

Report by the Committee of Review of the Special Broadcasting Service

Committee of Review of the Special Broadcasting Service Serving Multicultural Australia - the Role of Broadcasting - Report by the Committee of Review of the Special Broadcasting Service, December 1984 Canberra, Australian Government Publishing Service, 1985. Part One, pp xix-xx and 12-85.

**SBS Review Committee,
The Hon F. X. Connor, QC,
Chairman**

Terms of Reference

1. Having regard to:

- (a) the Government's desire to foster multiculturalism and the provision of multilingual radio and multicultural television services;
- (b) the statutory powers and functions of the Special Broadcasting Service (SBS) as set out in the Broadcasting and Television Act 1942 and the Broadcasting and Television (Special Broadcasting Service) Regulations; and
- (c) the services provided by other broadcasters;

the review shall examine and make recommendations on the following matters:

- i) the operational and programming policies, administration, accountability and organisational arrangements of the SBS;
- ii) whether other arrangements including, for example, amalgamation with the Australian Broadcasting Corporation, might be more appropriate for the provision of multilingual and

multicultural services;

- iii) how such services might best be developed in the future;
- iv) the extent to which other broadcasters such as public broadcasters or the Australian Broadcasting Corporation, might be involved in the provision of such services;
- (v) the principles which should govern greater community participation in the provision and development of such services;
- (vi) structures to ensure sensitivity to ethnic community needs and wishes and to promote adequate consultation with ethnic communities;
- (vii) means by which multilingual radio and multicultural television services might adequately provide English language learning; and
- (viii) consequential changes in legislative or administrative arrangements.

2. The final report of the review is to be forwarded to the Minister for Communications by 30 November 1984 and there may be interim reports on particular issues.

Synopsis and Summary of Recommendations

Synopsis

2.1 The Committee was instructed to take into account the Government's commitment to multiculturalism, and to the continued existence of radio and television services providing ethnic and multicultural programs. In other words, it

was not within our scope to question the principle of multiculturalism or the concept of multicultural broadcasting, and we would not have wished to do so.

2.2 In asking us to examine the role of the SBS and to make recommendations on the future development of ethnic broadcasting, the Government was inviting us to consider the responsibilities of each sector of the Australian broadcasting system for providing ethnic and multicultural services. The Government's emphasis was on the national and public broadcasters, but the clear implication was that the commercial sector could also play a role. All broadcasters, for example, are potentially able to provide programs in areas not reached by other sectors and, in a wider context, can ensure that their programs recognise and affirm the multicultural nature of Australian society.

2.3 Our Terms of Reference were therefore very broad. They allowed us to recommend a major restructuring of a good part of the Australian broadcasting system, conceivably involving the amalgamation of the two government sector broadcasters, or major changes in the roles and responsibilities of the EA stations in Sydney and Melbourne. Our terms of reference also gave us the opportunity to influence the operations of over half of the public broadcasting stations round Australia.

2.4 What follows is a brief summary of our findings on those issues which emerged during our year-long review as being of most concern and interest to the public. It is by no means a comprehensive synopsis of the report, but it covers what we believe to be our most important, and in some cases perhaps, controversial, findings. We give a list of all our recommendations after this synopsis.

The operational and programming policies, administration, accountability and organisational arrangements of the SBS

2.5 The Committee found the radio stations 2EA and 3EA to be generally satisfactory in terms of their operations and their programs.

Indeed, audience research and our own consultations with the community, as well as submissions and evidence, attested to the success of the stations in attracting, and keeping, the audiences for whom they are intended. These audiences value the stations highly for homeland news, music, information and entertainment; often they provide a virtual lifeline for the elderly, the newly arrived, the isolated.

2.6 Naturally, we heard criticisms of some programs for alleged deficiencies in quality and/or content. In this respect it was necessary to distinguish between criticisms which were justified and which reflected the views of the majority of listeners and those which sometimes came from vocal, disaffected minorities. We felt that criticisms frequently arose from the fact that the SBS had done very little to train radio broadcasters and co-ordinators or to provide sufficient facilities for them so as to ensure appropriate standards in production and presentation. Although some broadcasters were professionals in their homeland before they came to Australia, many of the skilled broadcasters on the EA stations are virtually self-taught and the high standard of some of their programs is greatly to their credit.

2.7 The SBS itself concedes that radio has been overshadowed by television in terms of resources and attention paid to it and has been observed to be the 'poor cousin' of the organisation. The general audience satisfaction, to which we have referred, exists in spite of the unhappiness in the radio branch due in part to poor industrial relations between co-ordinators and broadcasters on the one hand and management on the other. Closely associated with this is the highly unsatisfactory engagement arrangements for co-ordinators and broadcasters.

2.8 In order to overcome these defects we have made a number of recommendations about regularising the status of co-ordinators and broadcasters, developing the radio to full professional status, improving industrial relations and training broadcasters.

2.9 Multicultural television is still young, and as

yet is not seen by people outside the ACT, NSW and Victoria. While it appears to be much appreciated by those who watch it, it must be said that the number of viewers so far remains relatively small, and includes many more people of non-English speaking background than Anglo-Australians. This runs counter to the objectives of multiculturalism, which is intended to involve everyone, and it gives cause for concern about the performance of 0/28. We do not expect the channel to attract large audiences; we do, however, expect nearly everyone to dip into it from time to time.

2.10 It is not possible to say definitively what is at fault, and allowances must be made for the relative youth of the service. There is, however, considerable criticism of the Channel's program policy - particularly for the lack of Australian-produced programs with a multicultural emphasis; on the other hand, its news service is universally praised. It may be that multiculturalism has not been translated into television in a sufficiently appealing way. To do this is a difficult task, and will become more so as the service extends to centres with smaller populations of non-English speaking background.

2.11 We have recommended a number of measures designed to change or strengthen the program policy emphasis of 0/28; but we see the task of building television audiences to an acceptable level as perhaps the major one confronting multicultural television in the immediate future.

2.12 In both radio and television, we have avoided any proposals likely to lead to an organisation on the scale of the ABC, with extensive facilities and a very large staff on a national basis. We have placed an emphasis on continued use of contracted facilities and staff. In the case of television particularly, we endorse maximum use of ABC facilities by Channel 0/28, for its in-house production, including - if at all possible - co-siting of ABC-TV and 0/28; and as a way of encouraging the local production industry, the increased purchasing and commissioning of work from independent

producers in all States.

2.13 The Committee heard considerable criticism of the existing Special Broadcasting Service, from within and outside the organisation, for alleged insensitivity, inept management and administration, rigidity and resistance to change, discrimination and poor communications. We found - with assistance from our management consultants - that many of these criticisms were justified. We must point out, however, that many of the organisation's problems have their roots in historical constraints imposed by an awkward transition from community-based radio stations to a fully-fledged statutory authority, and by the hasty introduction of the television service, grafted rather uncomfortably on to the existing radio structure.

2.14 Central to the SBS's internal problems has been the requirement that it engage staff under the Public Service Act 1922 and its relationship with the Public Service Board. One consequence has been a concentration of people of Anglo-Celtic background in the major decision-making positions and in most of the administrative jobs, and ill-defined and insecure employment terms and conditions for creative people - many of whom are of non-English speaking background. The fault does not necessarily lie with the Public Service Board; indeed the SBS itself must shoulder some blame for its inadequate, sometimes incompetent performance, especially in industrial relations matters.

2.15 Nevertheless, the fact remains that public service practices are generally unsuited to the operations of a broadcaster, which needs to be able to act quickly, decisively and flexibly. We have therefore recommended that the SBS, like the ABC, be removed from the nexus with the Public Service Board. We have made a range of other recommendations designed to ensure more equitable recruitment and employment practices, a more workable organisation structure, stricter accountability, improved internal communications, proper mechanisms for industrial relations, upgrading of grievance

and appeals systems, and mobility of staff between the SBS and other program producing organisations such as the ABC and the Australian Film Commission.

Whether other arrangements including, for example, amalgamation with the Australian Broadcasting Corporation, might be more appropriate for the provision of multilingual and multicultural services

2.16 Perhaps the most difficult question facing this Committee was that of the future relationship between the ABC and the organisation providing multicultural broadcasting services. At one extreme was the idea of a formal amalgamation between the two broadcasters; at the other, totally separate development. Between the two lay a range of options involving various kinds of formal and informal links.

2.17 If public opinion were our sole guide, we would have had no hesitation in deciding against amalgamation; for the overwhelming majority of those who spoke or wrote to us, gave evidence, or took part in consultations, were opposed to any merger between the SBS and the ABC. The perception that the ABC has been insensitive to the needs and interests of some sections of Australian society, especially ethnic communities, is still very strong. The ABC has a major job ahead of it in implementing the multicultural responsibilities recently spelt out in its new statute. The Committee was not convinced of the ABC's understanding of multiculturalism, or of the prospect of any real or immediate changes, despite the Corporation's stated commitment to the task. The Corporation itself stated at the outset that it did not wish to absorb multicultural broadcasting at this time; later it expressed an interest in absorbing the television service but as a second ABC channel subject to an undertaking to maintain the present volume of multicultural broadcasting. It maintained its disinterest in taking over ethnic radio.

2.18 Against this resistance, the Committee had to weigh the view of a number of leading

proponents of multiculturalism that national broadcasting, to be a truly national service, should serve specific as well as general needs; and that to confine ethnic/multicultural services to a separate body was antipathetic to the policy - supported by the Government - that wherever possible these services should be part of mainstream organisations. This would not necessarily mean amalgamating the two existing broadcasters; rather, it might involve the establishment of a new national broadcasting authority absorbing elements of each. A similar authority was contemplated by the Committee of Review of the ABC, but not accepted by Government.

2.19 This Committee also had to take account of the fact that separate development of the two broadcasters, especially as the SBS extends its television service round Australia, was likely to cause wasteful and costly duplication of staff, facilities and even services. This could be eliminated by bringing them into a closer relationship. In addition to any cost savings in the longer term, benefits would flow from sensitising ABC management and staff to the needs and interests of a multicultural society.

2.20 In view of the substantial community opposition to any arrangement at present which might be construed as a merger of the ABC and the SBS, the Committee has recommended against it for the time being. Instead, we have recommended the closest possible co-operation between the two organisations at many levels and in many areas; in some cases - such as audience research - we believe joint mechanisms are possible now. At the same time, we have made many recommendations designed to bring the SBS 'into line' with the ABC, so that any future integration of the two could be made as smoothly as possible. We have recommended that in 1990, there be a joint review of both organisations, to decide on the future development of national broadcasting. It may well be that by then the idea of a national broadcasting authority responsive to the needs and interests of all Australians will appear as both desirable and acceptable to a majority of people in the light of the performance of the

two national broadcasters during the rest of the decade.

How such services might best be developed in the future

2.21 To replace the SBS, we have recommended the establishment of a new statutory authority, the Multicultural Broadcasting Corporation, responsible for the provision of ethnic radio 2EA and 3EA, and multicultural television Channel 0/28. The legislation establishing the Corporation will ensure that in all major respects it is similar to the ABC: i.e. while being given an equal degree of independence, it will be subject to the same constraints.

Two important features are:

- chief executive (known as Managing Director) appointed by the board, not by the Government;
- direct government funding, no advertising or sponsorship.

2.22 The EA radio system could be extended either by setting up an individual EA station in each capital city outside Sydney and Melbourne; or the present Sydney/Melbourne EA programs could be nationally networked. We have not recommended either of these options. The role of other broadcasters in providing ethnic radio is discussed below.

The extent to which other broadcasters, such as public broadcasters or the Australian Broadcasting Corporation, might be involved in the provision of such services

2.23 The Committee came down firmly in favour of public broadcasters as the major means of providing ethnic radio program services in parts of Australia not covered by the EA stations. To assist ethnic public broadcasters, we support the production by the SBS/new Corporation in consultation with them of a program package containing material - particularly news, current affairs, features and information - of a kind they do not have the resources to produce themselves. A range of

programs will also be made by a specialist program packaging unit and distributed to all public broadcasting stations, the ABC and commercial stations wishing to use them. They will include programs by and for Aboriginal and Islander people as well as for ethnic communities - though overall we believe the primary responsibility for Aboriginal broadcasting should lie with the ABC.

2.24 To ensure that locally-relevant ethnic programs, as well as EA-produced programs, are available in all centres with substantial ethnic communities, we have recommended that ethnic public broadcasting stations be licensed wherever in Australia there is sufficient community interest and support. We include Melbourne and Sydney in this. We feel that, due to the large populations of ethnic people to be serviced in these cities, and the consequent demands for time on the EA stations by both new and existing broadcasting groups, these cities could well merit a second major outlet for ethnic broadcasting.

2.25 On the controversial question of funding for ethnic public broadcasting, we have concluded

- that the SBS/new Corporation should remain the conduit for government subsidies for the time being - we have not been able to reach unanimity as to a permanent solution for the distribution of these subsidies; our differing views are contained in Chapter 6;
- that the level of subsidy should be increased to \$1 million for 1985-86, but that subsidies not be extended to low coverage suburban community stations carrying ethnic programs; and
- that compliance with the government's 'Code of Principles' for ethnic public broadcasters should no longer be a condition of funding.

2.26 The Committee was not convinced that public television organisations presented a sufficiently coherent or developed approach for us to recommend a major role for them in

providing ethnic or multicultural programming in place of Channel 28 or through statutory channel-sharing arrangements with multicultural television. Instead, we have supported their access, on an agreed basis, to some Channel 0/28 airtime, and we have recommended that public television organisations be used by multicultural television as one source of local input into programming.

The principles which should govern greater community participation in the provision and development of such services

Structures to ensure sensitivity to ethnic community needs and wishes and to promote consultation with ethnic communities

2.27 We deal with these two matters together because we believe they are aspects of the same issue. The demand for community participation in broadcasting services, and for consultation about community programming needs, is a particularly vocal one in the context of ethnic and multicultural broadcasting. It was clear to the Committee that, as regards the SBS, this demand might not have been as widespread or vocal as it was if the organisation had taken some relatively simple steps in the past to make its audiences feel that their views were canvassed and taken into account in program planning.

2.28 It is true that the SBS has been somewhat hampered in establishing consultative mechanisms by uncertainty about its future and by its legislative environment. Moreover, the degree and nature of community participation and consultation which characterises public broadcasting, while commendable, are not in general appropriate to a statutory authority. That said, we believe that the multicultural broadcaster, because of its special responsibilities and need for sensitivity, does require some mechanisms which are different from, or at least additional to, those of its counterpart the ABC. We have, therefore, recommended a range of consultative mechanisms, including

- A National Consultative Council, selected by a combination of nomination and Ministerial

appointment.

- A community liaison unit within the organisation.
- Ethnic Radio Program Consultative Committees, at least for some programs.
- Strengthening the role of broadcasters and co-ordinators.

2.29 We do not believe direct participation - e.g. in the form of access programs - is appropriate to a national broadcaster, but we consider that other techniques, such as talkback radio, public meetings, phone-ins, and interviews with community spokespeople, can help to involve people in their broadcasting services.

Means by which multilingual radio and multicultural television services might adequately provide for the information and educational needs of migrants, including English language learning

2.30 The Committee strongly affirms the role of ethnic radio and multicultural television in providing information to their listeners and viewers, particularly information and advice for migrants on rights, obligations and on available services, of a kind which will help them settle into Australian society. We concluded that multicultural television could play a greater role in this area than it has in the past, by increasing its use of community service announcements, particularly in community languages.

2.31 We have recommended the establishment of units within ethnic radio and multicultural television to ensure that information items are produced to a high standard and are relevant to the audience. These units will be responsible for maintaining close liaison with sources of information such as Government departments, and for supplying material which can be used as appropriate by other broadcasters - ABC, public and commercial.

2.32 The Committee found that to date little

use had been made of SBS radio and television services for educational purposes, except in the broader educative sense. We noted with approval the current development of an English language learning series for television, and agreed with other reports which have seen the learning of English as a priority area of need. Other important needs in education included community language learning and maintenance, the acquisition of survival skills, transition programs and other forms of adult and further education. The ABC and the multicultural broadcaster both have a role to play, and material produced by them can be distributed to other broadcasters where needed.

2.33 We felt that educational broadcasting was a particularly important area for co-ordination of planning and production between the ABC and the multicultural broadcaster, and we have recommended various areas of co-operation.

Consequential changes in legislative or administrative arrangements

2.34 The major changes to legislative and administrative arrangements which flow from our recommendations are

- (a) the removal of multilingual/multicultural services from the Broadcasting and Television Act 1942.
- (b) the introduction of an act to establish the Multicultural Broadcasting Corporation, similar to the Australian Broadcasting Corporation Act 1983.

All other consequential recommendations affecting legislation are listed at the end of this chapter.

Summary of Recommendations

The SBS and the ABC (Chapter 5)

Recommendation

We recommend that the first priority is to establish a statutory authority better designed than the SBS to develop a more effective ethnic radio and multicultural television service

We recommend that the ABC and the new MBC should increase co-operation between them, sharing resources, co-ordinating program planning and exchanging personnel

We recommend that the Government should appoint a further inquiry in 1990 of both the ABC and the MBC with a view to considering their integration. In the meantime both organisations should be encouraged to work towards the aim of a single national broadcasting authority.

We recommend that each of the ABC and the MBC should have a statutory obligation to make a specific report at six-monthly intervals to the Minister of Communications on the steps taken towards co-operation and co-ordination of resources and facilities and that these reports should be tabled in Parliament

The relationship between the SBS, the public broadcasting and commercial sectors, and Aboriginal broadcasting (Chapter 6)

Recommendation

We recommend that in place of the national radio network proposed by the SBS the organisation should develop a program package for distribution to public broadcasting stations. That package should consist of national and international news, homeland bulletins, public affairs, settlement and other information, and radio features in various languages including English. The material should be produced by a program packaging unit staffed by specialist

producers and function in co-operation with ethnic public broadcasters.

We recommend that ethnic public broadcasting stations should be licensed wherever there is sufficient community interest and support to warrant their establishment. The present category system for public broadcasting stations should be expanded to provide for an 'ethnic' category. The Government should call applications for such a licence in Melbourne as soon as possible, and in Sydney and Perth if demand is established. Should the ethnic public broadcasters in Canberra not be successful in their current application for a licence, consideration should be given to calling a further licence application in that city.

We recommend that a Joint Standing Committee comprising representatives of the National Program Packing Unit and ethnic public broadcasters be established to ensure maximum co-operation in program planning and distribution.

We recommend that for the time being the SBS or its successor should remain the distribution outlet for government subsidies to ethnic broadcasters. Mr Lippmann is in favour of this as a permanent solution. The Chairman and Ms Dunne recommend that the funds should be distributed ultimately by a body other than SBS or its successor, to be determined in the light of events.

We therefore recommend that the Government pay through the SBS to

- (a) approved ethnic public broadcasting organisations a basic grant instead of the present subsidy and small payments to accommodate the SBS program material and
- (b) to public broadcasting stations a one-off grant to defray the cost of changing program schedules and/or the cost of purchasing satellite equipment.

We recommend that funding for ethnic public

broadcasting be extended to Sydney and Melbourne but that low coverage community stations in those cities carrying ethnic programs should not be funded.

We recommend as a high priority that government funding for ethnic public broadcasting be increased to \$1 million for 1985-86.

We recommend that adherence to the Government's Code of Principles no longer be a condition of funding for ethnic public broadcasters, and that they be subject only to the Australian Broadcasting Tribunal's program standards, as are other licensed broadcasters.

We recommend that the SBS be prepared to allow public television organisations access to Channel 0/28 on an agreed basis.

In the event that grants for ethnic public broadcasting replace subsidies, we recommend that where ethnic public broadcasters have programs on commercial channels because of the absence of a public station, they should continue to be able to form an association and apply for a grant.

We recommend that a working party consisting of the ABC, the SBS, DAA, Aboriginal broadcasters on EA stations and public radio Aboriginal broadcasting organisations be established to develop a co-ordinated plan for Aboriginal broadcasting in Sydney and Melbourne.

We recommend that the SBS develop a comprehensive publicity and consultation procedure to involve Aboriginal communities in the EA programs and to promote awareness of their existence.

We recommend that the National Program Packing Unit encompass programs for the use of Aboriginal broadcasters throughout Australia on public or ABC stations.

We recommend that SBS continue and expand the employment of Aboriginal people

throughout the organisation.

A new organisation - the Multicultural Broadcasting Corporation (Chapter 7)

Recommendation

We recommend that multicultural and ethnic broadcasting services be administered by a separate authority, and the new authority should be given its own Act of Parliament.

We recommend that a new independent statutory body, to be called the 'Multicultural Broadcasting Corporation' (MBC), should be established to replace the present SBS.

We recommend that it should be the function of the new organisation to provide an innovative radio and television service of a high standard as part of the Australian broadcasting and television system consisting of national, commercial and public sectors. Without limiting the generality of that function, the MBC should provide radio and television programs which:

- (i) entertain, inform and educate the Australian community including its ethnic, Aboriginal and Torres Strait Islander communities;
- (ii) contribute to the development of a multicultural society by promoting a common sense of Australian identity, mutual understanding, appreciation and acceptance of the diverse cultures and traditions within the Australian population.

We recommend that the new organisation should be under a statutory obligation to have regard to the services provided by the Australian Broadcasting Corporation and to co-operate closely with that body.

We recommend that the Australian Broadcasting Corporation Act be amended to include a corresponding obligation on the part of the Australian Broadcasting Corporation to co-operate with the new organisation.

We recommend that it be part of the charter of the MBC that it acknowledge the common interests it shares with ethnic public broadcasters and that it be under a statutory obligation to co-operate with them by providing programs and services for them as appropriate and required.

We recommend that in the provision by the new organisation of its radio and television services within Australia it should have regard to

- (i) the standards from time to time provided by the Australian Broadcasting Tribunal in respect of radio and television services; and
- (ii) radio and television services provided by the commercial and public broadcasting sectors of the Australian broadcasting and television system.

The Chairman and Ms Dunne agree with the SBS recommendation that a Board of five to seven directors would be appropriate for the MBC. Mr Lippmann considers the Board should have seven to nine members.

We recommend that the Board members should be part-time, appointed for a period not exceeding five years and be eligible for reappointment, that there should be a part-time Chairman and Deputy Chairman appointed by the Government and that there be a staff-elected member of the Board.

We recommend that the duties of the MBC Board should be specified in the legislation.

We recommend that the chief executive officer be known as the Managing Director and be appointed by the MBC Board.

We recommend that the chief executive be appointed for not more than five years with eligibility for reappointment. The functions of the position should be stated in the enabling legislation. The chief executive should be an ex-officio member of the Board.

Programming for ethnic radio (Chapter 8)

Recommendation

We recommend that the EA stations be developed to full professional status.

We recommend that the current radio senior producer positions be redesignated and appropriate personnel appointed to service the program packaging units and other specialist production areas.

We recommend that all management staff of ethnic radio should be people of demonstrated ethnic sensitivity, including where appropriate persons of non-English speaking background.

We recommend that the rescheduling of 2EA and 3EA as proposed by the SBS not be implemented.

We recommend that programs on 2EA and 3EA be rescheduled to accommodate additional language groups and provide a more equitable distribution of airtime.

We recommend that program time on ethnic radio should continue to be allocated primarily on the basis of language.

We recommend that the following additional factors should be among those taken into account in the allocation of airtime on 2EA and 3EA: cultural maintenance and information needs, socioeconomic background, educational level, extent of English language usage, age profile, cultural diversity, and patterns of cross-listening in different communities.

We recommend that a minimum of one hour per week should be allocated to each language program.

We recommend that, in any future scheduling of 2EA and 3EA, special consideration should be given to the smaller and more recently arrived groups and a proportionately greater amount of airtime allocated to meet their needs.

We recommend that the midnight-to-dawn service on 2EA and 3EA as proposed by the SBS not be implemented.

We endorse the proposal by the SBS that the Government determined criteria for ethnic broadcasting be formally withdrawn.

We recommend that a new set of guidelines for broadcasters be prepared in consultation with broadcasters, station management and appropriate community bodies. Such guidelines should be published and made known to the public through language programs.

We recommend that, in order to improve access to music material received on transcription from overseas, resources be made available for cataloguing, dubbing and archiving of such material.

We recommend that, following consultation with broadcasters, a uniform system of handling community announcements should be developed and made known to community organisations and through language programs. A proper record should be kept of all announcements broadcast in case of complaints being received and for statistical purposes.

We endorse the proposal by the SBS to give high priority to providing information on local community issues.

We recommend that the SBS proposal to progressively introduce a significant component of English into language programs not be implemented.

We endorse the proposal by the SBS that ethnic radio should have adequate production facilities to ensure effective promotion and encouragement of performing artists from the ethnic communities.

We endorse the proposal by the SBS that it should develop its library of high quality overseas program material of relevance to ethnic radio audiences in Australia and recommend that language co-ordinators and broadcasters

and ethnic public broadcasters be consulted about the selection of such material.

We recommend that resources be made available to allow broadcasters at 2EA and 3EA to meet from time to time, and with ethnic public broadcasters, to exchange ideas and to discuss common problems.

We endorse the proposal by the SBS that IPETS should be equipped with high speed dubbing, ADP cataloguing and modern distribution facilities to expand its services and include in its activities the distribution of program material by terrestrial and satellite distribution systems.

We recommend that community liaison officers should be appointed at 2EA and 3EA to promote programs on ethnic radio and to develop a general community awareness of the stations.

We recommend that assessment of program content on 2EA and 3EA be by a system of ongoing monitoring of language programs by program consultative committees, with expert advice where necessary.

Program policy for multicultural television (Chapter 9)

Recommendation

We recommend that multicultural television aim for a level of 50 per cent Australian content on programs by 1988 and that the criteria defining Australian content be those used by the Australian Broadcasting Tribunal in its analysis of ABC and commercial programs.

We recommend that multicultural television provide employment and training for people of non Anglo-Celtic background in on-air jobs in all types of programs, including news and current affairs.

We recommend that if multicultural television is to increase substantially its production of drama in English or primarily in English, it must as a firm policy ensure that such productions offer

work for producers, actors, writers, composers and others of non Anglo-Celtic background and that its drama and documentary programs actively counter stereotyped images of ethnic groups and Aboriginal people.

We recommend that approximately 50 per cent of programs in prime viewing time (6.00 p.m.-10.00 p.m.) be in English of a multicultural nature and that, during the same period, the criteria for selection of non-English programs should be primarily based on quality and audience appeal; with the proviso that the criterion of quality be flexible so as to meet the needs of communities for whom limited material is available.

We also recommend that the SBS explore the potential for producing or commissioning low-cost material of various kinds in community languages particularly when no suitable material is available for certain ethnic communities.

We recommend that where a program of particular relevance or interest to an ethnic community is shown the introduction to that program should be in the relevant community language as well as English.

We endorse the SBS Subtitling Unit's view that the televising of programs in their original languages with subtitles retains the integrity of the original languages.

We recommend that transmissions of children's programs commence at 4.00 p.m. on weekdays. We recommend that multicultural television be subject to the same statutory requirements as the ABC in relation to children's programming, namely that it may submit programs to the ABT for classification if its Board thinks fit.

We recommend that future audience research attempt to ascertain the effects of subtitling, particularly on older children, and that multicultural television conduct experiments with other strategies such as repeat programs in revoiced form.

We recommend an increase in programming

relevant to the two to six year age group and adolescents.

We recommend that Channel 0/28 take particular care to schedule adult programs with potentially offensive language at times when children are not likely to be watching, or to provide parents with adequate warning of such programs.

We endorse the suggestions for promoting 0/28 children's programs made by Ms Helene Kon of the Australian Teachers of Media, which include

- fostering and promoting individual personalities to allow ready identification with particular programs;
- appointing education liaison officers to provide information to children and liaise with schools and community-based children's groups.

We endorse the SBS recommendation that we recognise the SBS using other mass media to promote Network 0/28, and the need for increased resources for such purposes.

We recommend that the SBS:

- actively pursue 'free' sources of promotion such as newspaper program guides;
- make more use of its own radio stations and public ethnic radio to promote multicultural television programs, and
- in its discussions with the ABC ensure that the cross-promotion of programs by ABC TV and multicultural television is a priority area of co-operation.

We recommend that SBS extend its television transmission hours into the daytime on weekdays, and that a priority element in the daytime programming be programs designed to meet the needs and interests of the ethnic communities.

We recommend that resources be made available

to the SBS to permit an extension of program transmission.

We agree in principle that additional resources should be made available to multicultural television for gathering program material outside Sydney, subject to maximum co-operation between the SBS and the ABC as a way of minimising both costs and duplication.

We recommend that, whether the multicultural television channel remains separate from the ABC or not, its future program policy and schedules be closely co-ordinated with those of the ABC channel.

We recommend that the channel's programming policy should be based not on audience maximisation at all times, but on the principle of providing material capable of attracting everyone in the viewing audience at various times (though not necessarily every day or even every week).

We endorse the SBS's revised objectives for its television service.

Television production issues (Chapter 10)

Recommendation

We strongly endorse the proposition of the South Australian Film Corporation that the SBS contract some work to producers and production houses outside Sydney and Melbourne.

We recommend that multicultural television continue to obtain the majority of its Australian programs from independent sources, by means of its purchase of rights to independently produced programs and by commissioning programs; and that it make maximum use of outside facilities and concentrate on employment of production staff on a short-term contract basis.

We recommend that the SBS apply more rigorous scrutiny to the cost of commissioned programs, if it has not already begun to do so.

We endorse the current approach of the SBS that, in purchasing overseas material, every effort be made to achieve a proper transmission plan, under which programs could be bought to fulfil overall program policy rather than having a supply of programs which itself largely dictated the nature and 'look' of Channel 0/28.

We recommend a thorough-going review of the purchasing policy for overseas material, taking account of:

- existing stocks of imported programs
- plans for local production/purchase of Australian material
- overall program policy and likely developments in transmission and scheduling over the next three years.

We recommend that, in view of its capacity to negotiate very favourable terms in its purchasing of overseas material, the SBS ensure that the budget for overseas purchasing is set at a realistic level and that any resulting savings be re-directed to the purchase or production of Australian programs appropriate to a multicultural program policy.

While recognising the difference between the SBS and the ABC in that the former must call on outside resources constantly and to a far greater extent than the ABC, we recommend that the SBS be brought into line with the ABC on tendering procedures, in accordance with the general emphasis of this report on standardizing the operations of the two broadcasters.

News and current affairs (Chapter 11)

Recommendation

We recommend that the selection of news content should be made on the basis of the needs and interests of the particular audience and not on the basis of a fixed formula.

We endorse the proposal of the SBS to provide in expanded form world and Australian news

including major ethnic and multicultural items of interest to particular programs for translation and broadcast by those programs. However, such material should be based on the needs and interests of the community.

We recommend that the feasibility be investigated of appointing news and current affairs stringers in some countries not well covered by existing agency feeds in community language.

We recommend that the ABC be approached regarding the supply to ethnic radio of news in Asian languages from Radio Australia.

We recommend that stringers be engaged in capital cities and provincial centres with high ethnic populations not served by SBS radio stations.

We recommend that news bulletins be scheduled at a fixed, but not necessarily the same point in each language program so that audiences can become familiar with the broadcast time.

We recommend that appropriate technical facilities such as editing equipment and landlines be made available for exchange of current affairs material between language programs in 2EA and 3EA.

We recommend that current affairs programming in community languages on ethnic radio should be encouraged and extended.

We recommend that talk-back facilities be made available for general use at 2EA and 3EA as soon as possible.

We recommend that the SBS, as a matter of urgency, reach agreement with the AJA to credit part-time broadcasters responsible for preparing EA news and current affairs as journalists eligible for membership of the AJA in the same way as agreement has been reached with the ethnic press and AJA.

We recommend that the PSB and the SBS should broaden their discussion about the proposed employment structure for broadcasters to consider how the need for members of a language group to prepare news and current affairs can be taken into account, particularly in terms of qualifications and duty statements required for such positions.

We recommend that a consultant be appointed to undertake a review of the news service. The consultant should be sensitive to the needs of ethnic communities as well as having an understanding of the operation of a multilingual news service.

We recommend that an English language news service not be implemented on ethnic radio in the near future.

We recommend an exchange between SBS and the ABC of news stories of multicultural interest and that the ABC provide appropriate news material to the SBS from outside the SBS coverage.

We endorse in principle the SBS's proposal that it substantially increase and diversify the sources of supply of international news items relevant to SBS audiences.

We recommend that the SBS establish mechanisms to ensure the maximum possible co-operation between its radio and television news resources.

We endorse the SBS proposal to staff its own news gathering facility in Melbourne.

We endorse the SBS proposal to establish a unit within the Television News Branch 'to provide a regular and separate program containing items of special interest to new migrants and individual ethnic communities'

We recommend that the SBS consider establishing a current affairs program to complement the news as a key element in overall programming and station 'image', and to provide an innovative approach - particularly to

multicultural issues.

We recommend that future plans for current affairs programs be determined only after thorough consultation on audience needs.

We endorse the SBS's current policy of subtitling segments of the news where possible, and we recommend that where there is a choice between using a story that has to be subtitled or the same story already dubbed, the SBS use the version in the original language with subtitling.

We recommend that the SBS consider using subtitles, and explore the possibilities of dual sound transmission, for programs such as discussions or debates where accessibility to the community concerned is particularly important.

Meeting major community needs: information and education (Chapter 12)

Recommendation

We endorse the view of the SBS that ethnic radio should continue to have as its objectives a need to provide information and advice to migrants on their rights and obligations in Australia, and should assist in the successful integration of non-English speaking migrants into Australian society.

We recommend that resources be provided for production of an information brochure on the use of ethnic radio (and multicultural television) for information dissemination, for distribution to government and community service providers.

We endorse the proposal of the SBS that information units should be established at each radio station to source and co-ordinate the production, dissemination and broadcast of settlement information.

We recommend that the proposed information units be closely involved with program production and presentation. The Production/Liaison Officer should work to the Program Manager rather than as part of the

News Section.

We recommend that a Co-ordinator of Radio Information be appointed at the appropriate level to head the Sydney unit, with particular responsibility for liaison with major service providers and co-ordination of national program campaigns.

We recommend the development or extension of suitable training programs for broadcasters to enable talk-back facilities to be used to their full potential.

We recommend that a procedure be developed as a matter of urgency to provide emergency announcements of ethnic radio. Responsibility for the preparation of such announcements should lie with the Program Manager and be undertaken by the information units at each station in consultation with broadcasters.

We recommend that the current guide How to Use Multicultural Television should be replaced with a more attractive document which includes information about the audiences available to multicultural television and their appreciation of the service.

We recommend that a Television Community Information Unit be established headed by a Co-ordinator who is responsible to the Head of Presentation, for the preparation and production of community service announcements and other information segments.

We recommend the Unit be staffed with an experienced producer/director and have adequate research and production facilities, and that additional production and research personnel be contracted from time to time for particular projects and campaigns.

We recommend that an Information Liaison Officer with experience in immigrant affairs and in radio and television production be appointed in the Secretariat Branch as the initial contact with service providers and that the officer co-ordinate the development of the organisations'

information activities.

We recommend that community service announcements in community languages on evening television be scheduled between programs for a time not exceeding a total of 3 minutes.

We recommend that daytime television transmission time also be used to broadcast community service announcements, particularly those in community languages and that they be scheduled between programs for a time not exceeding a total of 3 minutes.

We endorse the SBS proposal for using record/replay facilities which allow for the insertion of local announcements and other program material into the national signal and agree that it be provided with adequate resources to do so.

We recommend that provision of information material in community languages on ABC radio and television should be taken up by the ABC/SBS Consultative Committee. In particular the use by the ABC of radio and television announcements produced for use on ethnic radio and multicultural television should be considered.

We recommend that commercial stations be offered the use of pre-recorded community service announcements prepared for broadcast on ethnic radio free of charge as required.

We recommend that the Co-ordinator of Radio Information, in conjunction with public stations, undertake limited surveys of the use of particular information campaigns in order to evaluate use of the service provided to public stations.

We recommend that SBS concentrate on providing a diversity of programs accessible to the whole community and performing a generally educative rather than educational function in terms of multiculturalism.

We endorse as a desirable educative objective for

the SBS's total program output that there should be programs which give recognition to the cultural diversity of Australia and promote cross cultural communication.

We endorse the establishment of an active link between the SBS and the National Advisory and Co-ordinating Committee on Multicultural Education for the purpose of the development of suitable programs of multicultural education.

We endorse the suggestion of the NSW Ethnic Affairs Commission that English lessons should be made as entertaining as possible while retaining their educational value.

We recommend that the SBS's education courses include audio and video cassettes, print material, etc in support of broadcast education programs.

We recommend that the sharing of responsibility for the development, production and distribution of English as a Second Language (ESL) programs be a priority area for discussion and joint action by the ABC and the SBS.

We recommend that the SBS actively pursue all possible outlets for its English language programs.

We endorse the recommendation by the Department of Immigration and Ethnic Affairs that 'in addition to evening transmissions, priority be given to daytime transmissions of (education) programs targeted towards women and others who are isolated from other opportunities. to learn English'

We recommend that authorities involved in the SBS's English language learning series and accompanying support materials should develop a co-ordinated publicity and dissemination program.

We recommend that the SBS explore with Radio Australia the possibilities for co-operative marketing of English language learning programs and materials in the region.

We recommend continuing evaluation of the popularity, relevance and effectiveness of the SBS's proposed English as a Second Language series. Responsibility for evaluation should primarily rest with the SBS, but we recommend the SBS's research and evaluation activities be closely co-ordinated with the studies of English language needs conducted by the Departments of Immigration and Ethnic Affairs and Education and Youth Affairs.

We affirm the importance of ethnic radio and multicultural television programs in community languages, in providing language maintenance, renewal and learning for speakers and students of the languages.

We recommend that the ABC develop or purchase language learning programs which reflect the most widely used community languages and those relevant to the region, in addition to its existing schools-based programs.

We recommend that maximum possible co-ordination between the ABC and the SBS in the planning, development and production of education material continue whatever the future structural relationship between the ABC and the SBS.

We recommend the establishment of an education unit with these primary responsibilities:

- the identification of priorities and target audience
- consultation with educationalists and the community
- liaison with the ABC and education institutions
- monitoring the educational aspects of the SBS's general programs
- arrangements for the production of support material, and
- the overall development of educational

programs.

We recommend that the education units be small, comprising perhaps an executive or supervisory producer with educational broadcasting skills, a co-ordinator with a background in education and minimal support staff.

We recommend that the education unit, while maintaining overall responsibility for program style and content, commission its product from outside organisations.

We recommend that the education unit should have sufficient funds to employ expert consultants for specific projects.

We recommend that the Board of the new organisation give serious consideration to establishing a co-ordinating and consultative committee for educational broadcasts, with representation from appropriate organisations including the ABC, AMEP, TAFE etc.

We endorse the following recommendation from the Department of Immigration and Ethnic Affairs in the belief that the Government should allocate additional funds to the SBS to support major program initiatives designed to meet special and pressing community needs. 'The Government support continuation of the present SBS trial television program developments in conjunction with this Department and agree to the priority need to provide funds to enable the SBS to develop and produce English language teaching programs for the next five years with further developments being reviewable at that time.

We recommend that relevant Government departments and educational institutions contribute to the development and production costs of programs in their specific spheres of concern, as necessary.

Community consultation and participation (Chapter 13)

Recommendation

We endorse the SBS view that it should interact with its audience, actively seek and listen to advice, and explain why programming decisions are made.

We endorse the concept that consultative bodies should monitor and advise on programming, but should not in any way encourage censorship.

We recommend that all community consultation undertaken by the SBS be related to its programs rather than to managerial, administrative or technical matters.

We endorse the following principles for effective community consultation by the SBS:

- Selection of appropriate mechanisms;
- Clear definition of the role and status of the consultative processes employed;
- Suitable membership
- Legitimacy and independence of consultative bodies
- Adequate resources to ensure effective operation of the consultative processes
- Outreach to and involvement of all interested parties;
- Public accountability of the organisation;
- Some influence on policy and outcomes and
- Regular reviews of the operation and effectiveness of the consultative processes employed.

We endorse the concept that the SBS should maintain close contact with community organisations and should publicise its

consultative mechanisms widely in order to increase public accessibility to them.

We recommend that the different objectives of ethnic radio and multicultural television be reflected in the organisation's consultative mechanisms, but that allowance be made for the need for a national consultative body to consider the total programming output.

We recommend the establishment of a National Consultative Council to the SBS or its successor, replacing the SBS Advisory Council, and comprising a broad cross section of interests, skills, experience and understanding of ethnic communities round Australia.

We recommend that the National Consultative Council:

- consist of no fewer than nine nor more than 11 members. Members should be appointed on a rotating basis and hold office for a period of two to four years
- provide advice to the Board, either on its own initiative or at the request of the Board, on matters relating to the new organisation's radio and television programming
- meet a minimum of four times a year, and receive remuneration as determined by the Remuneration Tribunal
- furnish an annual report to the Board summarising its activities and that this be included in the organisation's annual report to Parliament.

We endorse the SBS's view that staff or contractors of the Corporation not be eligible for appointment to advisory bodies.

We endorse the SBS Advisory Council's view that members should not be appointed as representing the interests of particular organisations but rather to draw upon their personal experience and involvement in the Australian community.

We recommend that the Minister for Communications adopt a similar procedure in appointing the National Consultative Council to that followed by the Australia Council, i.e. that in making appointments to the Council the Minister give consideration to names submitted by the Board from a list comprising nominations made as a result of public advertisement and of suggestions received from community organisations.

We recommend that the functions of the National Consultative Council be determined along the lines proposed by the SBS for the Program Services Advisory Panel, and that the Council's functions and its relationship with the Board be clearly defined in the proposed legislation.

We endorse the SBS Advisory Council's view that the proposed legislation should contain a similar clause to that included in the ABC Act, to the effect that where the Board receives any advice from the Council, the Board shall have regard to the advice.

We recommend that the National Consultative Council be given adequate publicity and resources to carry out its responsibilities. Towards the end of its first year in office it should advise the Board whether and if so where there should be State Advisory Councils.

We recommend the establishment of a small audience research unit within the Corporate Affairs Division and separate from the marketing operation.

We endorse the SBS proposal that \$500,000 per annum be allocated to this unit for commissioning research into radio and television.

We recommend that the SBS convene a meeting of the Australian Broadcasting Tribunal, the Australian Film Commission, the Australian Film & Television School, the Australian Institute of Multicultural Affairs and any other interested organisation to explore the possibility of co-operative activities in the field of audience

research.

We recommend that the SBS or the new organisation establish a Community Liaison Unit, staffed by Community Liaison Officers and located within the Corporate Affairs Division.

We recommend that the Community Liaison Officers be appointed according to standard employment practices, and that at least one Community Liaison Officer be outposted to both 2EA and 3EA and be administratively responsible to the Manager of the station.

The functions of the Community Liaison Officers should include the provision of administrative assistance to the organisation's consultative bodies, receiving and handling complaints from the public, and liaising with ethnic organisations, the ethnic broadcasters, those responsible for developing and implementing policies on Channel 0/28 and the sub-titlers. Consideration should be given to these officers also undertaking promotion, publicity and public relations functions. We recommend that a summary of the Community Liaison Units activities be included in the new organisation's annual report.

We recommend that the new organisation, perhaps with advice from the proposed National Consultative Council, adopt a flexible, multi-tiered approach in the establishment of consultative mechanisms for radio. The principles underlying this approach should include

- the demand for particular consultative mechanisms in each community;
- the relevant characteristics of particular communities (e.g. size of community, specific needs, community perception of their programs, etc.).
- costs and administrative requirements for the effective operation of such mechanisms;
- other options of consultation which may be

more appropriate for some communities;

- an effective implementation schedule which takes into account the above.

We therefore recommend that in developing selection criteria, duty statements, etc for the employment of broadcasters and co-ordinators, particular emphasis be given in the future to demonstrated sensitivity and understanding of their respective communities.

We recommend that instead of appointing specialist advisory committees on issues of concern, the SBS conduct ad hoc consultations and liaison with appropriate bodies with expertise in a particular area.

Staffing, employment and industrial relations (Chapter 14)

Recommendation

We recommend that the enabling legislation for the new corporation contain provisions for staffing parallel to those of the Australian Broadcasting Corporation.

We recommend the establishment of a special task force comprising senior representatives of the SBS, the Public Service Board and the Department of Communications to develop a plan for transition and oversee its implementation.

We recommend that the enabling legislation make provision for flexible staffing arrangements along the lines of those adopted for the Senior Executive Service and its equivalent in the ABC with all senior positions widely open to general competition.

We recommend that the enabling legislation should not preclude the SBS from entering into arrangements for permanent part-time employment.

We recommend that the SBS and the Public Service Board expedite their negotiations about the employment of broadcasters and co-

ordinators for ethnic radio.

We recommend that the SBS bring its conditions of engagement for on-air personalities, including actors, into as close alignment as possible with those of people doing similar work at the ABC.

We recommend that the SBS commence a comprehensive corporate planning process as soon as possible.

We endorse our consultants' recommendation that line managers share responsibility in the respective areas with the specialist staff of the Personnel and Industrial Relations Sections.

Pending review of the legislation, we recommend that the SBS should seek the approval of the Public Service Board to fill vacancies by advertising widely all positions within the SBS until the transfer is completed. There should be no bar on 'temporary' SBS staff applying.

We commend to the SBS the use, where appropriate, of outside consultants with knowledge of, and involvement in, the communities to help select candidates for specialised positions.

We endorse the SBS's intention of conforming with Equal Employment Opportunity (EEO) policies and legislative requirements which would involve the SBS in seeking to have the provisions of section 22B of the Public Service Act applied to it by regulation.

We commend the approach of the SBS to give preference to employees of ethnic background who can offer special capabilities to the SBS in situations where all other things might be equal between two candidates and to give preference to people of ethnic background in its training programs, particularly in radio but also in areas such as television production and programming.

We recommend that sensitivity to and awareness of ethnic community interests be a standard inclusion in the selection criteria for all

positions at the SBS.

We recommend that an officer at a senior level be appointed to take responsibility for EEO activities as soon as possible.

We support our consultants' recommendation that the SBS establish an Industrial Relations Section in support of line management, which should accept the principal responsibility for industrial relations matters.

We recommend that the legislation establishing the new corporation include provisions which would facilitate staff mobility between the new authority, the ABC, the AFTS, the AFC, and possibly the ABT, which is staffed under the Public Service Act.

We recommend that in order to promote industrial democracy the enabling legislation should provide for the establishment of a national management/staff consultative council

In developing an industrial democracy plan, we recommend that the SBS consult with staff organisations in relation to the membership of regular management/staff consultative meetings at 2EA, 3EA and 0/28.

We recommend that the SBS and interested staff organisations consider whether it would be appropriate for the SBS to become a prescribed authority under regulations pursuant to section 22C of the Public Service Act.

We recommend that the jurisdiction of the Merit Protection Act be extended to the SBS, whether or not the SBS remains staffed under the Public Service Act.

We recommend that the SBS, in co-operation with officers of the Merit Protection Agency, undertake to advise all staff of their rights under the new legislation and of differences in procedures (if any) between the new arrangements and those that applied formerly.

Staff development and training (Chapter 15)

Recommendation

We endorse in principle the general approach to training envisaged by the SBS in its submission.

We recommend the continued use of the booklet Your Career Service in the induction process for as long as SBS staff continue to be employed under the Public Service Act.

We recommend the early attention of the SBS to developing suitable induction material and courses.

We recommend that the SBS review the developmental needs of its senior executives and negotiate placements on the Senior Executive Management Program, and on other staff development courses such as the Public Service Board's Executive Development Scheme and Interchange Program for senior managers.

We recommend that the SBS consider making use of advanced management and intermediate training and development courses such as those conducted by the Australian Graduate School of Management at the University of NSW and the Australian Administrative Staff College and that it consider conducting internal management conferences.

We recommend that management include in its program of training and staff development for senior managers

- industrial relations
- financial management improvement
- computer awareness
- sensitivity training
- new technological developments

We urge the SBS and the Australian Film and Television School to review the training arrangements currently under development for

broadcasters and co-ordinators, to ensure their compatibility with the practices at the ABC.

We recommend that the SBS and the ABC examine the possibilities for joint professional radio production and presentation training.

We endorse the concept that broadcasters and co-ordinators should be paid to attend training courses.

We recommend that Training Officers be appointed, one each at 2EA and 3EA.

We support the SBS's proposal for establishment of trainee radio news journalist positions subject to the capacity of existing professional staff to manage the necessary training program.

We recommend that the SBS explore with the ABC the possibilities for co-operative training arrangements for ethnic news journalists.

We support the proposal by the SBS to seek provision of cadet journalist positions in the television news department.

We endorse our consultants' suggestion that 'if the status of temporary employment is to be reviewed then the question of study assistance should be reviewed as part of any employment package offered'.

We endorse the SBS's proposal to develop in-house training facilities.

We recommend that the SBS establish arrangements by which senior management may be kept informed of whether or not training and development objectives are being met, and may respond promptly if they are not.

We recommend that the resources available for in-house training be substantially upgraded.

We agree with our consultants that line managers should have the necessary authority and control within policy guidelines to manage the training function effectively and to be

accountable for their performance.

We recommend that a document setting out training and staff development policy and objectives should be prepared each year for consideration and endorsement by the Board, and that the Board should include a report on the achievement of its training staff development policy objectives in its Annual Report to the Parliament.

We recommend that management consult the Board members with a view to taking their personal development needs and wishes into account when preparing the training staff development strategy.

We recommend that the SBS ensure that the needs of its administrative staff are not neglected when setting training priorities.

We recommend the introduction of training courses for improving understanding and communication between the employees of the SBS with diverse ethnic backgrounds.

Other management issues (Chapter 16)

Recommendation

We recommend that any subsequent organisation review of the SBS should address:

- radio management structure
- secretariat
- location of the Engineering Branch
- internal audit
- classification and responsibilities of the Chief Finance Officer
- management of the ADP function
- personnel function
- introduction of industrial relations manager

- publicity and public relations function
- delegations

We endorse the proposal by the SBS that ethnic radio be reorganised into four functional areas, each headed by an Assistant Head of Radio, covering 2EA, 3EA, news and development and planning.

We recommend the appointment of an Operations Manager and a Manager, Administrative Services, for ethnic radio.

We recommend the appointment of an Assistant Head of Radio, Interstation Services who would replace the existing Manager, Interstation Services.

We endorse the view of our consultants that a planning function should be included in the new Secretariat Branch.

We recommend that the Engineering Branch be taken out of the Corporate Affairs Division and report direct to the Executive Director.

We recommend that, if the SBS decides to adopt joint servicing arrangements for internal audit with another organisation, it follow the guidelines published by the Interdepartmental Advisory Committee on Internal Audit.

We commend the report and other relevant publications of the Interdepartmental Advisory Committee on Internal Audit to the attention of the SBS in deciding how best to achieve an appropriate internal audit service.

We recommend that the SBS upgrade its Audit Committee to be chaired by the Executive Director and to include the Heads of Radio and Television, the Chief Internal Auditor (whether or not hired from outside the SBS) and the Chief Finance Officer and regular meetings be scheduled and a revised charter drawn up.

We endorse our consultants' recommendation for upgrading of the position and qualifications of Chief Finance Officer.

We endorse the recommendation of our consultants that there be an organisational review of the personnel function.

We recommend that a specialist industrial relations unit be established headed by a section leader at about the Clerical Administrative Class 10 or 11 level.

We recommend that sub-section 79X(1) of the Broadcasting & Television Act be redrafted to make clear that the SBS may as appropriate delegate its powers to either 'permanent, or 'temporary', staff members.

We recommend that sub-sections 79Y(2) and 79Y(3) of the Act be repealed.

Pending review of the legislation we recommend that the SBS review its current delegations, in consultation, if necessary, with the Department of Finance, with a view to simplifying internal Procedures, eliminating unnecessary paper work and placing delegations as much as possible in the hands of line managers.

We recommend that the SBS ADP Steering Committee be chaired in future by at least the Head of Corporate Affairs, if not the Executive director.

We recommend that the SBS set up a task force chaired by the Executive Director, to review its financial management processes in the light of the principles of the Commonwealth Financial Management Improvement Program.

We recommend that similar provisions to section 70 of the Australian Broadcasting Corporation Act 1983 should be incorporated in the new SBS legislation.

We suggest that the SBS consult with the PSB with a view to arranging computer awareness courses for all senior executives and obtaining assistance for the ADP co-ordinator in the development and conduct of training for the staff and managers directly concerned with operating and working with the product of computers.

We support the recommendations by the SBS and the Department of Administrative Services to consolidate the SBS operations in Sydney at a single Commonwealth owned site.

Sources of funds (Chapter 17)

Recommendation

We recommend that for the time being there be no expansion in the marketing area of the SBS and that the organisation review the level of staff resources allocated to marketing in the light of past performance and limited expectations of revenue from this area.

We endorse our consultants' suggestion that the SBS should make use of the ABC's existing shopfronts as outlets for its marketable material, and should work more closely with the ABC on local and overseas program sales.

We recommend that there be no form of advertising or sponsorship on the SBS's radio or television stations.

We recommend that the SBS actively pursue every avenue for the use of the concessions to investors allowed under Section 10BA of the Income Tax Assessment Act, as a means of reducing the level of its own commitment of funds to local production.

We recommend that the SBS actively pursue all avenues for co-productions and joint ventures both within Australia and with broadcasters and producers overseas.

We recommend that the SBS actively pursue the potential for sales of SBS program rights to other broadcasters, and the possibilities of rights sharing, both as a potential source of revenue and as a means of sensitising other broadcasters to the existence of special audience needs.

We recommend that the SBS actively pursue the possibility of offering Australian programs, either in lieu of cash payments or as part payment for the overseas programs, in exchange for programs from countries which have limited

capacity to purchase foreign material.

We endorse the SBS proposal to maintain contact with government film funding and development agencies in order to canvass ways in which the SBS could become involved in the early stages of worthwhile projects.

Technical issues (Chapter 18)

Recommendation

We recommend that, in restructuring the SBS as recommended in Chapter 7, the SBS be placed on the same footing as the ABC in relation to the ownership, operation and maintenance of transmitters, transmitting stations and technical equipment.

We recommend that the terms of reference of the Special Broadcasting Service Planning Committee be re-drafted to emphasise the role of the SBS as an initiator of proposals for the development of its future services.

We recommend as an indispensable minimum a major publicity campaign by the Department of Communications and the SBS to ensure that Sydney and Melbourne audiences are thoroughly educated about UHF reception before 5 January 1986.

We endorse the recommendation of the SBS that, if new and existing mainstream television services are to be on UHF where possible, the Government should review the decision to expand SBS Television on UHF only.

We endorse the recommendation of the SBS that, when its television service is extended, the principle that its level of coverage be at least equal to that being provided by other television services within the same area be observed.

We recommend that existing contracts between the SBS and the Bill Armstrong Organisation for 2EA and 3EA due to end in June 1986 be reopened to provide for a term likely to coincide with the availability of permanent facilities in Sydney and Melbourne.

We recommend that the SBS secure government approval for the construction and outfitting of permanent premises for 2EA and 3EA, and that provision be made for the organisation to assume responsibility for the stations' technical operations to coincide with their completion.

We recommend that, in the meantime, the SBS establish an Ethnic Radio Technical Committee consisting of representatives of SBS management and engineering and of the Bill Armstrong Organisation to meet at least quarterly to consult on existing technical problems and future plans for 2EA and 3EA.

Future services (Chapter 19)

Recommendation

We recommend that the Government should complete the introduction of multicultural television to all significant population centres, and to outback Australia through direct broadcasting.

We recommend that the SBS take into account the needs of the Aboriginal and Islander people in Darwin when preparing community service announcements for ethnic communities in Adelaide and Darwin.

We recommend that the SBS investigate the use of Community Service Announcement machines for the insertion of locally relevant programming rather than using them exclusively for community service announcements.

Summary of recommendations affecting the enabling legislation

Recommendation

We recommend that each of the ABC and the MBC should have a statutory obligation to make a specific report at six-monthly intervals to the Minister of Communications on the steps taken towards co-operation and co-ordination of resources and facilities and that these reports should be tabled in Parliament.

We recommend that multicultural and ethnic broadcasting services be administered by a separate authority, and the new authority should be given its own Act of Parliament.

We recommend that a new independent statutory body, to be called the 'Multicultural Broadcasting Corporation' (MBC), should be established to replace the present SBS.

We recommend that it should be the function of the new organisation to provide an innovative radio and television service of a high standard as part of the Australian broadcasting and television system consisting of national, commercial and public sectors. Without limiting the generality of that function, the MBC should provide radio and television programs which:

- (i) entertain, inform and educate the Australian community including its ethnic, Aboriginal and Torres Strait Islander communities.
- (ii) contribute to the development of a multicultural society by promoting a common sense of Australian identity, mutual understanding, appreciation and acceptance of the diverse cultures and traditions within the Australian population.

We recommend that the new organisation should be under a statutory obligation to have regard to the services provided by the Australian Broadcasting Corporation and to co-operate closely with that body.

We recommend that the Australian Broadcasting Corporation Act be amended to include a corresponding obligation on the part of the Australian Broadcasting Corporation to co-operate with the new organisation.

We recommend that it be part of the charter of the MBC that it acknowledge the common interests it shares with ethnic public broadcasters and that it be under a statutory obligation to co-operate with them by providing

programs and services for them as appropriate and required.

We recommend that in the provision by the new organisation of its radio and television services within Australia it should have regard to

- (i) The standards from time to time provided by the Australian Broadcasting Tribunal in respect of radio and television services; and
- (ii) Radio and television services provided by the commercial and public broadcasting sectors of the Australian broadcasting and television system.

The Chairman and Ms Dunne agree with the SBS recommendation that a Board of five to seven directors would be appropriate for the MBC. Mr Lippmann considers the Board should have seven to nine members.

We recommend that the Board members should be part-time, appointed for a period not exceeding five years and be eligible for reappointment, that there should be a part-time Chairman, and Deputy Chairman appointed by the Government and that there be a staff-elected member of the Board.

We recommend that the duties of the MBC Board should be specified in the legislation.

We recommend that the chief executive officer be known as the Managing Director and be appointed by the MBC Board.

We recommend that the chief executive be appointed for not more than five years with eligibility for reappointment. The functions of the position should be stated in the enabling legislation. The chief executive should be an ex officio member of the Board.

We recommend the establishment of a National Consultative Council to the SBS or its successor, replacing the SBS Advisory Council, and comprising a broad cross section of interests, skills, experience and understanding of

ethnic communities round Australia.

We recommend that the National Consultative Council

- consist of no fewer than nine nor more than 11 members. Members should be appointed on a rotating basis and hold office for a period of two to four years
- provide advice to the Board, either on its own initiative or at the request of the Board, on matters relating to the new organisation's radio and television programming
- meet a minimum of four times a year, and receive remuneration as determined by the Remuneration Tribunal
- furnish an annual report to the Board summarising its activities and that this be included in the organisation's annual report to Parliament.

We recommend that the functions of the National Consultative Council be determined along the lines proposed by the SBS for the Program Services Advisory Panel, and that the Council's functions and its relationship with the Board be clearly defined in the proposed legislation.

We endorse the SBS Advisory Council's view that the proposed legislation should contain a similar clause to that included in the ABC Act, to the effect that where the Board receives any advice from the Council, the Board shall have regard to the advice.

We recommend that the enabling legislation for the new corporation contain provisions for staffing parallel to those of the Australian Broadcasting Corporation.

We recommend that the enabling legislation make provision for flexible staffing arrangements along the lines of those adopted for the Senior Executive Service and its equivalent in the ABC with all senior positions widely advertised and open to general

competition.

We recommend that the enabling legislation should not preclude the SBS from entering into arrangements for permanent part-time employment.

We endorse the SBS's intention of conforming with Equal Employment Opportunity (EEO) policies and legislative requirements which would involve the SBS in seeking to have the provisions of section 22B of the Public Service Act applied to it by regulation.

We recommend that the legislation establishing the new corporation include provisions which would facilitate staff mobility between the new authority, the ABC, the AFTS, the AFC, and possibly the ABT, which is staffed under the Public Service Act.

We recommend that in order to promote industrial democracy the enabling legislation should provide for the establishment of a national management/staff consultative council.

We recommend that the SBS and interested staff organisations consider whether it would be appropriate for the SBS to become a prescribed authority under regulations pursuant to section 22C of the Public Service Act.

We recommend that the jurisdiction of the Merit Protection Act be extended to the SBS, whether or not the SBS remains staffed under the Public Service Act.

We recommend that sub-section 79X(1) of the Broadcasting & Television Act be redrafted to make clear that the SBS may as appropriate delegate its powers to either 'permanent' or 'temporary' staff members.

We recommend that sub-sections 79Y(2) and 79Y(3) of the Act be repealed.

We recommend that similar provisions to section 70 of the Australian Broadcasting Corporation Act 1983 should be incorporated in the new SBS legislation.

We recommend that, in restructuring the SBS as recommended in Chapter 7, the SBS be placed on the same footing as the ABC in relation to the ownership, operation and maintenance of transmitters, transmitting stations and technical equipment.