

Citizen Empowerment for Good Governance through Community Radios in Western Africa

Legislative and Policy Frameworks

Compilation of documents
for an Action-Research
to Remove Barriers and Increase
Social Impact of Community Radio



Contents

	Page
1. Community Radio and Broadcasting Landscape in Benin	3
2. The constraints of community radio in Benin	6
3. The broadcasting Landscape & Good Governance Challenges in Burkina Faso	8
4. Associative and Community Radio: Governance and Development in Burundi	11
5. The Radio Landscape in Cameroon	14
6. Community Radio in Cameroon and Good Governance	15
7. Notes about the legislative and regulatory framework in Cameroon	17
8. Community Radio Stations and Good Governance in Cape Verde	19
9. Notes on the Legislative and Regulatory Framework in Côte-d'Ivoire	22
10. Community Radio in Chad	27
11. Community Radio in the Gambia	30
12. Highlights of Community Radio in Ghana	32
13. Women and Good Governance in Society and Community Radio in Ghana	33
14. Community Radio and Development in Liberia	37
15. Community Radio, Legislation and Governance Challenges in Liberia	38
16. Notes on the Legislative and Regulatory Framework in Mali	41
17. Good Governance and Community Radios in Mali	44
18. Notes on the legislative and regulatory framework in Niger	45
19. Community Radios in Niger	49
20. Building Community Radio in Nigeria: How Far?	51
21. The situation of community radio in the DRC	54
22. Constraints and Challenges Faced by Community Radio in DRC	57
23. Notes on the legislative and regulatory framework of the DRC	60
24. The Constraints of Community Radio in Rwanda	63
25. Community Radio Challenges in Senegal	65
26. The Legal Challenges to Community Radio in Senegal	67
27. Community Radio in Togo	70
28. West Africa: legislative frameworks and regulatory of audio-visual space.	71
29. What is Good Governance?	74

ISBN : 978-2-921934-03-9

Citizens Empowerment and Good Governance through Community Radio in Western Africa. Legislative and Policy Frameworks
Compilation of Documents for an Action Research to Remove Barriers and Increase Social Impact of Community Radio, December 2008

Published December 2008, by:
AMARC, Africa, World Association of Community Radio Broadcasters Africa

□ Creative Commons. This book is free for you to use or reproduce as long as it for non-commercial purposes. Please give credit to AMARC

AMARC-Africa is the African regional section of AMARC grouping together radios from all the continent. Through service to members, networking and project implementation, the World Association of Community Radio Broadcasters AMARC, brings together a network of more than 4,000 community radios, Federations and community media stakeholders in more than 115 countries. Visit <http://www.africa.amarc.org>

AMARC Africa expresses its recognition for its financial support to OSIWA (Open Society Institute for West Africa); it also expresses recognition for the contribution to The Ford Foundation West Africa and to Swiss Development and Cooperation SDC.

Chapter 1

Community Radio and Broadcasting Landscape in Benin

Omar Mamadou, Kilimanjaro Institute, Benin

With the vote on the monopolisation of the airwaves in August 1997, a first wave of licenses of exploitation of frequencies was granted to private operators. A second wave of authorised frequencies, which took place in June 1999, helped bring into the radio landscape a dozen private radio stations. In 2003, a third and final wave of licenses allowed the installation of nearly forty private radio stations.

In the media and communications area, Benin is among the countries of the West African sub-region in which freedom of press is in steady growth. Ranked 124th out of 166 as for media pluralism, Benin, has made significant gains on the last ten years.

The deep interest already manifested for radio as a tool is growing rapidly. The reason is that 80% of the citizens of Benin live in the countryside. In this predominantly rural context of illiteracy and of absence of media operating in national languages, the local radio has been very useful and important compared to the Television Services and the National Broadcasting System, which have never been able to reach rural areas, and to the written press, which has distribution and language obstacles.

Benin became a pioneer regarding liberalisation of the airwaves due to its relatively clear and organised legislative framework. The liberalisation of airwaves had the following juridical bases: first came the Constitution, on December 11, 1990, which established the freedom of the press, and the regulatory body responsible for the protection of this freedom, the High Authority for Audio-visual and Communication (HAAC); then, in 1992, came the Law on the Regulative Body (Organic Law 92-021 of August 21, 1992) relative to the HAAC; afterwards came the installation of the members of the HAAC at their duties; and finally, on August 20, 1997, came Law 97-010 on the liberalisation of the audio-visual area.

The policy of liberalisation of the airwaves in Benin is based on the Constitution, adopted on December 11, 1990, which enshrines the freedom of the press and established the first African regulatory body responsible for ensuring the protection of this freedom, the High Authority for Audio-visual and Communication (HAAC). The process of liberalisation of the sector lasted, nevertheless, until 1997, when the vote on the bill was taken and the effective elimination of the monopoly of airwaves was implemented in Benin.

Since 1997, the situation in Benin has been characterised by a rather exemplary situation of real liberalisation of the airwaves, within the framework of a truly independent regulatory body, made of nine members, who are appointed by various institutions, as follows: three (03) persons appointed by the President of the Republic (a communicator, a lawyer and a prominent person of the Civil Society); three (3) persons appointed by the office of the National Assembly (a communicator, a lawyer, a prominent person of the Civil Society); and three (3) persons nominated by professionals in the Audio-visual and Communication (Two professional journalists including one from the audio-visual sector and another from the written media and a telecommunications technician).

Through the combined efforts of grassroots communities and other civil society organisations, Benin has made significant progress in reducing imbalances between city and countryside. The radio landscape is currently made of 55 radio stations, including 19

commercial, 36 associative and community, and 4 confessional. These radio stations complement the 9 public broadcasting radio stations, making Benin a relatively well covered country, although some regions are still isolated as for access to information . A call for applications to allocate new frequencies is currently underway and should allow the creation of new radio stations. The radio broadcasting zone could be expanded in the coming months.

Regarding the 36 non-commercial radio, conditions vary. In general, they experience a considerable technical and economic vulnerability, a strong dependence on external aid or on a personality for the renewal of equipment, and a difficulty in retaining qualified staff. The levels of involvement of the beneficiary communities differ greatly depending on the management of the radio station and the sincerity of its community vocation. The structuring of the sector, relatively advanced, has been hampered by conflicts of leadership.

The success obtained is always linked to at least one of the three following factors: the quality of the director of radio station, the level of ownership of the station by the community, and / or the existence of a local elite and its level of determination, involvement and / or support by a project on its duration.

Community radio stations play a vital role to people living far from urban centres. They allow coverage of the territory and the existence of public radio services that neither Benin Radio and Television Office (ORTB) can offer because of its state of disrepair and for reasons of topography, nor the commercial radio stations, because of the absence of supporting markets, which makes it impossible to operate in all the languages and to cover the entire territory.

There are differences in dynamism between the different radio stations. One of the factors is the duration of their existence. Like other types of radios, community radio stations have trouble finding a second breath after the first years of enthusiasm, due to the newness, to the freshness of the radio teams and of the equipment and to the support of donors, Only a few maintain a dynamic growth. Even when the stations are well-managed, the local resources are inadequate to deal with the needs for renewal or even only for maintenance of the equipment, which rapidly deteriorates due to the instability of power supply by gasoline or diesel generators, and to the trying climate conditions. In addition to these factors, legislation and regulations hamper the promotion of community media: non-specific tax, royalties, taxes, copyright dues, high telephone fees and exorbitant electricity bills are aggravated by the unstable power supply.

After a while, many radio stations seem to suffer from depletion of energy and resources compared to their dynamism at the beginning. Payment problems occur, equipments are at the end of their useful life and their non-renewal reveal the weaknesses in management, the lack of foresight and the precarious financial situation of community radio. Radio stations are confronted with the weak economic potential of their area and with the difficulty of maintaining the level of enthusiasm and of community participation.

In Benin, to ensure the development of community radio, more efforts and resources will have to be dedicated to the strengthening and improvement of the associations for the promotion of community radios. One must be concerned about the orientations for the next two years and focus on the improvement of the quality of radio productions and broadcasts, the strengthening of professionalism and ethics and the strengthening of community participation.

In community radio stations, the number of applications for training in the field is growing. It will remain very high for years to come for training on specific issues and innovations. The evaluations made about the type of training given in most countries and by various individual trainers clearly indicate the need to create an engineering, which would be taught through a specific training, better adapted and at low cost. Several support structures for community radio followed a process of research-action and of accumulation of experiences. They offer today an expertise for the design and development of high-quality training. We must support and assist community radio stations so that they become a tool for communities, to allow them to identify, discuss and better express their needs and concerns on development, participate in the democratic process, promote good governance, promote and defend human rights, contribute to poverty reduction and fight against HIV / AIDS. One must also work towards a greater presence of groups and associations of women, minority groups and poor people among the organised forces who adopt radio as a tool. We must transform radio production into an instrument of promotion of cultural and endogenous knowledge and know-how, of citizenship strengthening and of improving of the quality of life for excluded and marginalised communities.

Chapter 2

The constraints of community radio in Benin

N'tcha N'kpadissani Yedonté, Nanto FM, Natitingou, Benin

Although community radio is a form of public service broadcasting, it has a different approach than conventional radio. Its main objective is to make the public become its main protagonist, by involving the people in all the aspects of the management and production of programs and by proposing broadcasts that contribute to development and social progress of the community. It fosters a particular conception of information, entertainment and education. In contrast to traditional media, the information in a community radio is not treated as an isolated event or as a single event: it is rather an integral part of an ongoing and evolving process, which serves as a breeding ground for change and community development. An example of this is "Nanto FM", one of the community radio stations situated in the northern region of Benin, in the town of Natitingou, which covers a hearing area of a diameter of 50 km.

Concerning the legislative framework, the situation of community radio in Benin and elsewhere is the following: radio waves or frequencies belong to the public domain; governments have therefore the responsibility to regulate their use and to allocate them in order to ensure the best public interest, fairness and transparency, in accordance with the guidelines defined at the administrative planning conferences of the ITU (International Telecommunication Union). The general national policies of the media must comply with the same rules. Unfortunately, this is not always the case, and the national legislation governing community radio is very inconsistent. Community radio stations are struggling to evolve because the legislation is either insufficient regarding the main tools for the exercise of the profession, or inconsistent. This manual is not an exhaustive description of the legislation. On the one hand, community radio stations play their role by providing the necessary information to meet the needs and the interests of the broad ethnic, cultural and linguistic spectrum that exists in most municipalities and in the country. On the other hand, governments fear that freedom of expression of ethnic and linguistic groups could harm national unity.

The concept of freedom, as defined in the fundamental texts of the Republic, is put to the test by the inadequacies of those who are supposed to apply it. In fact, the causes of this situation are, in an important way, due to the legal framework of the media in Benin. But it should be noted that the High Authority for Audio Visual and Communication (HAAC) tries to correct the lack of basic training of animators with the assistance that the State gives to the media, and also plays a role as a regulator of drifts. The FERCAB (Federation of Community and Affiliated Radio of Benin) and URCAB (Union of Community Radio Stations of Benin), which gathers radio, also organise training to support community radio and defend the conditions and interests of these radio stations to allow them to improve. Freedom of press is recognised and guaranteed by the State. It is protected by the HAAC under the conditions laid down by an organic law which also guides this institution to ensure compliance with ethics in the field of information and equitable access of political parties, associations and citizens to official means of information and communication. Community radio stations fully comply with the law and work closely with HAAC, which receives their program schedules as they change and to which the stations pay their fees. The Organic Law No. 92-021 relative to the HAAC, issued on August 21, 1992, states that information is a right of all citizen, and that no one can be prevented, prohibited to access, molested in any way whatsoever in the exercise of her/his mission [?] could have been a good tool for the facilitator in his community to search for the necessary information to his audience, but this law does not define nor determine its source, which limits the moderator of the radio in its momentum.

To this date, in Benin, we have 36 associative and community radio stations, scattered here and there throughout the national territory. Since community radio is part of the world of culture and communication, it also faces major challenges regarding financing and competition for advertising and for listeners, concerning the quality and the exclusivity of content and of strategic positioning. Community radio stations have editorial independence and autonomy of management. They evolve along with the new technologies, and are linked to all kinds of environments that sooner or later will affect their development. But despite the challenges and the adjustments to changes, which constitute its daily life, community radio remains the tool of the peoples, which are often isolated, and open a window on their lives, on their immediate surroundings, on the world.

The broadcasting Landscape & Good Governance Challenges in Burkina Faso

Madame Georgette Koala de l'association Pengdwende

On December 2007, the broadcasting landscape in Burkina Faso had more than ninety (90) radios of all categories. Among them, twenty-nine (29) were associative or community private radios ; twenty-three (23) were commercial private radios; twenty-one (21) were confessional private radios ; eleven (11) were public radios and four (04) were international radios. As a whole almost fifty radios fall under the general category of Community Radios ; a dozen of them were created with the support of the « Organisation Intergouvernementale de la Francophonie (OIF) ». It is important to recall that there is a confusion regarding the typology of Community Radios in Burkina Faso, because some purely commercial or religious radios based in Ouagadougou present themselves as Community Radios.

Regularly the « Conseil Supérieur de la Communication (CSC) » calls for proposals indicating the areas to be covered, the number of radios by categories in order to cover in a optimal and harmonic way the national territory. The participation to the open competition to moral persons in the law registered and based in Burkina Faso, whose administrative obligations are up-to-date.

The interested bidders can ask for the complete file of the call for candidacies to the « Conseil Supérieur de la Communication » on payment of a non-refundable fee of seventy-five thousand (75.000) CFA for each of the radios. The proposals need to be accompanied by a provisional guarantee of two million (2.000.000) CFA for commercial radios and one million for the non-commercial radios. These amounts are cut in half for the radios based outside of the cities of Ouagadougou and of Bobo-Dioulasso.

The decentralised or deconcentrated communities are exempted of the system of call for proposals, as they submit their file directly to the Council that will study them and make a decision. The tenders have generally two months starting from the date of the call for proposals to prepare their file. When they obtain the frequency, the radios can start broadcasting respecting the specifications of licence, the code of ethics and deontology ; if they don't they will be called to order by the CSC.

In Burkina, the Community Radio is a tool impossible to circumvent when it comes to solving several development related issues, because it participates through broadcasting to democratic consolidation, good governance, education, people's awareness for an 80% rural population. The women associations distinguish themselves in the management of associative radios and these radios are popular with many NGOs and institutions working in gender promotion. There are three (3) radios that are run exclusively by women associations, among them the Sabou community radio organised by Georgette Koala, the author of these lines.

The rural, local, associative and community radio are, if needed to recall it, a proximity radio, participatory and liberating the peasants voices, makes listener to reflect, encourages them to action. It favors free exchange of opinions and experiences and gives recognition to rurality. Community Radio listens to the peasants, does field surveys and analyses the collected information to detect the constraints that hinder their development.

The Community Radio experience in Burkina is positively appreciated by local populations and even by decision makers. When your local Community Radio does not speak about your village, about your administrative activities, people just say you are not doing anything because nobody would know it. In the next years, Community Radios will have a big expansion in Burkina, specially with the implementation of the recent decentralisation through a comprehensive municipalisation of the territory. Already the recent calls for proposals of the CSC increased the number of allocated frequencies to 101 radios in Burkina.

Nonetheless, those Community Radios will not be able to develop their potential role if some conditions are not there. Among others, increased training and network development. The first challenge is to transform passionate radio amateurs in experienced professionals of radio broadcasting through training on management techniques as well as professional norms on radio production . The second challenge is to bring together in a network the existing structures because only one hand is not able to gather the flour. In Burkina the example of the Network of Rural and Local Radios, « Réseau de Radios Rurales et locales (ReR) » is paving the way to other existing structures : It is just a framework for exchanges of programmes, training, of co-production with a purchasing centre.

Good Governance Challenges

In spite of the difficulties encountered by Community Radios, their existence has a positive impact, that needs to be highlighted. The establishment of Community Radios by Associations had a very clear objective, they wanted in their own manner to use that instrument in order to establish a permanent dialogue among their members, on everyday day concerns.

Those radios also have a very important place in the life of their communities. Community radios are in favor of social communication and they create an interaction between the population and the decision makers; in the sense that that they produce with and for the communities and serve as link between the people responsible and members of the community organisations that created them. The listeners is no longer a consumer of information, he is also a transmitter that participates actively in the activities of the radio station. In regards to the impact of Community Radios on the populations, a study conducted by the Ministry of Communications certifies that the radio programmes preferred by the listeners are those responding to their everyday concerns, to their search for well being. They consist on practical advice on their real everyday life (agriculture, breeding, health, restoration, protection of the environment...). Those programmes, in regards to the radio programming, are usually in national language. In respect to all radios, the listeners of the survey conducted by the ministry in 2000, assert that they have changed their behaviour after listening to the information and the advice received from their radio. Those behavioural changes include the application of new cultural methods, to the practice of contraception and the protection against MTS and the HIV-AIDS, the respect of the highway code, better education for their children, abandoning the practice of excision, the promotion of Human Rights.

The whole changing process was implemented by community radios keeping at the centre the local population, closely linked with to the activities of the radios. Nonetheless, the tree should not hide the forest and the tasks ahead are enormous in Burkina Faso, in relation to development, good governance and participation. Community Radio has to confront several challenges. At the National level it has to give more support to the expression of the pluralistic expression and from the perspective of democracy, it has to contribute to « demystify » the radio tool because this is a proximity instrument. It needs to develop more awareness raising actions and mobilisation of the population in the perspective of development actions, as well as to play an important role in the promoting and valuing the national heritage. At the local level, Community Radio needs to consider the specificity of each locality; to offer to minorities the opportunity to express themselves in their own language and consider the diversity, keeping in mind the necessary social cohesion.

It is difficult to indicate today what the future reserves to Community Radio in five or ten years. We need to keep in mind although, that even though they have done an immense awareness raising work and the successes they have known, they all have similar difficulties at the financial, material and human levels. Those difficulties may grow if the promoters of Community Radios don't develop initiatives to become more independent from their development partners. The problem is that the not for profit status leaves a very thin margin for manoeuvring when it comes to publicity. There is need not only to diversify the partnerships (Because no partner may support you indefinitely) and also to work together. Community Radio responsible are aware of this. That is why they try individually and collectively to continue and ameliorate their performance.

Chapter 4

Associative and Community Radio: Governance and Development in Burundi

Jean-Jacques Ntamaraga and Emelyne Muhorakeye

The small Central African country of Burundi, 28 000 km² in extension and with a population of 7.5 million, is emerging from a civil war which has lasted more than 15 years. The last rebellion, still in negotiation with the seat of power in Bujumbura, accepted a few months ago to return to the country and agreed to a cease-fire which signals the country's return to a more secure situation, despite some isolated incidents which persist.

Burundi's airwaves were liberalised in 1992 in order to promote a multi party system. The first private radio went on the air in June 1995. One year later, another saw the light of day. New ones have continued to appear, for a total of 16 currently. In 2008 alone, Burundi's radio landscape benefited from three new radio stations, while television lagged behind with the birth of the country's second private television station.

There are therefore 16 radio stations in Burundi, most of which are associative, each of them with the project of creating smaller community stations attached to them in charge of local news and information. Most of them have also received support from funding agencies for their operations, given that Burundi's economic situation does not allow them to survive on advertising revenues. While this leaves the associative radio stations in a precarious situation, the other side of the coin is that it gives them greater independence with respect to the State, a freedom of expression quite remarkable in Africa. Four of them have national coverage while the others cover three or more of Burundi's 15 provinces. Most of them are based in Bujumbura, thus also giving them coverage of much of the eastern part of the Democratic Republic of Congo.

Community Radio and the Building of Democracy

In a work she edited in 2005, Marie-Soleil Frere, Researcher at the Free University of Brussels and Associate Expert at the Panos Institute in Paris, describes the mobilisation for peace of Burundi's associative radios: "Burundi's private radios have worked in multiple ways to prepare people's minds for peace and to promote particular citizen behaviour in this war-torn country.... Radio also endeavours to accompany the peace process by trying to bridge the gap between Burundi nationals inside the country and without (exiles, refugees) in order that they might share a common vision of the situation in the country...."

As mentioned above, Burundi has experienced a serious conflict. Most associative radio stations were born during the conflict and played an important role in restoring peace by giving "a voice to the public in contrast to the institutional tribune which RTNB [the national radio] represents." Furthermore, "radios also played an essential role in giving voice to the different belligerent forces, in the belief that the refusal to communicate and to dialogue leads to rumour and misinformation. They suffered the consequences for taking this stance on various occasions...."³ This extremely accurate perspective of a foreigner (Marie-Soleil Frere is Belgian) illustrates the enormous responsibility displayed by associative radios during this period, leading to the democratisation of Burundi's current institutions.

It was in August 2005, during the post-conflict period, that new elections were organised in Burundi. Convinced beyond doubt of the hope and trust placed in them by the population, Burundi's media – mostly radio – decided on an editorial solidarity which they called "media synergy" and which deployed more than 120 journalists in all of the country's municipalities to cover the elections in their five stages: legislative, senatorial, municipal (in the communes), presidential, and collinear (at the village level). They thus contributed to the transparency of the elections, qualified as exemplary. The independent National Electoral Commission itself recognised that without the media it would never have been able to stem the attempted fraud and irregularities observed in a few areas of the country.

While the above is cause for optimism with respect to the role of radio in Burundi, the imprisonment of two journalists and the director of a private radio station, a major event which shook the country and made waves beyond its borders during the final months of 2006, also greatly affected the relationship between media practitioners and administrators on the one hand and the State on the other. The period preceding these imprisonment was characterised by a series of hostile events towards journalists, especially those of private radio stations. Radio Publique Africaine (RPA), Radio Isanganiro and Bonessa FM were the most targeted among them, even if all non-public radio stations were subjected to the threats and other measures taken against the media.

Lobbying efforts were undertaken to respond to this situation. Round tables and lobbying workshops were organised on themes such as the reduction of taxes and the social safety net, the role of radio in the post-electoral period, etc. Hearings and meetings took place with the highest authorities in the country. All of these efforts were not in vain. They led to the easing of tension between the media and the State. In addition, for the 2007 New Year, the President of the Republic outlined favourable measures for the media in general and for radio stations in particular, as well as for other operators in the area of Information and Communications Technologies (ICTs).

For now, radio stations have continued to play their role, intervening thanks to public debate on questions of national interest (justice and the independence of the courts, safety and security, issues relating to land ownership, the struggle against AIDS, the fight against poverty, defence of the environment, democratic governance, institutional strengthening, etc.) Challenges remain with re-

spect to the 2010 elections, the harbingers of which indicate strong tensions between the political parties. Radio stations will have to show increasing professionalism in order to resist the pressures of the different parties contesting the leadership of Burundi for the following five years. Current government leaders have also realised this as they too have just created so-called “community radio stations” which will show their true face when the presidential campaign begins in 2009.

Radio, Country Governance and Development

Burundi's reconstruction also entails establishing a state of law. “The State was unused to rendering accounts and Burundi's radio stations have contributed to making authorities accountable to the population.”⁴ In the course of 2006 and 2007, many cases of poor governance (human rights violations, embezzlement and mismanagement of the public sector) were revealed to the public by associative radio stations. Some journalists from these stations were imprisoned. Others fled into exile in response to physical threats.

Associative radios distinguished themselves in particular by broadcasting news on numerous cases of extra-judicial killings in two provinces of the country, as well as attempted coup d'Etat aiming to silence opposition figures as well as certain members of civil society.

They still play this role in 2008 while aiming to educate a responsible citizenry especially for the 2010 elections, during what will be a crucial year for the consolidation of peace, democratic institutions, good governance and the reconstruction of the country.

Burundi's associative radios, however, still face a triple challenge in terms of development: investment in equipment, access to an adequate operational budget, and continued training for journalists. Tax relief such as the exoneration of tariffs on imported equipment and financial support to the media are on the books but have yet to be seen in practice. The government is dragging its feet in order not to provide the necessary means for fear of seeing this medium become the essential broker in the forthcoming elections.

Chapter 5

The Radio Landscape in Cameroon

Roland de Paul Nya, Radio Site Dar FM, Bafang, Cameroon

The audio-visual landscape in Cameroon is in positive evolution, the government having decreed laws liberalising the airwaves, thus ending the State's monopoly. The government has also announced that as of the month of July 2008, no radio or television station will be allowed to broadcast without a license. With Decree 2000/158 of April 3, 2000 which liberalised the media landscape in Cameroon, a considerable number of community radio stations have seen the light of day. Each department, if not each village, would like its own station, for greater proximity.

There is still no legislative text on the existence or operation of community radio. We know that there are two classes of radio stations in Cameroon: thematic, non-commercial radio and the generalist commercial radio. However, community radio has been a useful awareness-raising tool in the country. It encourages the public to become involved for the defence of people's rights and to mobilise to meet the challenges of development.

The main goal of our community radios is, in fact, to better inform the population, helping it to better understand the political and

socio-economic situation, to better care for its environment and to participate in managing the public sector.

No compilation of the number of community radio stations today has been made, as they continue to be created daily. However, there are about forty active stations in Cameroon, many of them, according to our information, still embryonic in nature.

As to the coverage of these radio stations, the Centre and western part of Cameroon remain the best-covered region

The absence of a legal framework for community radio is a major challenge for the stations in Cameroon. There are also enormous difficulties with respect to human resources and the coordination of policies between the community as a whole (AMARC, funding agencies and the government) which would give local media the necessary financial and material resources.

Community radio participates directly in the goals of development and democracy, good governance, freedom and the promotion of human rights. Its powerful impact stimulates participation and creation while at the same time encouraging dialogue and exchange between peoples and cultures.

Chapter 6

Community Radio in Cameroon and Good Governance

Aimée Christine Djagueu, Site-Dar FM, Bafang, Cameroon

The main goal of our community radios is, in fact, to better inform the population, helping it to better understand the political and socio-economic situation, to better care for its environment and to participate in managing the public sector.

The Contribution of Community Radio to Democratisation

Freedom of expression is becoming more and more of a reality in Cameroon. The most listened to programmes involve asking people to express themselves over the telephone about what they think of the actions of their elected officials and of the government, directly and without interference. However, there is no shortage of difficulties. To start with, the rules and regulations for radio are silent or poorly adapted to current realities, or they are simply ignored. Hence the numerous legal procedures and the taxation, political and other hassles which the managers of these stations must face. Community radio listeners are generally satisfied with the programmes and their total openness to the voiceless and to the use of local language as an oral means of expression and communication

Given the multiplicity of private radio, government radio has had to revise its on-air programming, and a real change can be seen in its modus operandi. It tends to be more open and less propagandistic.

The issue for community radio is to avoid playing the game of the political parties, which is the main guarantor of an autonomy which can remain objective and preserve freedom of expression, but what means are available?

Good governance is “the exercise of political, economic and administrative power, political stability, institutional development and the respect for human rights.” In other words, good governance is the art of properly managing the city’s business. Community radio stations have not lagged behind in the role they play in the community. The government administration and civil society organised several seminars on “Media and Good Governance.” How can the media contribute constructively to making the process of good governance a suitable one in our country?

Those who have followed these seminars have been able to adapt and pass on to their listeners educational programmes on good governance.

Reaching Development Goals

Cameroon's community radio stations have contributed to the Millennium Development Goals through a major public awareness campaign in local languages on the new information and communication technologies, and through their contributions to sustainable development. However, I must admit here that very few community radio stations in Cameroon are even aware of them or of how to share the benefits of the NICTs. For example, digitalisation in the editing of radio programmes is still an anomaly in many community stations and even in some State radio stations in Cameroon.

At Site-Dar FM, we know that the Nicest create a framework for growth and give marginalized populations the possibility of improving their productivity and their living conditions, notably by producing interactive multimedia news and information, public awareness raising and educational content, in national languages, adapted to the needs and level of these populations and facilitating life-long learning, all within an integrated sector development policy approach,.

This content is broadcast on a very large scale through tooled community stations and the multi-purpose community information centres developed by the Ministry of Postal Services and Telecommunications in certain parts of Cameroon.

The need exists for a general training of all community radio stations in Cameroon to bring them all up to speed in this area.

This would no doubt contribute also to reducing the brain drain. However, what I wonder is how can all of this be done in Africa?

Women in Community Radio in Cameroon

Community radio in Cameroon has become increasingly a women's affair. Many community stations created under the UNESCO umbrella are women's radio stations. The only negative aspect to this is the total dependence on funding agencies, which would likely make the stations inoperative should the funds be withdrawn, given that very few community radios have been able to establish themselves through a local initiative without external contributions. Those organisations which manage to do so, such as the Site-Dar FM station in Bafang, are left to fend for themselves. In most of these community stations, women occupy the most important decision-making positions. They are limited by their relative lack of schooling. We are convinced that the actions of the international community in promoting women's position will lead to a better future for the so-called "weaker sex."

Cameroon's community radio stations actively contribute to women's liberation both in rural and urban areas through programmes on citizenship, governance and development. We at radio Site-Dar FM train and raise consciousness with respect to gender and development and offer support in setting up practices guaranteeing gender equality as well as supporting the Upper Nkam women's network.

The station produces broadcasts on gender such as women and local development. Thus, thanks to our community station, we have been able to set up groups of listeners in order to contribute to improving women's lives in the western province. The Site-Dar FM station helps Upper Nkam women's associations to create and animate listening groups. These associations work in several different areas, especially support to women entrepreneurs, social and cultural animation and the carrying out of a literacy campaign.

Chapter 7

Notes about the legislative and regulatory framework in Cameroon

By Oumar Seck Ndiaye

It was only in December of 1990 that the State legislated to authorise the exploitation of the radio and television by the private sector in Cameroon and thus freeing the social communication. It was in 1997 when the first local radios emerge. In 2003 we assist to the emergence of the private radios known as “thematic radios” under ministerial or national institutions’ supervision following the decision of May 27. The use of provisional authorisations has resulted in more than fifty (50) radio stations are in a precarious situation and exposed to the discretion of the authorities.

Fundamental texts and regulation

The texts of references on press freedom and information access are the law n°90/052 of December 19, 1990 about the social communication freedom, the decree n° 2000/158 of April 3, 2000 and the penal code with regard to the infringements made by a press agency and audio-visual communication outlet.

Publicity is explicitly prohibited to all non-commercial radios. In other words the associative and Community radios do not have any legal access to publicity. The law of 1990 and the application decree of 2000 indicate laconically that the non-commercial stations do not have access to publicity; without giving any other explanation. On the other hand the specification of license statement give additional information and complementary details.

However, there is no distinction on the radio categories when it comes to the payment of taxes. That means that the Community radios are subjected to the same taxes as the commercial radios. This situation is denounced by non-commercial radios that would like to be exonerated. This claim is even more legitimate because Community Radios do not have access to the advertising resources: Even though they do not benefit from the same advantages they are submitted to pay the same duties

Regulation Authorities

Several institution intervene in Cameroon, for regulation of the communications sector. These are at least four: the « Agence de régulation des télécommunications, ART », the « Ministère de la Communication, the Conseil National de la Communication (CNC) » and the « Conseil National des Médias (CNM) ». It’s the communication ministry who is actually in charge of the attribution and the withdrawal of the frequencies and the one that supervises the respect of the deontology rules and ethics in the sector.

Furthermore, the “Conseil National de la Communication, CNC” (created by the decree n° 91/287 of June 1, 1991) advises the Prime Minister on the development, the implementation and the follow-up of the national communication policy. The ART, deals with the attribution of the frequencies and control of their use according to the provisions of the law n° 98/014 of July 14, 1998 governing telecommunications in Cameroon. The CNM, is an organism of media auto regulation charged of following-up ethics and deontology issues, on regulating the conflicts in the body of journalists by applying pier justice. The CNM was created by the U.J.C. (Union of the Journalists of Cameroon).

A Vague Radio Typology

Non-commercial radios

The classification of radios is not very clear because the decree of application of April 2000 about the liberalisation of the airwaves refers only to the concept of non-commercial services with national or local vocation. This category is not authorised to make publicity. Only the radios that fall on the category of commercial services with national or local scopes can access to commercial publicity.

It is necessary to refer to the specific framework agreement signed in 1990, before the law of 1990, between the state and the Office International de la Francophonie and UNESCO to see the framework that regulate rural Community radios

As for the non-commercial thematic radios, it is necessary to refer to the decision n°0025/MINCOM/CAB of September 19, 2003 that gives provisional authorisation to use the necessary channels to broadcast certain audio-visual communication private services for thematic programming. Let us highlight that these radios are under the supervision of administrative authorities such as certain ministries. The non-commercial thematic radios initiated by groups of cultural solidarity, for the defence of a language, of a culture and for the promotion of innovative technologies, are based in the West of the country, caricaturised by a very marked ethnic and linguistic diversity.

Between the non-commercial radios it is necessary to count also the radios managed by the municipalities. The majority of the radios in the East were created and are managed by municipalities, which pay the salaries and the material. They are municipal even if in their programme content they try to have a community colouring, they are nonetheless extremely linked to political interests. There are also non-commercial radios of personal initiative, which are managed only by their promoters who often affirm that they place the radio at the disposal of a community. We imagine that even if this kind of radios have community ambitions, they cannot be detached from the will of the promoters.

There are thirty-six (36) urban non-commercial radios and twenty-one (21) non-commercial rural radios.

The Commercial radios

These are radios which have a purely commercial vocation, therefore motivated by making profit for their promoters. There are thirty-four (34) commercial radios.

Religious radios

The religious radios can be either commercial or associative. However they have a common denominator. They all are Christian. Some are purely doctrinal (Biblical texts readings and hymns) not to say religious propaganda. Others have programs related to development topics. There are 17 urban and 10 rural religious radios.

International radios

The Cameroon broadcast landscape also counts on three international radios with FM relays. They are Radio France International, The BBC and Africa n°1.

Public radios

The CRTV (Cameroon Radio and Television) has a national radio station, 10 regional stations and 4 commercial stations in the FM band. These four stations are highly criticised by the private promoters who judge that they are unfair competition to them by reducing the small publicity market. Some Community Radios which do not have the means of producing large scale information relay programs of information broadcast by the CRTV.

Chapter 8

Community Radio Stations and Good Governance in Cape Verde

By José Mendez, Radio Vos di Santa Kruz

At this time, there are five community radio stations in Cape Verde: two on the Island of Santiago, one on the Island of Maio, one on the Island of Santo Antão, and one on the Island of Brava. Two other stations are in the process of being established on the Island of Santiago (at Calheta and Tarrafal). The stations are owned by associations and/or non-governmental organisations. From the organisational point of view, the stations are managed by community leaders, and, in certain cases, by journalists— Radio Voz di Santa Kruz, for example.

The community radio stations in Cape Verde face a serious sustainable development problem due to the difficulty of raising funds to match operating costs. As not-for-profit institutions that carry out a public service, these stations should receive government funding to meet expenses. This does not happen in Cape Verde, despite a stipulation to that effect in the Law on Social Communication. For this reason, to help with the operating costs of these radio stations, the NGOs have sought sponsorships through partnerships and have developed projects in the framework of radio broadcasting activities.

The sustainable development of community radio programming is a major challenge, especially considering that it has proved to be an important means of mass communication that promotes development, information, and citizen education in Cape Verde.

In Cape Verde, there are no specific regulations governing community radio stations, although a draft legislation on community radio was approved by the ministerial cabinet in September 2007.

The civil society organisations responsible for the community radio stations in Cape Verde have carried out actions aiming to bring about government recognition of the importance of community radio in the country. The meetings held between the community radio stations of the Community of Portuguese-speaking Countries (CPLP) in Praia in 2003, between the community stations of Cape Verde in Santa Cruz in 2006, and between the community radio stations of Cape Verde and Guinea Bissau, again in Santa Cruz, in 2007, show the efforts and determination that led to the recognition attributed to the community radio stations today for the role they play in their communities.

The contribution of the community radio stations to democratisation and good governance

“Independent and pluralistic community media can make a significant difference between the state of purely representative democracy, presently in crisis, and direct participatory democracy practised by people.” (Maria Pia Matta, AMARC Vice president for Latin-America and the Caribbean)

In the passage from representative to participative democracy, both on the local and regional levels, community radio in Cape Verde have proved to be a powerful instrument.

The community radio stations have carried out a public service to society, have created consensus in the community regarding worthy causes, and have helped to improve the community’s quality of life by acting progressively and promoting social change, as well as by the democratisation of communication through the participation of the population.

The community radio stations of Cape Verde have created a space for debate and the meeting of minds among different social, political, and economic groups with different visions and interests, thus strengthening the democratic process locally.

Cape-Verdean community radio stations have confidently directed their efforts towards the empowerment of citizens in the exercise of citizenship and democracy. They have ensured the respect for diversity of opinion, the guarantee of the right of all citizens to

express their views and to present their ideas, proposals and suggestions, thus contributing to developing a more pro-active stance and the affirmation of youth and women in decision-making within their communities.

The Community Radio stations have given a voice to the community when there was no room for the community to express its concerns in the mainstream media. The stations have facilitated the communities' capacity to make their aspirations, needs and problems known to the authorities and to society in general.

I recall the recommendation issuing from the meeting of the community radio stations of Cape Verde and Guinea Bissau: "The community radio stations must have their own identity, an editorial policy that is coherent with the mission of serving the community, within the principle of the democratisation of speech and the democratic management of society." The democratisation of speech and of society is therefore equivalent to compromise within legality and a culture of peace.

The community radio stations in Cape Verde have contributed to good proximity governance through programs that give the community a voice and in which questions are raised that require answers and/or solutions to the community's demands from those in government.

Radio Vos di Santa Kruz (Island of Santiago) and Radio Comunitária de Promoção das Mulheres (Island of Santo Antão) became involved in the drawing up of participative budgets in the municipalities of Santa Cruz and Paúl, as a work method for the towns and as an element of the anti-poverty campaign. This allows a closer identification with the priorities of the community, contributing to transparency, proximity, participation, and integrity in governance.

The community radio stations are committed to informing citizens through the broadcasting of local and national news daily. Some community stations broadcast the main national news bulletin in a link with the national network. The aim is to keep listeners in the community tuned to the local station while giving them access to a wider range of news items via the national network. Thus, besides being well informed, they can hear about actions taken by the government and evaluate to what extent it has taken responsibility for the practice of good governance.

In this way, the community radio stations have transmitted information from and for the community in matters of governance, education for democracy and citizenship, and public health education, as well as informing the population on how to obtain satisfaction with respect to its interests, to the benefit of worthy governance. It is therefore possible to say that the community radio stations in Cape Verde have effectively contributed to achieving better governance on the local, national, and regional levels.

In addition, the community radio stations of Cape Verde act as true instruments of dialogue between community members and the local authorities, and deliver educational information to raise consciousness and mobilise the population with respect to sustainable development on the local level and in the fight against absolute poverty.

People in the Cape-Verdean archipelago view the community radio stations as a resource belonging to the community. Community radio serves the community by establishing a dialogue between members of the community, while encouraging the search for ideas to solve common problems, such as food security. In this perspective, the community stations broadcast programs that contribute to improving their listeners' quality of life, programs that train people in the handling of food, and food security information/awareness campaigns.

The promotion of gender equality and self-reliance among women

The community radio stations in Cape Verde have sought a gender balance in recruiting active members as well as in their programming and management policies, thereby contributing to an increased recognition of the roles of young people and women and to their self-affirmation. Some community radio stations (Radio Voz di Santa Kruz, for example) have partnership agreements with the Institute for Gender Equality and Equity (ICEG) with the aim of reinforcing gender equality and self-reliance among women through radio programs that deal with gender issues, in the framework of a project to "strengthen the capacity of associative volunteer bodies to improve the conditions of women in the council of Santa Cruz", sponsored by the United Nations through the human capital unit.

The community radio stations have also developed programs featuring information and activities ("live" lectures, training and awareness programs) focussing on the problem of VHS/AIDS, carried out in various localities. The community stations transmitted informa-

tion and activities in partnership with health commissioners regarding malaria and other infectious diseases. They have established partnerships with CSS/SIDA, the committee that coordinates AIDS programs on the national level, for the purpose of spreading awareness, information, communication, and education to bring about behavioural change.

The community radio stations broadcast programs and activities like “Savoir vivre” and “Club Vert” that promote a healthy and sustainable environment for all. They have broadcast activity and awareness programs on water consumption, promoted by the independent water service, notably during the celebration of World Water Day. They support the “Opération Espoir” project to rehabilitate and build social housing for poor and/or underprivileged people.

Cape Verde’s community radio stations play an extremely important role in building a society that is better informed, more aware, and better prepared for the exercise of citizenship and participative democracy.

Chapter 9

Notes on the Legislative and Regulatory Framework in Côte-d’Ivoire

By Oumar Seck Ndiaye

The fundamental texts

Law N° 2004 - 644 of 14 December 2004 on the legal framework for audio-visual communication

Law N° 91-1001 of 27 December 1991 establishing the communication framework for the audio-visual communication

Law N° 78-634 of 28 July 1978 on the protection of intellectual production and the conditions for the protection of author rights.

Law N° 91- 1003 of 3 December 1991 on the legal framework for the press.

Decree 92-283 of 2 April 1992 on the application of the law N° 91-1001 of 27 December 1991

Decree 92-419 of 15 July 1992 on the organisation and functioning of the National Council of Communications, (CNCA)

Procedures for Authorisation and Use

After receiving an appraisal from the Conseil National de la Communication Audiovisuelle (National Audio-Visual Communications Board) and the body responsible for managing frequencies, the Government determines the frequency bands or the frequencies allocated to State services and those whose allocation or assignment is entrusted to the Conseil following examination of the different call-for-tender and call-for-bidder files provided for in article 51 below. Permits to use frequencies are granted following a call for tenders, in the case of commercial radio and television stations, or a call for bidders, in the case of non-commercial radio and television stations.

Authorisation to use radio relay channel broadcasting frequencies is issued to corporations or associations by the Conseil National de la Communication Audiovisuelle following the presentation of a report by a commission created by a decree of the Council of Ministers to review call-for-tender or call-for-bidder files.

The duration of the authorisation shall not exceed ten years for television services nor five years for radio relay channel broadcasting services. This authorisation is renewed by the Conseil National de la Communication Audiovisuelle for consecutive periods of five years, without calls for bidders or tenders.

The Conseil National de la Communication Audiovisuelle evaluates different authorisations for television and radio broadcasting services a year before they expire and prepares information to be reported to the Government. The Conseil National de la Communication Audiovisuelle then, if need be, proceeds to renegotiate the agreement with the permit holder.

From the date that an agreement is signed, radio broadcasting permit holders have a maximum of nine months and television permit holders have a maximum of twelve months before they must actually begin to operate a frequency.

After the 24th month of operations at the frequency, permit holders must make a maximum annual contribution equal to 2.5% of their sales figure to the Conseil National de la Communication Audiovisuelle and the body responsible for supporting and developing print and audio-visual media.

Half of this amount is paid to the Conseil National de la Communication Audiovisuelle for its operations, and the other half is paid to the body responsible for supporting and developing print and audio-visual media. A decree of the Council of Ministers establishes the rate of this tax and the means of collecting it.

Classification of Radio Stations

Private Commercial Radio Broadcasters

As defined in law, private commercial radio broadcasters have the following characteristics: their advertising revenues may exceed 20% of their sales figure, and the broadcasting of advertisements shall be conducted in accordance with effective legal provisions.

To obtain authorisation, a private commercial radio broadcaster must do the following:

- Be recognised by law as a company of Côte-d'Ivoire whose registered capital is paid up to at least 50,000,000 francs;
- Establish its head office and business address in Côte-d'Ivoire;
- If the service is to broadcast news, have an editorial team and a news editor, who is herself/himself a professional journalist.

Agreements signed by private commercial radio broadcasters and the Conseil National de la Communication Audiovisuelle give the authorisation to set up and operate a private commercial radio broadcasting station for a period of five years. Said authorisation is renewable in accordance with the conditions provided for in article 55 below.

Private Non-Commercial Radio Broadcasters

Private non-commercial radio broadcasters are those whose advertising revenues account for less than 20% of their budget and that broadcast advertising in accordance with effective legal and regulatory provisions. It should be noted that denominational radio stations are not authorised to advertise.

To obtain authorisation, a private non-commercial radio broadcaster must do the following:

- Be a non-profit organisation;
- Be an associative or a community radio;
- Provide programming dealing with local news and activities, cultural development, and continuing education;
- Ensure that at least 30% of this programming is provided through its own productions, which cannot include re-broadcasting;
- Make a commitment to broadcast its programs in a determined area;
- Specify the sources and amounts of expected investments;
- Specify the exact site(s) where the radio will be located;
- If the service is to broadcast news, make a professional journalist responsible for writing the local news.

Authorisation is provided for a period of five years and is renewable. When a private non-commercial radio broadcaster that is of particular importance to a region is in danger of ceasing to exist, at the request of said broadcaster and after receiving an appraisal

from the Conseil National de la Communication Audiovisuelle, the State may grant assistance to the broadcaster.

Non-National Radio Broadcasters

In accordance and compliance with the provisions of the present legislation, the State may provide authorisation to one or more internationally renowned non-national radio broadcasting stations. The complementary terms, conditions, and specifications for each of these stations shall be stipulated in a specific agreement.

In addition to the other fees and taxes required by law, any authorised non-national radio broadcasting station must pay an annual licence fee of at least 25 million francs. Authorised non-national radio broadcasting stations must designate an official representative to the Conseil National de la Communication Audiovisuelle.

Advertising Regulations

Advertising content shall comply with requirements concerning truthfulness, accepted standards of good behaviour, decency, and respect for human dignity. It shall not undermine national unity, State security, or the credibility of the State, nor shall it include any State symbol.

According to article 163, advertising shall remain free from any racial, social, ethnic, or sexual discrimination, as well as from displays of violence. It shall not contain anything that could offend the religious, philosophical, or political convictions of the public, nor shall it incite people to behave in ways that could be harmful to public health, to the safety of persons or property, or to the environment.

Advertising shall not offend the dignity of women. It is forbidden to use a woman's image in an abusive or a degrading fashion. Advertising shall be designed in accordance with the interests of consumers. Advertising shall not mislead consumers directly or indirectly or by exaggeration, omission, subliminal means, or ambiguity. Neither shall it abuse the trust of consumers or exploit their lack of experience or knowledge.

Violations of Media Legislation

Prison sentences are not applicable to those who commit media offences. Notwithstanding the disciplinary and administrative sanctions to which they are exposed, professional journalists and technicians in the audio-visual communications sector who commit media offences are punishable by penalties provided for under legislation regarding the legal framework of the media.

Media Support Fund

The "Fonds pour le soutien et le développement de la presse" (media development support fund) was created by Act 2007 n 677, on December 26, 2007. The Act describes the powers, management, and operations of said fund. The fund should be managed by a management board and administered by an executive director designated by the Communications Minister. However, the fund has not yet been set up, and the drastic state of affairs in the country may prevent community radios from having access to the fund.

Regulatory Body

The regulatory body is the "Conseil National de la Communication Audiovisuelle". This board is an independent administrative authority whose mission is as follows:

- Ensure compliance with the principles defined in article one of the present legislation;
- Guarantee and ensure freedom and protection for audio-visual communications in accordance with the law;
- Ensure respect for the ethics and deontology related to public information;
- Guarantee that the institutions of the Republic, political parties, and citizens' associations have equitable access to and receive equitable treatment from official information and communications bodies;
- Promote and protect pluralism in the field of audio-visual communications.

As the steward of the framework for free audio-visual communications, the "Conseil National de la Communication Audiovisuelle" is

also responsible for the following:

- Providing equal access and treatment as well as freedom for pluralistic expression, especially during electoral periods. The “Conseil National de la Communication Audiovisuelle” therefore sends the different radio broadcasting organisations monthly summaries of political parties’ statements drawn from newspapers, news reports, magazines, and other sources.
- Helping to allocate radio and television broadcasting frequencies.
- Developing and monitoring compliance with agreements and their appended terms of reference.
- Monitoring broadcasting quality and diversity; the development and promotion of national audio-visual communications; and the promotion of national, African, and universal cultural heritage.
- Exercising control, by all appropriate means, over the subjects, contents, and programming methods of sponsored advertising.
- Ensuring the independence and impartiality of the public sector of audio-visual communications, particularly with regard to radio and television broadcasting.
- Defining standards related to broadcasting and reception equipment and techniques.

When rules of ethics or deontology are breached, the “Conseil National de la Communication Audiovisuelle” may order the following disciplinary sanctions: (1) a warning; (2) a reprimand; (3) a suspension; or (4) an expulsion. Suspension leads, ipso jure, to a temporary revocation of the broadcasting licence. Expulsion entails a permanent cancellation of said licence.

Following a formal notice, the “Conseil National de la Communication Audiovisuelle” may revoke an authorisation when there have been changes in the make-up of referenced capital, governing bodies, or means of financing. In all cases of breach of duties related to the permit holder, the “Conseil National de la Communication Audiovisuelle” may order that a communiqué be included in programming. In such cases, the Conseil will set the terms and conditions for the broadcasting of said communiqué. A permit holder who refuses to comply with this decision is subject to a fine whose amount is determined by the “Conseil National de la Communication Audiovisuelle”. A judge may decide to accompany said fine with an additional penalty.

Decisions made by the “Conseil National de la Communication Audiovisuelle” must be founded. Notice of said decisions is sent to the permit holder and to the ministry responsible for communications. These decisions are also published in the Journal Officiel de la République de Côte-d’Ivoire (official gazette of the republic of Côte-d’Ivoire). Within a period of time established in general law, the permit holder may institute, before courts of competent jurisdictions, an action for cancellation of the decisions taken by the “Conseil National de la Communication Audiovisuelle”. Actions against decisions of the “Conseil National de la Communication Audiovisuelle” are to be brought directly before the courts of competent jurisdiction and do not require previous administrative action.

The “Conseil National de la Communication Audiovisuelle” is composed of twelve standing members appointed by decree of the Council of Ministers following selection by different institutions of the Republic and representatives of professional organisations. The members of the “Conseil National de la Communication Audiovisuelle” serve a six-year term.

Chapter 10

Community Radio in Chad

By Zara Yacoub, DJA FM

Since gaining independence in 1960, Chad has never known the stability that would have allowed it to begin developing properly. After armed conflicts including inter-community conflicts, with the added stresses caused by the conflict in neighbouring Darfur, Chad is still searching for its way. In the 1990s, in the wake of the winds of democracy that had blown through Africa, the air waves were freed by laws (law on audio-visual communication, law on the freedom of the press, etc.) Today, there are twenty-three community radio stations in Chad, of which three are religion-based (Catholic or Muslim). The majority of these radio stations were the creation of Catholic dioceses. The community radio stations are concentrated in the south, and in the capital, N’djamena. Thus, community

radio does not exist in some areas of the country, such as the centre and the west.

The role and missions of community radio stations

The laws may appear to encourage community radio activity, but in practice, the opposite situation holds true. The Haut conseil de la communication (HCC), a regulatory organ whose members are mostly government appointees, often makes a skewed interpretation of the legal texts. The perpetual bone of contention opposing community radio stations and the HCC or the government is the interpretation of the stations' role and mission. The legal clauses that regulate community radio stations contain no restrictions regarding the broadcast treatment or the field of action of these stations. However, in reality, the government and the HCC prevent, at all costs, the associative radio stations from dealing with certain subjects such as good governance, democracy, etc. In their interpretation, a community radio station must limit itself to discussing themes or subjects related to the mission of the NGO that founded the station. For example, a radio station that was initiated by an environmental group must only deal with the environment in its broadcasts, and a station created by a cultural association must only operate within the cultural niche and deal with nothing but cultural matters.

The HCC had even taken the decision to prohibit community radio stations from discussing the presidential elections. The radio stations took the matter to the Chadian Supreme Court and won their case, and the decision was simply annulled. On several occasions, radio stations were sanctioned or closed for not having complied with the specifications outlined in their charters, but in most these cases, they were subjected to arbitrary decisions on the part of the authorities.

For the community radio stations to be accepted, a few activists for freedom of the press had to take on the authorities in a long and difficult struggle. Even so, the fight is far from over, for in certain parts of Chad, the authorities continue to oppose freedom of speech.

The impact of the community radio stations on good governance and democracy

The community radio stations have become indispensable, offering rich and varied programming and carrying out a true service of proximity. With several interactive programs, they deal with all the matters of interest to the community. Their contribution is real as far as good governance and democracy are concerned.

In the regions where community radio exists, it has become the ideal forum for pluralistic expression, especially since the public (national) broadcasting network is entirely dedicated to air official information. The community radio stations have been so well accepted and adopted by the population that listeners sometimes want to play a policing role to see that justice is done. Innumerable times, people have come to community stations to denounce violations of human rights, the misuse of public funds, or the cases of administrative abuse of which they have been victims.

Through programs on democracy, good governance, and other subjects, often broadcast in local languages, the community radio stations raise awareness and inform the population. As soon as listeners notice things, or experience situations that do not correspond to the realities described or explained in the programs, they react through their community radio station.

With respect to development objectives, the concept of development is making its way forward in Chad rather timidly, and NGOs and projects with a mandate of familiarising the population with the concept rarely associate themselves with community radio stations in their efforts or campaigns. Nonetheless, all the community radio stations declare that they are also development stations, and they play an effective role in this sense by informing listeners about development activities. Ideally, the radio stations would be associated as partners in development efforts, with specifically dedicated programs.

The associative radio stations have become the ideal companions for women. The latter are faithful listeners who participate to a large extent in the interactive programs. Surprisingly, women's issues are among the preferred subjects on these programs, leading to passionate debates in which the reactions of women listeners figure prominently.

All the community radio stations feature women's programs that discuss activities and give information on problems affecting women. These programs are hosted by the rare women who work at the stations. In most community radio stations, women only represent between 5 and 15% of the staff. Nonetheless, the impact of community radio on women is incontestable. It can be said that community radio stations initiate women to speaking out by their participation on the interactive programs.

The community radio stations allow women to express their views on certain subjects. For example, a N'djamena radio station or-

ganised a special program during the school vacation, and every morning for two months, there was a close-up focus on a subject related to education and teaching. To allow listeners to give their points of view and make suggestions, 48 hours before the last program was scheduled, listeners insisted that one of the listeners, a woman whose comments on the air had unanimously been considered pertinent, host the program. That day, an old man listening from a town in Cameroon travelled several kilometres to personally pay his compliments to this woman, saying that if all Chadians thought the way she did, there wouldn't be any more problems in our country. We conclude by asking what would happen to those people in the Chadian population who cannot read or write if community radio didn't exist?

The constraints of the community radio stations

In spite of their successes, the community radio stations are in a precarious situation. Generally speaking, the lack of financial resources constitutes a major handicap for the development of community radio in Chad. Most of these stations, including those of the Catholic dioceses, operate by means of foreign aid, but any delay in, or suspension of this funding immediately makes itself felt in station operations.

The radio stations depend on revenue from announcements (press releases) and the odd advertisement or sponsorship, insufficient for covering operating costs. Grants from the State, also rare, are given in such small amounts that they cannot even sustain operations for a month. Partnerships with NGOs are few and far between as well. In most cases, contributions from the population or the members of the association that founded the station are insignificant or non-existent. For example, a radio station in the south of Chad spent 35,000 CFA francs to print letters and send them to administrative personnel and other members of the community to solicit donations. In the end, the station was only able to raise 15,000 CFA francs, thus losing 20,000 francs, an amount that could have been used to buy recording cassettes. This illustrates the fact that the population cannot contribute financially to the running of the community radio stations. This situation can be explained by the precariousness of the population's economic life, but also by a mentality of dependence on the public service, in which everything belonging to the State is supposed to be free. As radio had been State-owned for several decades in Chad, people are unable to throw off this mentality, even though community radio provides them with a completely different kind of service.

The radio stations are sinking under their financial burden and have no resources. The most problematic areas are personnel and energy. The spirit of volunteerism that should drive community radio was rendered dysfunctional because of a lack of experience at the stations. Most of the initiators of the community radio stations simply applied the management format of the (national) public network, the only available reference as far as radio broadcasting was concerned. A minority tried to do otherwise by working with volunteers, without success. One community radio station based in N'djamena paid its staff members three times as much as a public servant would have earned. This station, which had benefited from several grants, was being managed as if it were a commercial station. When the partners suspended funding, the station was stuck with several months of overdue salaries to pay, as well as other debts. It was obliged to downsize its staff which led to disarray, and its programming was greatly affected.

In Chad, electrical energy costs are the highest in the world, and electricity is only available in a few large towns. Since 1990, electricity production has been interrupted by blackouts, causing financial and technical problems for the radio stations. All the stations were obliged to equip themselves with generators to offset electrical black-outs, but these generators consume an enormous amount of fuel and frequently break down due to overuse. Sudden black-outs due to circuit re-routing and generator instability often damage the technical equipment, particularly the transmitter. Thus, the radio stations constantly face fuel shortages and the breakdown of generators and equipment.

Chapter 11

Community Radio in the Gambia

George Christensen, Radio One FM.

The first two Community Radios in the Gambia were established in 1996. All the funding was provided by the World Bank through a project called Women in Development. At the time there was and still is no Broadcasting Act. Licences were given at the discretion

of the Minister of Communication after the advice and recommendation of various Government departments. Radio 1 FM had earlier on in 1989 got a licence as a not for profit radio station. Since then there have been established four (4) Community Radios in the Gambia, with two (2) more due to go on air soon.

The current process used to give licences is extremely biased toward groups who are “patriotic” or do not want to do controversial programming. The District Administrator or Regional Governor gives the final approval to the Minister for Civil Society Organisations that are rural based. The other requirement is that the Transmitter must not exceed 500 watts and the antenna tower must not exceed 30 metres. The trend that has been observed is that most NGOs do not apply for licences because they feel they will not be granted.

The Community Radios that are on air cover a wide range of topics and issues mainly complementary to initiatives of Government and Multilateral Organisations, ranging from malaria prevention to food security and small micro-credit and local businesses.

There is a multiplicity of Commercial radios and they do not engage in any Development Broadcasting. They mostly do sports, request line and are a platform for advertisers. In terms of Legislation there is none. Various Civil society organisations have presented proposals and lobbied for a comprehensive Broadcast Act. However we are still waiting. We have used the Economic Commission on Africa ICT4D Platform which was launched in 2004 as an opportunity to have the relevant changes in the Broadcast situation. However that process has not moved as rapidly as one would have hoped.

Key governance and development challenges that should be addressed by Community radios.

There are various schools of thought as to how one lists and prioritise the various Development and Governance Challenges that we face in Africa. Even a simple phrase. “Poverty Reduction” is hotly contested with some people preferring and opting for “Wealth Creation” with all its attendant baggage. However there are several issues that are a sine qua non in both Development and Governance.

Food security is a key development issue. We have listened to the radio, seen the pictures and read the papers about the huge increase world wide the price of food lately. The reasons for this are many. Suffice to say a solution has to be found and it has to include the people most affected. A clear vision achieved by consensus of all involved but more importantly a sustainable and environmentally sound food policy has to be developed and implemented as a matter of utmost urgency.

Health challenges in Africa are paramount. The twin scourges of HIV Aids and Malaria have and continue to take a heavy toll on African Children and the Youth. Together with maternal mortality Africa is rapidly losing generations of potentially productive sectors of its population. Clear concise and accessible treatment methods have to be instituted. They must also be affordable to the local populations.

Women form a huge and significant proportion of the population. Not to mention all the normal burdens of Childbearing, food preparation etc that they are involved in. However they also form the greatest group of marginalized and voiceless people. African society must inculcate pro-poor and sensitive pro active Gender Programmes to help lift the yoke of oppression that is around the necks of our women.

Without a stable governance environment NOTHING can be achieved. So of all the SQNs this is PIP. Impunity, wrongful arrest, murder of journalists and a myriad of odious laws have all got to be expunged off the statute books. The rule of law has to be obeyed.

This short expose should be seen as a bullet pointing exercise and not as whole essay. There is nether the time or the space to expound fully.

Chapter 12

Highlights of Community Radio in Ghana

Ghana Community Radio Network, GCRN.

In Ghana there were nine community radios in the air including Radio Ada, Radio Peace, Radio Progress and Royals Community Radio. Radio Daetsrifa and Radio Hope are expected to come on air before the end of 2008 or early in 2009. New frequencies have been awarded to: (1) Radio Afram Plains, (2) Simli Radio, (3) Radio Builsa (formerly Radio FISTRAD), (4) Radio FREED, (5) Radio Hope and (6) Daetsrifa Community Radio.

Community Radio stations now pay a concession fee of USD 100 for the frequency and USD 100 per annum as the recurrent fee. The Guidelines for the Establishment of Community Radio Stations were issued early in July 2007 by the National Communications Authority (NCA) following active consultation with GCRN. While GCRN continues to object to clauses within the Guidelines that would seek to limit the coverage of Community Radio stations, it has succeeded in removing the proscriptions in the original draft against revenue-generation as well as limits to editorial freedom. In addition, a Plan for the Development of Community Radio in Ghana that emerged out of consultation among GCRN member was agreed with NCA in November 2007. The Plan provides for approximately 100 Community Radio stations nation-wide aiming to keep linguistic-cultural groups together on the basis that culture is the taproot of development. It also takes into account the nature of Community Radio, which by virtue of its community-rooted development mission, is participatory and field-based in its programming and other operations.

GCRN will support the initial implementation of the Plan for the Development of Community Radio in Ghana and help ensure that the new Community Radio stations will also develop a strong participatory ethos. As broadcasting operations, one of the core ways in which Community Radio stations manifest their participatory ethos is through their programming output and processes.

At the appropriate stage, the participatory programming capacities of the new stations will also be developed. This aspect draws on the experience developed over the years by GCRN member stations, this time in the development, production and broadcast of joint series around specific themes.

Chapter 13

Women and Good Governance in Society and Community Radio in Ghana

Ruby Amable, GCRN

The 1992 Constitution of the Republic of Ghana recognizes the equality of all persons and prohibits discrimination on the grounds of sex and education, among many others. Thus women in Ghana are recognized under the law as having equal rights as men. It is no surprise then that the current Chief Justice is a woman while the Commissioner of the Immigration Service, the Government Statistician and the Deputy Commissioner of Police are women.

Since the early 1990s and thereafter, laws and policies have been put in place to enhance the status of the Ghanaian woman. For example, the Criminal Code Amendment Act was amended to include provisions to protect women from harmful traditional practices such as female genital mutilation and widowhood rites. The Women and Juvenile Unit, which was recently renamed Domestic Vio-

ence and Victims Support Unit, was also established under the Ghana Police Service. Other policy frameworks in place include Girl Child Education and the Science, Mathematics and Technology clinics for girls during the long school vacations. More recently, the ~~Domestic Violence Act of 2007 was passed as the result of close to six years of intense and sustained advocacy by a coalition of women's and other rights-based groups.~~

Apart from the national guarantees, Ghana is also a signatory to various international conventions and protocols that recognize the rights of women. The main one is CEDAW (Convention for the Elimination of Discrimination against Women).

Despite the well-intentioned laws and other efforts, research at the national, regional and micro-level indicate that broad-based participation of women in community development and governance is still minimal, especially in comparison with their numbers.

According to the Ghana Living Standards Survey of 2000, 44.1 per cent of women as opposed to 21.1 per cent of men have no formal education. At the higher level, the gap is even larger, with only 2.7 per cent women as compared to 15.8 per cent of men having the higher levels of education needed for employment in the formal sector.

Factors such as poverty, early marriage and teenage pregnancy have also contributed to an elevated school drop-out rate among girls and prevented a large number of females from attaining a higher education.

Religion, cultural norms and the lack of economic power, together with the low level of female education, have contributed to the low status of women in Ghanaian society.

Women in decision making

Despite the statistics, women have played, and continue to play, pivotal roles in the political, social and economic life of Ghana. During the struggle for self-determination, women, including those who were uneducated in formal terms, struggled and fought alongside their male counterparts in the fight against colonial rule. One, Yaa Asantewaa, has become a revered figure for taking up leadership in battle where men would not dare.

After the attainment of independence in 1957, the government of the late Osagyefo Dr. Kwame Nkrumah introduced an affirmative action program for women. Among other features, this enabled the inclusion of women in the national legislature in recognition of the frontline role women played in the struggle toward independence. However, in contemporary Ghana, 50 years after independence, the ratio of women to men at the national and local government levels and in the public and corporate sectors does not reflect that of a nation where over 51 per cent of the population is comprised of women.

Currently, at the national level, only 21 out of the 230-member legislature are women, while in a Cabinet of 19, only three of the ministers are women. Furthermore, there are only three women in the 24-member Council State, the constitutional body that advises the President of the Republic. It is worth noting that these three are among the 14 members of the council who were appointed by the president. An electoral college representing the 10 regions of the country elects the remaining 10 members.

The situation is no different at the local government level, which is the lowest level of decision making and is seen to be closer to the ordinary person. There are only three women Presiding Members in the 128 rural District Assemblies in the country. Out of the 138 District Chief Executives, only 12 are women. Although the percentage of women who contested the election increased substantially during the 2006 district-level elections, Ghana's Institute of Local Government Studies says only 11 per cent of the members of the district, municipal and metropolitan assemblies are women.

Besides the poor educational level and other factors mentioned earlier, it is believed that the low level of women's participation in governance at both the national and local levels has been largely due to the perception that politics is dirty and better left to men, and because the demands of the traditional roles of the woman as a mother and wife. Most husbands are widely known to be unsupportive of their wives' political ambitions.

Women in the media in Ghana

In 2006, a survey was conducted by Women Media and Change, an Accra-based NGO, on the extent to which gender is incorporated into the work of eight selected media houses operating in the country. The houses include the public broadcaster, Ghana Broadcasting Corporation, the two public owned print media, two privately owned electronic and one print media, the Media Foundation for

West Africa and the Ghana Journalists Association, which is the umbrella body of media practitioners in the country. The survey indicated that all eight organizations view gender as an integral part of development and freedom of expression and support the need for equal opportunities for both women and men. However, all the organizations reflect greater representation of men at all levels of their structure. Seven out of 10 people in the the organizations could not give any examples of any gender-specific work they have done while most of them did not consider gender as an issue that should form part of their organizational planning policy.

Community radio, women and governance in Ghana

By contrast, in recognition of the factors that militate against the effective participation of women in all sectors of decision making and governance, GCRN has in place gender-sensitive policies aimed at promoting equal participation of both sexes at all levels of the community radio structure.

Currently, eight community radio stations are on the air in Ghana. A board representing their listening communities governs the community radio stations in Ghana, while personnel are made up of staff and volunteers from the community. A survey of six of the eight community radio stations conducted in April 2007 showed the gender composition of the boards and staff of the community radio stations as follows:

Table 1: Composition of Boards of Community Radio Stations in Ghana

Community radio station	No. of members	Gender	
		Female	Male
Ada	9	3	6
Dormaa	11	2	9
Peace	7	2	5
RAP	8	2	6
Royals	5	1	4
Simli	7	1	6

Table 2: Composition of Volunteers of Community Radio Stations in Ghana

Community radio station	Gender	
	Male	Female
Ada	16	43
Dormaa	10	34
Peace	6	34
RAP	3	14
Royals	5	34
Simli	9	3

Though the number of women compared to men may look small, in considering the rural location of these stations, these stations must be commended for the efforts they are making to bring in women. In their locations, the number of literate women is much lower than in the urban areas, and the traditional attitudes and practices that keep women in the background are deeply entrenched. At the same time, women in these rural areas have little time because they are expected, in addition to their household roles, to contribute to the household economy, usually through farming and informal trade.

The women staff members are not in low-key positions, as is found in many organizations in such rural settings, but are in management and key operational positions such as news production. In fact, two of the eight community radio stations – RAP and Simli – are currently headed by women. The involvement of women in senior positions gives them a strong voice in determining budgetary allocations and how and what programs are to be run.

Through the strong involvement of women in management, efforts are made to produce programs tailored specifically to the needs of women and the youth. The women at the stations have also become mentors to other women and young females who are encouraged to try their hands at radio while in school and many of them have become community producers after completion of their formal education. This is particularly so in the case of Radio Ada, which has separated programs for women and the women, based on felt needs, design such programs. An example is the fishmonger's program on Radio Ada.

Community radio in Ghana has also given women involved in the sector the opportunity to enhance their skills to bring them up to par with their male counterparts. This has been given strong impetus by GCRN's training policy and the requirement that at all the joint training opportunities offered by GCRN have at least half the number of participants from each community radio station be women. Community radio women have therefore received training in ICT and broken the myth that it is only for men and the lettered in the society.

Among other affirmative action initiatives, community radio in Ghana has openly supported women's participation in local government elections. These elections are non-partisan, so do not go against the code of GCRN and its member stations. The community radio stations have provided support by publicizing and covering women candidates exclusively, even going to the extent of training them in how to speak on radio and mounted platforms. This has often been at the expense even of male volunteers at the stations. Independent evaluation of these efforts in the 2002 elections showed that the efforts of community radio stations paid off greatly with significantly greater numbers of women winning elections in localities that had community radio stations. As an offshoot, many of the women who won or participated in the elections have gone ahead to become community radio volunteers.

Despite the laudable successes chalked up to and the policy framework set in place by the GCRN, the desired gender balance has not been achieved in the decision making and the day-to-day running of most of the community radio stations. Factors responsible for this situation are no different from the general picture nationwide as described earlier.

Cultural, religious and social practices, low educational levels and the demands of family life have made it impossible for more women to be involved in community radio. As one woman put it, "radio is like a husband and there is a husband at home who would not countenance any other competitor."

Indeed the long hours, early morning and late night shifts make it difficult for more women to be retained on staff after a certain age since they have to start and/or care for their families. Some men would also not agree to their spouses being on radio discussing subjects they believe would undermine their authority as husbands.

The way forward therefore lies in sustained education not only at the community radio level but also at the national level and this calls for advocacy and networking to ensure that the issue of the involvement of women at all levels of governance becomes part of the national agenda.

Chapter 14

Community Radio and Development in Liberia

Famatha Thomas, Liberia

Liberia now has over 80 community radio stations. Many of these have come on the air in the last few years, following the end of the 14-year-old civil war. Radio stations can now be found in almost every corner of Liberia, broadcasting to a huge grassroots audience.

The emergence of these community radios has been a very positive development for the country. The new stations have provided

a highly useful service to communities, particularly in more isolated areas. Given the high rates of illiteracy in Liberia, radio is by far the most important medium, but there is no national station reaching all parts of the country. The community stations have tried to cover important issues, like health and education, in a responsible way. Many have used local languages to reach a bigger audience. Hundreds of new broadcasters have emerged, including many women. Community radio stations played a useful role during the elections in 2005, explaining voting procedures to voters.

But radio stations in Liberia face a series of problems, many of them familiar to broadcasters elsewhere in sub-Saharan Africa. Staff often learn on the job and have little practical experience. Managers too sometimes struggle to run their stations effectively. There are few obvious sources of revenue, with little scope for advertising. Costs are high, with fuel bills causing constant headaches. Staff salaries are extremely low and there is little money available for travel or for decent recording equipment.

Various international organisations have been involved in the community radio sector, including Mercy Corps, International Alert, IRIN Radio and Radio Netherlands. Their assistance has been useful, but serious structural problems remain.

Development and Social Challenges: the Role of Community Radio

While the war in Liberia is over, huge social and economic problems remain and it will take years for the country to develop a clear path on sustainable development. The infrastructure remains very weak. Health and educational services are very limited. The recovery of agriculture and industry is likely to be slow. Foreign investment is limited. Unemployment remains alarmingly high. There are serious concerns about crime and insecurity.

Community radio stations can and should address these issues. Reporters should be willing to look at national problems in a local setting. They should be ready to broadcast on both everyday social issues and on the broader developmental challenges Liberia faces. Many stations are trying to do just this, but they often lack the resources to work effectively. For example, it is costly to send reporters out on long field missions.

Liberian broadcasters have much to learn from AMARC. The concept of community radio is still relatively new in Liberia. Some radio stations understand their responsibilities to the community, others do not. Management badly needs support and guidance on how best to maximise opportunities, how to build stronger links with the community, how to get more revenue, how to promote their stations. Journalists need training on the rudiments of broadcasting, reporting, interviewing, script-writing and reading. Liberia needs to build credible national structures for local radio, umbrella groups that can represent stations effectively both at national and regional level. AMARC should be well-placed to advise on this. AMARC should also look at the involvement of youth in national radio.

Chapter 15

Community Radio, Legislation and Governance Challenges in Liberia

Emmanuel Johnson, Peace FM, Community Radio

A survey conducted has revealed that the media in Liberia is as much in a transition as the wider society. Following nearly four years of uninterrupted stability, the media has brought a different experience from the preceding period of violent conflict, repression and civil strife.

The evidence of the changing situation can be seen in the increased number of media outlets, according to recent figure contained in a report "Strengthening Liberia's Media:

The document entitled « A review of media Support in the Post-Transitional Period and Recommendations for future Actions » released by the Partnership for Media and Conflict Prevention in West Africa, there are roughly 38 news papers in Liberia, although only fifteen publish with some degree of regularity.

In addition, there are close to fifty registered radio stations including community radio currently broadcasting, representing almost four times the pre-war figures.

At the moment, there is no official national public broadcaster, though a draft Media Law in which community radio is reflected has been submitted to the house of parliament for enactment.

Despite the proliferation of radio stations and news papers to date, media development is still in dire straight. The severity of media repression during the decades of political, military and civil strives was such that the Liberian media now requires an extended period of revitalisation and professional development to properly fill its role as the 'fourth estate' including acting as a Watch-Dog, directly contributing to good governance and poverty reduction, as well as functioning as a tool for conflict resolution.

Liberia at the moment has a recorded number of 35 community radio stations excluding the ones that are hand made (Amateur). These stations transmitters range from 35-1000 watts and some of them cover a larger portion of the population.

Some key Policy Issues in the draft Media Laws before Parliament

1. Supporting the passage and implementation of the proposed draft media laws and policies. These Laws Include: a Freedom of Information Act, a Broadcast Regulatory Act, and a National Public Broadcasting Service Act;
2. Supporting the creation of a voluntary media accountability system or press complaint committee to reflect a cross-section of stakeholders, including the media, civil society, the bar association, the clergy and the government;
3. Expertise should be made available to the Ministry of Information for developing a 'National Communications Policy and Strategy' that tackles administrative hurdles in the media, including licensing, legal reforms, public service media and so forth;
4. Develop Community based media organisations and contents that are specifically targeted towards the needs of the rural population of Liberia and in particular, improve the institutional capacity, outreach, and sustainability of the community broadcasting sector;
5. A Community radio sector assistance program be included, to strengthen the institutional, social and financial robustness and sustainability of the sector and improve the licensing regime;
6. Efforts should be directed at reforming the Ministry of Information to improve access to public information, thereby enhancing its function as a service delivery enterprise for the citizenry, etc.

Key Governance Challenges

With regards to governance and on the issues of governance and some challenges facing the Liberian media, a media mapping survey was conducted by the « Search for Common Ground » in partnership with the media and community radio in 2007. The survey was undertaken to better understand the interaction between civil society and the state in terms of communication on Key Government's reform policies.

The mapping process, showed that the Channels of Communication between the media and the government are not open. The government is communicating with the media, however, the government drives the conversation and therefore the media has little chance of influencing how the government operates and relates to the media. As such, the media including the community radio does not get the opportunity to relate to the government as a partner in the process of fostering a participatory democracy.

Most Liberians rely on the radio for their news and information. There is a strong sector of community based radios and local language programming. Yet, local officials do not use it as their primary method of informing people. Radio is trusted, but information that is dissemination across it is not easily understood due to the format used. The radio can also represent the interest and needs

of the people and hold the government to account. The business model, however, is weak and providers lack training.

There is a considerable appetite, particularly among the community radios, for reliable information in user-friendly formats and in languages which they can use; some local authorities prefer using meetings to pass on information on policies. In contrast, ordinary people believed that the formats in which meetings are organised make them passive 'receivers' of information and are 'not useful'.

The top-down approach is inadequate in the new and complex reality of Liberia, furthermore, with today's existence of a community based broadcasting sector. This approach is ineffective in communicating ideas, and becomes even less effective at gathering or collating popular feedback. Despite recognition of this in government, few ideas or plans exist for changing the institutional informational landscape.

Some of the challenges facing the community radio sector require a sustained period of engagement in the fields of training, and institutional capacity building. In my Country, Liberia, the prolonged conflict has left several media outlets and institutions in ruins with an acute shortage of qualified professionals. Some broadcast scripts today in the sector are riddled with errors, demonstrating the lack of capacity building opportunities open to professional journalists.

Community based media are rapidly developing but with grim sustainability prospects. The legal and regulatory frameworks governing the community based media are either weak or generally moribund and do not follow international communication policy and strategy resulting in that they have stilled the flow of information from the governors to the governed.

Perhaps most challenging is the lack of a financial base upon which to build independent, self sustaining media. This lack of funding poses many financial and ethical challenges to the sector and makes it more difficult to focus on producing quality journalism.

Another issue that I think can be looked at is the interference of some local authorities in the affairs of community radios. We recently concluded a conference organised by the Association of Liberian Community Radios-ALICOR. This conference brought together County Superintendents, the Board of Directors and the Managers of thirty-five Community Stations in Liberia. The conference background was geared towards the constant interference into the affairs of community radio by local authorities. In some instances, County Superintendents dismissed the managers or the Board of Directors threatening to order the station's closure, if their demands were not met. Some local authorities see the station as their personal property and want to control it as their private medium to disseminate information to the public.

In that conference, a demarcation was drawn between the local authorities, boards and the managers, and it was resolved that local authorities must not interfere in the affairs of the sector. I would think that AMARC can be proactive in the development of the sector by increasing the establishment of its branches and head offices in the entire region. These offices should also be given the needed supports to function properly and make the necessary report on their actions.

It also important to conduct workshops and other seminars in some of the worst hit countries for an exchange of experience.

As we all know that the presence of AMARC is not felt in all of the Countries across Africa including my country, Liberia which also hosts a considerable number of community radio stations. The seminars and workshops should enable stakeholders in the sector to jointly explore ways and means of strengthening and improving the sector and develop shared ideas for the future of the association. This will also allow us to rely on strategies for the overall future development and sustainability of the community radio sector everywhere in Africa.

My vision is to also see AMARC-Africa looking at the challenges, opportunities for the community radio stations (CRS) as well as the roles of the CRS in their respective communities.

I strongly believe that community media is one of the most important medium of communications in Africa, especially in the rural areas. As such, it is important in order to sustain the current strength of AMARC- Africa to focus on how:

1. To increase the pressure on sustainability measures;
2. To demand from the public to have more voice and information;
3. To answer to the need and desire for increased professionalism;
4. To increase unity and hope in AMARC- Africa;

5. To build the value of the community radio sector in Africa and
6. To institute legislation that will provide legal protection of community radios in Africa.

Chapter 16

Notes on the Legislative and Regulatory Framework in Mali

Oumar Seck Ndiaye

Mali's situation is particular in that radio stations began to broadcast before an attempt was made to regulate the radio landscape by means of legislation. This situation resulted from the March 1991 events that had led to the downfall of President Moussa Traoré's regime. In the midst of a new democratic euphoria, radio broadcasters sprung up in large numbers without any kind of regulatory framework. The atypical conditions in which these stations were created are therefore the cause of the difficulties currently facing the radio broadcasting sector and of the need for adjustments.

Classification of Mali's Radio Broadcasters

Private Non-Profit Radio Stations

Private non-profit radio stations or associative radio stations are defined in article 3 of Chapter I of Decree 02-227/P-RM (May 10, 2002) in the following terms: urban, peri-urban, or rural stations devoted primarily to meeting the needs of the communities that they serve; private associative stations; community-based or denominational stations; non-profit associations or cooperatives; most of their revenues are not derived from advertising; at least 70% of their programming must be national; and they are responsible for promoting local culture.

Furthermore, articles 18 to 23 of Chapter II of Decree 02-227, which deal with the financing of private non-profit radio stations, stipulate the following: these stations must not receive donations, bequests, or monetary or in-kind subsidies from political parties; they must publicly disclose their fee structures and benefits as well as keep regular accounting records; and they must also pay their licence fees and taxes.

With respect to management and operations, articles 11 to 17 of Chapter II of Decree 02-227 specify that each of these stations must have general assembly meetings, a management committee, and a technical management team.

Denominational Radio Stations

Denominational radio stations, along with community stations, come under the heading of associative stations. Some are Christian and are members of the "Association Chrétienne de la Communication au Mali" (ACCM, Mali Christian communication association). Others are Muslim stations established by the "Association Malienne pour l'Unité et le Progrès de l'Islam" (ASUPI, Malian association for the unity and progress of Islam). A quota is assigned to each region to limit the number of denominational radio stations. Most denominational stations apply for authorisation to broadcast under an associative or a community name, without specifying their denominational nature in their mission statement, but, once they are on the air, they no longer abide by their mission statement.

Commercial Radio Stations

Article 6 of Decree 02-227 defines commercial radio stations as "urban, peri-urban, or rural radio stations with a commercial mission" and refers the reader to documents that govern commercial activities. According to the Decree, the mission of private commercial radio stations is to make profits and to derive most of their resources from advertising and other payments in the realm of commu-

nications.

Public Radio Broadcasters

The Office de radiodiffusion Télévision du Mali (ORTM, Mali television radio broadcasting board) benefited from a change of status in 1992, when a more open policy toward the media was adopted. Following a review of its strategy, its broadcasting capabilities were expanded, and it made a significant breakthrough following the creation of channel 2, designed to challenge its competitors. Channel 2 is now a source of controversy, with private media developers saying that its presence has created unfair competition.

International Radio Broadcasters

Several international radio broadcasters (RFI, Africa N.1, and the BBC) have live programming. Private, national, commercial, and associative stations relay the Voice of America, Deutsch Welle, and Radio Canada Internationale.

Regulatory Bodies

The primary regulatory authorities are the Ministère de la communication et des nouvelles technologies de l'information (ministry of communications and new information technologies), the Conseil Supérieur de la Communication (CSC, communications superior council), the Conseil de Régulation des Télécommunications (CRT, telecommunications regulatory board), and the Comité National de l'Égal Accès aux Médias d'État (national committee for equal access to State media).

After receiving an appraisal from the Commission d'attribution des fréquences (frequency allocation commission), the Ministère de la communication et des nouvelles technologies de l'information grants authorisation to broadcast and rules on whether or not to revoke frequency permits. A joint order from two ministerial bodies, usually the ministers responsible for communications and territorial administration, is then required for an authorisation to become effective. For the revocation of a permit, however, a joint order from the ministers responsible for communications and the interior is also necessary. Article 11 of Decree 92-022 refers as well to the requirement for an appraisal from the Commission Nationale (national commission) in determining the conditions and procedures for obtaining, suspending, or revoking authorisation to create private FM radio relay channel broadcasting services.

Grounds for revocation are the following: violation of postal secrecy, non-payment of annual licence fees, breach of terms of reference, or violation of current law.

Article 8 of Decree 92-022, which determines the conditions and procedures for obtaining, suspending, or revoking authorisation to create private radio broadcasting services, assigns the "Commission Nationale" with the mission of providing a technical appraisal of the applications for authorisation.

The responsibilities of the Conseil Supérieur de la Communication include appraising broadcasting and publishing programming conditions, ruling on the allocation and revocation of frequencies (article 5 of Act 92-038), monitoring compliance with terms of reference, providing appraisals at the request of the minister, and submitting an annual report on the communications sector. The CSC has nine members: three appointed by the President of the Republic, three designated by the Speaker of the National Assembly, and three more who are proposed by the Chair of the Conseil Économique, Social et Culturel (economic, social, and cultural council). Although, in accordance with current practices, the CSC should play only an advisory role, it tends to interpret that its competence encompasses the allocation and revocation of authorisation to broadcast.

The CRT has a scope of action that extends well beyond radio broadcasting. Its jurisdiction includes the allocation or assignation of frequencies whose purposes are described as telecommunications or other services.

Created by Act 93-001/AN-RM (January 6, 1993), the Comité National de l'Égal Accès aux Médias d'État monitors only the ORTM and the Agence Malienne de Presse et de Publicité (AMAPP, Malian media and publicity agency). Its objectives are to ensure equal access to all State media; monitor balance and pluralism as well as ensure equitable management of air time and press coverage devoted to political candidates and parties; make decisions on violations of legislative and regulatory provisions governing equal access to State media; and rule on litigation, propose action to support the media, and publish an annual report.

Mechanism for Providing Grants to the Private Radio Broadcasting Sector

The State decided to support the media, especially radio, in an effort to help broadcasters enhance their development. The December 24, 1992 act, which was completed and amended by Act 00-046 AN- RM (July 7, 2000; article 32, Chapter 5), enables broadcasters to benefit directly from this support. The provisions of this act came into effect in 1996.

The overall annual budget envelope was established at 200 million CFA francs, but this amount was never re-established. In 1996, when allocations were first provided to the media, there were 25 free radio stations in Mali. By 2007, there were more than 200 radio stations as well as 60 publications in the country. Eligibility criteria include not having been fined or sentenced for complicity in a crime or for a violation of media laws in the course of the budget year; having recognised legal status; keeping regular accounting records; being in good standing with the tax authorities; complying with labour legislation, particularly the registration of employees for purposes of social security; and regularly producing programming throughout the budget year. A seven-member media assistance commission rules on the eligibility of applications submitted by radiobroadcasters, verifies their compliance with allocation conditions, and determines the amounts to be allocated to each entity.

Chapter 17

Good Governance and Community Radios in Mali

Haby Diallo, Radio Bèlèkan, Mali

Mali has a media landscape free and independent. The country has more than 200 FM radios that reflect the large diversity of opinions and cultures, among them radio Bèlèkan from Kati. Radio, particularly when it broadcast in local languages has an important impact and joins larger parts of the population.

With the democratic opening in Mali, and in spite of the media explosion that followed the events of March 1991, women are still only a few in the sector. This may be explained by social-cultural shortcomings. Radio Bèlèkan is not an exception as it counts with only four women among the twenty one employees. The small number of active women in the radios comes from social stereotypes and there only few women responsible for media outlets in Mali. On the two hundred (200) radios, only seven (7) women have management positions.

Since the establishment of Radio Bèlèkan in 2000, our policy has been to work with civil society. For this, we have created listeners clubs all around the Kati circle and even outside of the circle.

There now around thirty listeners clubs have decided to accompany Bèlèkan radio mission to develop the Bèlèdougou. These listeners clubs play the role of relays for the radio.

The radio programming is conceived with the participation of all the civil society actors so to ensure that real every concerns of the community are taken into consideration

It was following increase awareness of the opportunities of social and cultural development that the rural community decide to initiate a second phase in their support mission to accompany radio Bèlèkan. The radio Bèlèkan programming on development issues, on health, on human rights issues, on the environment challenges, on society events, on the decentralisation process, among others, the radio has been an agent to awaken the consciousness in civil society at large.

Considering the specificity of the Bèlèdougou, the coverage area of the radio broadcast, there are consequences of the social and cultural characteristics of the area where the gender division of tasks is very important. In that perspective we usually see separate groupings of women on one side and men groupings on the other.

This explains that the establishment of a very active women clubs took longer time to coordinate. But now, this coordination of women clubs has formed a mutual association that allows them to save funds that are distributed in turns among the participating women.

Three women clubs have been trained by the radio on how to host and on techniques on how to produce radio programmes. This has been possible thanks to support by a partner.

In order for women to be respected, admired and to hold the place we merit, we need to work and be constantly available and solve the social and cultural shortcomings we suffer every day. As the first women responsible of a radio, I would ask my fellow colleagues to adopt the principle of good governance with civil society participation in order to ensure the appropriate management of our organisations.

Chapter 18

Notes on the legislative and regulatory framework in Niger

Oumar Seck Ndiaye

Order 93-29 of March 30, 1993 dealing with freedom of the press, special JORN N° 12 of June 25, 1993, marks the liberalisation of broadcasting. This measure took place after the adoption of a multi-party system and this Order is synonymous with the end of the government monopoly in the field of audiovisuals. The Order asserts the principle of audio-visual freedom of communication. Access to audio-visual communication services thereby becomes a right for all Niger citizens.

Fundamental texts

Article 23 of the Constitution of 1999 states the following: “Each person shall have the right to freedom of thought, opinion, expression, conscience, religion, and worship. .” Article 21 provides for the establishment of a National Commission on Human Rights and Fundamental Freedoms that “will oversee the promotion and effectiveness of the rights and freedoms recognised above (...) pursuant to international agreements to which Niger is a party.” This body became the National Commission on Human Rights and Fundamental Freedoms (Commission nationale des droits de l’Homme et des libertés fondamentales (CNDHLF). In fact, article 124 creates an administrative authority: the Superior Council for Communications (Conseil supérieur de la communication (CSC) to guarantee the freedom and independence of the media.

Furthermore, Niger ratified article 19 of the Universal Declaration of Human Rights of 1948 which states that “Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas to any media and regardless of frontier.” Niger has also ratified the African Charter on Human and Peoples’ Rights of 1981 which states in subsection 9.2 that “every individual shall have the right to express and disseminate his opinions within the law.”

The main statutory enactments governing private radio are the following:

- Order N° 59-135 of July 21, 1959, an act dealing with freedom of the press, JORN of August 1, 1959.

- Law N° 67-011 of February 11, 1967, dealing with the creation of the Niger Radio-television Broadcasting Office (L'office de radio-télévision du Niger) (ORTN), JORN of March 1, 1967.
- Order 93-21 of March 30, 1993 dealing with composition, organisation, powers and operation of the Superior Council for Communications, special JORN N° 12 of June 25, 1993.
- Order 93-29 of March 30, 1993 dealing with freedom of the press, special JORN N° 12 of June 25, 1993.
- Order 93-30 of March 30, 1993 dealing with the repression of infractions in the press or through any other form of communication, special JORN N° 12 of June 25, 1993. Order 93-31 of March 30, 1993 dealing with audio-visual communication, special JORN N° 12 of June 25, 1993.
- Law N° 97-25 of July 18, 1997, dealing with the composition, organisation, powers and operation of the Superior Council for Communications, special JORN N°7 of July 27, 1997.
- Law N° 97-26 of July 18, 1997, dealing with freedom of the press, special JORN N° 7 of July 27, 1997.
- Law N° 98-23 of August 11, 1998, amending Law N° 97-26 of July 18, 1997, dealing with freedom of the press, JORN of September 15, 1998.
- Order N° 99-67 of December 20, 1999 dealing with freedom of the press, JORN of April 2000.
- Law N° 2001-006 of January 19, 2001 dealing with the composition, organisation, powers and operation of the Superior Council for Communications, JORN of August 15, 2001.
- Law N° 2006-24 of July 24, 2006 dealing with the composition, organisation, powers and operation of the Superior Council for Communications.
- The Niger Charter of Professional Journalists signed in Niamey, on July 4, 1997.

Regulatory Authorities

Among other things, the mission of the Superior Council for Communications, (governed by Law No 2006-24 of July 24, 2006) is the following:

- guarantee freedom of information and of communication according to the law;
- issue and withdraw authorisations to operate radio and television stations;
- responsible for assistance funds for the press and for issuing authorisations to operate; also responsible for the frequencies of radio-broadcasting and television services and any other private audio-visual communication service;
- oversee the adherence to ethics in audio-visual communications pursuant to international communication treaties and to the Niger Charter of Professional Journalists;
- guarantee the independence of public and private media in the field of information; guarantee and ensure freedom and protection of the press as well as of all the mass communication media, while respecting the law;
- guarantee fair access of all political parties, unions, associations and citizens to the media;
- guarantee the fair and rational use of public press and communication organisations by the Institutions of the Republic, on the basis of their constitutional responsibilities, and provide arbitration, if need be;
- ensure the respect of ethics pursuant to the Niger Charter of Professional Journalists;
- be an advisory body in areas under its jurisdiction, particularly regarding documents in the field of communications and make proposals to the executive and legislative branches on matters within its jurisdiction; impose sanctions ranging from warnings to the outright withdrawal of the authorisation to operate, including the suspension or reduction of the authorisation to operate in case of an infringement of ethics;
- ensure the respect of international communication treaties that have been ratified by Niger.

Article 7 of Order N° 93-31 of March 30, 1993 dealing with audio-visual communications provides that frequencies are in the public domain and that the government has a duty to assign their utilisation for audio-visual communication services. Article 8 provides

that the minister responsible for telecommunications, after having given notice to the CSC, identifies the band frequencies and the frequencies attributed to various government institutions and those that are attributed and administered by the CSC.

By Ordinance N° 233/MCCJS of November 30, the Ministry of Communications set up a committee to oversee local radios (Comité paritaire de pilotage des radios de proximité-CPRP). It was later replaced by a national coordinating body for community radio that no longer reports to the Ministry, but to the radio stations themselves. This coordinating body and a community media branch within the Ministry of Communications monitored the application of the objectives set for the various community radios.

The classification of radios

Article 9 of Deliberation N° 02-2007/P/C/CSC of August 27, 2007 setting the terms and conditions for the creation, the establishment and the operation of private sound radio broadcasting and television services mentions three categories of radios: public radio, private commercial radio and associative and community radio. Furthermore, articles 2 to 5 define the existence of local, regional, national and international radios on the basis of their audiences. Article 26 states that “denominational and political radio stations are expressly prohibited.”

Public radio stations

The Niger State established the Niger Radio-television Broadcasting Office (ORTN) in 1967. It has the status of an industrial and commercial public organisation and employs more than 400 agents from various occupational categories. The ORTN has a radio broadcasting antenna in every region. The ORTN includes la Voix du Sahel, Télé Sahel and Tal-TV that broadcast solely in Niamey. There is only one public radio network.

Commercial radio stations

The Niger landscape is dominated by commercial radio stations organised in networks such as Radio Anfani that broadcasts in Maradi, Konni, Zinder and Diffa; Radio Sarraounia in Konni, Madaoua, Maradi and Tahoua; Radio Tambara in Tahoua; Radio Ténéré in Dosso, Maradi, Tahoua and Zinder; Hadin Kay in Aguié, Taguiriss and Dakoro. A few are set up in Agadez (Radio Nomade), Zinder (Choukra FM), Dallol (Dosso), Touraki (Niamey) and Gaya (Radio Fara’a), Shukura (Zinder), Bonferey (Niamey), Espoir (Niamey), Dounia (Niamey). Most of these radio stations are the result of initiatives by promoters from the public press and the business sector. There are thirty (30) commercial radios stations.

Community radio stations

There were several stages in the emergence of community radio stations. The Ader-Doutchi-Magia (PDR-ADM) rural development program (or project Keita) created the first rural community radio station within the framework of its communication policy in Keita, in 1998. Subsequently, within the Program Framework to Fight Poverty, the PNUD decided to use community radio stations as the cornerstone for development communications. Furthermore, as part of a coalition between the ACMAD (African Centre of Meteorological Applications for Development) and the SNV, a Dutch development organisation, a program called “Community radio at the service of development” was launched. The first radio station for this program was created in Bankilaré, a poor, landlocked village, without electricity or access to potable water.

Since then, approximately 97 community radio stations have been created in eight of the country’s regions, at the initiative of Co-operation agencies and international NGOs such as UNFRA, USAID, UNICEF, the FAO, the World Bank, The Swiss Cooperation, IFAD and the AIF. Community radio is excluded from the press assistance fund created by the CSC (Deliberation 001-2007/P/CSC of January 24, 2007).

International radio stations

Deliberation No 02-2007/P/C/CSC of August 27, 2007 that established the terms and conditions for the creation, establishment and operation of private sound radio-broadcasting and television services indicates in article 22 that “the ordinary regular programs of a foreign radio-broadcasting or television station cannot be broadcast live by a Niger station without the prior approval of the CSC”. Only RFI, the BBC and Africa No1 broadcast over the FM band and have stations in Niger. Others such as the VOA, Radio Canada International and Radio China International are relayed by private local radio stations.

Chapter 19

Community Radios in Niger

Kadey Souley Bonkano Kohler.

Niger is in the heart of West Africa. With a surface of 1 267 000 km². It is the largest country of western Africa and the sixth one of the continent, after Sudan, Algeria, Democratic Republic of Congo, Libya, and Chad. Enclave in the Sahel, its northern border finds Algeria and Libya, the East Chad, on the South by Nigeria and Benin, South East by Burkina Faso and the West by Mali. It has more than 12 million inhabitants. 80% of Nigerians live in rural areas. Niger is one of the poorest countries of the world.

The establishment of democracy and the rule of law in the nineties, that ended the monopoly of public radios, the Niger media landscape rapidly expanded with the establishment of the first private radios, with commercial objectives since 1994, and after that with the progressive establishment of Community Radios.

Democratic Development ad Good Governance

The first Community Radio was established 1999, west of Niamey, in the village of Bankilaré, one of the poorest villages of the country, with around 2000 inhabitants living in a difficult environment, without any electricity, telephone, and where running water is more than one hour walk away.

The Bankilare Radio was establish through a very simple process because all the donors wanted that it was developed with the participation of the population. The organisation of a village association with the objective of supporting the initiative and initiate activities leading to self-management of the radio and gathering human resources for management, hosting and people's control. The choice of material was also important in a tropical climate and solar energy seemed as the most appropriate choice.

This first experience was conducted by RURANET (Réseau des radios rurales et centres d'information pour le développement et des partenaires) was seeking to offer a concrete response to the needs of the rural population in the domains of the information, the communication for the economic, social and health development ; for the reduction of poverty and to increase the capacity of the rural population.

The RURANET project had an objective of one hundred and sixty radios with implantation in all the eight regions of the country, with at least eight by region. It also proposed the integration of an Information for development centre within the radios in order to facilitate community access to television, videotheque, and library or documentation centre accessible to the diverse radios of the network ; it planned the use of solar energy and fixed rural telephone where conditions allowed it.

The organisation was born with the support of the technical support of the Nigerian government. A committee was established with the participation of civil society members and of organisations that supported financially the radios. In fact all those structures are in stand-by and serve to do research that usually benefit only to some individuals. In that perspective the « Conseil Supérieur de la Communication » seems to be willing to establish a control organism.

In Niger, more than 80% of the population is illiterate, or analphabet. The communication network is insufficient and radio is the most efficient tool to reduce the technological gap and reduce the persistent inequalities between the knowledgeable and the neo-phytes.

Experts of the United Nations System have indicated in different reports, particularly in 2007 have showed the contribution of Community Radio to achieve the Millennium Development Goals (MDG). Notably through focused sport by the UN Development Programme, to training for radios host and for the production of radio programmes on sensible issues.

The HIV-AIDS, the environment preservation and protection, the decentralisation, the education of young girls, citizenship, the access to quality education, are all thematic that help in the struggle to reduce the precarious and have a specific impact on the social, economic and cultural life of the rural population.

In a Muslim country such as Niger, even speaking of the liberation of women in the airwaves is a real challenge, and it may even lead to the closure of the radio. Only few radios have allowed for women to be in decision making positions, even though they are more and more present in management or programming committees and participate in the debates, but they are still considered subordinates.

This keeps the discrimination against them in all domains. The responses to the real concerns of women by the media, for instance the access to the land property, to the heritage, to real marriages, the repudiation and children care, have no response because the customary rights are often more important than civil legislation.

Today, hundred of Community Radios broadcast women programmes regularly, in spite of technical or management difficulties.

Chapter 20

Building Community Radio in Nigeria: How Far?

Akin Akingbulu and Myriam Menkiti, IMESO

As the country strives to overcome her contemporary development challenges, it cannot but grapple with the provision of access to communication resources for the majority of its 140 million citizens. Sixty-two years of state broadcasting monopoly and a further twelve years of private/commercial participation failed to provide adequate media access to the people. The development of a truly plural broadcasting landscape, incorporating a thriving community radio sector along with other tiers, is a key item of engagement in Nigeria.

The efforts to put community radio as a sector of the vibrant media landscape in Nigeria are already in the fifth year, thanks to the vast and growing community of stakeholders whose vision and resilience continue to propel the advocacy and accommodation for this globally acclaimed voice of the grassroots.

We recall that in the fourth quarter of 2003, a historic journey which aimed to actualise a pro-poor, pluralist environment and the development of community radio started in our country. Two international organisations, the Panos Institute West Africa (PIWA) and the World Association of Community Radio Broadcasters (AMARC) in partnership with the Institute for Media and Society (IMS-Nigeria), launched an “Initiative on Building Community Radio in Nigeria”.

The establishment of a steering committee which articulated an Action Plan for the initiative effectively put Nigerians on the driving seat of the advocacy.

Implementation began in earnest. A series of awareness-raising and interest generating workshops took the message of community radio development to the various regions of Nigeria. Gathering in these meetings there were important stakeholders, among others, representatives of grassroots communities, civil society organisations, the media, academia, other professional groups, government agencies, international development groups, among others.

The meetings generated more strategies for advocacy and placed demands for policy, legislative and regulatory reform on the tables of appropriate government agencies.

As the advocacy continued, the initiative contributed significant inputs into emerging policy reform processes and engaged specific

constituencies such as policy makers, regulators, international development agencies, the media and rural communities. Among the activities in this interaction were in-country roundtables and study visits to community radio stations in other West African countries.

Meanwhile, our initiative partners, AMARC and Panos, projected and expanded the advocacy efforts at the international level.

Transformation in the landscape

The initial group of participants in the advocacy efforts has tremendously expanded. From an 11-member steering committee at take-off in 2003, there are today about 200 organisations and individuals within the Nigeria Community Radio Coalition, the umbrella body which was formed by stakeholders in 2005. The membership is drawn from a broad spectrum of constituencies with a common bond of social and grassroots development. Members are located in all the geographical zones of the country.

A strong awareness of the benefits of community radio has permeated numerous communities. This has led to an upsurge in the interest and resolve to own/establish community radio and to demand for licences and frequencies.

Several international development agencies have not only appreciated but also expressed commitment to the advocacy as well as establishment initiatives in some communities.

The broadcasting regulatory agency, the National Broadcasting Commission, has reviewed its industry regulatory instrument, the Nigerian Broadcasting Code, to provide wider accommodation for the licensing of community radios.

The federal government has instituted three policy processes. In mid-2004, it established a Working group to review the moribund National Mass Communication Policy (of 1990), while in 2006, it also set up Working Groups to design a National Community Radio Policy and a National Frequency Spectrum Management Policy. The reports of these working groups are in its custody.

Members of parliament at national and state (second tier of government) levels have expressed support for community radio and willingness to facilitate legal reform in its favour.

Community radio issues have moved up to top priority on the agenda of media development in Nigeria. For example, CR now receive prime consideration on the programmes of media conferences in Nigeria.

The government granted radio licences to eight institutions of higher learning. In the Nigerian broadcasting regulatory code, campus radio (a radio station in an academic institution) is one of the categories of community radio.

There are still several important hurdles for the advocacy to cross. There are different levels of understanding and commitment to CR issues within government agencies. For example, regulation is ahead of the policy and legislative levels. There has been a high turnover in government agencies. Frequent replacement of government officials in key policy-making positions has, for instance, found expression in the appointment of five Information Ministers since the return of civil rule in 1999, and three since the launch of the CR advocacy in November 2003. Government machinery has been slow. The final documents from the three policy processes which were initiated in 2004 and 2006 have not been released to the public by the government.

Inconsistency is also evident. Government said in mid-2006 that it wanted a policy in place before licensing CR stations. But while it has not released the CR policy, it approved licences for 8 stations in educational institutions. The understanding with advocates was for grassroots CR but no approval has yet been given for any in this category. Government's interest level in policy has not been replicated in legal reform. It introduced a bill to review the NBC Act (the broadcasting law) in parliament in 2001. The bill was not passed into law before the tenure of that parliament ended in 2003. But government has not re-introduced it in parliament. It has been uneasy to secure adequate funding support to drive the advocacy.

Governance and Development Issues

Nigeria has enormous governance and development challenges to tackle and overcome. This is demonstrated by basic social data in a few key sectors. In the health sector, maternal mortality stands at 800 per 100,000 live births; infant mortality rate is 100 per 1000 live births; prevalence of HIV/AIDs stands at 3.8 per cent, and life expectancy for the average citizen is 43 years. In education: although the country's 1999 constitution provides that the government "shall strive to eradicate illiteracy", general literacy rate still stands at 67 per cent. Over 65 per cent of the country's 140 million people live below the poverty line. Nigeria was ranked 158th out of 177 countries in the 2007 annual Human Development Index of the United Nations Development Programme, UNDP.

Providing sustenance for this pathetic situation is a governance profile, particularly at the local levels, characterised by resource mismanagement along with lack of transparency and accountability.

Governments have implemented various strategies to address these national challenges. But consistently lacking in these strategies is the positioning of the people and their communication needs at the centre.

Good governance and genuine development can be achieved if all sections of society are integrated into appropriate communication and interaction processes. For the grassroots to be part of these, they must be provided empowerment and space to participate. The situation in Nigeria is that 70 per cent of the population live in the rural areas, but are denied access to modern communication channels and thus shut away from credible information on issues which affect their lives and communities. Most of them live and die, never having an appreciation of development and the possibility that they could participate in a meaningful building of their country.

The grassroots, home to the bulk of the country's population and the source of her wealth and strength, remain largely marginalized and voiceless. Painfully, mainstream media, including those in the broadcasting sector, have been unable to provide adequate coverage and engagement for grassroots governance and development. The emergence of community radio in Nigeria will help to address the above-mentioned and other national challenges in various ways, including:

- fostering true broadcasting pluralism;
- providing access and voice for marginalized or undeserved peoples and communities;
- empowering the grassroots to participate in search for solutions to issues affecting them and the country at large;
- building the capacities of communities to hold political office holders transparent and accountable.
- helping to preserve languages and cultures across the country

Chapter 21

The situation of community radio in the DRC

Henriette Kumakana RDC

It is true that there are many community radio stations in the Democratic Republic of the Congo. To date, there is no law specifically governing the creation and operation of community radio stations in our country, aside from the law governing independent radio stations in general; this can sometimes lead to a blurring of the distinction between the categories of radio station. This is a challenge that needs to be met and it is one of the elements being fought for by professional media organisations in the DR Congo.

It is well-known that the country has gone through a period of crisis that has affected every sector of society. Now that we have a democratically elected government and parliament there is a sense of change, despite the difficulties that lie ahead. The journey of one thousand kilometres begins with one step, and we hope that change and improvement will be pronounced at every level, including in the media sector.

Community radio stations in the DR Congo operate, like all other radio stations, in accordance with the law governing the press in the DR Congo – Law No. 96-002 of 1996 – and draw other elements from the international level. There is also a professional code of ethics, or a set of ethical standards, drawn up by practitioners of the profession. This code is commonly known as the bible of media professionals. It is centred on the rights and duties of journalists, which hinge on certain principles. In particular, these principles

include the right of the people to truthful information, the journalist's commitment to objectivity, the social responsibility and integrity of the journalist, the access and participation of the journalist, and respect of people's privacy and dignity. It should be noted that these rules, which are exclusive to radio broadcasting, apply to community radio as well.

Like all other forms of media, community radio is required to take these realities into account and produce high-quality work so as to remain, like the church, at the heart of the community in order to meet the population's expectations. Community radio stations are trusted by the population because of their closeness to the community and because they work in the population's interest for its well-being, local development, grass-roots democracy, and reinforcement of local identity. Their aim is to protect the population from the damaging effects of harmful information, intimidation, and unjustified pressure. However, understanding and respect of the laws and regulations help workers in community radio and all other media to avoid trouble.

It should be noted that 217 community radio stations are recognised in our country, but there are others appearing from day to day that have not yet been identified. The reception range covers almost all of Congo-Kinshasa except for parts of the provinces of Equator and Bandundu.

Challenges in terms of governance

The DR Congo, a post-conflict country, has only recently made democratic overtures, beginning with the long-awaited and supposedly democratic and transparent elections. It will still be a great challenge to ensure that good governance is genuine and visible.

The following example from the city of Kananga in the province of West Kasai in the centre of the country will illustrate the challenge our country faces in terms of governance. On May 13 last year, the EISA (Electoral Institute of Southern Africa) organised the first social dialogue, bringing together local government organisations and the community through West Kasai civil society organisations. The goal was to put in place a permanent framework for dialogue and exchange between provincial institutions and the community. One of the speakers, the assistant reporter of the provincial assembly, discussed the important role played by members of parliament in terms of oversight. In his introduction, the deputy described the goals of parliamentary oversight, one of which is to promote good governance and fight against impunity. He explained that political pressure and intimidation are difficulties being encountered by those exercising parliamentary oversight, and he demonstrated how this situation curbs good governance. In other words, members of parliament working to promote good governance are not looked upon favourably by the authorities or those in power; the latter exert political pressure when calls for improvements are made. At times people have become objects of intimidation even though they have made it clear that they will fight tirelessly to achieve their goal. This speech triggered a tumultuous debate in the room. Here, then, is proof that there are still obstacles to overcome to achieve good governance in our province in particular as well as in the Democratic Republic of the Congo as a whole.

As stated above, Congo is taking its first steps in democracy; things will change and move progressively toward true democracy. Currently, though, some journalists are the objects of threats, questioning, and other attacks on the freedom of the press for having spoken truthfully on the responsibilities of those in power and on good governance.

Constraints faced by community radio stations

Community radio, one of the communication tools for development, has an important remit to fulfil. Before going to the heart of this matter, it should be pointed out that community radio stations experience difficulties that prevent them from running smoothly in Africa. These stations, which are called on to play a determining role, are not advancing beyond a certain level for valid reasons that demand close attention.

The fact is that most community radio practitioners – presenters, producers, journalists, technicians, administrative personnel – have not received an appropriate level of professional training. Of course, these people are often very talented, passionate and full of goodwill, but while these qualities are necessary, they are not sufficient to bring about the efficiency expected of community radio stations. If performance standards are to be upheld, amateurism must progressively make way for professionalism.

In most cases, community radio practitioners have not signed job contracts and have almost no income at the end of the month, which forces them to take up other occupations to meet the needs of their families. For this reason, they do not have enough time to dedicate themselves completely to radio.

The lack of high-performance, modern equipment in some community radio stations in Africa, as well as the ageing of equipment,

should not be overlooked either.

As mentioned above, the need for training of those involved in community radio is keenly felt. It is true that some has been provided, but it is not yet sufficient since the number of community radio stations continues to increase every day. Many training sessions have been designed and carried out, to the benefit of community radio workers; all the same, the demand remains high and the need for them is expected to grow.

To satisfy the huge need for training of community radio practitioners in Africa, an increased number of training sessions is necessary. It is important that knowledge acquired in these sessions be sustained and reinforced by complementary measures; these could consist in organising permanent training sessions within stations, encouraging personnel to pursue self-training, and placing manuals and practical guides at the disposal of personnel.

It is also necessary that women involved in the media be encouraged to contribute to the development of their countries. Community radio has a role to play in urging women to participate in reconstruction and development, since many, especially those living in remote areas, suffer from a sense of inferiority caused by a combination of customs and the lack of schooling for girls. Community radio is an important local tool that can help change the situation of women in Africa.

Chapter 22

Constraints and Challenges Faced by Community Radio in DRC

Kizito Mushizi, Radio Maendeleo

Community radio in the Democratic Republic of the Congo made its first timid appearance around 1992 to 1995. This was a period when a wind of democratic freedoms and demands was blowing across the continent. In the DRC, in particular, this period marked the chaotic end of the Sovereign National Conference, the institution of a multi-party system, the nearly anarchical opening of media space, and, importantly for the world of radio, the end of the state monopoly on radio and television.

Newspapers set the tone as early as 1990 and other media followed. An entirely unsuitable and outdated legal framework, dating back several years and unknown to those working in the field, was in place. As if to catch up, Congolese lawmakers introduced a law regarding freedom of the press considerably later. The media law, put into force by Mobutu only in June 1996, tried as much as possible to take into account all of the demands made by professionals and civil society for the development of a written and audio-visual press that would be free and pluralistic. The law on press freedom was quickly revealed to be incomplete and discriminatory because it did not explicitly acknowledge the unique nature of community radio. The law recognises only two sectors in the audio-visual field: public and private. In the latter sector, all jumbled together, are commercial stations and community stations.

Led by the newly-created Congo Association of Community Radio Stations (Association des radios associatives et communautaires du Congo – ARCO), the first national platform for community radio stations in the DR Congo, the struggle for recognition of a distinct third sector was taken up. The fight was long and the group did not survive it. Since last year, a new national platform has come into being: the Congo Federation of Community Radio Stations (Fédération des radios de proximité de la RDC – FRPC), a young group that is continuing the struggle begun by the Association of Community Radio Stations.

Since the formation of legitimate political institutions after the 2006 elections, all media professionals and practitioners, regardless of political leanings and specific agendas, formed a common front to demand the review of the legal framework for press freedom in the country. A breach was opened: just over a year ago now, on the initiative of the Congolese minister of information at that time, a

workshop united delegates from every sector of Congolese audio-visual media (public, commercial, and community) as well as the written press and the news agencies to propose a new legal framework for the journalistic profession.

We proposed two draft legislation: one concerning the media law and the other the regulatory body. Evidently, our proposals took into account the unique nature of community radio, which must be considered and recognised as such. These draft legislation were submitted by the minister to the Council of Ministers so that he, in turn, could submit it to the Parliament (the National Assembly and the Senate) for approval. These texts are reportedly on the desk of the President of the National Assembly already.

The legal framework for community radio stations in the Democratic Republic of the Congo

Four types of radio station share Congolese airwaves: a national channel (Radio Télévision Nationale Congolaise, RTNC) representing the public sector, a United Nations radio station (Radio Okapi), about fifty commercial channels, mainly based in the capital, Kinshasa, and more than 250 community radio stations of all kinds – with a strong presence of religious stations – scattered throughout the country.

Many disparities can be observed in the geographical distribution of community radio stations in the country, particularly between rural areas and cities or built-up areas. The concentration of radio stations is higher in the city, and the weak broadcasting signal leaves a huge number of zones in city outskirts and remote areas of the Congo out of reception range. Having developed in an outdated legal framework, these radio stations broadcast with either a local licence or no licence: the dictatorship and subsequent wars have greatly diluted the state's authority. The destruction of communication routes has prevented local and national authorities from playing their usual role. Isolated communities, on the other hand, find in radio a means of connecting with local, provincial, and national realities.

Congolese law requires each radio station applicant (commercial or community) to pay \$2500 for the use of a frequency and \$5000 for an operating licence (that is, a broadcasting licence). These sums are enormous considering the size, precariousness, and mandate of community radio stations, so a kind of tacit revolt can be observed – a refusal to support what can be seen as a ransom that does not take into account the public service role played by these stations. As it happens, the current law does make provision for public assistance to the media, but this assistance has never been granted since the law was put into force in 1996. Radio stations perceive this as evidence that the state does not value their role, which also explains why they have readily shirked payment of the steep fees required by the law.

More than 250 radio stations broadcasting in the DRC: this might seem like a substantial number. Yet if you look at the distribution of the media in our country, close to half of the territory is not within range of any station, if you exclude Radio Okapi, the station with the largest reception range. Cities are also better off than rural areas, for reasons including access to electricity or fuel as well as equipment and spare parts, access to the most experienced radio presenters, access to a potential advertising market, access to information sources, and physical accessibility of the station.

This problematic situation highlights a definite radio and information deficit in spite of the apparently high number of radio stations. Worse still, the large number of stations is not necessarily proof of diversity, in that many stations produce exactly the same material in a form of mimicry that sometimes borders on pale plagiarism. This is very common on religious stations, for instance.

Challenges and perspectives

Community radio in the DR Congo is now developing in a post-conflict context and in a period when democratic political institutions are strengthening with the approach of local elections. The Congo is a vast country in need of rebuilding; therefore, an important consideration for radio stations is the physical reconstruction of the country and the mental renewal of the Congolese people in terms of development and good governance. It is true that free spaces are constantly under threat, but generally speaking, radio stations carry on calmly and freely with their activities. The legal framework must certainly be improved, but considering the area and population of the country (2,345,000 km² and over 65,000,000), and considering, too, the country's recent history, it should be observed that decisive steps have been taken in the pursuit of freedom of expression. There are still obstacles to be overcome, of course: the fight must continue.

In addition to these broad political challenges, community radio stations also face challenges on the professional and organisational front. Radio stations were born in a kind of euphoria, their existence sustained by as little as a transmitter, one or two audio playback units, a mixer, and two or three people to operate the technology. This voluntarism fervour gave rise to a competitive spirit and a

cause worth fighting for. But a great structural and organisational weakness became quickly apparent, making it difficult for radio stations to face the challenges of competition and durability. This difficulty persists, as a general rule, and often jeopardises the credibility of community radio stations or stations that consider themselves part of that category.

Radio stations also find themselves facing a costly technological future: digital resources are a rare commodity for community radio stations in the DRC. For most, access to such equipment is limited and training in the use of the equipment is in a fairly embryonic state. This weakness impairs the quality and regularity of their production.

The quality of broadcasting equipment also leaves something to be desired. This is most often due to the financial precariousness of our radio stations, which rely on the small income from subscriptions or services rendered.

Most radio stations play things by ear and do not draw up a plan of activities or a budget estimate. The result is that management becomes rudderless and ineffective when it comes to supporting durable policies. The situation is similar with regards to following through on activities and finances: a managerial deficit often goes hand in hand with mismanagement.

A great weakness can also be observed in the management of human resources: few distinctions are made between the volunteers and salaried employees who work together, and managers are often reluctant to clarify roles in a context of widespread poverty and unemployment.

Chapter 23

Notes on the legislative and regulatory framework of the DRC

Oumar Seck Ndiaye

In the Democratic Republic of the Congo, the liberalisation of the airwaves gathered momentum toward 1994, blown along by the winds of democratisation. Before radio stations were set up, the DR Congo witnessed the arrival of independent television. In 1997, experienced staff from Radio Télévision Nationale Congolaise (RTNC) started the first independent stations (Studio Sango Malamo [SSM], Radio Télé Kin Malebo [RTKM], and Canal KIN, to name a few), followed by Radio Télé Message de Vie (RTMV), a religious station. The first radio station to be launched was a commercial station, followed by a religious station. After this the industry boomed, with stations being set up at a chaotic rate.

Basic documents

The law on radio and television, Law No. 96-002 of June 22, 1996, organises the framework for the emergence of radio stations and at the same time lays down the guidelines for the exercise of press freedom. This law affirms the principles of freedom of expression and freedom of the press.

Despite this affirmation, media workers practice their profession in conditions that can be extremely difficult, with arrests and disappearances that are not always explained. Journalists, therefore, work under the pressure of daily threats and intimidation by the authorities.

Advertising is governed by Departmental Order No. 04/DIP/006/90 of April 21, 1990, which addresses the consumption, oversight, and licensing of advertising. There is also a Committee of Censorship for music and entertainment that is answerable to the Ministry of Justice.

Regulatory Bodies

The High Authority on Media (La Haute Autorité des Médias – HAM)

The regulatory body for media is the High Authority on Media (HAM), inherited from the transitional government. Its main tasks are:

- Guaranteeing equitable access to public media for all political persuasions
- Preventing unrest, especially during elections, and ensuring that the media supplies responsible information, according to the profession's code of ethics
- Legal texts stipulate that the HAM be replaced by the Senior Council for Broadcasting and Communication (Conseil Supérieur de l'Audiovisuel et de la Communication – CSAC). The texts governing the Council are currently being examined by Parliament. The draft statutes being studied are similar to those that governed the HAM.

The body responsible for radio frequency allocation

The High Authority on the Regulation of Post and Telecommunications was the body responsible for allocating frequencies. Now, all requests for radio frequencies are received and analysed by the General Secretariat of Information, which is connected to the Ministry of Information. They are then passed on to the Ministry of Post and Telecommunications, which allocates frequencies. Incidentally, this change was made because the allocation of frequencies was not being done transparently, not to mention that interference with the process of frequency allocation was causing authorisations to be granted in a manner that lacked credibility.

The new system still raises protests from media practitioners who find the procedure too burdensome. Excessively high taxes resulting from a lack of regulation and interference by the Presidency remain a problem.

The Congolese Media Institute (L'Observatoire des Médias Congolais – OMEC)

Several factors justified the creation of the Congolese Media Institute. On the one hand, civil society criticised journalists for a certain thoughtlessness and laxity in the practice of their profession. On the other hand, the professional code of ethics needed to be assimilated by those in the media. Professionals who met in Kinshasa in 2004 decided to set up this organisation. The forward to the code instituted in 2005 says, "The debate on the opportunity to reorganise and restructure the journalistic profession in the DRC took shape from the moment when all professionals became aware of the need to regulate, to stop the ethical violations that were discrediting the profession and weakening it in the face of political, judicial, and financial powers.... to set down a kind of code of conduct with a view not only to encourage self-regulation among colleagues but also to defend ourselves in order to uphold the mission that we as journalists assign ourselves..."

The Media Institute is a self-regulating body that plays an educational role while protecting journalists. It conducts research, directly or indirectly, on violations and breaches of the professional code of ethics. In the case of such breaches, the first act of the Media Institute consists in writing a public denunciation to induce the media worker to mend his or her ways.

Types of radio station

There are several types of radio station in the Democratic Republic of the Congo. First, there is public radio, with its eleven (11) provincial stations. Then there are ninety-nine (99) _____. There are thirty-one (31) community radio stations, seventy-six (76) religious stations, and seven (7) thematic stations. Finally, there are Radio France internationale (3) and BBC relays, as well as one international station (Radio Okapi) that reaches all the provinces.

Subsidy mechanism for the radio sector

The DR Congo has established a subsidy mechanism for radio stations that is governed by Law No. 96-0024, which stipulates that "the state can grant indirect assistance to independent press companies at a preferential rate in the area of importation of raw materials necessary for the production and broadcasting of information." This same law specifies that "public powers may grant subsidies in the form of indirect assistance to those independent companies that request them on the condition that they devote at least 50% of their broadcasting time to cultural, educational, and social programmes."

This subsidy is theoretically the responsibility of the Ministry of National Information, Press, and Communication. According to the law, all media organisations may benefit from this subsidy; the law does not make a distinction between the different types of organisation. It is important to underline that unlike in many countries, it is stipulated in the DRC that the professional associations are to be in charge of dividing up the sum granted by the government. These associations divide up the money among their members

according to criteria that they establish themselves. This subsidy, it must be recognised, has remained wishful thinking since the law was put into force. The budget law of 2007 allocated a sum of 2,000,000 USD in direct aid to support independent press outlets (including TV, radio, and written press), but the earmarked funds were not paid out.

One of the reasons put forward is the late adoption of the year's budget in the last quarter of 2007. The 2008 budget also makes provisions for a subsidy whose size is determined by the 2008 budget law, the text of which had not been released by the time this report was written.

To address the inadequacy of the budget allocated for the press subsidy, a restructuring of the sector is recommended in order to improve the situation faced by the media.

Chapter 24

The Constraints of Community Radio in Rwanda

Solange Ayanone, Radio Izuba

There are a dozen of Private Radios in Rwanda. Radio Izuba is the only Community Radio in the country. In the law adopted in 2003 to regulate the Media, Community Radios are considered as Private Radios. There is no distinction between, Private Commercial, or Private Community Radio. As a consequence, Community Radios are forced to answer to the obligations established by the State as any Private Commercial Radio. As an example, to access the frequency, Private Radios pay 2000 \$ US per year. Community Radios have also to pay the same amount even though they do not have the same financial capacity. There have been proposals to the National Assembly in order to modify the legislation in respect to the status of Community Radio, we expect that the new law being studied by the senators will consider this aspect of the regulation.

As indicated, for the moment, « Radio Izuba » is the only Community Radio of the country. It was created in 2004 in order to reinforce the good governance and community development practices in the province of the East of Rwanda. It was founded by the Association for Community Development through Communication « l'Association pour le Développement Communautaire par la Communication (ADECCO) ». The Radio covers 75% of the territory of the Province of the East of Rwanda and an estimated audience of more than 100,000. listeners. The other radios are Private or Religious. There exist now, in the Rwanda University in Butare, a Radio named « Radio Salus » that is totally different from the Private Radios. Considering the programmes of that Radio we would consider it as a Community Radio, because it produces educational programmes. But it is a Radio that is considered Public Radio because it is financed by the State. It covers almost 70% of the country territory. It should also be highlighted that the non governmental organisation HUGUKA will launch a community radio oriented to the agriculture. It will cover first the Southern Province and then it will progressively extend its coverage to the whole country territory.

Governance and Development

The Community Radio needs to have key staff to ensure proper functioning. They should be women and men from the media, but also competent leaders in management and financial administration. We notice that in some Radios, for lack of resources, they do not have competent leaders able to make the Community Radio function appropriately. Some of them are good technicians, good journalists but they are not real managers capable to guarantee the sustainability of those radios. Community Radios have the challenge of finding a management team that can ensure its sustainability, particularly its financial sustainability. Furthermore, the community that should participate normally in the decision-making through programme management committees and fund management committees is usually ignored. It participates only in the public programmes and the radio tends to neglect it, losing its identity.

In the framework of development, Community Radios suffer from insufficient financial resources. Most of them suffer from lack of planning of their activities. Considering that they give services at a much lower price compared to other radios, Community Radios do not arrive to meet ends need and be financially autonomous. They have to rely on foreign support. When they are not able to secure exterior financing some Community Radio cannot function properly and have to shut down. Also the lack of participation

by the community in the activities of Community Radios results in its non appropriation by the community. This type of functioning disengages the community that will not give financial contribution to the Radio, even if this may be possible. When it comes to human resources, Community Radios use journalists and technicians that are trained on the spot, and this does not usually guarantee good quality of services to the community. Those who have been trained are picked-up by Commercial Radios that pay better salaries because a large number of Community Radio journalists are volunteers. Lack of funding does not allow Community Radios to benefit from the advantages of Information and Communication Technologies. It is a fact that the audio equipment used are usually not replaced when they break-down. The technicians of the Community Radios are not sufficiently trained. Few Community Radios have a sound engineer and maintenance technicians to guarantee the quality and duration of the equipment. The lack of training by the technicians does not allow the Community Radios may evolve with the New Information and Communication Technologies.

There is need to organise training on management for Community Radios to allow the people responsible to management them in a sustainable manner, This training should also include the research for local financing. Regional training of journalists should be organised to reinforce their capacities. The training for technicians of Community Radios are also necessary to allow them to evolve with the New Information and Communication Technologies. This training is important because Community Radios suffer from lack of proper equipment maintenance. The training courses for the technicians are necessary. AMARC need also to do advocacy so that Community Radios have a specific status in the national legislation. Workshops with decision-makers should be organised in all countries so that Community Radio problems are known.

Chapter 25

Community Radio Challenges in Senegal

Babacar Diouf, Union de radios associatives et communautaires de Sénégal

The Community Radio Sector has rapidly grown in Senegal. From a dozen radios in 2002, there now more than fifty-two (52) functioning community and associative radios. The requests for frequency are very high and more than one thousand requests have been presented to the Information Ministry. The majority of the requests are projects from Associative or Community Radios.

Community radios ensure a national coverage, and the national chart of frequencies shows that each of the eleven administrative regions of Senegal (Dakar, Diourbel, Matam, Saint-Louis, Tambacounda, Thiès, Louga, Kolda, Ziguinchor, Kaolack and Fatick) has at least two self Declared Associative or Community Radios. Each of the existing fifty two (52) radios broadcast between six to twenty-four hours radio programming, mainly in the fourteen (14) national languages recognised by the Senegalese constitution. The new Senegalese constitution establishes that every codified local language becomes acquires on its own right the status of a national language.

Besides Community Radios, we have the Community Multimedia Centres, and some of them have started to broadcast in the FM band with a very reduced equipment consisting basically on the model of « Mobile Radio in a Luggage » of UNESCO.

Established as a unified national network, the « Union des Radios Associatives et Communautaires du Sénégal (U.R.A.C) has a vision defined as « a democratic society supported by proximity media and built by all its components in all their diversities » and its mission is to « facilitate the expression of the largest number, particularly of the least favored sectors, animated the social dialogue and the debates on public policies by the development of Community Radio ». It has then to promote the radios for social communication and citizen proximity and to reinforce their institutional capacity for a dynamic social, cultural and economic transformation.

Community and Associative radios are essentially proximity media, that ensure a public service mission that has yet to be recognised in Senegal. This lack of recognition results in enormous difficulties in the exploitation of the Community and Associative Radio, among others :

- Weak training of the employees and the partners that are producing programmes ;

- The status of the staff ;
- Insufficient and old material that forces the radios to reduce their programming time and, sometimes, they go off the air, when the transmitter breaks down ;
- The listening and content quality in relation to the competition ;
- Weak financial and material support from public power and the development partners ;
- Extremely tough license conditions and specification ;
- The license fees are extremely high ;
- The lack of a plan of action for the Community Radio development ;

On the basis of these challenges the « Union des Radios Associatives et Communautaires du Sénégal (URAC) » composed by all the 52 Community and Associative Radios as well as of some twenty Community Multimedia Centres, seeks to further organise the tiers sector to make more dynamic. Thus it organised the 08 and 09 December 2007 a national workshop to elaborate its Strategic Plan of Action 2008-2010 ; and from the 14 to 16 April 2008 another workshop under the theme « Impact of Community Radios : Remove the legal obstacles and increase the effectiveness » . Beyond the Community Radio actors these workshops gathered participants as the Minister of Information ; of the Commission of Communication of the Senegal National Assembly, of the Agency for Telecommunication Regulation ; of the Senegalese office of authors rights and many development partners.

To day, the sector actors adopted amended specifications that was proposed to the supervision and the members of the national network of Community Radios have elaborated a draft Charter of Community and Associative Radios to ameliorate the environment for the exploitation of Community Media in Senegal. The architecture of the new specifications comes from the empirical observations of the existing management framework of Community and Associative Radios and proposes the symbolic introduction of the publicity in the revenues of the radios (against the article 19 of the specifications for Community Radios that establishes that they are « not authorised to broadcast commercial publicity »). It also proposes to lift the prohibition of the political information (article 18 of the specifications for Community Radio that indicates : « Community Radio cannot broadcast informations, messages or debates of political nature »), in contradiction with the fact that politics from an ethymologic perspective is as large as the « management of the polis ».

As politics appears is cross-cutting and is present in all aspects of the life of an individual or of a community, we can argue of the existence of a major contradiction between the article 18 and the article 1 of the specifications applicable to Community Radios that in its last paragraph says « that Community Radio needs to reflect in its programmes, the activities, concerns, preoccupations of the population they dessert. »

To ensure that all actors share the same perception of the definition of the word « politics », the new Charter of Community Radio prohibits all partisan politics in the contents. This project for a Charter is extremely important because many radio frequencies, in the FM band have been attributed to individuals that pretend to exploit a Community Radio, but everything in their management and in the lack of participation correspond rather to the exploitation of a Commercial Private Radio usually seeking political propaganda. The majority of the radios do not respect the obligations related to their participatory nature, or the obligations related to the type of programming established in the specifications. The Charter, structured around the ethics and the deontology, the network is resolutely oriented towards a strict respect of the general interest mission of Community Radio and hat should be expressed in the programme log and a confirmation of the existence of a third tiers sector that respects all the values of the world-wide movement of Community Radio. This movement supported by AMARC leads to a sustainable development of the Community Radio. There is then need to :

- Ameliorate the contents through establishing programme archives and production exchanges ;
- Reinforce the advocacy and lobbying with diverse partners ;
- Establish a « pool of specialised competencies » for the specific needs of Community Radios at the Regional and sub-regional levels ;
- Reinforcement of national networks that may help the interactions between AMARC and its member radios ;
- Action-Research for ameliorating learning curricula ;
- The AMARC label on radio equipment ;

In that perspective, our expectations are even greater in the African Region, where all the actors are engaged in the reorganisation of the movement and the reorganisation of the activities of AMARC Africa.

Chapter 26

The Legal Challenges to Community Radio in Senegal

Daouda Gueye, Radio Oxy-jeunes

In the beginning of the nineties, thanks to the wave of democratisation all throughout West Africa, many free radios were established in a short period of time. They responded to specific needs, among others, to free the public speech in a country where oral expression had been silenced for a long time by State Parties ; expression of social information and communication of the population ; of participation of local communities in the development processes ; of the establishment of interactions of dialogue between governed and the governments ; expression of the extension of the extension of social control over the management of the municipalities, ending the feeling of power and impunity of the old centralised administration and ; finally, the recognition of the social value of the cultural heritage.

However, the euphoria of novelty did not sufficiently attract radio promoters to a fundamental dimension, that the legal framework has a certain influence on the sustainability and the independence of their radios. In Senegal, there is an extremely rigid and archaic legal framework that results in certain problems ; among others :

- The treatment of the political information ;
- The access to publicity and the matter of financing ;
- The status of the Community Radio staff ;
- The regulatory organism

Prohibition of treating political matters

The article 18 of the specifications of Community Radios that forbids the treatment of political information. If Community Radio is created in relation to a community ; is it sound judgement to forbid politics that is essentially the art of managing the « polis » ? Why prohibit to do politics in this type of radio ? If we consider the license specifications, is there a Community Radio in Senegal ?

The license specifications establish that Associate Radios should not speak of politics. If this means that the radio should not belong to a political party, we could understand, even if the radios that belong to political responsible multiply themselves in Senegal, One political responsible of one of those radios will say they support the president movement, but this does not avoid them to criticise things that do not work. Certainly, but it will only be if they correspond to the political interest of the station promoter.

In a decentralisation context and the reinforcement of community participation in the management of the communities to management of matters that concern them, the Associative Radio would not respect its mission if in its programmes, it would not organise space to question the local elected authorities. The elected officials should have places where they can communicate with their constituency, exchange with them, confront their critics and respond to their suggestions. Those exchanges do not escape to political matters that are on the base of all orientations and choices of society.

These tribunes for dialogue between elected officials and citizens help consolidate and deepen local democracy. They promote citizen control of public action. It would be necessary that the elected officials would have an open attitude to being accountable. Others would go even beyond and say that Community Radios should not have news reports to inform their audiences. That they should only do programmes on health, education, environment, etc. as if that was not information.

The listeners of local radios aren't they citizens that should be informed about what is happening in their locality. The responsibility of Community Radio journalists is to handle the information as to put it in a context that is understandable for the listener and treat it under an angle of proximity.

The Prohibition of Publicity in Community Radios

The financing of Community Radios raises many interrogations in Senegal. It corresponds to the article 19 of the license specifications for Community Radios that forbids them to broadcast commercial publicity. Some precision need to be said regarding the not

for profit radio. This does not mean that local radios do not have to raise revenues.

The word not for profit mean that the members of Community Radio are not shareholders that distribute among themselves the dividends after each financial exercise. Community Radio is not a society in the legal sense of the word framed by the commercial legislation. It is an association, and o that title, there are no benefits to be distributed among the shareholders.

But let us not forget that the radio is first of all a structure that has costs for functioning. It would disappear if it does not find an equilibrium between revenues and expenditures.

Should Community Radios be financed by the decentralised collectivities, such as the municipalities or the rural communities, or the regional councils ? By the public powers : State, Ministries and their departments ? By the publicity :but not for products such as alcohol and tobacco ?In those cases is its independence guarantee ?

Or on the contrary, should not they remain the property of the inhabitants with self financing mechanisms from products originating in the activities of the association in charge of the administration of the station.

It ma just be a figure of speech to think that a community will be in conditions to finance the radio only with their fees or from revenues coming from social and cultural activities. It is a fact that in countries such as Canada or France, local radios receive State grants and from the decentralised collectivities, and this reduces their publicity quotas. In Côte d'Ivoire Community Radios have right to 20% of publicity in their budget. The State goes even further by creating a clause that allows it to give exceptional help to a local radio in difficulty. In Burkina the Community Radios can broadcast six hours of publicity per day.

The problem of accessing publicity resources is even more delicate and makes Commercial Radios to grunt. Our opinion is that there is need to find the exact equilibrium allowing Community Radios to make publicity in a proportion that does not question its associative status. The radio responsible should be ingenious to find the financial resources necessary without selling their soul, without diverting from their original mission.

Is the Community Radio Journalist, a journalist ?

The actor of the Community Radio is a journalist ? Some refuse the qualification of journalist to the actors of Community Radio. They should not have a press card. It is true that Community Radios have lack of well trained human resources ; this is also valid for Commercial Stations. The news-rooms of commercial stations are full of people coming from Community radios. Commercial Radios do not recruit in the schools of journalism such as ISSIC or CESTI, they search them among the employees of local radio, because they have no training policy.

From a legal perspective, a journalist is the one coming out of a school of communication and that effectively works as a journalist. This means that if when he graduates he practices another activity, he will no longer be considered a journalist. If is a journalist the one that works in a radio for at least two years and his main revenue comes from this activity, nothing says that the actor of Community Radios is not a journalist, because he fills up the conditions.

Usually the debates are not properly framed, and they become too partisan. Each type of Radio has a specific mission and this diversity enriches the media landscape and makes pluralism a reality. The state needs to act and adopt specifications for each radio category, taking into account the changes in context an the profound mutations of the sector.

The Media Regulation Body in Senegal

The Senegal media regulation body is the National Council for the Audio-visual Regulation, « le Conseil National de Régulation de l'Audiovisuel (CNRA) » but its independence is constantly questioned particularly by the way its members are designated that are usually persons that are very close to the State and have logical difficulties to sanction the State when it is necessary. This explains why the government tends to keep under control the public media.

The budget of this institution comes from the State. In other words the functioning of the CNRA depends on a financial contribution by the government. The government has an important pressure mechanism on the body of regulation, and will cut the funds when it does not obey the orders and shows independence. Moreover, the President of the Republic has a right of life or death on the body of regulation. It is important to recall that the former regulation body in Senegal (Haut Conseil de l'Audiovisuel) was dissolved by

the President of the Republic when he came to power in 200. He questioned the first responsible of the regulatory body for being too close to the old socialist power..

Conclusion

In Senegal, Commune Radio Development was not done in parallel with the evolution of a legislative framework that enables its growth and its reinforcement. The perfect illustration of this situation is that the majority of the articles of the specifications of license are not respected by Community Radios. Time has come for the law to join the reality. The State has elaborated a law that, from our perspective conduces to an abusive use and creating an impunity of sorts.

Chapter 27

Community Radio in Togo

Philippe Togbe

In the nineties, Togo as the majority of the French-speaking countries of Africa, reached broadcasting pluralism as a result of the movement for increased democracy in the system of government or State management. The first private radio of Togo started emitting in 1993. It was an associative radio in the beginning but it has become a commercial radio nowadays. It was launched by young people having for objective the promotion of the culture, the music and the Togolese literature.

In 1998 with the adoption of the law on the decentralisation and the opening of the airwaves to the private sector; the associations, the NGOs and the communities dedicated themselves to launch associative and Community radios (genuine tool for social mobilisation). Community Radios were intended to inform, train, educate and sensitise the populations of their zones of action on their objectives and to take them along to a sustainable development. A work in the field started with the problems: Materials and logistics; human resources; the legal framework; the absence of a specific law governing the Community radio; the lack of support of the State.

From the year 2003, some ideas were advanced, which led to the installation of a Community Media Network, which has to hold discussions with the authorities; what led to the implementation of the law governing the Community radios and the definition of the various taxes related to these types of radios.

Today our radios are confronted with problems :

- Training for radio actors;
- Material and financial (because contributions of the community, the partners and the services do not allow to balance our budgets)

Our network currently counts fifteen (15) radio members. In addition, the Togolese State with the support of the OIF (Office internationale de la francophonie) installed 3 Community rural radios. What allows us to say that our country Togo, currently counts twenty (20) Community Radios in operation.

The contribution of the Community radios to democratisation and governance

Through radio programmes and projects of Information, of Education and Communication on the field, the Community Radios have explained to the listeners and populations, the concept of the democracy, the citizenship and of good governance. The transparent management of the resources of the community is a characteristic of local democracy. The actions of the radios in this direction have led the local authorities in our country to favour the participation of the communities in decision making. On the other hand, Community Radios contributed to establish a social dialogue between leaders and followers. Currently, the Community Radios are strongly implicated in raising awareness on the population on the expected anticipated legislative elections.

In this perspective, targeted actions have been carried out with regards to health, education, environment and AIDS. Our radio pro-

grammes are carried out in connection with the objectives retained by the Togolese State. There is need to highlight that awareness raising as well as the education of the communities to beware of the future of the planet is a success. But it may be wiser that our leaders increase their support to Community Radios as an essential component of their efforts for the development of our States.

Chapter 28

West Africa: legislative frameworks and regulatory of audio-visual space

By Oumar Seck Ndiaye

The countries of West Africa have implemented a legal and regulatory arsenal more or less effective as a radio environment. These legal and regulatory frameworks make efforts to take into account several aspects which influence the life of the stations. This arsenal covers, among others, the framing of press regime and the press crimes; the licence specifications; the authorisation for the creation of a private broadcasting service; the conditions and procedures for obtaining, suspending or withdrawing, the authorisation of broadcast private services per terrestrial hertzian airwaves in frequency modulation; on the structures for the regulation.

If, the legislator tried to organise, as good as possible, the framework of the sector, there remains room for improvement. The legal environment is not always favorable to the Community radios because if the legislative and regulatory framework is not a corset; it often does not create the conditions for optimal development of this type of media. It often prohibits them to reach the advertising resources without giving them a counterpart

The Attribution of Frequencies

The allocation and revocation procedures of the broadcasting licence varies from one country to the other. Some countries entrust the allocation to regulatory organisms (Benin; Burkina...) whose independence from official authorities is rather questionable. For others these loads are entirely in the hands of the administration (Senegal). Even if there exist sometimes commissions for frequency follow-up, they are usually composed by administrative officials that are chaired by the telecommunications regulatory. Furthermore the allocations by the frequency commission are limited to automatic licensing.

Some countries proceed by tender calls or of candidacy proposals by the promoters; there are also situations where there is no transparency in the procedures and the attribution is done on a case-to-case basis. Several countries do not reserve a quota for Community Radios and sometimes they even make royalty requirements that slow down the initiatives.

Regulation Organisms

These organisms play roles of varying importance. In countries such as Benin, the regulation organism, the "Haute Autorité de l'Audiovisuel et de la Communication (HAAC)" has extended powers and a legal competence to enjoy a relative independence. This is not the case in Senegal where all the members of the regulatory organism are designated by the President of the Republic: The Conseil National de Régulation de l'Audiovisuel (CNRA) is an empty shell without real attributions.

Furthermore, the regulatory organisms names are very diverse (for instance the "Conseil Supérieur de la Communication" in Mali)

and are in competition with other structures which intervene in the regulation such as the Agencies or “Conseils de régulation des Télécommunications” in almost every country; with the Communication Ministries; the observatories of Deontology and the ethics of the media or the Press (Benin and Mali) and with the “Comité National de l’Egal Accès aux Médias d’Etat”.

On Supporting the Médias

In accordance to the various laws related to press regimes and crimes, the radios have been able to benefit of the direct support to the media. Nevertheless, this support has been variably consistent and is not always useful. In Benin the direct support to the media is run smoothly; in Mali, on the other hand it stagnates since its creation in spite of the growing number of beneficiaries. The fund for direct assistance to the press tends to take include in the envelope a training part in order to reinforce the professional capacities of the journalists and radio hosts.

However, more and more the beneficiaries’ actors ask to the States to install indirect support mechanisms such as tax exemptions or facilities for importing equipment.

The Community radios are sometimes left behind because the criteria are Draconian or the law deliberately excludes them. Sometimes they are victims of the changes of humor of the political authorities.

About Radios’ Supervision

The texts are sometimes contradictory and their lack of clarity leads to conflicts of competence or confusion uncertainties on which structure is entitled to deal with the radio question. Sometimes it is the ministry that is in charge of the supervision; sometimes it is the regulatory organism, sometimes the competencies are divided. This situation leads to confusion for the actors who cannot know to which institution they have to refer themselves.

The supervision of the radios is also exerted by structures and administrative authorities whose attributions are not clearly defined. For instance, in Mali, the Ministry of Communications may be in charge of the authorisation, but only after the Commission for the Frequency allocation has expressed its opinion. Furthermore, the authorisation will only be definitive after the inter-ministerial decree by the communication minister and by the minister of the territorial administration.

It should be noted that there does not exist yet a good coordination between the various structures intervening in the review of the files of the free radios.

About Ethics and Deontology

There usually is no specification on which is the structures in charge of following-up the infractions to the deontology. Sometimes it is under the responsibility of the ministry in charge of the supervision, other times it is the Superior Council of Communication or even the of the National Committee of Equal Access to the State Media. This situation does not allow for effectiveness and operability; furthermore, it leads to a certain confusion or even oversight when it comes to the control and the monitoring.

To mitigate this weakness the media professionals succeeded in organising their own self-regulation organism : the Deontology and Ethics Committee of the Press. However, these committees also have their limits. They do not always have the means for functioning appropriately. Moreover the acceptance of their judgements by the journalists depends on the climate of trust that exist and they are often confined to the capitals.

It is the Communication Ministry as well as the territorial administration which intervene to implement sanctions such as suspension or closure of media outlets. However, it happens that the high authorities call to the “Conseil Supérieur de la Communication” for cases of offence to the authorities as if this organisation had the required legal competencies. It should be recognised that there is no good coordination yet between the various structures intervening in the management of the community radios files.

About Radio Typology

In the West African countries we can observe a certain diversity in the classification or the typology of the radios authorised to broadcast. The principal types of radios are: public radios; commercial radios; associative and community radios and; the commercial or associative religious radios.

What is Good Governance?

By UNESCAP

Recently the terms “governance” and “good governance” are being increasingly used in development literature. Bad governance is being increasingly regarded as one of the root causes of all evil within our societies. Major donors and international financial institutions are increasingly basing their aid and loans on the condition that reforms that ensure “good governance” are undertaken. This article tries to explain, as simply as possible, what “governance” and “good governance” means.

Governance

The concept of “governance” is not new. It is as old as human civilization. Simply put “governance” means: the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance.

Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and informal actors involved in decision-making and implementing the decisions made and the formal and informal structures that have been set in place to arrive at and implement the decision.

Government is one of the actors in governance. Other actors involved in governance vary depending on the level of government that is under discussion. In rural areas, for example, other actors may include influential land lords, associations of peasant farmers, cooperatives, NGOs, research institutes, religious leaders, finance institutions political parties, the military etc. The situation in urban areas is much more complex. Figure 1 provides the interconnections between actors involved in urban governance. At the national level, in addition to the above actors, media, lobbyists, international donors, multi-national corporations, etc. may play a role in decision-making or in influencing the decision-making process.

All actors other than government and the military are grouped together as part of the “civil society.” In some countries in addition to the civil society, organized crime syndicates also influence decision-making, particularly in urban areas and at the national level.

Similarly formal government structures are one means by which decisions are arrived at and implemented. At the national level, informal decision-making structures, such as “kitchen cabinets” or informal advisors may exist. In urban areas, organized crime syndicates such as the “land Mafia” may influence decision-making. In some rural areas locally powerful families may make or influence decision-making. Such, informal decision-making is often the result of corrupt practices or leads to corrupt practices.

Good Governance

Good governance has 8 major characteristics. It is participatory, consensus oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law. It assures that corruption is minimized, the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also responsive to the present and future needs of society.

Participation

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand.

Rule of law

Good governance requires fair legal frameworks that are enforced impartially. It also requires full protection of human rights, particularly those of minorities. Impartial enforcement of laws requires an independent judiciary and an impartial and incorruptible police force.

Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily understandable forms and media.

Responsiveness

Good governance requires that institutions and processes try to serve all stakeholders within a reasonable timeframe.

Consensus oriented

There are several actors and as many view points in a given society. Good governance requires mediation of the different interests in society to reach a broad consensus in society on what is in the best interest of the whole community and how this can be achieved. It also requires a broad and long-term perspective on what is needed for sustainable human development and how to achieve the goals of such development. This can only result from an understanding of the historical, cultural and social contexts of a given society or community.

Equity and inclusiveness

A society's well being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society. This requires all groups, but particularly the most vulnerable, have opportunities to improve or maintain their well being.

Effectiveness and efficiency

Good governance means that processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The concept of efficiency in the context of good governance also covers the sustainable use of natural resources and the protection of the environment.

Accountability

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Who is accountable to whom varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law.