature<sup>35</sup>. Because the role of radio is hardly discussed in debates and literature, not much attention is given to the language used in the programmes and their possible impact (positive and negative) on the social cohesion in the multicultural and multi-religious European societies. Other than commercial music radio stations, Public Service Broadcasting (PSB) radio's remit is to contribute to social cohesion by offering a pluralistic communication platform accessible to all citizens in order to facilitate 'bridge building' between minority communities and the indigenous society and to encourage integration processes of excluded groups. To realize this, PSB radio programmes and services, especially talk and news radio, have to reflect the cultural diversity in society, in mainstream programmes as well as in specific programmes and / or channels. Like television, PSB radio has to find new ways to (re)establish itself as a trusted platform for intercultural and inter-religious dialogue<sup>36</sup>, by reaching out to the new audiences, by meeting their needs and by avoiding biased reporting on minority groups. Research<sup>37</sup> shows however, that it is more difficult to discuss the issue of 'representation' on radio than on television, partly because of the visual aspect (listeners do not see the radio presenter) and partly because quite some media policymakers still consider radio stations that cater to distinct communities to be an adequate provision for these communities.

#### Some examples of European developments

- UK research<sup>38</sup> shows that radio is listened to for music, news, and phone-ins and also for local information, such as traffic news, especially in the mornings and evenings commuting and sometimes at work. Younger listeners, listen to mainstream national or local music stations. Older listeners from immigrant and ethnic minority groups listen more to stations that broadcast in languages other than English or local community stations. Younger people, in particular, seem to 'dip in' to these radio stations, to hear a bit of Asian music or news, while older people listen more regularly, perhaps 'dipping in' to mainstream stations. Similar findings are found in German and Dutch research.
- Over the years radio played an important role in reaching out to immigrant communities. The first PSB radio programmes for listeners with an immigration background started in the 60's - 70's in the native languages of these groups. In several countries these programmes disappeared in the 90's and were replaced by multicultural programmes in the language of the country of residence. In countries like Germany, the language programmes in Funkhaus Europa<sup>39</sup> and Radio multikulti<sup>40</sup> continued. They remained the only stations in Germany that mainly focus on listeners from different immigrant backgrounds. Some multi-language programmes in Berlin also revived as they got a new life on the internet where listeners can download their favourite programmes whenever they like<sup>41</sup>. PSB's in countries like the UK<sup>42</sup> and the Netherlands started new 24 hour FM and digital channels: FunX<sup>43</sup>, 1Xtra<sup>44</sup>, BBC Asian

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<sup>35</sup> Speech by Sylvain Lafrance on Cultural Diversity EBU Conference, Valencia, Spain May 2003

<sup>36</sup> Report Diversity in TV, Radio and multimedia programming, EBU, 8 March 2006

<sup>37</sup> Multicultural Broadcasting, Concept and Reality, Hargrave 2002

<sup>38</sup> Multicultural Broadcasting, Concept and Reality, Hargrave 2002

<sup>39</sup> <http://www.wdr5.de/funkhauseuropa/>

<sup>40</sup> <http://www.multikulti.de/>

<sup>41</sup> Ilona Marenbach, RadioMultiKulti, Radio de Kulturen, Radio der Zukunft, 2004

<sup>42</sup> Audience research into BBC Digital Radio Services,

<sup>43</sup> <http://www.funx.nl>

<sup>44</sup> <http://www.bbc.co.uk/1xtra/>

Network<sup>45</sup>, to address the needs of specific target groups in their multicultural societies and in order to offer them their own platforms and cultural programmes.

- PSB radio in most European countries has a problem to reach out to young multicultural audiences with news, information and entertainment programs<sup>46</sup>. In the Netherlands the successful example of FunX showed that it is of the utmost importance to develop new radio formats in close cooperation with the youngsters themselves. Swedish Radio makes the same efforts with initiatives like GUTS<sup>47</sup>. They know the needs, likes and dislikes of the young audiences and they know which “language” has to be used to attract them. The development of FunX proved that it is very difficult to establish such a station within the framework of the traditional PSB-structures. In France, radio proved to be a good medium to reach out to the youngsters in the suburbs during the riots. The urban youngsters trusted their ‘own’ radio stations, like Beur FM<sup>48</sup>, and listened to their advices and comments. Radio reporters were better able than their television colleagues to go into the neighbourhoods to make reports from the inside of the “banlieux”. For Radio France Bleu Ile de France<sup>49</sup> the experiences with riots in the “banlieux” meant that they started to review their way of reporting.
- Many news programmes are focussing on the problems of the integration of immigrant groups.<sup>50</sup> Reports on unemployment, school problems, tensions in urban areas, criminality and terrorism often relate to those groups that very often complain that not much attention is given to positive developments in the multicultural societies. Stations like FunX and other multicultural stations prefer not to cover these news-items in the same way. They deal with the local problems with which their audiences have to cope. Big global issues are mostly only covered if the audiences start the discussion themselves on the website or by calling during programmes.<sup>51</sup> NOS Headlines<sup>52</sup> (the Netherlands) is a special news desk for young people, which is established in cooperation with the PSB NOS - News. This radio / Internet news desk searches for daily (intercultural) news which appeals to youngsters and translates it in “language” understood by urban young people.
- Radio proves to be a productive breeding ground for new radio and television talents<sup>53</sup>. In many countries young immigrants participate and are being trained in community radio stations. These community stations often act as a springboard to the mainstream media. Swedish Radio executed several extensive in-house training programmes for immigrant journalists, offering them work experience assignments in their different local and national departments<sup>54</sup>.

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<sup>45</sup> <http://www.bbc.co.uk/asiannetwork/>

<sup>46</sup> Conference Tuning in to Diversity 2004, Noordwijkerhout, the Netherlands

<sup>47</sup> <http://www.sr.se/cgi-bin/p3/programsidor/artikel.asp?ProgramID=2352&Artikel=715935>

<sup>48</sup> <http://www.beurfm.net/>

<sup>49</sup> <http://www.radiofrance.fr/chaines/france-bleu/?tag=iledefrance>

<sup>50</sup> Professor Dr. Hans-Jurgen Weiss, Radio de Kulturen, Radio der Zukunft 2004

<sup>51</sup> Feiten & Cijfers, Urban is hot!, Mira Media 2006

<sup>52</sup> <http://www.nosheadlines.nl/>

<sup>53</sup> Afro-Caribbean Millennium Centre, <http://www.acmccentre.com>

<sup>54</sup> <http://www.sr.se/cgi-bin/p3/programsidor/artikel.asp?ProgramID=2352&Artikel=715935>

## Some examples of good practices

- *Funkhaus Europa (WDR) – Germany*<sup>55</sup>  
Funkhaus Europa (FHE) has been on air full time since May 1999. It offers a creative mix of information, service and (world) music in German and 17 other languages. Writers, reporters and presenters from several countries produce programmes. Target groups are immigrants, visitors from the whole world, open-minded/ multilingual German listeners. FHE cooperates with German Radio multikulti (rbb). One of the current FHE projects is “ROOTS – The story of your family”. Content: Competition for pupils from secondary schools (with and without immigration background) who report about their families and different origins. FHE is broadcasted via fm.
- *FunX – The Netherlands*<sup>56</sup>  
FunX is an urban radio made by young people for young people. Its philosophy is summarized by the slogan “FUN X – Welcome to yourself”. The public local broadcasters of Amsterdam, Rotterdam, Den Haag and Utrecht founded FunX. It broadcasts in these cities on FM and is also broadcast nationally via cable with the support of BNN (national public broadcaster for young people). FunX offers global and world music: Latin, Turkpop, r&b, mixpop, reggae, African, 2step, Arab en Hip Hop. It also offers a platform for information and chatting on the town, cultural events, sport, courses, love affairs and relations, shopping, sex and faith. Target group: all young people in urban areas. Language: Dutch.
- *GUTS(SR) – Sweden*<sup>57</sup>  
GUTS is a radio school for young girls from suburban areas (many come from Asia and North Africa, they all have a foreign background). The radio school teaches them radio production and how to act in a studio. They produce four or five short items a week. The results of their efforts are being broadcast on P3, a channel dedicated to young audiences. The girls – with or without experience in radio – choose the subjects and the contents. They interview artists and make reportages about SMS, fashion, etc. Political correctness is not present in their programs. The programs are not primarily about ethnic minority groups, but they try to reach out to these groups that hardly know about Swedish Radio.

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<sup>55</sup> <http://www.wdr5.de/funkhauseuropa/>

<sup>56</sup> <http://www.funx.nl>

<sup>57</sup> <http://www.sr.se/cgi-bin/p3/programsidor/artikel.asp?ProgramID=2352&Artikel=715935>

## 4. Media Research

Commitments and recommendations on diversity issues like human resources, portrayal, multicultural programme output and the impact on the various audiences, can only be put in practice if commitments are related to measurable results and regular and systematic reporting. Media and diversity research on ownership, media accountability, content, portrayal and impact are, for various reasons, often initiated by universities, NGO's or (international) governmental bodies. Public Service Broadcasters (PSBs) concentrate their efforts on audience research in the context of ratings, media use and research as part of program development. All these reports contain important data, conclusions and methodologies. Unfortunately the relevant parties have often no knowledge of the outcomes of these valuable surveys. Apart from that, because of the use of different methodologies results are not always comparable. Therefore more coordination and cooperation between PSBs and the other institutions is needed to achieve regular and systematic reporting on media and diversity and to use the findings to improve the content of the programmes and the diversity of the workforce.

### Recommendations from recent conferences, meetings and publications

- The Eurovision Intercultural and Diversity Group (IDG) formulated during a master class in Stockholm, June 2006: What gets measured gets done. Hard facts and figures are needed. Regular and thorough analysis of programme content across all programmes, leads to 're-balancing' of the output in favour of under-represented groups. This research must be qualitative as well as quantitative. Some groups do well on head-counts but are portrayed in ways that reinforce stereotypes. Audience research is needed alongside and before re-balancing. PSBs must know how audiences (esp. diversity groups) respond to (numbers) and feel about (qualitative) programme output. Their needs have to be advanced up the ladder of management/budget priorities. Focus groups are one tool, but research needs to be wider. Diversity recruitment is not a goal in itself, but an essential tool for ensuring diversity perspectives in all programmes. Management needs to set targets and policies and targets need to be monitored.<sup>58</sup>
- The "Tuning in to Diversity 2004" conference<sup>59</sup> identified a lack of longitudinal research on qualitative and quantitative representations of ethnic minorities and related topics linked to the multicultural society. The conference also identified a lack of (qualitative and quantitative) research regarding media professionals with a minority background and of research on the impact of media output on ethnic minority audiences, while there is also little research on media use and consumption as a tool to (re) shape cultural identity. The "others" are not sufficiently heard on their views regarding the media output they get access to. Most research projects were found incidental, while there was little accumulation of knowledge and experience.
- International governmental bodies and organisations have produced quite a few European research reports on media and diversity involving numerous national institutes and researchers. Examples are: Media Report: Racism and Cultural Diversity in the Mass Media, EUMC, 2002<sup>60</sup>; After September 11, BFI, Open University, UK, 2002<sup>61</sup>; Diasporic Minorities and their Media in the EU, LSE, 2002<sup>62</sup>; Minority-Language Related Broadcasting and Legislation in

<sup>58</sup> Recommendations: EBU/Equal master classes for diversity in media - mainstreaming platform, Stockholm, London 2006

<sup>59</sup> <http://www.tuning2004.nl>; Noordwijkerhout, September 23-25, 2004

<sup>60</sup> [http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp\\_cat\\_content&catid=3fb38ad3e22bb&contentid=3fb3f9cfb3592](http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp_cat_content&catid=3fb38ad3e22bb&contentid=3fb3f9cfb3592)

<sup>61</sup> <http://www.afterseptember11.tv/>

<sup>62</sup> <http://www.lse.ac.uk/collections/EMTEL/Minorities/minorities.html>



the OSCE (2003)<sup>63</sup>; Television across Europe, Open Society Institute (2005)<sup>64</sup>, The image of asylum-seekers, migrants and refugees in the media, CoE, 2006<sup>65</sup>, EMEDIATE: Media and Ethics of a European Public Sphere from the Treaty of Rome to the "War on Terror", European University Institute, 2007<sup>66</sup>. The main recommendation after the publication of each report was to repeat and update these surveys regularly and to set up an international research network of expertise concerning media and diversity.

### **Some examples of European developments and good practices**

- In October 2000, Britain's leading broadcasters joined forces to launch the Cultural Diversity Network (CDN)<sup>67</sup>. The aim was to change the face of television, ensuring fair representation of Britain's ethnic population on screen and behind the camera. CDN's founder members were C4, BBC, ITN, ITV, Carlton, Granada, GMTV, BskyB and Five. CDN members support cross-industry initiatives and share expertise, resources and models of good practice including: Setting targets for ethnic minority employment; modernising the casting and portrayal of migrants in mainstream programming; sharing non-commercially sensitive research on cultural diversity; obtaining a comprehensive picture of employment of migrants in UK broadcasting; establishing industry standards for the collection of ethnic monitoring data; sensitising broadcasters to support greater diversity in content and employment; and raising the profile of multicultural issues through major events and workshops. The Chief Executives of member organisations meet formally at least once a year to report on their individual progress and to consider progress and direction of the CDN.
- The Steering Committee on the Media and New Communication Services (CDMC) of the Council of Europe (CoE)<sup>68</sup> is at present considering a proposal of the Group of Specialists on media diversity (MC-S-MD), to create a network of correspondents at the level of member states, coordinated by the CoE, who regularly, in yearly intervals, collect and analyse the level of diversity and pluralism of media outputs as well as the diversity of owners, outlets, and media types based on a uniform methodology. The Group of Specialists also proposes to create an international network of universities, research institutes as well as from NGO's and associations, involved in media monitoring and media diversity research, in order to facilitate the exchange and collection of research results and to encourage international cooperation concerning research on diversity in the media and media in relation to social cohesion in the society. This network should include internet based databases compiling actual and planned national and international research on media and diversity (including intercultural audience research), as well as a database with researchers, universities, associations and NGO's involved in the research field of media (and) diversity in the CoE member states.
- *Research on the impact of media on the multicultural audiences*  
The UK research 'Shifting Securities' is an 18-month study of shifting discourses and perceptions of security among publics, news producers and policymakers in Britain in the wake of the 2003 Iraq war. The study has three parts. First, an audience ethnography was conducted in which researchers carried out regular interviews and focus groups with families and individuals around Britain to map how perceptions of security events and political responses shifted during this period of conflict and catastrophe. The ethnography addressed

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<sup>63</sup> [http://www.osce.org/hcnm/item\\_11\\_13547.html](http://www.osce.org/hcnm/item_11_13547.html)

<sup>64</sup> [http://www.eumap.org/topics/media/television\\_europe](http://www.eumap.org/topics/media/television_europe)

<sup>65</sup> <http://assembly.coe.int/documents/workingdocs/doc06/edoc11011.htm>

<sup>66</sup> <http://www.iue.it/RSCAS/Research/EMEDIATE/>

<sup>67</sup> <http://www.cdnetwork.org.uk/>

<sup>68</sup> [http://www.coe.int/t/e/human\\_rights/media/1\\_Intergovernmental\\_Co-operation/default.asp#TopOfPage](http://www.coe.int/t/e/human_rights/media/1_Intergovernmental_Co-operation/default.asp#TopOfPage)

questions of multiculturalism, national and transnational news consumption, and relations between citizenship and security. The second strand of research was an analysis of news media coverage of major security events: the outbreak and aftermath of the 2003 Iraq war, Hurricane Katrina, and the 7/7 London bombings of 2005. Focused primarily on television, the analysis assessed the multi-sensorial mix of visual, aural and verbal properties of television news that audiences responded to and which triggered changing feelings of threat and anxiety. Finally, in a third strand, researchers are carrying out elite interviews with policymakers in government and the military, with news journalists, editors and producers, and with “experts” that appear in news media whenever a security catastrophe or controversy occurs. These individuals are faced with responsibilities for conducting state and media responses to critical security problems, whilst achieving consent and legitimacy from a British citizenry often hotly divided about the nature of security problems and the desirability of solutions. Through these three strands, the project traces how security is represented and understood by different audiences and publics in a period of serial catastrophe and low-level insecurity.<sup>69</sup>

- *Monitoring, policy research and media content analysis*  
Media for Citizens of the Mirovni institute in Ljubljana<sup>70</sup> combines monitoring, policy research and media content analysis with public awareness, policy influence and empowerment activities. It is built on four angles. The first angle called ‘monitoring media ownership pluralism’ includes conduction of monitoring and policy research activities on the media ownership regulation and situation in Slovenia. The second angle ‘TV News Monitoring’ includes monitoring and content analysis of two main TV news editions produced by main private national TV channel POP TV (owned by American cooperation Central European Media Enterprises) and public service TV Slovenia 1st channel. The third angle ‘Monitoring Media Representation of Minorities’ includes monitoring and content analysis of the selected media with regard to their reports on minorities (emphasize on Roma, Muslims, and homosexuals). The fourth angle ‘Media for Citizens’ brings all previous work to the point, and includes production of publications; a public debate and training events. The web site Media for Citizens provides monitoring results in transparent way with possibility for regular up-date and debate on the issues; including also public awareness section to encourage citizens for media activism.
- *Diversity monitor as a Performance Indicator*<sup>71</sup>  
The Diversity monitor charts the PSB television output by means of a quantitative analysis of the (re) presentation of different groups, with particular focus on gender, age and ethnicity. It monitors the PSB remit, which is to address all groups in society and to (re)present them in the most balanced fashion possible. The Dutch PSB NOS uses the Monitor as an instrument of policy-making. The study has been carried out in 2002 and again three years later (*Monitor Diversiteit* 2005) and will be repeated again. Research questions are: Does Dutch television provide a representative image of social diversity? Is there any difference between the public and the commercial channels with regard to the share of men/women, young/old and native population/migrants? These questions are designed to tell more about the concept ‘open diversity’ since they describe the diversity of individuals appearing on screen (diversity on given channels and in given programme formats, but also diversity when channels and programme formats are compared). In 2005 it was felt necessary to look into ‘reflective diversity’; to this end the results of the Monitor 2005 were linked to the ratings of the various channels and programmes by means of a fourth research question: What links are there

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<sup>69</sup> <http://www.mediatingsecurity.com/details.htm>

<sup>70</sup> <http://mediawatch.mirovni-institut.si/media4citizens/studies.html>

<sup>71</sup> Koeman, Peeters & d’Haenens, 2006

between the viewing habits of different groups and the individuals and characters appearing in given television programmes?

- *WDR Research on TV viewing habits of Immigrants*<sup>72</sup>

The WDR study includes both a qualitative part (focus groups) and a representative survey of viewers of Turkish origin aged between 14 and 49 years in North Rhine-Westphalia (NRW), Germany. Within the context of the qualitative study of television viewers of Turkish origin in August 2006, the living circumstances and the self-image of this group of viewers were analysed in relation to their use of media. On the basis of the representative survey in September 2006, data were collected on the use of television, the programme expectations as well as attitudes. The focus lay on the motives for watching German and Turkish television programmes.

It is natural for the groups of viewers questioned to simultaneously use both Turkish and German TV programmes. They fulfil different functions; both are indispensable for their formation of opinions and identity. This “between the cultures” corresponds with the self-image and reality of life of young Turks. Even younger ones strongly define themselves via the Turkish culture and religion. Turkish stations are thus a part of this culture and make it possible to cope with life between the cultures. Strong differences exist in the perception of German and Turkish television. While Turkish programmes stand for joint television viewing in the family, whereby, above all, series are watched, German programmes are seen to be more relevant and more impersonal, but also as more credible, more serious and more objective in their reporting.

From the research into the effects of media, the strong power of role models is well known. The survey clearly shows that among the Turkish-born viewers there is a strong desire for such identification figures. In this sense, a stronger presence of credible Turkish TV personalities can also contribute to stronger ties to the German television programmes.

- *ZDF Research on TV programme expectations of Immigrants*<sup>73</sup>

At the beginning of 2006, the ZDF conducted a depth-psychological study among immigrants into their expectations of the public service TV programmes. Within the context of the qualitative study, Italian and Turkish immigrants between the ages of 18 and 69 years were questioned. In order to gain a picture of the opportunities for, and limits to, public service television, it is necessary to make a differentiated analysis of the different immigrant groups. There are no patent remedies for “the immigrants”.

The cultural background to life characterizes the expectation of the range of programmes offered. Clear differences are evident between the two groups of immigrants. Among the Italian immigrants it is more difficult for the public service television programmes to satisfy their expectations. For them, television is primarily an entertainment medium. The desire for show business and show time features strongly. For Turkish immigrants, public service television has a better starting point due to its unique orientation and adviser function as well as its high degree of credibility. A number of possible approaches could be identified in the study: for example, it is important for Turkish immigrants, to be offered a natural handling of immigrants through the presence of role models and figures with whom they can identify in the regular programming.

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<sup>72</sup> WDR Research “Between the cultures – television, attitudes and integration of young Turks in North Rhine-Westphalia”, 2006

<sup>73</sup> ZDF Research on the expectations of immigrants of the TV programme, 2006

- *Action research 'The perception of Islam'*<sup>74</sup>.  
The study is the basis for a book (The Perception of Islam in the West), a journalist guide (The Journalist's Guide to Islam and Muslims), a video, a website and lecture tour in 2005 and 2006. For the Perception of Islam in the West study, public opinion polls were executed in the US and Europe, leading experts were interviewed, secondary studies and books were distilled and third party polls were summarized. A second study included a public opinion poll of approximately 2000 adults of Arab descent in the US, Egypt, Kuwait, UAE, Lebanon, and Jordan. This second study unveils Arab perceptions and factors that shape perception of the West. The study aims to uncover the role of the media in shaping the mutual perceptions in order to identify means of improving perception and intercultural understanding between Muslims and the Western public.

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<sup>74</sup> <http://www.islamperceptions.org>

## 5. Human Resources & Training

Public Service Broadcasters (PSB) have to adapt both to the new digital and to the multicultural environments. In order to be able to fulfil their remit in promoting social cohesion and integrating all minority communities, growing attention will have to be paid to the programme content created by and for such groups, as well as to their access to, presence in and portrayal in the programmes. However, this is only possible in an environment where all staff is encouraged to become cultural navigators, comfortable within different cultural contexts. Recent studies show that minority groups are still relatively invisible and seriously under-represented in the workforce and decision-making. Diversity in recruitment however, is not a goal in itself, but an essential tool for ensuring diversity of perspectives in all programmes. More migrants and cultural or religious minorities making success in the media industry and more staff members acquiring intercultural competencies will ensure that PSBs reasonably reflect the diversity in society.

### Recommendations from recent conferences and meetings

- To make cultural diversity part of broadcast reality requires change. This change is needed in both the production and distribution of radio and television programmes and personnel policies. Personnel will have to be re-trained. Diversity policies have to be further implemented and monitored. Media training centres need to review their curricula and most important of all, more young people from immigrant and of ethnic minority origins have to be encouraged to choose a career in the media. This will lead to greater pluralism and diversity both within the industry and in what is distributed through the audio-visual industry<sup>75</sup>.
- Diversity issues must be regarded as ongoing issues, integral to forward planning. Diversity policies should be seen as part of a 'business case', taking into account that the PSBs have to provide programmes for all audience groups in the society. Programme output and interaction with the audiences should be the heart of the diversity policies. Senior management must be actively involved with diversity issues, while the CEO should speak out on diversity on every possible occasion. Diversity should be integrated in all general and specific policies of the company. Diversity desks, with separate budgets, should be introduced with the responsibility to undertake diversity audits and to develop diversity action programmes for the management<sup>76</sup>.
- PSBs should take more risks when choosing presenters for mainstream, conventional programming. Training and re-training should be focused on all staff regarding the awareness of discriminatory language. HR departments need to work closely with programme-makers to ensure that recruitment matches more closely the needs of programmes and contributes to the overall branding of company. Last but not least it is important that targets are set both in program and Human Resource Management policies, which are regularly monitored and annually reported on. In order to realise all this, more structural co-operation between public service broadcasters, NGO's, immigrant groups, educational institutes and researchers is

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<sup>75</sup> Equal and EBU Dialogue Conference, Dublin 2004 (<http://www.paraplyprojektet.se/reports-and-publications/equal-and-ebu-dialogue-conference-dublin-5-may-2004/>); Roundtable Diversity Officers, London 2004; Tuning into Diversity, Noordwijkerhout, 2004 ([www.tuning2004.nl](http://www.tuning2004.nl)); EBU-Master class: Diversity in TV, Radio and multimedia programming, Geneva 2006 ([http://www.ebu.ch/en/training/business/next\\_courses/2006courses/03\\_psb.php](http://www.ebu.ch/en/training/business/next_courses/2006courses/03_psb.php)); Master classes IDG – Equal, Stockholm and London, 2006; Racism, Xenophobia and the Media: Towards respect and understanding of all religions and cultures Conference, Vienna 2006 ([http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp\\_cat\\_content&catid=3e6c61340870c&contentid=452a173c53b66](http://eumc.europa.eu/eumc/index.php?fuseaction=content.dsp_cat_content&catid=3e6c61340870c&contentid=452a173c53b66)); Launch of the NMP 'Television across Europe' follow-up project (Budapest conference, 7-9 June 2006) - [http://www.eumap.org/advocacy/advoc\\_eumap/TV\\_followup](http://www.eumap.org/advocacy/advoc_eumap/TV_followup); Pre-conference meeting, Cologne, 2006.

<sup>76</sup> Equal and EBU Dialogue Conference, Dublin 2004; Roundtable Diversity Officers, London 2004; Tuning into Diversity, Noordwijkerhout, 2004

necessary. PSB can make use of provisions in anti-discrimination legislation, where existing, and can enhance the number of minority journalists through equal opportunity policies coupled with positive action (e.g. targeted recruitment, bursaries, training)<sup>77</sup>.

### Some examples of European developments

- The picture concerning the implementation of diversity policies in the PSBs is diverse. The BBC is leading in this field and diversity policies are well integrated in its structure. They have a number of initiatives in place aimed at finding and developing new creative talent, from BBC Talent through to The Writers' Room, that are prioritising diversity. Off air, the BBC met its target for 10 % of its staff to be from migrant backgrounds by the end of 2003, and has set a new target of 12.5 % to be met by the end of 2007. In addition to the obligation made by the management, the influence of the Diversity team is essential to implement successfully the Diversity policy<sup>78</sup>. Scandinavia is following up. Swedish Radio has compensatory diversity goals on gender and ethnicity<sup>79</sup>. Swedish Television (SVT) has a multicultural centre, which is working as a resource provider for departments and programmes<sup>80</sup>, while YLE (Finland) started with the MUNDO – project<sup>81</sup>. In the Netherlands diversity policies are formally in place but not fully implemented yet<sup>82</sup>. NPS (Netherlands) acts as a platform for innovative multicultural programme development and as a breeding ground for immigrant media talents.<sup>83</sup> France Television executes in cooperation with Radio France International the project Pluriel Media<sup>84</sup>, which includes research on diversity inside France Télévisions, training for managers to handle diversity, training for journalists on intercultural skills, training of young media professionals of ethnic minority groups inside the French TV. HRT<sup>85</sup> (Croatian Radio Television) has a Department for National Minorities that is getting more and more credibility after many years and the management of MTV, Hungary<sup>86</sup> and the government signed a contract in order to support and implement a project to facilitate the integration of ROMA journalists in MTV-departments.
- In recent years several PSBs executed special projects to involve more professionals with a migration background in their organisations and to make their programmes more diverse. Among others, ERT (Greece), RAI (Italy), SR (Sweden), NPS (Netherlands), YLE (Finland), France 3 (France) were/are involved in European Social Fund (ESF) projects to help to reach their diversity goals. These activities lead to a more intensive cooperation between and awareness of the European public service media<sup>87</sup>.
- The EBU - Eurovision Intercultural and Diversity group organised in 2006 – 2007 several European masterclasses to develop a diversity toolkit with very concrete tips on how to implement diversity policies in PSBs<sup>88</sup>. The Radio and Television News Directors Foundation

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<sup>77</sup> Racism, Xenophobia and the Media: Towards respect and understanding of all religions and cultures Conference, Vienna 2006

<sup>78</sup> Report EBU Master class: Diversity in TV, Radio and multimedia programming, Geneva, 8 March 2006

<sup>79</sup> See 79.

<sup>80</sup> See 79; [http://ec.europa.eu/regional\\_policy/conferences/od2006/doc/presentations/e/etzler\\_12e30.doc](http://ec.europa.eu/regional_policy/conferences/od2006/doc/presentations/e/etzler_12e30.doc).

<sup>81</sup> [http://www.omatsivut.fi/basaari/index.php?&article\\_id=558&\\_subm=1](http://www.omatsivut.fi/basaari/index.php?&article_id=558&_subm=1)

<sup>82</sup> 'Kijk naar jezelf en ga aan de gang, zo simpel is het'; <http://sites.omroep.nl/spreekbuis/artikel.jsp?artikel=20820>

<sup>83</sup> <http://www.omroep.nl/nps/>

<sup>84</sup> [https://equal.cec.eu.int/equal/jsp/dpComplete.jsp?cip=FR&national=NAT-2004-41787#national\\_partner\\_41787405201](https://equal.cec.eu.int/equal/jsp/dpComplete.jsp?cip=FR&national=NAT-2004-41787#national_partner_41787405201)

<sup>85</sup> Master classes IDG – Equal, Stockholm and London, 2006

<sup>86</sup> See 79.

<sup>87</sup> <http://www.olmcm.org>; [http://ec.europa.eu/employment\\_social/equal/data/document/etg1-exa2-mimedia.pdf](http://ec.europa.eu/employment_social/equal/data/document/etg1-exa2-mimedia.pdf)

<sup>88</sup> [http://ec.europa.eu/regional\\_policy/conferences/od2006/doc/presentations/e/etzler\\_12e30.doc](http://ec.europa.eu/regional_policy/conferences/od2006/doc/presentations/e/etzler_12e30.doc)

developed also a workbook and video toolkit as a resource for broadcast organizations that seek to include more diverse voices both on staff and in news content<sup>89</sup>.

### Some examples of good practices

- *VRT – Belgium*<sup>90</sup>

VRT has a structured approach towards diversity and has identified three steps of action:

  - o *Train people in general (the staff) on what is diversity, making them acquainted with the concept, talking about diversity in general terms.*

VRT organizes interactive workshops “How to deal with diversity” targeted at all its staff (producers, researchers, journalists, hr staff, etc). The workshop teaches professionals intercultural communication and stresses the values of both similarities and difference between people.
  - o *Train and advice programme-makers in specialized workshops.*

Three levels have been identified to implement diversity in programming: 1. The profile of the programme in general: every channel organises a Profile Day. The diversity unit delivers a specific tailor made workshop on diversity; 2. The production: participation in brainstorm sessions for a new programme, participation in screenings and support to researchers; 3. The evaluation of the programmes: every three months, channels are evaluated. ”Key performance indicators” (KPI) are used and recently the diversity criteria were incorporated in this measurement method.
  - o *Create networks in their own field.*

People from inside the VRT and people from outside (spokespersons from NGO’s, migrant communities, etc.) are brought together to start networking.
- *Mundo Project – YLE (Finland)*<sup>91</sup>

The Mundo project is a media education and work-training project aimed at immigrants and refugee groups in Finland. The aim is to increase the understanding of multicultural issues in the media and through the media among the mainstream audience. It also aims to improve employment possibilities for immigrants and media professionals in the Finnish media. 26 students from 20 different countries participate over a period of two years. The project offers comprehensive media training, including work placements in media organisations such as YLE-TV, radio, print newspapers, magazines and Internet publications. Students are being trained in technical media skills, including photography, sound and lighting, editing, production planning and project management. The project also aims to develop specific media training and industry “mentoring” resources and practice models in support of individual immigrant and ethnic minority media students with a migration background. The YLE-TV1 produced “Basaari” television series provides TV work placements and technical and professional training in television production. The Mundo Project is a joint national partnership, lead by YLE, the Finnish national broadcasting company. Helsinki Polytechnic Stadia provides class based learning and training in media theory and practice.
- *Grenzenlos, WDR – Germany*<sup>92</sup>

WDR started in 2005 a training programme for young journalists with a migration background. The project is called ‘Grenzenlos – No borders’. In 2006 approx. 70 young journalists with 32 different nationalities applied for the programme. WDR-radio and television staff members

<sup>89</sup> <http://www.rtnda.org/diversity/toolkit.shtml>

<sup>90</sup> [http://www.vrt.be/vrt\\_master/over/vrt\\_overvrt\\_diversiteit\\_engagement\\_charter/index.shtml](http://www.vrt.be/vrt_master/over/vrt_overvrt_diversiteit_engagement_charter/index.shtml)

<sup>91</sup> [http://www.omatsivut.fi/basaari/index.php?&article\\_id=558&\\_subm=1](http://www.omatsivut.fi/basaari/index.php?&article_id=558&_subm=1)

<sup>92</sup> [http://www.wdr.de/unternehmen/jobs/ausbildung/jour\\_ausbildung/wdr\\_grenzenlos.html](http://www.wdr.de/unternehmen/jobs/ausbildung/jour_ausbildung/wdr_grenzenlos.html)

selected ten candidates, from Turkey, Spain, Tajikistan, Croatia, Jordan, Poland, Italy and Greece. This group took part in a six week training: two weeks in a media training centre and four weeks work experience stages in different editorial desks. In many cases the participants work after the training programme as free-lancers for WDR. Some of them have the possibility to start the journalistic educational programme (“Volontariat”) in WDR.



## 6. Media, Politics and Civil Society

Currently, one can follow a debate all across Europe, with national discussions on the relevance of Public Service Broadcasting (PSB) in the information society. Discussions, by which public service broadcasting's rationale is put at stake, thus undermining its legal, financial, social and political significance for European societies. International developments however, underline the specific role of PSB, which is to promote the values of democratic societies, in particular respect for human rights, cultures and political pluralism. These recommendations came into being because of long-term efforts and through close collaboration among (certain) governments, EBU, NGO's and experts, within the frameworks of the international governmental organisations and are based on the outcomes of a number of conferences and discussions. Although a lot of lobby work has been done on the international platforms, it does not mean that national governments and national public service broadcasters automatically adopt these conventions and resolutions.

### Recommendations from recent conferences and meetings

- *UNESCO-Convention on cultural diversity, 20 October 2005*<sup>93</sup>  
The General Conference of UNESCO adopted the Convention on 20 October 2005. This Convention aims to fill a legal vacuum in world governance by establishing a series of rights and obligations, at both national and international levels, with the view to the protection and promotion of cultural diversity. This instrument should play a similar role for cultural diversity – at the same normative level – as World International Property Organisation conventions, World Trade Organisation agreements, etc. In *Article 6 – Rights of parties at the national level* is stated: “Within the framework of its cultural policies and measures as defined in Article 4.6<sup>94</sup> and taking into account its own particular circumstances and needs, each Party may adopt measures aimed at protecting and promoting the diversity of cultural expressions within its territory. Such measures may include measures aimed at enhancing diversity of the media, including through public service broadcasting.”
- *CoE Declaration on the Public Service Remit in the Information Society, 27 September 2006*<sup>95</sup>  
Member states should retain the competence to define and assign the public service remit to specific media organisations, maintaining the key elements underpinning the traditional public service remit, while adjusting it to new circumstances. These elements have been referred to several CoE documents, e.g. the 7<sup>th</sup> European Ministerial Conference on Mass Media Policy, Kyiv (Ukraine) 10-11 March 2005<sup>96</sup>, and have defined public service broadcasting as, amongst other things:
  - o A reference point for all members of the public, offering universal access;
  - o A factor for social cohesion and integration of all individuals, groups and communities;
  - o A forum for pluralistic public discussion and a means of promoting broader democratic participation of individuals.
  - o Concerning the factor for social cohesion public service media should satisfy the needs of migrant groups and underprivileged and disadvantaged social categories. This role of

<sup>93</sup> [http://portal.unesco.org/culture/en/ev.php-URL\\_ID=11281&URL\\_DO=DO\\_TOPIC&URL\\_SECTION=201.html](http://portal.unesco.org/culture/en/ev.php-URL_ID=11281&URL_DO=DO_TOPIC&URL_SECTION=201.html)

<sup>94</sup> *Article 4.6.* “Cultural policies and measures” refers to those policies and measures relating to culture, whether at the local, national, regional or international level that are either focused on culture as such or are designed to have a direct effect on cultural expressions of individuals, groups or societies, including on the creation, production, dissemination, distribution of and access to cultural activities, goods and services.

<sup>95</sup> <https://wcd.coe.int/ViewDoc.jsp?Ref=Decl->

[27.09.2006&Sector=secCM&Language=lanEnglish&Ver=original&BackColorInternet=9999CC&BackColorIntranet=FFBB55&BackColorLogged=FFAC75](http://www.coe.int/T/E/Com/Files/Ministerial-Conferences/2005-kiev/)

<sup>96</sup> <http://www.coe.int/T/E/Com/Files/Ministerial-Conferences/2005-kiev/>

filling a gap in the market, which is an important part of the traditional public media remit, should be maintained in the new media environment.

- *Tuning in to Diversity, Noordwijkerhout, 23-25 September 2004*<sup>97</sup>

The conference recommended the setting up of a centre of expertise to support diversity officers in various national stations. Through this centre they would be able to share strategies that can apply in various countries, among others, on how to get those at a managerial level to commit themselves to a Diversity Charter, not only in words but also in deeds. The workshop participants committed themselves to further work this out and resolve how the EBU will play a role in this. The following proposals were formulated: A small working committee will prepare a follow up meeting in which the EBU will be asked to facilitate the network of diversity managers, perhaps as part of the IPG structure (the EBU's Intercultural Programme Group); The working groups will make a proposal to revive the EBU-Charter on Equal Opportunities as part of an integrated approach to put diversity high on the public broadcasting agenda. The first step to set up a European Centre of Expertise to support diversity officers in all the EU states will be an Internet platform, which will work as "help desk".

- *Racism, Xenophobia and the Media Towards respect and understanding of all religions and cultures. An EU seminar in the framework of the Euro-Mediterranean Partnership, Vienna, 22-23 May 2006*<sup>98</sup>

Political institutions are responsible for creating a political and legal framework that promotes diversity in the media and works to curb racism. The basic legal framework is in place, and includes, inter alia, the European Convention on Human Rights (art. 10 in particular), the International Convention on the Elimination of all Forms of Racial Discrimination, and in the EU, its anti-discrimination legislation. This needs to be complemented with transparent and effective media regulatory mechanisms. It is recommended to create links between thematic years of the EU and UN, which focus on issues relevant to tackling racism and improving intercultural understanding, for example during the proposed European Year of Intercultural Dialogue in 2008. Public Service Broadcasters should adopt a "Diversity Charter", a declaration with specific commitments by media (with political backing), and should annually report on progress (on a designated "Diversity Day"). As part of these commitments they could use and expand international twinning programmes between media professionals, with a focus on young journalists to ensure that tomorrow's media practitioners are exposed to different cultures and engage more in international co-productions that can enhance intercultural understanding.

### **Some examples of European developments**

- The European Commission has supported the adoption of the UNESCO – Convention on cultural diversity in its Communication to the Council and the European Parliament "Towards an international instrument on cultural diversity"<sup>99</sup> (2005) and the EBU<sup>100</sup> strongly supports the UNESCO Convention, not least because the protection and promotion of cultural diversity and media pluralism are an important factor in the European audiovisual model, and of public service broadcasting in particular.

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<sup>97</sup> <http://www.tuning2004.nl>

<sup>98</sup> [http://eumc.europa.eu/eumc/index.php?fuseaction=content\\_dsp\\_cat\\_content&catid=3e6c61340870c&contentid=452a173c53b66](http://eumc.europa.eu/eumc/index.php?fuseaction=content_dsp_cat_content&catid=3e6c61340870c&contentid=452a173c53b66)

<sup>99</sup> [http://www.europa-eu-un.org/articles/en/article\\_4773\\_en.htm](http://www.europa-eu-un.org/articles/en/article_4773_en.htm)

<sup>100</sup> [http://www.ebu.ch/CMSImages/en/leg\\_pp\\_unesco\\_%20culturaldiversity\\_180505\\_tcm6-37819.pdf](http://www.ebu.ch/CMSImages/en/leg_pp_unesco_%20culturaldiversity_180505_tcm6-37819.pdf)

- In several countries the diversity remit of PSB is enshrined in the legislation or in broadcasting acts, although sometimes it is based on anti-discrimination articles, equal opportunity regulations<sup>101</sup>. The BBC<sup>102</sup> is committed to reflecting the diversity of the UK and to making its services accessible to all. This applies both to the output - TV, radio and online - and the workforce. Swedish Radio<sup>103</sup> considers diversity as a business case for the public service radio. The policy is defined at a central level with the commitment of the top Management. Swedish Television (SVT) has built its policy on the Swedish law. The management of YLE (Finland) drafted in 2005 a policy on services for migrants and special groups, concerning programme operations and special groups<sup>104</sup>. The management of MTV (Hungary) and the government signed a contract in order to support and implement a project to facilitate the integration of ROMA journalists in MTV-departments. The ZDF (Germany) has a Charter of programme ideas concerning diversity<sup>105</sup>. At WDR (Germany) there are integration, gender and disability commissioners supported by a broad self-commitment on the management level. VRT (Belgium) diversity policy is top-down and is promoted by the management, but its implementation is not mandatory. France Télévisions started in 2005 the Positive Integration Plan. NOS, Dutch Public Broadcasting, has an ‘achievement contract’ with the government. Diversity goals are part of this contract. One of the Dutch public broadcasters NPS has the legislative task to dedicate 20% of its television broadcasting time and 25 % of its radio broadcasting time to multicultural programming.
- NGO’s highlighted the important role of PSB for social cohesion and integration of all individuals, groups and communities during several European Conferences<sup>106</sup>. Special attention was given to the adoption of a “Diversity Charter” by the EBU, a declaration with specific commitments by media (with political backing), and on national annual reports on progress (on a designated “Diversity Day”).
- Recently the major European Media NGO’s, IFJ (International Federation of Journalists), EFJ (European Federation of Journalists), OSI-EUMAP (Open Society Institute EU Monitoring and Advocacy Program), AMARC (World Association of Community Radios), OLMCM (Online/More Colour in the Media network), SIGNIS (World Catholic Association for Communication), Article 19 (Global Campaign for Free Expression), and others, joined their ‘forces’ (encouraged by the EBU) in the creation of a European NGO lobby platform on media and diversity.

### Some examples of good practices

- *IDG – Eurovision Intercultural and Diversity group (EBU) – International*<sup>107</sup>  
Public service broadcasters have committed themselves to make every effort to reflect the multicultural and diverse character of our societies. Multicultural, multiracial and multi-faith issues should be seen, heard and mirrored not only in current affairs programmes for and about minorities but also in every single programme. Any EBU member can be an active participant and may appoint a delegate to the meetings. Participants exchange magazine items with a duration between five and nine minutes and are free to adapt them to their own broadcasting needs. The theme of the exchange changes every year, as decided by the EBU

<sup>101</sup> Report Diversity in TV, Radio and multimedia programming EBU, 8 March 2006

<sup>102</sup> <http://www.bbc.co.uk/info/policies/diversity.shtml>

<sup>103</sup> <http://www.sr.se/cgi-bin/mall/artikel.asp?ProgramID=2438&artikel=733477>

<sup>104</sup> <http://yle.fi/fbc/palvelustrategiaEng.pdf>

<sup>105</sup> Report Diversity in TV, Radio and multimedia programming EBU, 8 March 2006

<sup>106</sup> see 95, 97 en 98; [http://www.eumap.org/advocacy/advoc\\_eumap/media/mmpcouncil7](http://www.eumap.org/advocacy/advoc_eumap/media/mmpcouncil7);

[http://ec.europa.eu/employment\\_social/fundamental\\_rights/pdf/events/wz/wz06ek.pps](http://ec.europa.eu/employment_social/fundamental_rights/pdf/events/wz/wz06ek.pps) ; <http://www.osce.org/item/19059.html>

<sup>107</sup> [http://www.ebu.ch/en/eurovisiontv/documentary/intercultural\\_programme\\_exchange.php](http://www.ebu.ch/en/eurovisiontv/documentary/intercultural_programme_exchange.php)

Intercultural Programme Group at its plenary meeting in October. The number of participants also varies each year. The exchange itself takes place every year in April and is based on the principle “give one, take all”.

- City Folk is a unique co production series of the EBU IDG that runs now for ten years. In 2006 fifteen European public broadcasters are participating in the series, most of them originating in Eastern Europe. City Folk portrays the lives of ordinary people in big European cities. The series profiles their lifestyles, dreams, dilemmas, passions and their sometimes-dramatic life stories. Each episode contains three portraits of people from different ethnic and social backgrounds. Their stories are diverse and reflect modern life in the multicultural melting pots of the big European cities. The programs have good ratings on primetime in most countries.<sup>108</sup>
- *The annual European Week of Media and Diversity – International*<sup>109</sup>  
Online/More Colour in the Media (OLMCM) is an international network, set up in 1997, to make the European media more diverse both in terms of access to media jobs and of portrayal of migrants. OLMCM initiated the European Week of Media and Diversity to highlight the national and transnational efforts of schools of journalism, research institutes, media education centres, diversity managers, programme makers, NGOs, media watch organisations, vocational institutes, workers unions and ethnic community media from across Europe. The European Week of Media and Diversity offers the members of the OLMCM network with a platform to draw attention to the resolutions and recommendations of international bodies and to the presentation of monitoring efforts by the NGOs. The European Week of Media and Diversity is now implemented in 10 member states and will have its 4<sup>th</sup> edition 19 - 25 March 2007.

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<sup>108</sup> [http://www.ebu.ch/en/eurovisiontv/documentary/city\\_folk.php](http://www.ebu.ch/en/eurovisiontv/documentary/city_folk.php)

<sup>109</sup> <http://www.olmcm.org/section.php?SectionID=2>