

New public + new media = new governance? The Council of Europe's approach to governance in European public service media¹

Michał Głowacki²

Media and Information Society Division
Directorate General of Human Rights and Legal Affairs DG-HL
Council of Europe

(Draft proposal, please do not quote)

INTRODUCTION

Generally, the difficulties encountered by public service media (PSM) today are explained by external factors, namely: insufficient or uncertain resources, the privileged situation of private media companies, policy or legal constraints and, last but not least, a host of different forms of political interference. Very few attempts have been made to examine internal factors, which may have contributed to current crises of PSM companies in Europe.

In management literature, one often reads that the root causes of failure range from incompetent boards, biased behaviours, recurrent organisational crises, systemic and internal cooperation failures to long term de-motivation of managerial and skilled workers and loss of critical reflexivity at work. Does any of this ring a familiar bell in a public service media context? We can also read that the 2008 crisis in the banking and finance sectors was the direct result of the type of management which prevails in that sector; it points to the flaws in that management model. Can the same be said of the prolonged crisis in public service media? The banking management model largely evolved from the early 20th century Ford car production model. In the same way as it emerged as a historic invention, it can – and for some will certainly – be replaced by other more modern and effective forms of decision making. On the other hand, certain businesses, including mass communication or media-like ones, continued their sustained – and significant – growth and success despite a generalised slowdown (or worse) in 2008 and 2009. Their management and decision making processes are radically different from those of businesses that suffered or succumbed to the crisis. They display collective capacity for intensive innovation based on decision-based (deliberate) turbocharged innovation with significant reliance on collective, including users' or consumers', intelligence³.

¹ The ideas advanced here are further elaborated in an unpublished discussion paper “Back to Society? Rethinking Governance in European Public Service Media” prepared by the Secretariat of Media and Information Society Division (Council of Europe) for the first meeting of the Ad Hoc Advisory Group on Public Service Media Governance (MC-S-PG) (Strasbourg, 27-28 May 2010). The opinions expressed in this paper are not necessarily those of the Council of Europe or its member states.

² The author would like to thank Jan Malinowski, Franziska Klopfer, Anita Van de Kar, Elvana Thaçi, Lee Hibbard and Marise Boylan (all from the Media and Information Society Division - Directorate General of Human Rights and Legal Affairs – DG-HL, Council of Europe), Francis Gosselin (University of Strasbourg), as well as the members of the Ad Hoc Advisory Group on Public Service Media Governance (MC-S-PG): Pascal Albrechtskirchinger, Nuno Conde, Lizzie Jackson, Karol Jakubowicz, Ewan King, Andra Leurdijk, Christian S. Nissen, Tim Suter and Bissera Zankova for their valued suggestions and contributions towards this paper.

³ For detailed consideration of the concept see Hatchuel (2010).

What can public service media draw from current reflections about management, decision-making and innovation? Can it rise to the challenge of moving from its base of cultural activity on the periphery of economic or industrial production to becoming the heart of creative and social activity that powers all forms of innovation? And thus ensure its survival over the next few decades?

1. THE COUNCIL OF EUROPE'S APPROACH TO PUBLIC SERVICE MEDIA

The Council of Europe has consistently emphasised the value of public service for society. The notion of traditional public service broadcasting (PSB) has always been connected to diverse, universal and high quality content, democracy, protection of national culture and identity. The fundamental role of PSM in respect of freedom of expression and information and hence, democracy, has been referred to in a range of statements and policy documents of various natures⁴.

Recommendation (2007)3 of the Committee of Ministers to member states on the remit of public service media in the information society has emphasised that public service broadcasters are expected to be a reference point for all members of society, a forum for democratic debate (thus fostering democratic participation) and a factor in the social cohesion and integration of individuals and communities. According to that document public service broadcasters are supposed to be a source of impartial, independent and diverse information, to provide high quality innovative audiovisual content that complies with high ethical and quality standards, to be a forum for public discussion and a means of promoting broader democratic participation of individuals and to contribute to the production of audiovisual material for the national and European cultural heritage. The Recommendation has further called for an extended and diversified remit incorporating new technologies, interactive services and digital platforms⁵.

In 2009, the political declaration adopted during the 1st Council of Europe Conference of Ministers responsible for Media and New Communication Services (28-29 May 2009, Reykjavik) again underlined that PSM are expected to contribute to media diversity and help counterbalance the risk of misuse of power in a situation of strong concentration of the media and new communication services⁶. Later in the same year (25 June 2009) in Recommendation 1878 (2009) on funding of public service broadcasting, the Parliamentary Assembly reaffirmed that PSB remains an essential element for member states in meeting the needs of individuals and society as a whole with regard to information, education and culture⁷. In addition to various policy documents number of different reports and background studies, have been prepared by the Steering Committee on the Media and New

⁴ That mainly includes: Resolution No. 1 on the future of public service broadcasting adopted at the 4th European Ministerial Conference on Mass Media Policy in Prague (1994), Recommendation No. R (96)10 on the guarantee of the independence of public service broadcasting, Recommendation Rec(2003)9 on measures to promote the democratic and social contribution of digital broadcasting, as well as Declaration on the guarantee of the independence of public service broadcasting in the member states (27 September 2006) and Recommendation Rec(2007)16 on measures to promote the public service value of the Internet.

⁵ See Recommendation (2007) 3 of the Committee of Ministers to member states on the remit of public service media in the information society.

⁶ See also CM Declaration on protecting the role of the media in democracy in the context of media concentration, item IV (31 January 2007).

⁷ See Recommendation 1878 (2009) of the Parliamentary Assembly on funding of public service broadcasting.

Communication Services (CDMC) working group of Public Service Media in the Information Society (MC-S-PSM)⁸.

The current work of the Council of Europe with regard to PSM organisations is connected to the efforts of the MC-S-PG Ad hoc Advisory Group on Public Service Media Governance who examine modalities for public delivery to the widest possible public, paying attention to the way in which information and media or media-like services are sought and received and challenges to obtaining quality or trustworthy content. In this connection, the group, operating under the authority of the Steering Committee on Media and New Communication Services (CDMC), is elaborating a policy document containing guidance for member states on future governance approaches on the basis of independence, innovation, openness and responsiveness, as well as transparency and accountability⁹. By doing so the Council of Europe continues to develop the notion of public service value of the internet and again confirms its statement that there is still a need to preserve the presence of PSM in the 21st century.

Thus, this paper does not aim to analyse again what went wrong with many of the European public service media companies. The emphasis is rather put on the opportunities created by new technologies and regulatory mechanisms that might preserve the presence of PSM in different European cultures. The main question is therefore not whether society needs public service media but how public service media can adapt to a changing world in order to find its place in the media market and society. Since the old model of PSB based on a traditional response to (feed) public demand is no longer valid, a new notion of governance appears as a key factor that can contribute to fulfilling PSM remit and to maintain public trust and confidence in public services in the future.

From an organisational point of view, there seems to be a contradiction between the idea that PSM can be governed using rule-based policy-making and the desire to turn these organisations into much more transparent, flexible, participation-oriented organisations, that are able to interact and collaborate with different stakeholders. The aim is to try to find a balance between novelty and tradition, between emergent and hierarchical dynamics, between bottom-up idea generation and top-down policy making¹⁰.

Hence, the question is how does one create a structure of emergence that respects the dynamics of the under- and middle-grounds, and what incentives are to be put in place to guarantee the success of such initiatives?

⁸ Meeting reports of the Group of Specialists on Public Service Media in the Information society (MC-S-PSM) are available at: http://www.coe.int/t/dghl/standardsetting/media/MC-S-PSM/default_en.asp. Background reports and studies relevant for the work of the MC-S-PSM include: “Public service media in the information society” (Nissen, 2006), “The role of public service media for widening individual participation in European democracy” (Lowe, 2007), “How member states ensure the legal, financial, technical and other appropriate conditions required to enable public service media to discharge their remit. Compilation of good practices” (2009), “Contribution of public service media in promoting social cohesion and integrating all communities and generations” (2009) and “Strategies of public service media as regards promoting a wider democratic participation of individuals” (2009)

⁹ Meeting reports of the Ad hoc Advisory Group on Public Service Media Governance (MC-S-PG) are available at: http://www.coe.int/t/dghl/standardsetting/media/MC-S-PG/default_en.asp. Background reports and studies relevant for the work of the MC-S-PG include: “Public Service Media Governance: Looking to the Future” (2009) and “Back to Society? Rethinking Governance in European Public Service Media” (2010).

¹⁰ Ideas on modern PSM management are further advanced by Gosselin (2010).

2. (RE)DEFINING PUBLIC SERVICE MEDIA GOVERNANCE

The term governance has different meanings. It can be understood as “the sum of many ways in which individuals and institutions, public and private, manage their common affairs”¹¹ or “the exercise of political authority and the use of institutional resources to manage problems and affairs of society”¹². Governance has been mainly perceived as opposition to government or horizontal and vertical extension of government operations and it has referred to all the processes, where actors with different degrees of power and autonomy express their interests and try to influence the process of policy- or decision-making¹³. Therefore, the term has been extended to new concepts, such as “self-regulation” and “regulated self-regulation”, where state-centred policymaking has been shifted towards a citizen-centred approach based on coordination with different types of network and partnership relations¹⁴. Generally, the term media governance is broader than statutory media regulation and refers to the sum of mechanisms that aim to organise media systems both in formal and informal way¹⁵.

Public service media are “owned” by the public (all citizens, audience) which they are mandated to serve and pursuing public interest should be the guiding principle for the process of PSM governance. However, in most European countries, PSM have kept the people and civil society at a distance, while politics and the government proved to be the preferred partner¹⁶. Although most PSM have a public service mandate, rigid and top-down organisations appear to seek insufficiently to identify and serve the needs of their audience which is worlds apart from the time when public service broadcasting was first developed.

Thus, the editorial independence of PSM, requiring in particular the absence of political interference or pressure and a sufficient level of financial security continues to be a priority but needs to be complemented by a wider change of governance both on the internal and external level. External factors that are related to legal and policy framework as well as relations with policy makers, other media players and most notably civil society need to change in order to give PSM organisations the freedom to be innovative, responsive and accountable. Work on internal factors should concentrate on proposals for PSM on how they could improve their organisational and management procedures to meet these goals¹⁷.

There are huge variations in the approaches to management adopted by the Council of Europe member states’ PSM organisations, making it difficult to draw out potentially useful, and applicable, models from other public services or private sectors. While there is much that could be written about good leadership and management in general from the public and private sector, it is difficult to identify those areas of management practice which are especially relevant to PSM.

However, there are some areas where lessons from other models of management which are particularly pertinent to PSM, and relevant to the challenges the sector current faces, mainly:

¹¹ This definition has been provided by the UN Commission of Global Governance (1995).

¹² This definition has been provided by the World Bank.

¹³ For more of this approach see Puppis (2007).

¹⁴ See Hamelink & Nordenstreng (2007) and Schulz & Held (2001).

¹⁵ Adapted from Freedman (2008) and McQuail (2003).

¹⁶ See Bardoel & d’Haenens (2008).

¹⁷ More of this approach see Jakubowicz (2008).

- the promotion of equality and diversity in the workplace;
- creating an environment fostering the collective capacity for creation and for intensive innovation;
- stakeholder engagement and accountability;
- develop the ability to think beyond the current “business model”.

Promoting a diverse workforce that is fully supported in reaching their potential seems to be a prerequisite for successful PSM organisations. Diverse organisations, which reflect the wider community and draw on the inputs of people with diverse backgrounds, are well placed to respond creatively to user needs and fulfil their commitment to the public interest. Typically, organisations elsewhere in both the public and private sector that perform well on diversity are able to demonstrate the following: senior leaders who champion equality, a robust use of data to monitor trends in the recruitment and retention of diverse staff, excellent internal engagement with staff groups, and enhanced outreach work to attract staff from diverse backgrounds¹⁸.

It is vital in the new and fast moving context of PSM, that innovation and creativity are actively promoted within organisations. Research into organisations representing the creative industries and innovative public sector organisations suggest that a devolved or delegated approach to management and budgeting is better at promoting a culture of rapid idea generation and the quick adoption of new practices. Delegated management to the levels of teams, along with the use of innovation funds to resource and reward idea generation, are seen as helpful ways to encourage all of the staff to generate creative and innovative ideas¹⁹.

The issue of promoting greater accountability and openness between PSM and its viewers, listeners and other stakeholders is of critical importance in ensuring that the right balance is struck between strong top down leadership and direction, and the need to ensure that a wider group of stakeholders can influence decision making and hold PSM organisations to account. Several models of management in the UK public sector have sought to build greater bottom-up influence over governance and management decisions creating, in doing so, organisations that have a stronger bond of trust with their communities of interest and service users. NHS Foundation Trusts, for instance, have sought to promote greater local accountability vis-à-vis patients by establishing local Memberships Communities (made up of several thousand local people) who have specific powers over the Management Board of the Trust Foundation. Trust Memberships, for example, are able to elect members to the Board, attend Board meetings, and have the right to be consulted on plans. Local authorities in England have also tried to ensure the involvement of people from their community in decision making by setting up Citizen’s Panels, citizen’s juries and on-line platforms to enable them to influence budget setting and priorities²⁰.

Hence, the role of internal management of PSM today should not only focus on the structure of media organisations or relations inside the newsroom. It is expected that a new corporate form of PSM governance will be based on providing audiences with relevant and quality information and reaching citizens wherever it is possible by keeping media outlets constantly refreshed and uploaded. In line with existing examples of good practice, PSM need to learn how to promote interactivity with the public, how to develop ways to deal with problems of society and, finally, how to create high level of trust in PSM. New governance models of

¹⁸ Adapted from Office for Deputy Prime Minister (2006). Ideas advanced by King (2010).

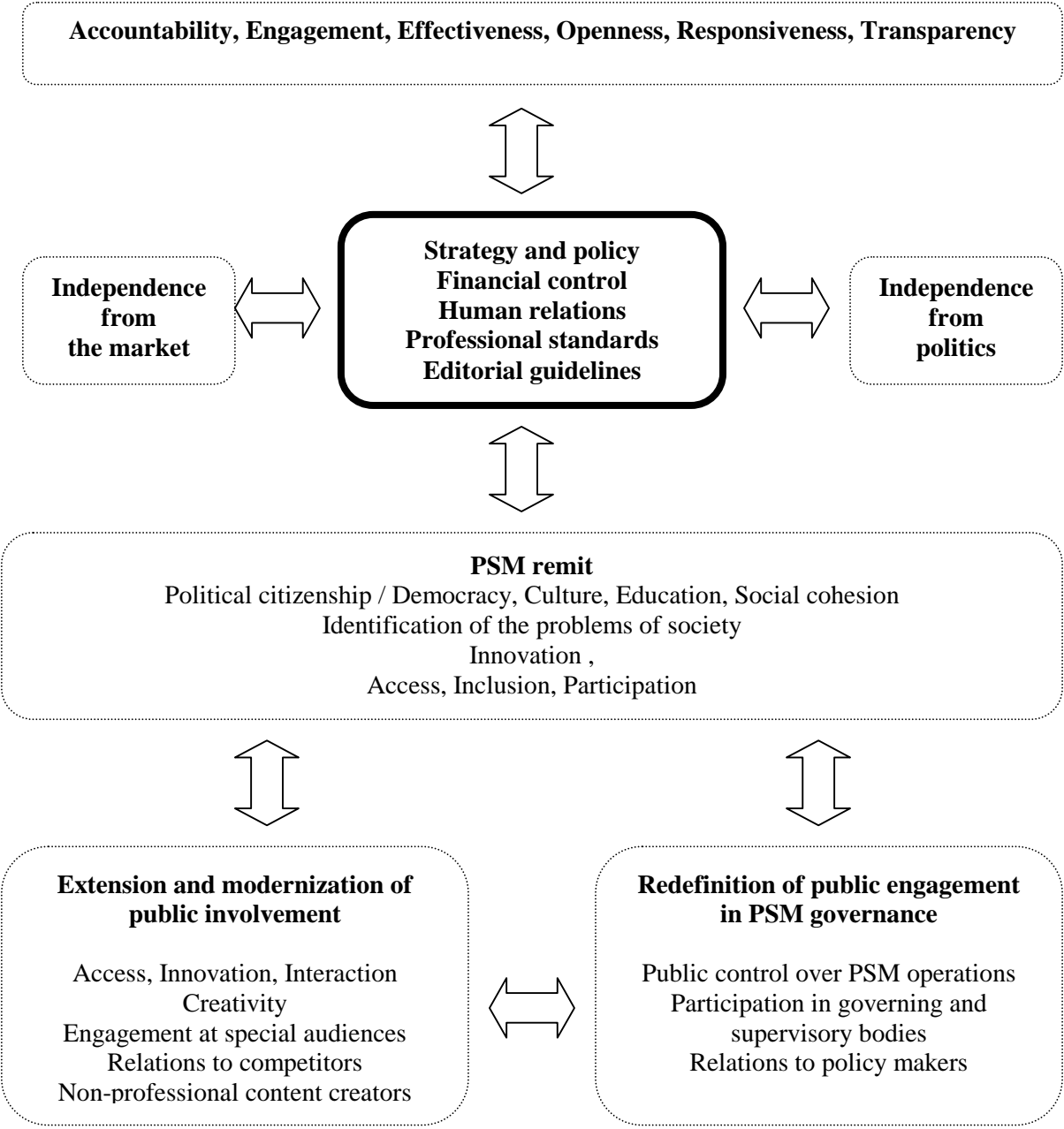
¹⁹ Adapted from Teachers as Innovative Professionals (2008). Ideas advanced by King (2010).

²⁰ Adapted from Audit Commission (2007). Ideas advanced by King (2010).

PSM need to be more responsive and open to new ideas and innovation in the provision of a diversity of quality content through traditional media and in the online space.

The analysis of the new model of public service media governance need to be based on the remit with special regard to serving individual citizens and minority groups, sustaining national culture, cultural diversity, democratic process as well as enhancing social, political and cultural cohesion. It should further include modality changes that would have to be applied to existing PSM organisations to allow them to extend and modernise public involvement and to redefine public engagement in the process of PSM governance (Figure 1).

Figure 1 Towards a model of PSM today



Source: Author.

3. EXTENSION AND MODERNISATION OF PUBLIC INVOLVEMENT

In an era of social change and convergence, it is expected that traditional public service media will develop innovative ways to provide public service content and achieve creativity and interaction with the public. It is part of their mission to guarantee that diverse audience groups have access to diverse content across all different platforms and the opportunity to pass comment and have their voices heard. In order to achieve this PSM management should foster their staff's creativity and their staff, in turn, should have the willingness and flexibility to reach out to new media users and platforms.

In addition to using websites to offer background information related to programmes which were broadcast through traditional means, PSM organisations are expected to also include links to related content and possibilities for communication with programme makers and other viewers. For instance, in the Netherlands all traditional public service content providers engaged with the online platform "Uitzending Gemist" which, in early 2010, encouraged Dutch citizens to register for general elections through its website. In the United Kingdom, a special platform was created by the BBC before the 2010 General Elections. By using the website, citizens had the opportunity to submit a question for the Prime Ministerial Debate and were allowed to upload and share their personal videos suggesting future tasks for policy makers. The traditional model of PSM in the United Kingdom is currently being challenged by Channel 4, which has formed the 4 Innovation for the Public (4iP) Fund to support public service content in the digital era. The main aims of the platform include the improvement of public interaction beyond traditional broadcasting services in order to nurture new talent and original ideas, champion alternative voices and new perspectives, inspire people and challenge them to see the world differently. The innovative network is open to everyone who registers for an account or submits a programme proposal according to the 4iP's guidelines. Is this an example of innovation that might inspire PSM elsewhere?

Another opportunity that is relevant for modernising PSM operations could be connected to the rise of crowd sourcing that has already become a tool for many private companies searching for innovation. For instance, by using a network "Connect & Develop", the company Procter & Gamble (P&G) collaborates with suppliers, competitors, scientists, entrepreneurs and citizens on issues dedicated to packaging, design, distribution, business and marketing models and technology, as well as new forms and services that may be offered by P&G in the future. The network is open to anyone who wants to submit innovative ideas for P&G's consideration. Due to the development of crowd sourcing, more than 50 percent of product initiatives at Procter & Gamble have involved significant collaboration with outside innovators. What inspiration can PSM draw from this particular example?

To be more relevant for users, PSM could develop some added layers and values. One way to achieve this would be to ensure that their obligations and content were linked to independent and complimentary web services and conversation networks. The World Bank has developed a conversation network called "People, Spaces, Deliberation" where users are encouraged to blog, comment on, subscribe and contribute to briefs for policymakers on several different issues. Blogs have also become a participatory tool for supporters of the Greenpeace International. The organisation's official website offers the possibility to share comments on general Greenpeace and environmental news, climate rescue and the nuclear industry. PSM can be an effective means of strengthening communication between citizens and public authorities. By promoting accurate and reliable information and services, different sectors of society can use PSM as a tool for communicating with public authorities. On the other hand,

those authorities can also use PSM as a platform for identifying and dealing with problems in society. A good example of how new communication services can be used to promote public service tasks in the digital era is again represented by the 4iP's Fund. A list of its current projects includes different types of modern networks and mobile services encouraging people to participate in both content creation and distribution and ranges from subjects such as learning new skills (Help me Investigate..., School of Everything, Yoosk) to sharing audio or video material (Audioboo) and discussing events (HashDash, Phabbling) and community based issues (Talk about Local). Are PSM's current decision-making arrangements capable of embracing such innovation?

As a way of ensuring maximum outreach and best distribution of public value content, PSM operations should also consider establishing (or extending) partnerships with their traditional competitors and expanding to different platforms. This could also include forming relations with independent producers and non-professional content providers from social networks other media-like services. Probably one of the best-known examples is provided by Google Groups, MySpace, Facebook and YouTube, where users are allowed to upload video clips created by themselves (or from others sources), comment on and rate videos, create profiles, link to other users and subscribe to channels offered by traditional broadcasters.

Finally, it is expected that PSM's extension of activities in the digital era will result in an increased engagement with specific audience groups such as children and teenagers, who may be particularly dissatisfied with current public service content. Due to technological development and different levels of media consumption, viewing figures among younger audiences have dwindled. Young mass media users have embraced the concept of multimedia usage through having TV on their mobile phones, Web 2.0, etc. Moreover, they often use the Internet as a significant source of information, education and entertainment. A good example of public service immersion in the gaming environment may be found in Flanders, Belgium, where Ketnet, a public children's television channel has been created. By offering a mix of quality locally-produced and imported programmes, interaction with young audiences is achieved through a multimedia platform, which offers different opportunities for game based education and entertainment. FarmVille, the free online game which allows users to invest in farm equipment and sell their produce for profit, scored 35 million monthly users and became the most popular application ever on Facebook only three months after its introduction. This suggests that the provision of public value content through online and video games may be a good way to target and strengthen participation from the youngest section of society.

The management lesson for PSM to be drawn from the examples above is to open the scope for maximum public involvement in a very informal and inclusive way (anybody can participate) and whereby participation is encouraged by some form of incentive for every good idea which is taken on board. To ensure quality control strict measures should be implemented by PSM management regarding suitability of monitoring body, call for contributions, and selection, examination and testing of proposals to ensure that the best product is chosen and that it is safe.

4. REDEFINITION OF PUBLIC ENGAGEMENT IN PUBLIC SERVICE MEDIA GOVERNANCE

In order to achieve a proper level of openness and responsiveness, PSM organisations need to meet their obligations and keep activities within the limits of their remit. It is desirable to

strengthen public engagement in relation to PSM, as well as policy makers, by offering citizens and non-formal decision makers opportunities to contribute to the process of governance. It may even be appropriate to open up PSM organisations in order to allow the public to take part in content policy decision making. Having ensured that PSM staff are well-trained and espouse the organisation's values and professional standards they can then use this in order to engage with audiences in the process of governance.

The challenge concerning PSM may be achieved through institutional representation and participation of citizens' representatives in supervisory bodies or consultative/advisory programming structures, ensuring accountability and improving relationships between PSM and audience²¹. In most European countries, members of the governing and supervisory boards of PSM are nominated and appointed by state representatives (parliament, government). A frequently arising question is whether members of PSM governing bodies have sufficient experience and are true representatives of the society they pertain to represent or rather if they have tend to act in their own interests? Another question is whether or not the public is actually willing to take an active part in such an institutional arrangement? Thus, governing structures today need to build a new partnership with the public instilled with a sense of shared ownership. To this end, PSM need to adopt effective tools to better understand audience needs and representation, and further support the role of PSM consultative and programming councils. A good example of this, again, comes from the United Kingdom, where 12 Trustees ensure that the BBC listens to the voice of its public. In support of the BBC Trust, four independent Audience Councils (for England, Scotland, Wales and Northern Ireland) have been created to this end. These bodies comprise viewers, listeners and online users of differing ages, geographical areas and social backgrounds, who volunteer their time to comment on BBC programmes, services and policies. According to the BBC strategy the role of Audience Councils is to communicate the views of audiences to the BBC Trust. A similar organisation has been created in Ireland, where proper levels of independence are achieved through the rule that only non-politically appointed citizens may become members of the Audience Council.

It is also expected that PSM will further look for other opportunities to strengthen institutional/public involvement. For instance, the Department for Children and Families in the United Kingdom has established the Young Muslim Advisory Group, made up of young Muslim people, to give them the opportunity to:

- facilitate an ongoing and meaningful dialogue between government and young people on the experience of being a young Muslim in England,
- provide young people with the opportunity to influence government strategy and policy on issues that affect them,
- support and encourage young people to play an active part in their communities to tackle disaffection, increase civic engagement and encourage intergenerational communication.

The group is trying now to influence government through meeting ministers, taking part in consultations and discussing policy changes. The network is open to anyone who is interested in giving proposals and sharing personal views on issues which affect them. Community editors of the Young Muslim Advisory Group produce their own magazine and also, a blog, where everyone has the chance to get their voice heard. This is a good example of getting as close as possible to the target audience and going beyond the model of selecting only one

²¹ More of this approach see Scifo (2009).

person to represent a whole group. A next step for the Young Muslim Advisory Group to consider would be to employ some of their young contributors on a permanent basis to become part of the team of PSM journalists, while also allowing them to keep their connections with their local community.

In addition, several PSM have already introduced ombudsperson-like institutions to represent the public and its complaints in front of the PSM governing boards. The PSM ombudsperson has been introduced to act as moderator between the public and media professionals in order to achieve transparency, credibility, responsiveness, accountability and independence. The operations of PSM ombudsperson-like institutions should be independent from external pressure including markets, politics and internal PSM structures. An example of good practice can be found in Portugal, where a listener and viewer ombudsperson is nominated by the Rádio e Televisão de Portugal (RTP) Board and in Spain, where an ombudsperson for listener, viewer and media interactive service users is nominated by the president of the Corporación Radiotelevisión Española (RTVE). A similar body has emerged in France, where two different institutions are dealing respectively with programming and information²². In the United Kingdom, viewers have the right to make complaints through the BBC Complaints Website. The complaint may relate to matters including BBC content, output, the digital switchover, fair trading, TV licensing and other general issues. Moreover, users can appeal to the BBC Trust if they are not satisfied with the response from the BBC Executive, Digital Switchover Help Scheme or TV Licensing. Solutions that have emerged in new communication services may also create a good catalogue of examples on how to deal with issues of copyright, privacy and accountability in the multimedia environment. For instance, in October 2007, YouTube announced a new service called “YouTube Video Identification” in order to assist copyright holders in protecting their content. Furthermore, users can report abuse, harassment, inappropriate content or privacy complaints on any uploaded video on the YouTube content management site.

Finally, it is expected that traditional forms of public participation in the governance process will lead to new platforms for discussion which may improve levels of participation and engagement and should be extended to new communication services. In order to be more democratic, transparent and open, PSM need to stimulate users to discuss policy proposals. One good example of involving users and non-professional content creators in the governance process can be observed in the social network Facebook which, in early 2009, announced a need for a more democratic and transparent approach to governing the website. Proposed policy documents, including Facebook Principles and Statement of Rights and Responsibilities, were first evaluated by users and experts. On the basis of the feedback received, new policy documents were proposed and a campaign “Your Voice. Your Vote” encouraging Facebook users to vote which documents should govern Facebook was launched. Most importantly, Facebook Site Governance has been created, whereby users of the network have a chance to learn more about the site’s governance documents. By becoming a fan of the application they receive automatic notifications on proposed changes. The site provides a possibility to evaluate, comment on, chat, share personal views and invite other users of Facebook to use this application. Moreover, a section with video messages from Mark Zuckerberg – the founder and CEO of Facebook – informing users about current Facebook developments, has also been created. A similar strategy has been adopted and further developed by Twitter, where users may be informed on their mobile phone about current network developments. The above approaches by social networks provide good

²² Adapted from Conde (2009).

examples of possibilities for future PSM governance. In order to ensure future survival and success, control over PSM operations and activities need to be open and constant and furthermore, involve as many users as possible in the greatest possible range of platforms.

CONCLUSIONS

Public service media in Europe have gone through a long development and they can no longer claim a monopoly on national media markets. Transnationalisation of communications, coupled with socio-political changes and technological development have had an impact on their current performance and caused different types of crises. In many European countries governing and funding processes depend on particular political party interests and outdated, top down organisational structures are unlikely to be sufficiently flexible, creative, independent, interactive and forward-looking to fulfil PSM's objectives. Although most PSM companies have a public service mandate, their efforts to identify and serve the needs of their audience are sadly lacking. Since the old model of PSB is no longer valid, a new notion of governance appears to be the key factor maintaining the public's confidence in public service media. PSM companies are "owned" by the public and pursuing public interest should be the cornerstone around which guiding principles for governance modalities are built. Provision of diversified content related to political citizenship/democracy, culture, education and social cohesion should remain the key role for PSM operations today.

The Group of Specialists on Public Service Media Governance (MC-S-PG) has decided to concentrate its work on modality changes that would need to be applied to existing PSM organisations in order to achieve innovation, openness, responsiveness and independence, not to mention transparency and accountability. It has been suggested that a new understanding of PSM governance should include discussions on the possible de-institutionalisation of public service media organisations and delivering PSM objectives via other organisations in addition to, or in some instances instead of, the main institution. The Group agreed to prepare a report which should eventually become the basis of a standard setting policy document on public service media governance in Europe. The report will first explain the need for PSM governance to change and will then provide a definition of the term 'governance' to make well informed decisions while endeavouring to preserve the necessary editorial and financial independence.

Thus, it is expected that national policy makers in European countries will respect previous Council of Europe policy standards when introducing innovation and new opportunities for the future modalities of PSM governance. This will help them to guarantee the independence of public service broadcasting and preserve the public service media remit in a fast-changing information society in the 21st century.

Reference list

Audit Commission, Review of Governance (2007). UK: Office for Public Management.

Back to Society? Rethinking Governance in European Public Service Media. Discussion paper prepared by the Secretariat of Media and Information Society Division (Council of Europe) for the first meeting of the Ad Hoc Advisory Group on Public Service Media Governance (MC-S-PG) (Strasbourg, 27-28 May 2010).

Bardoel, J., d'Haenens, L. (2008). Reinventing public service broadcasting in Europe: prospects, promises and problems. *Media, Culture & Society*, 30, pp. 337-355.

CM Declaration on protecting the role of the media in democracy in the context of media concentration, item IV (31 January 2007).

Conde, N. (2009). *Public Service Media Ombudsman. Responsiveness and Accountability*. Paper presented during the consultation meeting of the Ad Hoc Advisory Group on Public Service Media Governance (Strasbourg, 17-18 September 2009).

Contribution of public service media in promoting social cohesion and integrating all communities and generations (2009). Report prepared by the Group of Specialists on Public Service Media in the Information Society (MC-S-PSM). Strasbourg: Directorate General of Human Rights and Legal Affairs, Council of Europe.

Declaration on the guarantee of the independence of public service broadcasting in the member states (27 September 2006).

Freedman, D. (2008). *The politics of media policy*. Cambridge, Malden: Polity Press.

Gosselin, F (2010). *Ideas on modern management. A contribution to the PSM-governance reflection*. Paper delivered for consultation before the first meeting of the Ad Hoc Advisory Group on Public Service Media Governance (Strasbourg, 6 May 2010).

Hamelink, C. J., Nordenstreng, K. (2007). Towards democratic media governance. In: E. de Bens (ed.). *Media Between Culture and Commerce*. UK, USA: Intellect Books, pp. 225-240.

Hatchuel, A. (2010). *La fin du management?* Paper presented during the Conference on "Managing in the Future", organized by the Bureau d'Economie Théorique & Appliquée (BETA – Strasbourg University), HEC Montréal Mosaic, Voirin Consultants and the Council of Europe (Strasbourg, 8-9 March 2010).

How member states ensure the legal, financial, technical and other appropriate conditions required to enable public service media to discharge their remit. Compilation of good practices (2009). Report prepared by the Group of Specialists on Public Service Media in the Information Society (MC-S-PSM). Strasbourg: Directorate General of Human Rights and Legal Affairs, Council of Europe.

Jakubowicz, K. (2008). *Participation and partnership: a Copernican revolution to re-engineer public service media for the 21st century*. Retrieved March 10, 2010, from <http://ripeat.org/wp-content/uploads/2010/03/Jakubowicz.pdf>

King, E. (2010). Ideas delivered for consultation before the first meeting of the Ad Hoc Advisory Group on Public Service Media Governance (Strasbourg, 6 May 2010).

Lowe, G. F. (2007). *The role of public service media for widening individual participation in European democracy*. Report prepared for the Council of Europe's Group of Specialists on Public Service Media in the Information Society (MC-S-PSM). Strasbourg: Media Division, Directorate General of Human Rights and Legal Affairs, Council of Europe.

McQuail, D. (2003). *Media Accountability and Freedom of Publication*. New York: Oxford University Press.

Nissen, Ch. (2006). *Public service media in the information society*. Report prepared for the Council of Europe's Group of Specialists on Public Service Broadcasting in the Information Society (MC-S-PSM). Strasbourg: Media Division, Directorate General of Human Rights, Council of Europe.

Office for the Deputy Prime Minister, Review of Equality and Diversity in Local Government (2006). UK: Office for Public Management.

Political declaration adopted during the 1st Council of Europe Conference of Ministers responsible for Media and New Communication Services (Reykjavik, 28-29 May 2009).

Public Service Media Governance: Looking to the Future (2009). Strasbourg: Media and Information Society Division, Directorate General of Human Rights and Legal Affairs, Council of Europe.

Puppis, M. (2007). Media Governance as a horizontal extension of media regulation: the importance of self- and co-regulation. *Communications*, 32, No 3, pp. 330-336.

Recommendation No. R (96)10 on the guarantee of the independence of public service broadcasting.

Recommendation Rec(2003)9 on measures to promote the democratic and social contribution of digital broadcasting.

Recommendation (2007) 3 of the Committee of Ministers to member states on the remit of public service media in the information society.

Recommendation Rec(2007)16 on measures to promote the public service value of the Internet.

Recommendation 1878 (2009) of the Parliamentary Assembly on funding of public service broadcasting.

Resolution No. 1 on the future of public service broadcasting adopted at the 4th European Ministerial Conference on Mass Media Policy in Prague (1994).

Schulz, W., Held, Th. (2001). *Regulated Self-regulation as a Form of Modern Government. Study commissioned by the German Federal Commissioner for Cultural and Media Affairs. Interim Report (October 2001)*. Hamburg: Hans Bredow Institute for Media Research.

Scifo, S. (2009). *The ways in which the public, in all its diversity, can be involved in consultative programming structures*. Strasbourg: Directorate General of Human Rights and Legal Affairs, Council of Europe.

Strategies of public service media as regards promoting a wider democratic participation of individuals (2009). Report prepared by the Group of Specialists on Public Service Media in the Information Society (MC-S-PSM). Strasbourg: Directorate General of Human Rights and Legal Affairs, Council of Europe.

Teachers as Innovative Professionals. Report for GTC and The Innovation Unit (2008). Retrieved May 10, 2010, from http://www.gtce.org.uk/documents/publicationpdfs/teachers_innovate_rpt_may08.pdf

Websites

AudioBoo: <http://audioboo.fm/>

BBC Election 2010: http://news.bbc.co.uk/2/hi/uk_news/politics/election_2010/default.stm

BBC Trust: <http://www.bbc.co.uk/bbctrust/index.shtml>

Facebook: www.facebook.com

FarmVille: <http://www.facebook.com/FarmVille>

Google Groups: <http://groups.google.com/>

HashDash: <http://www.hashdash.com/hashdash/hashdash/index.html>

Help me investigate...: <http://helpmeinvestigate.com/>
Ketnet: <http://www.ketnet.be/>
MySpace: www.myspace.com/
P&G Connect + Develop: <https://secure3.verticali.net/pg-connection-portal/ctx/noauth/PortalHome.do>
People, Spaces, Deliberation: <http://blogs.worldbank.org/publicsphere/>
Phabling: <http://phabling.com/>
School of everything: <http://schoolofeverything.com/>
Talk About Local: <http://talkaboutlocal.org.uk/>
The 4 Innovation for the Public (4iP) Fund: <http://www.4ip.org.uk/>
The Greenpeace weblog: <http://weblog.greenpeace.org/>
Twitter: <http://twitter.com/>
Uitzending gemist: <http://www.uitzendinggemist.nl/>
Yoosk: <http://www.yoosk.com/>
Young Muslim Advisory Group: <http://www.ymag.opm.co.uk/>
YouTube: www.youtube.com