

CHAPTER TWO

REVIEW OF LITERATURE

Despite the first PSB in Thailand having already been set up, PSB's role is not clear in the people's perception. Most Thais assume it is the same model of state-owned TV, Channel 11 which is now operated by the government public relation department. This chapter reviews the literature and clarifies the PSB system in various aspects including related study: (1) PSB principles (2) PSB funding model, (3) PSB programming (4) related theories (5) related studies.

2.1 PSB PRINCIPLES

Leonard (1999) said the word "public broadcasting" and "public broadcasting service" confused many people. With an easy explanation, he described public broadcasting as owned by the state, the government or a public corporation while another one broadcasted with focusing on the interests of the public such as on educational, culture or other informative programs.

The thing makes a difference between PSB and private-own broadcaster is indeed "revenues". Private-owned broadcasters produce good-looking programs to reach customers at large which can absolutely lead to advertising budget planning from advertising agencies; more customers mean increased revenues. Meanwhile PSB easily obtains financial backing from various kinds of funding: license fee or receiving fees, donations from sponsors or people, government grants, commercial activities and even advertising to produce quality programs.

A significant framework by the United Nations Educational, Scientific and Cultural Organization or UNESCO (2001), PSB should be broadcasting made, financed and controlled by the public, for the public. PSB should be absolutely guaranteed to be away from government or political party interference and dominance.

Under the key principles of UNESCO, playing a role in establishing public service broadcasting around the world, PSB was announced to represent freedom of expression, universal access to information and preservation, respect for cultural linguistic diversity and education for all.

The concept of knowledge societies, which UNESCO is advocating, offers a holistic and comprehensive vision (cutting across all UNESCO's domains) with a clear development-oriented perspective that captures the complexity and dynamism of current global trends and prospects. Knowledge societies require an empowering social vision, which encompasses plurality, inclusion, solidarity, and participation. Based on the principles of freedom of expression, universal access to information and knowledge, promotion of cultural diversity, and equal access to quality education, the concept of knowledge societies is progressively recognized as essential for attaining major development goals.

Broadcasting Research Unit (BRU), UK based, is one organization discussed and outlines specifically 8 principles to be a pattern for PSB should follow

1. Universally of available (geographic)
2. Universally appeal (general tastes and interests)
3. Particular attention to minorities
4. Contribution to a sense of national identity and community
5. Distance from vested interests
6. Direct funding and universality of payment
7. Competition in good programming rather than for numbers
8. Guidelines that liberate rather than restrict program makers (Raboy, 1999, p.3-24)

Normally, PSB, the public television treats the audience as citizens, meanwhile commercial television treat audiences as customers. UNESCO (2001) said in *Public Broadcasting: Why? How?* as follow:

“It is the public's broadcasting organization; it speaks to everyone as a citizen”
(p.7)

Citizen's definition in Wikipedia, the free encyclopedia, is membership of a political community (originally a city or town but now usually a country) and carries with it rights to political participation; a person having such membership is a citizen.

Synthesized report regarding media reform (บทสังเคราะห์การปฏิรูปสื่อ 2547)

conducted by researchers supported by the Thai Fund Research (TFR) said that the PSB's philosophy is different from Commercial Broadcasting as follows;

- Commercial Broadcasting treats audiences as consumers, meanwhile Public Broadcasting respects audiences as citizens.
- Commercial Broadcasting focuses on economy, meanwhile Public Broadcasting focuses on culture.
- Commercial Broadcasting focuses on market demand; meanwhile Public Broadcasting focuses on creating a public sphere.

2.2 PSB FUNDING MODEL

Although PBS Models around the world basically embody structures, services, funding, accountability, miscellaneous provision, transitional and final provisions,

Several PSB models and financial funding adopted worldwide are based on their cultural and environmental context. However, in a general perception no perfect model exists. European Broadcasting Union or EBU (2000) described different PSB model among European countries. The document examines the implications, advantages and disadvantages of each source of funding as follows:

- Broadcasting fees paid by viewers/listeners
 - Definition: License fees paid to the state for permission to receive radio or television
 - Advantages: Stable, secure and predictable revenues
 - Disadvantages: Static revenue fixed to the number of radio and television households, very limited potential for growth
- Concession fees paid by commercial operators
 - Definition: The fees paid by commercial broadcasters
 - Advantages: Benefit indirectly from the stronger growth of advertising and sponsored revenues in the commercial sector.
 - Disadvantages: Unstable and unpredictable revenues
- Other sources of public funding

- Definition: Allocations from state budget, special funds, ad hoc measures such as capital increases or restructuring
- Advantages: Quickly adapted- funding to needs
- Disadvantages: Depending on political decision
- Radio/television advertising
 - Definition: Revenues from selling advertising at a limited allocation
 - Advantages: Tending to be higher than that of public funds
 - Disadvantages: Unstable source of the funding, strong pressure on programs , neglecting of minority interests
- Radio/Television sponsorship
 - Definition: Revenues from program sponsors such as sports or news programs.
 - Advantages: Helps to maintain the competitiveness of all program categories
 - Disadvantages: Risk of interference by sponsors
- Subscription fees for pay services
 - Definition: Similar to operation of pay-TV
 - Advantages: New and fast- growing sources of revenue, remain competitive broadcaster compared with pay-TV operator
 - Disadvantages: Undermines the PSB role
- Other revenues
 - Definition: Revenue from program sales, sub-licensing, merchandising, teleshopping, electronic commerce, the provision of services to a third party, etc.
 - Advantages: New sources of funding, diversification of revenue
 - Disadvantages: Possible “commercialization”, undermines the character of PSB
- Mixed funding
 - Almost all European state adopted mix funding, also often understood as a mixture of “public” and “commercial revenue”

The most successful PSB funding model in five countries

PSBs Model	Source of funding
1. BBC (UK)	Approximately 77% comes from License fee. Others from <ul style="list-style-type: none"> • Revenues from commercial activities • Direct funding from the Foreign and Commonwealth Office for the BBC World Service • Other funding
2. NHK (Japan)	Mostly comes from license fees paid by viewers, with no commercial advertising.
3. PBS (US)	Funding comes from a variety of sources - member stations' dues, the Corporation for Public Broadcasting, government agencies, foundations, corporations and private citizens.
4. ABC (Australia)	Vast majority is funded by direct annual grants from the federal government budget
5. CBC (Canada)	Revenue sources are from government funding, subscription fees, advertising revenue, and other revenue (e.g. real estate).

ที่มา : ฐิตินันท์ พงษ์สุทธิรักษ์, วีระยุทธ กาญจน์ชูฉัตร (2546). *สื่อสาธารณะ*. โครงการ “การปฏิรูประบบสื่อ: การพัฒนาบุคคลและสื่อสาธารณะ”, สำนักงานกองทุนสนับสนุนการวิจัย. (Thitinan Pongsuthirak and Veerayuth Kanchuchart (2546). *Public Media*. “Media Revolution” Scheme: Human resource development and Public media, The Thai Research Fund)

2.3 PSB PROGRAMMING

Many PSB media or televisions were established around the world to serve the public interest and provide informative programs as per PSB fundamental principles. However UNESCO (2001) said it is not necessary that all of them have to provide the same program because there are many factors including financial affordability involved in producing different program. UNESCO said that it was important to provide programs on PSB to serve all groups of people divided by region or province. PSB Characteristics advised by UNESCO are as follows;

1. Unbiased, enlightening information

Because PBS was established to offer knowledge to people and is financed by the public, PBS programming should be neutral and not dominated by media.

UNESCO said that the media should balance information.

2. General interest and service programming

UNESCO suggested that PBS should provide all programs to cover all the needs of people. PBS should be act as a service offered to the people.

3. Programs that leave their mark

Cultural and art programs should be provided on PSB media or television because the program can widen people's vision.

4. In-house production

Although PSB can allow outside production houses to produce some programs, PSB, itself, should produce programs in order to guarantee PSB fundamental principles.

5. National content

It is important that PSB media should focus on national issues first. People should be allowed to express idea and access local news and information.

In Europe, PSB provide a variety of programs which are news, current affairs, documentaries, education programs, sports, variety, drama, music, religion, kid's programs and entertainment. The programs are a mixed characteristic of PSB and Non-PSB because colorful programs of Non-PSB or commercial television draw attention rather than serious programs provided earlier by PSB (Brown, 1996)

The Thailand Research Fund's synthesized report regarding media reform (2004) reviewed that Public Television and Radio should determine the production of programs by considering the following ideas;

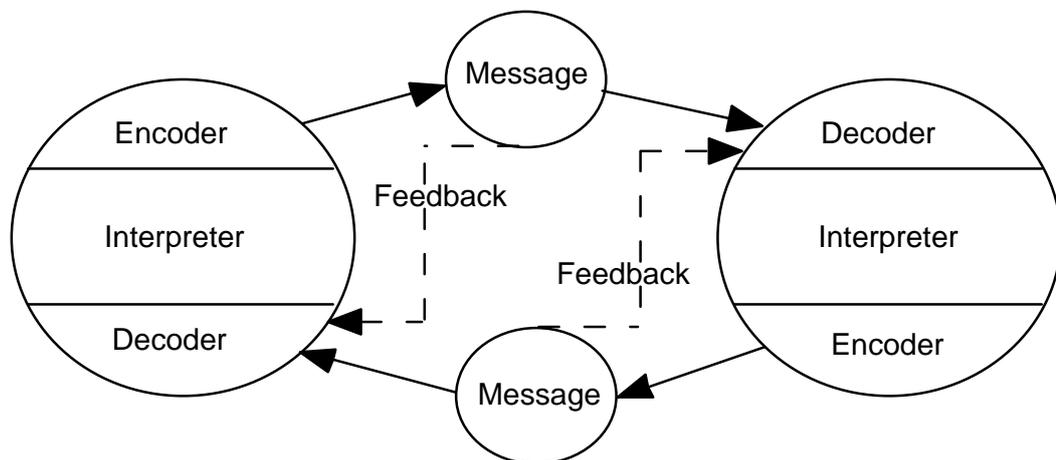
- Present a variety of programs to serve all the people's taste
- Present unbiased and unprejudiced programs
- Present programs which place a value on children, the elderly, and the poor who are abandoned by the commercial media.
- Present many more democracy development programs
- Present high quality programs rather than being concerned with audiences numbers.

According to Powell & Gair (1988, as cite in Wipa Utamachanta, 2544), media should serve not only public's "want" but also public's "need". It means media should provide contents which are public's preferences and public interest. Media

have to provide useful programs, even though those programs are not favored by people.

2.4 THEORIES

In the Mass Communication area, many theories have been proposed, studied and argued by theorists and academics. However the fundamental principles of mass communication presented basically involve thoughts originated by Aristotle. The Greek philosopher's thought focuses on 3 parts: the speaker, the speech and the audience, which are the critical key in communication process. Aristotle's thoughts were developed by the theorists after his time. Wilbur Schramm in 1954 (McQuail, 1987) presented their model consisting of Encoder, Message and Decoder.



From: *Mass Communication models for the study of mass communication*, (p.19) by D.McQuail and S.Windahl, 1981, London: Longman.

Schramm's model has been often referred to and taken for further study by adding some factors affecting the mass communication and broadcasting processes. Normally, all theories' principles concern the critical role of media for social responsibility which is also the main principle of PSB to promote the people's quality of life and strengthen society. The research referred to two theories, Gatekeeper Theory and Social Responsibility Theory, which could represent the main character which Thai PBS should follow to its fundamental objectives. At the same time Thai PBS should provide interesting and attractive programs in order to attract public or audience attention.

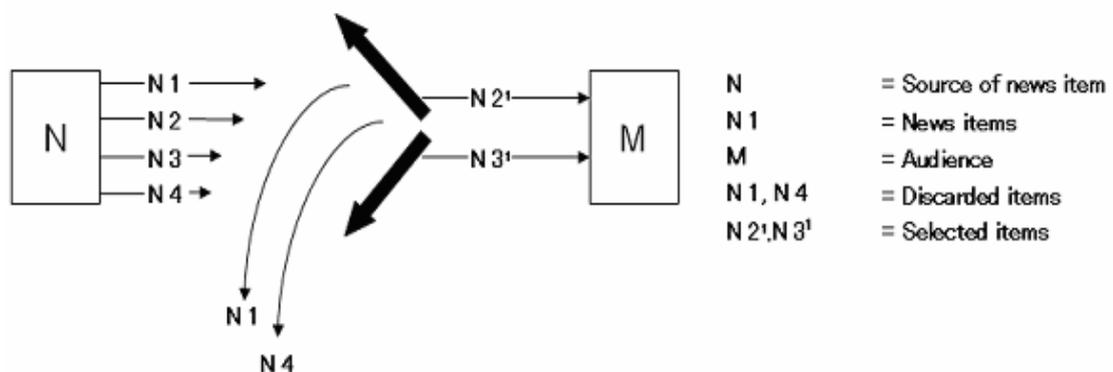
2.4.1. Gatekeeper Theory

The Gatekeeper Theory is one of the theories which focuses on the senders who provide the messages, pictures and contents via all kinds of media including television based on morality and ethics. They have to censor the contents by themselves before providing or broadcasting the messages.

Thailand has faced problems in that most TV providers dismiss their roles in blocking inappropriate contents in the programs. Therefore Television and Radio Broadcasting Management Committees (คณะกรรมการบริหารวิทยุกระจายเสียงและวิทยุโทรทัศน์ หรือ กบว.) were established to censor inappropriate parts of the whole content such as vulgar language wording, improper behavior and sexual scenes. However, media providers and broadcasters should take this role upon themselves.

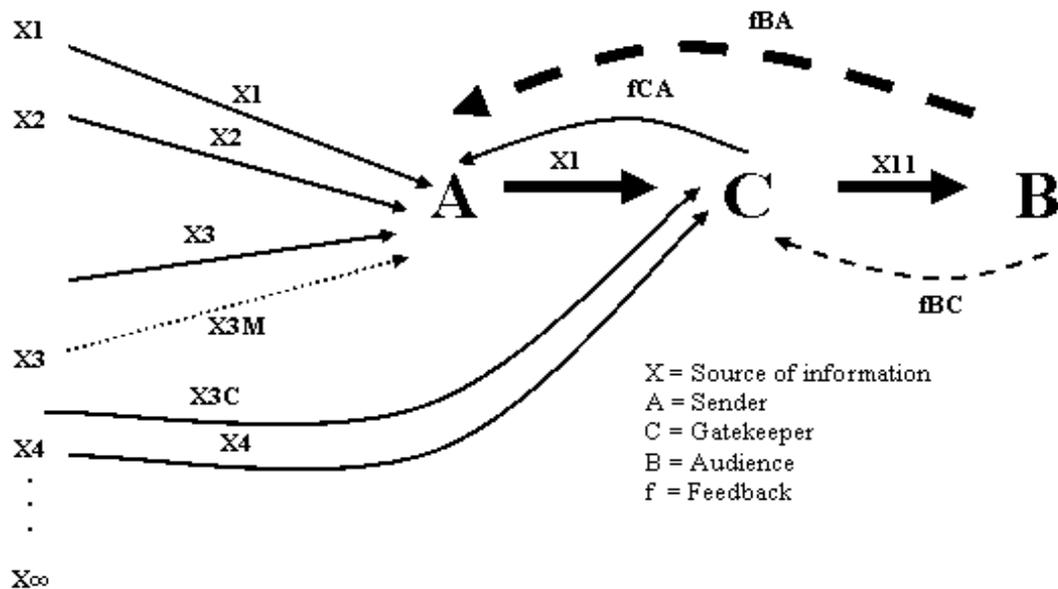
Hiebert (1974) described in *Mass Media: an Introduction to Modern Communication* that the word “Gatekeeper” was coined by Kurt Lewin in 1940 regarding distributing completely accurate news via channels. In each step of sending news, checkpoint or gate called by Lewin is the place to scrutinize the messages. The persons, who examine the news’s accuracy, then, distributed to receivers readers or audiences are gatekeepers. The Gatekeeper theory later was applied to journalism by David Manning White in 1950 and then developed to be the Gatekeeper Model by Bruce Westley and Malcom Maclean in 1957. They added the Feedback factor to the model. According to its principles, PSB should act as a gatekeeper in producing and providing superior programs to build up society and stabilize the nation.

“White’s Model (1950)”



From: *Mass Communication models for the study of mass communication*, (p.166) by D.McQuail and S.Windahl, 1981, London: Longman.

“Westley and Maclean’s Model (1957)”



From: *Mass Media: an Introduction to Modern Communication* (p.132), by Hiebert, R.E. 1974, New York: David McKay.

2.4.2. Social Responsibility Theory

Social Responsibility Theory was initiated by Hutchins in 1947 (as cited in Mcquail, 1987). Hutchins expressed his idea that the free market ignored press freedom and social responsibility which should be forwarded to public properly. People in any class in society have the rights to access information. Media have to play a crucial role in providing informative contents to serve the public. The three main principles mentioned in the Social Responsibility Theory were: (1) Individual freedom (2) Media freedom and (3) Obligation to society.

The theory suggested the two solutions in order to strengthen Social Responsibility Theory. The first important thing was a development of public, individual and institutions by dragging them into broadcasting management. Higher standard of performance is another solution for securing people's benefit.

Media in the Social Responsibility Theory was advised to do its duty professionally in order to serve public interest as follows:

1. Should follow its commitment to serve public.

2. Should provide informative, true, accurate, unbiased and balance contents professionally.
3. Should be self-censored and follow rules of law
4. Should avoid contents which can lead to crime, violence or disharmony in society.
5. Should allow people for participation and expression.
6. Should be aware of public rights to have high standard contents and participation
7. Should be accountable to society.

2.5 PREVIOUS STUDY

There have been many books and research papers discussing the possibility of establishing a PSB in Thailand for many years. The academics and the researchers agreed that Thailand should have a television station which can serve the public interest and promote the public's quality of life. (ฐิตินันท์ พงษ์สุทธีรักษ์ และ วีระยุทธ กาญจน์ชูฉัตร, 2546 ; สักดิ์ชัย อภินัยนาถ, 2544; ทรงยศ บัวเดือน, 2546; Pana, 2002; วิภา อุดมฉันท, 2544)

The research conducted by Thitinan Pongsuthirak and Veerayuth Kanchuchart (ฐิตินันท์ พงษ์สุทธีรักษ์ และ วีระยุทธ กาญจน์ชูฉัตร, 2546) found that people can gain advantages from the foundation of a PSB which can meet their needs and interests. The research suggested two alternative options to establish PSB in Thailand. It might be whether to overhaul TV Channel 11 or create a PSB station. The researchers agreed that the transformation of Channel 11 is more reasonable and cost saving. Another important issue covered in the report was the organization's financial support. The researchers recommended it should come from the people pockets or license fees. This is the best way to assure that PSB can stay out of the control of government and capitalist groups.

ศักดิ์ชัย อภินัยนาถ (Sakchai Apinainart, 2544) said in the study that Channel 11 has some characteristics in meeting the principles of PSB as follows,

- Free from advertising and capitalist intervention
- Public can participate in the programs it produces
- Minority groups can easily access the program

However, channel 11 is still under government administration, this will be an obstacle in reaching the PSB principle of being totally free from intervention.

The article written by Dr. Pana Thongmeearkom. (2002) regarding the preparation for PSB in Thailand focused on the necessity of setting up for PSB particularly new regulation and funding sources. He mentioned the Article 40 of the present Constitution of Thailand which defined that radio and television should not be controlled by any particular group. ทรงยศ บัวเพื่อน (Songyos Buapeun, 2516) proposed his ideas about media reform in Thailand as a way to strengthen the role of media to protect the public's interest and promote a knowledge based society under Article 40 of the Constitution. He also reflected the media problem in Thailand in many aspects.

วิภา อุตมฉันท (Wipa Utamachant, 2544) said there are two important citizen's rights in accessing information; 1) The right to adopt TV's programs informatively. 2) The rights to adopt TV's programs freely. However, if the market mechanism is allowed to dominate those rights, the receivers or audiences will be barred from other high quality programs. Then audiences have no idea of how to and call for programs they have not seen. At the same time TV's producers will not recognize the audiences real demands. Therefore Media reform should be undertaken in Thailand.

Most of the research however focused mainly on principles, financial funding models and the governance of establishing PSB in Thailand regarding its advantages for the public. The researcher did not touch upon the real need of the people or conduct a study of public attitude towards establishing PSB in Thailand.