



The BBC's contribution to informed citizenship

Submission to the Independent Panel on Charter Review

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Introduction

This report aims to answer the question “What is the BBC’s contribution to informed citizenship?”

In answering this question we have adhered to the definition of informed citizenship agreed with the DCMS:

“The BBC’s contribution to informed citizenship refers to those of the BBC’s activities that are designed to help equip the public with the knowledge and capability necessary to act as informed citizens, through:

- *Providing accurate, impartial and balanced coverage of news and current affairs in order to help the public make informed choices*
- *Reporting the proceedings of the political process in the UK and internationally*
- *Stimulating the public debate on a range of social, political and other current affairs issues.”*

Supporting informed citizenship is the first of the five ways in which the BBC aims to deliver public value. These were set out in *Building Public Value* – the BBC’s vision for the next Charter period.

This document is largely retrospective in scope as its emphasis is on the four years since the last licence fee settlement. Therefore, it should be seen as a complement to *Building Public Value* and the BBC’s response to the DCMS’ charter review consultation. It aims to provide evidentially supported answers to the questions asked of us by the DCMS and its structure reflects this. This report covers only our role in informed citizenship within the UK. Our global activities are described separately in a separate submission.

Accurate, impartial and independent journalism is the principal way we support informed citizenship. Our journalism and our editorial values are the cornerstone of the BBC’s remit and constitute a core rationale for public funding.

The majority of the BBC’s journalism for the licence fee payer is delivered by people working within two of the BBC’s divisions: BBC News, which broadcasts network services (those available across the whole of the UK), and BBC Nations & Regions, which provides all programming at a local and regional level within England and for the nations of the United Kingdom. Many other divisions also help the BBC to support informed citizenship. These include BBC Factual & Learning, BBC Drama, Entertainment & CBBC and BBC New Media & Technology.

Chapter 1. Summary

Democracy needs informed citizens to survive and flourish. News provides the flow of information that makes democracy work. Yet the market for news and information is changing, with increased competition, fragmenting revenues and declining audiences. Serious news values are coming under strain and, as a consequence, the public's trust in certain sections of the media has eroded. High quality, impartial and trusted news has never been more important.

The BBC has a clear and ambitious mission for informed citizenship: to engage everyone in the UK with impartial and accurate news and information. We will help to promote the public's understanding of complex issues, which is fundamental to a functioning democracy. This is a huge undertaking and one that helps sustain the democratic health of the nation. It is the central and most important purpose of the BBC.

This mission is becoming more challenging. People have more choice and are more selective, with the result that our services have to be better tailored to their specific needs and interests. In this context, it will inevitably become harder for the BBC to achieve universality.

Delivering this mission falls mainly on the BBC's local, regional and national news and current affairs output. But the BBC's purposes are shared by the whole organisation and a wide variety of other BBC programming also contributes to informed citizenship.

Our commitment to the independence, impartiality and accuracy of our journalism is vital if we are to fulfil this mission. They are our most important values. They are enduring, not open to compromise and the key to sustaining public trust. We aim high but we recognise that we do not always meet the high standards that we set ourselves and which the public expects. In particular, the Hutton Inquiry made serious criticisms. The Governors accepted that our reporting "*was neither sufficiently accurate nor sufficiently impartial since the Government was not asked to respond before broadcast*". We are putting significant renewed focus on these values and our procedures to ensure they are delivered consistently.

Fulfilling our mission requires significant investment; we currently spend £0.5 billion a year on programmes and services that directly seek to inform citizens. This represents 18% of the licence fee and is necessary for us to fulfil our mission. Furthermore, only the BBC is able to commit this amount of money to sustaining informed citizenship across all sections of society.

Our investment is substantial because we need to:

- Provide a wide range of programmes and services to enable us to engage everyone
- Ensure that what we offer is sufficiently distinctive to that provided by the market
- Address market failure by offering services the market does not provide at all

Providing a wide range of services to engage everyone: We aim for universal reach. This is because of the democratic importance of widespread access to reliable news and information and in return for a licence fee paid by all. This aspiration requires us to provide a wide range of services in different formats and across many platforms. Only the BBC tries to engage everyone.

The range and diversity of our output is immense. We provide *Newsround* for children, *Newsbeat* for young adults and *Newsnight* for those with an appetite for daily current affairs on television. BBC Radio Cornwall broadcasts in-depth coverage of the Boscastle floods whilst the evening news programme on BBC Four provides a global perspective. BBC News 24, Ceefax, digital text services, the BBC News website, BBC Radio Five Live and interactive TV news all provide news round the clock. *Panorama* offers in-depth analysis for a mass audience on BBC One while BBC Three offers current affairs tailored for its young audience. *Question Time* is only one of many forums for debate, while the *BBC iCan* website helps people to take the first steps in addressing directly issues that concern them. At times we bring together networks to provide themed coverage of issues – for example, the *Hitting Home* series on domestic violence or *NHS Day*.

Last year we originated over 30,000 hours of network news and current affairs and nearly 170,000 hours locally and regionally. Overall, 73% of the BBC's total originated TV output (excluding repeats) consists of news, current affairs and parliamentary coverage. In addition, we provide a diversity of other programmes that indirectly contribute to informed citizenship, including consumer programmes, such as *Watchdog*, and drama, such as *State of Play*.

A central challenge for us is to make the important interesting. Therefore, we aim to apply creativity and excellence in craft skills to everything we do. We seek to promote innovative formats, strong narrative, powerful stories and memorable pictures. These help us engage as many as we can with journalism they value.

Providing distinctive journalism: BBC journalism should always strive to set the standards for excellence. In particular, we aim to differentiate our output with:

- **First-hand reporting:** We deploy our own reporters on the ground to provide eye-witness accounts and context. We are able to do this because of the scale of our investment in our newsgathering operations in the UK and internationally.
- **Specialism:** Our journalism is driven by the value to audiences of specialists who are experts in their field. Our specialists are able to understand and interpret stories for many different audiences – and to do so rapidly.
- **A broad and serious agenda:** We need to cover a wide range of subjects in order to engage all audiences and address market failure. We aim to prioritise the serious over the ephemeral to bring to the public's attention the stories that really matter.
- **Investigative journalism:** We seek to use our investigative journalism to uncover significant stories of public interest. Recent examples include our exposure in *The Secret Policeman* on BBC One of racism in a police training college and the revelation in *File on 4* on BBC Radio 4 of flawed evidence in the Sally Clark infant death case.

In each of these areas, we aim to act as a benchmark – a guarantor of quality. However, we also recognise that our competitors can spur us too, in a competitive virtuous circle that benefits news broadcasters and their audiences alike.

The BBC's investment also brings wider benefits to the industry – for example, in training and setting guidelines for safety. However, we acknowledge our scale can, at times, have a negative impact on other news organisations. In the future we intend to be more sensitive to this when considering new developments.

Addressing market failure: There are many areas where we are the sole provider of particular types of service. Only the BBC schedules regular television and radio programmes that provide coverage and analysis of the proceedings of the UK's democratic institutions – for example, through BBC Parliament. Only the BBC provides long-form radio current affairs – for example, *Analysis* on BBC Radio 4 – and in-depth news and current affairs on a network of local radio stations.

Our investment seeks to deliver the following outcomes:

- Universal reach
- High levels of public trust in our services
- Significant positive social impact among the population in the form of:
 - Greater awareness of the issues that shape our lives and the choices we face
 - Curiosity about the world and a motivation to seek further information
 - Discussion and debate with others about issues in the news
 - Engagement with democracy – for example, an informed judgement about whether and how to vote in elections
- Good value for money

We are successful in terms of reach and levels of audience trust. Our news and current affairs output currently reaches 81% of UK adults each week. Even among the harder-to-reach 15-34-year-olds our weekly reach is 76%, though we wish to improve this figure. Audiences consistently rate the BBC's television news as more accurate, impartial and trustworthy than ITN or Sky News.

There is also evidence that we are succeeding in terms of positive social impact. For example, 84% of respondents agreed with the statement: "As a result of news from the BBC I have a better understanding of the world around me." 73% agreed that: "I feel better able to make up my mind on controversial issues." This suggests that, as a result of our output, the majority of the UK population feels better informed and has a deeper understanding of the events in the news.

We provide good value for money. The current weekly cost per person reached by our programmes and services that seek to deliver informed citizenship is around 25 pence (about half the price of a single edition of a broadsheet newspaper). When we ask audiences which services they value most highly from the BBC – both personally as consumers, and in terms of which programmes are most important to the country overall – national and regional news top their choice.

The public regards the BBC as having a pivotal national role in providing trusted news and information. Recent DCMS research showed that 85% of respondents agreed that “the BBC has an important role in keeping the public informed about what is going on in the UK.”

Not all our goals lend themselves to quantitative measurement. In particular, it is probably impossible to quantify all the wider social benefits we provide. Previously our emphasis has been on measuring value for money and the public’s trust in our services. In the future we intend to understand better, and measure more comprehensively, the effectiveness of the wider social impact we have.

These are exciting and challenging times for all involved in the news and information business. We will continue to be a dynamic and evolving organisation committed to delivering public value in a rapidly changing world. We need the freedom to innovate to ensure we remain relevant to all UK audiences. In particular, we recognise the challenges emerging from the rise of multi-channel TV and interactive services and from the continued alienation of many from politics and political processes.

Building Public Value set out five key priorities for our future contribution to informed citizenship. They are:

- Recapturing the full trust of audiences and participants in BBC journalism
- Restoring the prominence and appeal of serious current affairs and analysis on BBC television
- Using digital technology to launch highly local television news services
- Using new media and some of the BBC’s most popular services to attract hard-to-reach groups to an intelligent news and current affairs agenda
- Creating opportunities for people to become more active citizens

In addition, we will continue to seek to address disengagement from politics and work harder at illuminating the complexity of the contemporary world in ways that are engaging and meaningful to our audiences. We need to use the potential of new media to provide services that help us to maintain high levels of reach to counter the gradual decline of audiences to BBC One news bulletins. Our new media services will soon be as important as television and radio in enabling us to meet our informed citizenship obligations.

No matter how other news organisations may respond to an increasingly competitive market, the BBC will provide a guarantee for audiences that serious, independent and trusted journalism will remain the core of our purpose and will continue to commit resources accordingly.

Chapter 2. Mission and purposes

In this chapter, we aim to answer the following questions:

1. What is the BBC's purpose for informed citizenship?
2. How are BBC strategies designed to produce distinctive output?

2.1 What is the BBC's purpose for informed citizenship?

We aim to engage everyone in the UK with impartial and accurate news and information. We will help to promote the public's understanding of complex issues, which is fundamental to a functioning democracy. In order to achieve this, we must reach all sections of the population with services and programmes that offer trusted and authoritative insight in ways that engage people's interest.

This is a huge and ambitious undertaking and lies at the heart of the BBC's public service remit. It is the single most important justification for the licence fee.

Delivering the commitment falls mainly on the BBC's news and current affairs output, serving the whole UK (BBC News) and its nations and regions (BBC Nations & Regions). But the BBC's purposes are shared by the whole organisation and a wide variety of other programming also contributes, directly and indirectly, to this public purpose – for example, the BBC's factual and educational programming.

2.1.1 Why is this purpose necessary?

Democracy needs informed citizens to survive and flourish. News provides the flow of information that makes democracy work. Yet the market for news and information is changing, with increased competition, fragmenting revenues, and declining audiences. Serious news values are coming under strain and, as a consequence, the public's trust in certain sections of the media has been eroded.

High quality, impartial and trusted news has never been more important.

Newspapers in the UK have a long tradition of being opinionated. Although this is what the British public expects, it has clear consequences for the value of newspapers as an impartial news source.

Despite increasing pressures, television remains the primary news medium, used and respected by almost everyone; one of the few shared experiences across the whole of British society. Recent research from Ofcom reveals that 73% of people regard television as their main source of UK news.¹ More than two-thirds of respondents trust television to give the most fair and unbiased coverage of UK news, followed by radio and then newspapers. While 29% of broadsheet readers state newspapers are their main source of UK news, less than half of them claim that it is their most trusted source.

¹ Ofcom, *The Communications Market 2004 – Television*, p.92

It is also clear from the consultation and research undertaken by the DCMS that for the British public there is an unrivalled association between the BBC and the functioning of democracy in the UK.² It is the unique nature of the BBC, as a publicly funded yet independent broadcaster, that gives it a pivotal role in delivering a fundamental component of British democracy: trusted and reliable news and information for everyone. As the wider UK news environment is becoming a more crowded and confusing place, the BBC's role as a 'trusted guide' will become increasingly important.

Research from America suggests there is a strong correlation between a viewer's choice of news broadcaster and their level of understanding of contemporary events.³ The extent of Americans' misperceptions varies significantly depending on their source of broadcast news. Those who receive most of their news from Fox News are most likely to have misperceptions – for example, 67% of Fox News viewers thought the US had uncovered clear evidence that Iraq worked closely with Al Q'aeda. The equivalent figure for viewers who used primarily PBS/NPR (National Public Radio) was much lower at 16%. These variations cannot be explained merely as the result of demographic differences among the two audiences.

This research does not prove a *causal* relationship between choice of news source and an individual's view of the world. However, it suggests that impartial and accurate news is an important factor in ensuring the public has an accurate understanding of complex issues.

2.1.2 How have the BBC's purposes developed over recent years?

The BBC's purposes have endured for more than 80 years, as have the values which inform our journalism. We set ourselves the highest standards but we recognise that we do not always achieve them. We are putting significant renewed emphasis on accuracy and impartiality after reviewing the criticisms made by Lord Hutton.

Social, political and technological changes mean that the way we deliver our purposes has evolved. The BBC's current delivery of its purposes has been shaped by five main developments:

- Investment in independent editorial expertise
- Engaging and accessible output
- Range and variety
- Interaction and participation
- Devolution and community

These are explained in more detail in Section 3.2.

² DCMS, *What You Said About the BBC*, 2004 (pp12-13)

³ PIPA (Programme of International Policy Attitudes) research, 3,334 respondents, June–September 2003

2.2 How are BBC strategies designed to produce distinctive output?

BBC output should be distinctive in terms of its excellence. We always aspire to excellence although we recognise we do not always meet this goal fully.

At the heart of what distinguishes the BBC's output is our unyielding commitment to independence, impartiality and accuracy. These are our core values; they should infuse everything we do.

There are two defining features of the scope of the BBC's services that aim to support informed citizenship. These are:

- **A wide range of programmes and services:** which encompass different styles and approaches to appeal to everyone
- **Extensive political and parliamentary coverage:** representing a unique commitment to in-depth coverage of political life of the UK, including coverage of the devolved assemblies and parliament and political programmes across the UK's nations and regions.

These are supported by four attributes that distinguish all of our journalism. In each we aspire to act as a benchmark – a guarantor of quality. However, we also recognise that our other news broadcasters spur us too, in a competitive virtuous circle that benefits news broadcasters and their audiences alike.

These attributes are:

- **First-hand reporting:** which enables a better understanding of what happened and why
- **Specialism:** which covers a broad field of subject portfolios, including coverage of local and international affairs
- **A broad and serious agenda:** which ensures that important stories are brought to the attention of the public
- **Investigative journalism:** which uncovers the truth of significant stories of public interest

We will look at each of these in more detail later in the document.

Chapter 3. Delivering our purposes

In this chapter, we aim to answer the following questions:

1. What are the BBC's editorial values and what is changing as a result of Lord Hutton's report?
2. What are the BBC's strategies?
3. How does the BBC ensure high standards in its output?
4. What outcomes is BBC output and activity intended to deliver?

3.1 What are the BBC's editorial values and what is changing as a result of Lord Hutton's report?

A deep commitment to the independence, impartiality and accuracy of our journalism is vital if we are to fulfil our mission. They are our most important values. They are enduring, not open to compromise and the key to sustaining the trust of our audiences. We aim high, but we recognise that we do not always meet the high standards that we set ourselves and which the public expects.

In particular, the Hutton Inquiry made serious criticisms of our editorial standards; the Governors accepted that our reporting "*was neither sufficiently accurate nor sufficiently impartial since the Government was not asked to respond before broadcast*".

The former BBC News executive, Ronald Neil, led a team which reviewed our editorial procedures following Lord Hutton's criticisms. His report made a clear restatement of the principles that guide BBC journalism:⁴

- Truth and accuracy
- Serving the public interest
- Impartiality and diversity of opinion
- Independence
- Accountability

We accept these principles in full and we are putting significant renewed focus on applying them across all our journalism.

In addition to clarifying our editorial values, the Neil Report made a number of recommendations, all of which will be implemented. These include:

- Strengthen note-taking

⁴ *The BBC's Journalism After Hutton*; The Report of the Neil Review Team, June 2004

- Ensure serious allegations are always put in time for a considered response before transmission (other than rare cases where there is a strong countervailing argument)
- Do not normally break stories making serious allegations in live two-ways
- Individual editors and presenters must take day-to-day responsibility for output
- Presenters are answerable to their individual editors and in all of their journalistic work must embody the BBC's core editorial values
- Introduce competence-based training and promotion and establish an industry-wide college of journalism to improve standards of journalist training

Implementing these recommendations effectively and in full is currently a top operational priority for BBC journalism.

Prior to the Neil Report, the BBC had already changed its guidelines greatly to restrict the freedom of our journalists to write on controversial issues for newspapers and magazines. This was in response to matters coming to light during the Hutton Inquiry.

In addition, the BBC is aiming to make itself the most open and accountable news organisation in the world. We are working on a series of developments which will be implemented this year. They include:

- Transformed processes to receive public feedback and complaints, and better processes for managing these
- Greater transparency on our processes and performance – for example, audience figures, guidelines, and explanations of what we do
- A weekly programme on BBC News 24 looking at criticisms of our coverage, providing acknowledgment of shortcomings, the ability to discuss issues with BBC editorial leaders and an explanation of where we disagree with the criticism
- Daily publication online of notes and corrections concerning minor mistakes of accuracy or tone

3.2 What are the BBC's strategies?

The BBC's fundamental purpose is to create public value for all UK citizens. This requires us to put meeting audience needs at the centre of all our strategies. Audience needs have shaped each of our five current strategies designed to contribute to informed citizenship:

- Investment in independent editorial expertise
- Engaging and accessible output
- Range and variety
- Interaction and participation
- Devolution and community

3.2.1 Investment in independent editorial expertise

Prior to the start of the current Charter period, the BBC reorganised its news operations around a newsgathering core. Simultaneously, we invested in developing in-house, independent specialist expertise among the reporting staff – freeing us from our previous reliance on third parties in newspapers and academia for insight and analysis. In part, this was driven by research that revealed that audiences were often confused by complex stories and that they would value independent explanation from the BBC.

CASE STUDY: Security Correspondent

This case study illustrates the value of our investment in specialist journalism.

The BBC responded to the attacks of 11 September 2001 by appointing a security expert, who speaks fluent Arabic, to bring insight to the challenges brought by global terrorism. The correspondent, Frank Gardner, uses his specialist knowledge and strong communication skills, to shed light on Al Q'aeda. His role is to provide a realistic assessment of emerging dangers in a rapidly changing international environment and to help allay unnecessary fears.

Frank Gardner reports for all the BBC's television, radio and online networks. His extensive knowledge, supplemented by on-the-ground reporting, has enabled him to explain and bring to life for mass audiences the complex and often opaque issues around security and terrorism stories. He revealed how North African terror cells had infiltrated the UK and he was the only journalist to get access to Yemen when US special forces were training Yemenis to deal with Al Q'aeda.

In June 2004, Frank Gardner was seriously injured while filming in Saudi Arabia during an attack which killed his cameraman, Simon Cumbers.

BBC newsgathering – which extends locally, regionally, nationally and internationally – is the main source of the BBC's news reporting (see Figure 3.1a and Figure 3.1b). Its output is used by scores of programme teams producing output for diverse audiences across our channels and services.

Newsgathering is organised around four specialisms – world affairs, politics, social affairs and business and economics. Its role is to deliver original journalism, supported by authoritative contextualisation of developments as they unfold. Recently BBC reporters:

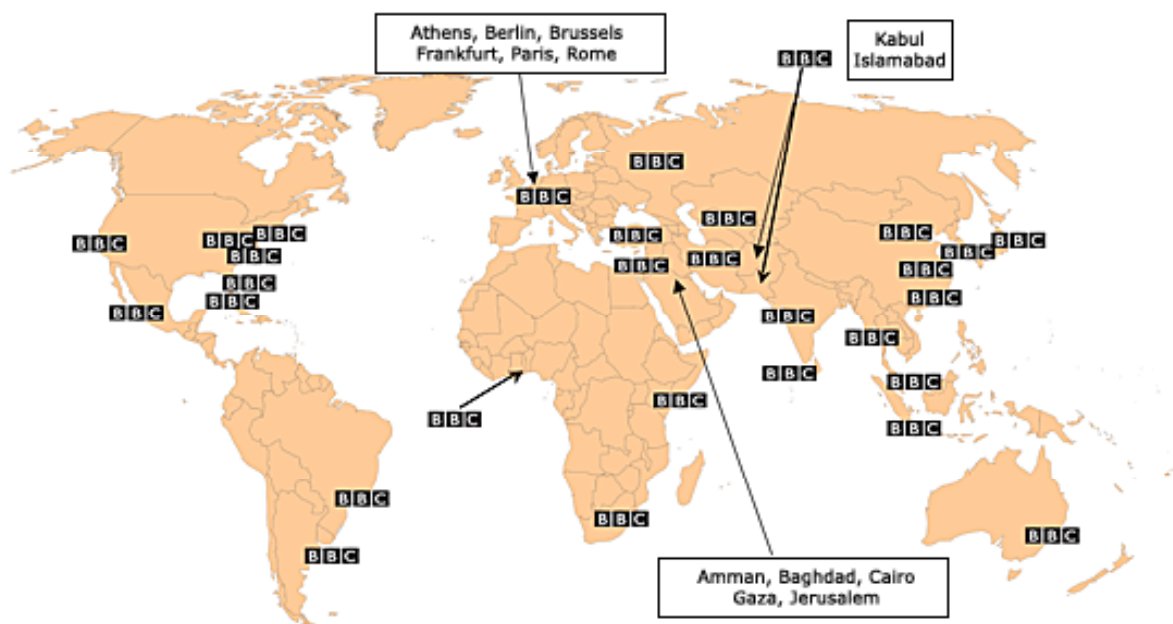
- Were the first broadcast journalists to provide first-hand reporting of the crisis in Darfur
- Exposed racism against Asians in Northern Ireland (a report which won the Royal Television Society Home News Award)
- Devoted three days to covering climate change on BBC News 24 – with insights delivered from places around the world, including Alaska, the Maldives, Greenland, Spain, the United States and a Chinese desert

Forty-four overseas newsgathering bureaux (see Figure 3.1a) allow the BBC to bring audiences first-hand reports from around the world.

The BBC's foreign correspondents aim to deliver independent insight in ways that engage people's interest. The ability to say: "I know because I was there and saw it myself" also supports our commitment to accuracy, while the extent of the network supports our commitment to covering a broad range of stories. Audiences tell us they value the breadth of coverage we provide and they trust us more as a result of first-hand reporting.

This investment is of an order that only a public service broadcaster would make – the major international news broadcaster CNN has 28 overseas bureaux,⁵ while ITN has five.

Figure 3.1a: The BBC supports a substantial network of 44 overseas bureaux

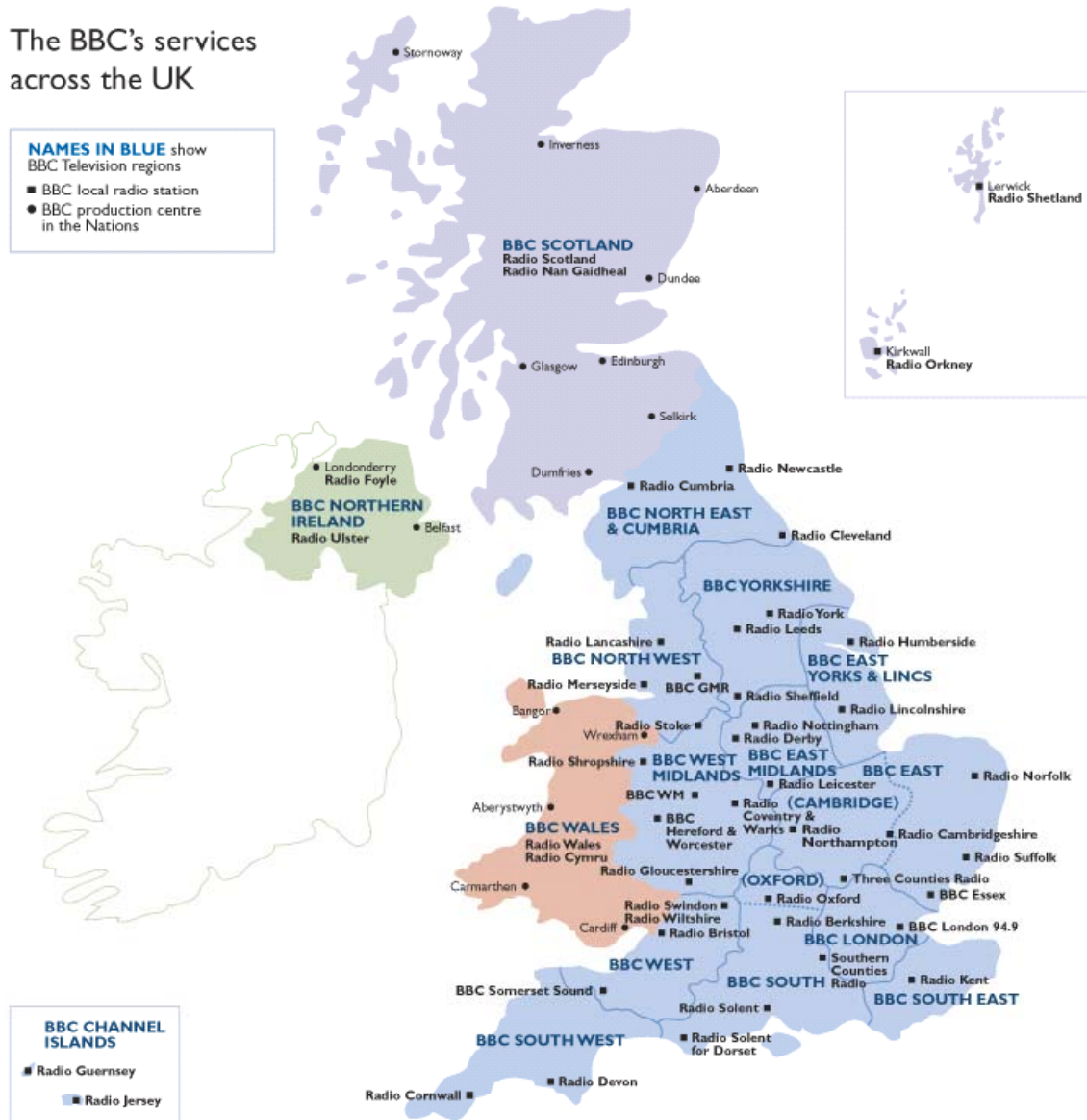


Source: BBC Newsgathering

⁵ CNN has a total of 39 bureaux – 11 of them in the United States

In addition, the BBC supports the UK's most comprehensive local and regional broadcast newsgathering network (see Figure 3.1b).

Figure 3.1b: The BBC supports the largest network of UK bureaux with over 100 operational bases across the UK



Source: BBC Nations & Regions

3.2.2 Engaging and accessible output

A central journalistic challenge for us is to make the important interesting.

Extensive audience research in the late 1990s showed that many people found our programming inaccessible and that we were failing consistently to make apparent the relevance of stories in the news. Therefore, in recent years, we have put increased emphasis on presenting news and information in a more engaging way, while adhering to our core values in terms of journalistic rigour.

There have been three particular areas of development: improved craft skills, initiatives to foster greater creativity, and practices that allow journalists to get closer to stories.

The renewed emphasis on craft skills concerns how BBC journalists tell stories. We have focused on:

- More careful use of language: avoiding confusing jargon and explaining the meaning of developments more clearly
- More accessible angles on stories: focusing less on the process of developments and more on the relevance of what has occurred
- More memorable reports: with better use of pictures on television and richer actuality on radio

We have been accused by some critics of ‘dumbing down’ in taking this approach. In reality, it has signalled an intensification of our ambition – not just to deliver accurate and impartial news and information, but to do so in ways that engage the interest of all audiences. This is a major creative challenge and has required us to find ways to take a broad and serious agenda to audience groups who would not naturally seek this out.

CASE STUDY: *iCan*

This case study illustrates the way the BBC has used creativity to shape new services that meet audience needs.

BBC iCan is a website which helps people take first steps in addressing issues that concern them. It is the work of a diverse, multi-disciplinary team who came together from across the BBC to devise a way of using the internet to engage new audiences in politics.

The project began with a blank canvas. It used audience interviews and ethnographic research to understand user needs, then used brainstorming and other creativity techniques to conceive of ways of meeting them. This led the team to focus on overcoming two commonly expressed obstacles to participation in civic life: “I don’t know where to start” and “I can’t make a difference on my own”.

One of the problems in developing an innovative product is that neither the audience nor the producers have a model for what is required. So, drawing on the project’s ethnographic research, the team devised models of online processes to help overcome difficulties citizens have encountered when trying to address civic issues. It then tested these models with potential users before developing the website.

iCan launched in October 2003 offering citizens a database of resources on approximately 1,200 civic issues, a community space online where users can find others with whom they share a concern, and campaigning tools to allow them to work together to aggregate their influence.

The launch was made with an explicit recognition that the product was experimental and would need to evolve in response to usage, and in response to broader developments in the use of the internet in democratic life. The unique way the BBC is funded meant it was able to take a long-term view, and give the project three to five years to prove its value.

BBC iCan has been acclaimed by commentators as a unique contribution to e-democracy, and the *iCan* team were nominated in 2003 and 2004 as one of the top 25 world changers in politics and the internet.⁶ Even though the *BBC iCan* site has not yet been promoted nationally, people across the UK are using it to address civic concerns. It has approximately 100,000 unique users each month.

3.2.3 Range and variety

The BBC is the UK’s only broadcaster that seeks, as part of its remit, to serve everyone. To support this objective, we adopt a variety of different approaches including:

- Programmes targeted at the nation as a whole
- Programmes targeted at specific segments of the population

⁶ World Forum on Politics & Democracy

- New interactive services to provide news whenever and wherever the consumer wants

Programmes targeted at the UK as a whole include output such as the regional news at 6:30 on BBC One – the most watched television news programme in the UK – and the *Ten O’Clock News* which aims to engage the widest possible audience with a broad and serious agenda. *Panorama* brings to a mass audience scrutiny, analysis and investigation of public policy and public figures. Radio Five Live is dominated by news and current affairs presented in a lively and accessible tone whilst *Today* on BBC Radio 4 provides a national platform to question politicians and others who hold powerful positions in public life. BBC Radio 2 provides news summaries every hour to radio’s largest audience.

Political and parliamentary programming has been enhanced and moved to BBC One (see the case study on our review of political coverage in Chapter 4) and current affairs programming has been refreshed through a new prime time strand *Real Story with Fiona Bruce* and the regional programme *Inside Out*. We have also made the late evening news – in the 10pm slot vacated by ITV – a commitment six days per week.

Programmes targeted at specific segments increase the range of our output – in part, helping to reach people who may not find much for them in more mainstream programmes. Examples include *Newsbeat* on BBC Radio 1, designed to reach and inform young people, and *Newsround* on BBC One and CBBC, aimed at children.

Many of the new digital channels launched by the BBC are targeted at discrete audiences, and include a serious commitment to news and current affairs – for example:

- BBC Three is unique among TV channels targeting young adults in offering a daily 30-minute news bulletin and a broad range of current affairs programmes
- The Asian Network provides a dedicated news service and programmes of national debate for its British Asian audience

New interactive services aim to meet new patterns of demand arising from changing lifestyles and technological developments. They will soon be as important to us as our linear television and radio services in enabling us to meet our obligations for informed citizenship.

The website and other interactive media also allow us to deliver news on demand. This gives users more control over the content of news that they consume, as well as when and where they do so. Since 2001 we have launched news on mobile phones, PDAs, interactive television, by email, and through breaking news alerts to your desktop. These are all responses to changing audience needs.

We have also significantly enhanced the BBC News website by offering a service better focused on the needs of the UK audience and investing in better coverage of specialist areas (such as business and technology) and of the nations and regions of the UK. The services on these interactive platforms help us to reach audiences who are less likely to use traditional services (for example, those under 35 years old).

3.2.4 Interaction and participation

Two trends have influenced us to facilitate greater public participation in our services: increased interaction opportunities offered by new media technology and a growing appetite among our audiences to make their voice heard.

Interactive media open up new opportunities for audiences to contribute to the public debate on BBC programmes via email and text message as well as through the traditional phone-in. The demand for this has also been driven by changing social attitudes; the public are less deferential towards figures of authority and expect a more adult-to-adult relationship with our programmes and the decision-makers featured in them.

Audience involvement has become an increasingly important part of programme-making in recent years. Many BBC programmes, such as BBC One's *Breakfast*, BBC News 24, BBC Radio 4's *Today* and BBC Radio Five Live's *Drive*, routinely solicit audience views and contributions.

The BBC News website has evolved to make better and more prominent use of user contributions. Following the attacks of 11 September 2001, we published hundreds of emails from witnesses and survivors that provided moving testimony in a way that conventional news coverage could not. We also provide a platform after such events for thousands of people to express their opinion. The website has pioneered live forums with decision makers and public figures, in which they answer questions put by the audience in emails and text messages.

3.2.5 Devolution and community

The BBC has committed substantial resources towards coverage of the new political institutions. In Wales, it provides bilingual 'gavel to gavel' coverage of the Welsh Assembly, in partnership with the Welsh language channel S4C and on the digital channel S4C2. In Scotland and in Northern Ireland, the BBC provides live coverage of the sessions of the Parliament and Assembly.

In England, BBC Local Radio provides extensive coverage of local and regional politics. BBC London produced dedicated programming for the London mayoral election in June 2004, and all local radio stations broadcast special programmes for the concurrent local and European elections. Referendums on English regional assemblies will be covered comprehensively, and stations will develop an appropriate editorial response depending on the result of the votes.

In addition, the BBC has developed a strategy to move the BBC closer to the communities it serves (for example, through its local *Where I Live* websites), while also investing in news coverage for nations and regions. This has included investment in specialist correspondents and a renewed commitment to a speech-based core for the BBC's radio services in the nations and regions of the UK.

3.3 How does the BBC ensure high standards in its output?

The BBC has a powerful culture in which, ideally, each individual strives to reflect the values of the organisation and to deliver excellent services for our audiences. For those services supporting informed citizenship the most important values are our independence and the accuracy and impartiality of our output. These editorial values are passionately held – they fundamentally shape our journalism. It is a deeply held belief in these values that drives, on a daily basis, our aspiration to meet the very highest standards.

We recognise that, despite this commitment, we do not always meet the highest standards. Nonetheless, our aspiration to deliver excellence is genuine and we will continue to set this as our goal.

Our editorial culture is supported by the following:

- Guidelines
- Editorial oversight
- Training
- Tracking studies and analysis
- Accountability to the Board of Governors

3.3.1 Guidelines

All BBC journalists are obliged to abide by the BBC Producers' Guidelines. They demand high standards and, in particular, are clear about both accuracy and impartiality:

“Due impartiality lies at the heart of the BBC. It is a core value and no area of programming is exempt from it. All BBC programmes and services should show open-mindedness, fairness and a respect for truth.”
BBC Producers' Guidelines, 2004

“The BBC must be accurate. Research for all programmes must be thorough. We must be prepared to check, cross-check and seek advice, to ensure this. Wherever possible we should gather information first-hand by being there ourselves or, where that is not possible, by talking to those who were. Accuracy can be difficult to achieve. It is important to distinguish between first and second-hand sources.”
BBC Producers' Guidelines, 2004

The section of the guidelines on accuracy has been recently augmented as a result of the recommendations in the Neil Report, which reviewed BBC procedures following the criticisms made by the Hutton Inquiry. The guidelines on accuracy and impartiality are published online in the values and standards section at http://www.bbc.co.uk/info/policies/producer_guides/.

3.3.2 Editorial oversight

The BBC seeks to ensure that all services adhere fully to the BBC Producers' Guidelines. It is the responsibility of editors to ensure that their output complies with these guidelines. All production teams have access to the BBC's editorial policy department for advice on difficult editorial issues. Editors can also refer up for guidance from senior managers and the Controller, Editorial Policy – and are expected to do so.

In addition, each department operates a system of editorial review to evaluate its programmes and services. At the divisional level there is usually a monthly review which considers issues arising out of specific programmes. At the programme level reviews are carried out routinely – usually weekly or daily – and lessons noted from successes and weaknesses of the output are considered. In addition, there are regular reports on editorial issues to both the BBC's executive board and the Board of Governors.

Recently the BBC restructured to bring together, for the first time, all the BBC's journalism operations within the UK and globally under a single Journalism Board. This is chaired by the Deputy Director General, Mark Byford. It will help to ensure greater consistency and focus on the BBC's journalism, in particular in the areas of editorial values, training and craft skills.

3.3.3 Training

Training plays a central role in maintaining quality. Last year (2003/04), total direct BBC spending on training contributing to informed citizenship was £4.4 million.

The Neil Report urged a renewed emphasis in our training on journalistic techniques and editorial values. The former includes fundamental skills such as note-taking, sourcing and fairness. One-day training modules covering each of the issues addressed by Neil will begin in 2004.

The Neil Report made a number of other important recommendations for improving journalist training including the introduction of competence-based training and promotion and the establishment of an industry-wide college of journalism. These recommendations will be taken forward by the BBC's journalism board in the coming months.

Our investment in training is an area that brings wider benefits to the industry. This is evident, for example, in the Best Practice centre at BBC Bristol. It has trained 1,500 staff in its first year. The centre serves not just BBC staff, but also external training bodies such as schools of journalism at UK universities.

3.3.4 Tracking studies and analysis

The BBC asks members of the public to rate the BBC through our Pan-BBC Tracking Study (PBTS). A new sample of 800 representative respondents each month gives an evaluation of many aspects of the BBC, including an assessment of how well the BBC's news and current affairs output meets criteria such as "easy to understand", "insightful" and "relevant to me".

The most important measures tracked in the PBTS are audience perceptions of accuracy and impartiality, and audience trust. Full details of the BBC's performance in these areas are in Chapter 6.

3.3.5 Accountability to the Board of Governors

The BBC Governors help to maintain the standards of our services for informed citizenship in three principal ways:

- They set Statements of Programme Policy and objectives and monitor performance against these
- They monitor impartiality
- They consider appeals against the management's response to complaints

The Governors approve annual Statements of Programme Policy (SoPPs) for each BBC service. These are editorial commitments placed on the channel to ensure its remit is clear and delivered. The SoPPs can have significant impact on the direction of our services – for example, the Governors formulated a revised remit for BBC News 24 following the Lambert Review.

The Governors also set annual objectives for the BBC. These include objectives specifically relating to informed citizenship. This year their top objective is:

“Ensure the BBC sets the highest standards of independence, impartiality and honesty in its journalism and implements recommendations on training, editorial control and complaints handling.”
BBC Annual Report and Accounts 2003/04

Both the SoPPs and the objectives are informed by an understanding of audience needs. The Governors evaluate and report on the BBC's performance against both SoPPs and objectives each year in the annual report.

A new programme of impartiality monitoring was introduced last year. This includes reviews of specific topics (to date it has considered the BBC's coverage of the Middle East, rural affairs and religion) and a tracking study of audience perceptions of the BBC's impartiality conducted by MORI.

Finally, a regular sub-committee of the Governors is responsible for considering appeals against the management's response to audience complaints. This committee handled a total of 27 appeals in 2003/04, of which 20 related to fairness and accuracy. Of these, eight were either fully or partially upheld. These were in addition to complaints upheld by the BBC's Programme Complaints Unit (PCU). In 2003/04, the PCU dealt with 296 complaints in the area of impartiality and accuracy. Of these, 62 were about inaccuracy, 21 about bias on party political issues and 213 about bias on other issues. The PCU wholly or partly upheld 16 complaints about inaccuracy, 2 complaints about bias on party political issues and 10 about bias on other issues.

3.4 What outcomes is BBC output and activity intended to deliver?

The BBC aims to produce high-quality programmes offering great value for money, which reach everyone and contribute to informed citizenship.

The BBC’s framework for assessing public value is based on four value drivers – reach, quality, impact and value for money. Table 3.1 sets out how the intended outcomes for services that support informed citizenship fit within this framework.

Table 3.1: Public value framework

Value driver	Outcome
Reach	<ul style="list-style-type: none"> • Wide-ranging reach among the UK population
Quality	<ul style="list-style-type: none"> • Trust – promoted by accuracy and impartiality in our coverage • Best for news and current affairs – as a publicly-funded broadcaster with a goal to serve everyone, the BBC ought to be named by the most people as providing the best coverage of news and current affairs • Providing a broad and serious news agenda • Other measures of quality – including relevance, accessibility and quality of presenters
Impact	<ul style="list-style-type: none"> • Greater awareness of the issues that shape our lives and an understanding of the choices that we face, as individuals and collectively • Curiosity about the world, and a motivation to seek further information • Discussion with family and friends about issues in the news • Engagement with democracy – which includes: <ul style="list-style-type: none"> ○ an informed judgement about whether and how to vote in elections ○ an understanding about how to participate in democratic life in other ways – such as responding to a public consultation, running for office or supporting a campaign.
Value for Money	<ul style="list-style-type: none"> • Cost effectiveness

3.4.1 How does the BBC measure outcomes?

In recent years we have concentrated on evaluating mainly the reach, quality and value for money of our output. The outcomes for the impact of BBC output are more challenging to measure and it is only recently that we have begun considering a robust approach to their evaluation. Chapter 6 provides an outline of our proposals for future research on the impact of our services.

Chapter 4. Audiences, partners and market impact

In this chapter, we aim to answer the following questions:

1. Who are the BBC's audiences?
2. How does the BBC work with partners to improve its services?
3. What is the impact of the BBC on the market?

4.1 Who are the BBC's audiences?

We aim for universal reach for our informed citizenship services. This is because of the democratic importance of widespread access to reliable news and information, and in return for a licence fee that is paid by all. This aspiration is what requires us to provide a wide range of services in different formats and across many platforms.

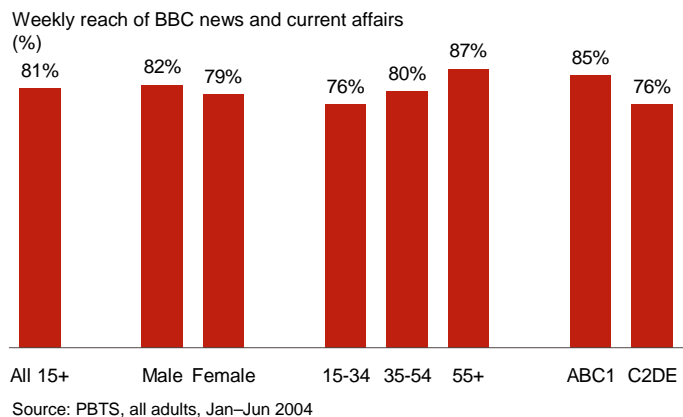
We recognise that it is not possible to achieve 100% reach. Nonetheless, this remains a fundamental objective and one that only the BBC aspires to fulfil.

The BBC reaches more than eight out of ten members of the population with news and current affairs output each week.

However, we are aware of areas where performance needs to improve. Specifically, among younger audiences (15-34-year-olds) and among C2DE audiences our reach is lower, although it is just over three-quarters of these groups (see Figure 4.1). Our new media

services play an increasingly important role in enabling the BBC to serve younger audiences. Still, it is a future priority for us, noted in *Building Public Value*, to be more effective in reaching under-served groups.

Figure 4.1: BBC news and current affairs output reaches more than four in five of the population each week; reach is lowest among under-35s and the C2DE audience group but still exceeds three in four people



CASE STUDY: Newsround

This case study illustrates our role as the only news organisation meeting the informed citizenship needs of children.

Newsround is the only comprehensive daily news programme for children. It broadcasts news bulletins seven days a week on BBC One, BBC Two and CBBC. The *Newsround* website offers children access to in-depth news 24 hours a day. Both web and television production teams work closely together to offer a comprehensive and complementary news service for children.

The *CBBC Newsround* Mission Statement states that:

“Newsround aims to be the first and premier source of news for children. It aims to find and deliver news that matters to children in a way that is interesting, engaging and easy to understand.”

Its vision is to:

“Equip children to handle their lives better by giving them the information they need about the world around them.”

An important feature of *Newsround* is its Press Pack, a club for young journalists. This is being enhanced to offer access to unique content and exclusive opportunities to write reports for the web or present reports on TV. Additionally, it will help to promote media literacy by offering children the opportunity to undertake training and gain an understanding of news and how it is reported. This will culminate in a qualification in news reporting officially recognised by BBC News. *Newsround* receives around 3,500 Press Pack reports from its young viewers each year; approximately 400 of these are published on the *Newsround* website and typically two are carried on the programme each week.

The *Newsround* website receives over 8.7 million page impressions each month from nearly 1 million unique users. The programme itself, across BBC One, BBC Two and CBBC, is watched by 2.6 million (28%) children aged 4-15 in a typical week.

4.1.1 How does the BBC ensure it understands audience needs?

Audience need is the primary focus of BBC strategy development. There are three main sources for this information: research, consultation and interactivity.

Research: The BBC uses extensive qualitative and quantitative research to inform its activities. We support long-term planning with in-depth audience research as well as analysis on social trends. At the operational level, measurement of audience size, reach, composition and appreciation helps programme-makers and management assess the performance of output.

Consultation: The BBC consults stakeholders systematically as it develops strategy. In recent years, for example, we consulted widely and deeply for a review of news strategy in 1998, a review of political coverage in 2002 (see case study below), and the planning and launch of *iCan* in 2004. Meanwhile, advisory bodies and

Broadcasting Councils represent the views of licence fee payers to the BBC's national and regional structures.

Interactivity: BBC managers increasingly value the audience insight gained from informal surveys, e-mails and text messages while recognising that they represent only a part of our overall audience. The feedback gained through these channels often informs editorial thinking more widely than in just the programme areas that generate the contributions.

CASE STUDY: Review of Political Coverage

This case study illustrates our commitment to refreshing our output in response to changing audience needs.

The BBC's desire to maximise its relevance to audiences is evident in its approach to political coverage. After the 2001 General Election, at which turnout fell below 60%, the BBC reviewed its effectiveness in engaging audiences in politics. Research found that there was a particular challenge with under-45s.

The review concluded that too often political journalism failed to engage audiences and that, with specialist coverage, there were too few points of entry. The review proposed a series of changes. These included:

- The replacement of *On The Record* with *The Politics Show* on BBC One. Its 20-minute regional opt-out replaced the Sunday regional political programmes on BBC Two, trebling the audience to regional politics.
- The launch of *The Daily Politics*, replacing *Westminster Live*. It takes a less Westminster-centric approach and successfully attracts a younger audience profile. 30% of its viewers are under 45 compared with only 20% for *Westminster Live*.
- The launch of *BBC iCan*, an innovative website which encourages participation in civic life. Even though the *BBC iCan* site has not yet been promoted nationally, it has approximately 100,000 unique users each month.
- The replacement of *Despatch Box* on BBC Two with *This Week* on BBC One. *This Week* has successfully pioneered a less formulaic political discussion by allowing politicians to be 'off message'. The average audience trebled compared with *Despatch Box*.
- The launch of two Saturday morning series targeted at younger viewers: *Weekend* and *Sharp End*. Neither succeeded in attracting a particularly large or young audience. The lesson learned was that political coverage in mainstream news bulletins is a more effective entry point for this group.

4.1.2 How are the BBC's audiences segmented?

We segment our audiences to network programmes according to their attitudes to news and current affairs (details are contained in Appendix A). The groups are

already very different in their behaviour and are becoming increasingly distinct. This is why we develop a wide range of approaches to delivering services which support informed citizenship.

4.2 How does the BBC work with partners to improve its services?

In *Building Public Value*, the BBC acknowledged that we have not grasped sufficiently the potential for partnerships. We intend to improve our performance in this area. However, the scope for partnerships in journalistic output will always be constrained owing to the demands of editorial independence and impartiality.

The BBC works with partners in two main ways in its services supporting informed citizenship:

- Supply contracts in support of the core business
- Partnerships in support of the wider industry

4.2.1 Supply contracts in the core business

The key area that works through partnerships is newsgathering. Partnerships operate at three levels:

- **Commercial:** we have contracts with all the key news agencies – PA, Reuters, AP, AFP, etc. We rely on these, in addition to our own correspondents, as primary sources of news.
- **Reciprocal:** strategic alliances with overseas broadcasters provide access to material at no extra cost to the licence fee payer. This happens through the European Broadcasting Union and through four other alliances – with ABC (USA), NHK (Japan), NTV (Japan), and Al Jazeera (Middle East) – as well as through relationships with a number of other foreign broadcasters.
- **Broadcast and bureaux locations:** we co-locate and share facilities with other broadcasters in establishing some overseas bureaux, reducing the cost of establishing a BBC presence in the countries concerned.

Beyond newsgathering, programmes commissioned from independent producers form a substantial amount of the BBC's output on TV and radio. Daily news output is excluded from the BBC's quota to commission 25% of its television output from independent producers. But current affairs and political programming are included and work in partnership with independent production companies to deliver programmes such as *Question Time* and coverage of some political conferences.

Other significant partnerships supporting informed citizenship include:

- Associated Press: to develop the Electronic News Production System (ENPS). The BBC now has 7,000 ENPS workstations and ENPS has become an industry standard, in use in 300 news operations. The BBC receives royalties in return

for its contribution to developing the system, which are expected to have totalled £2.5million by 2008.

- S4C, the Welsh channel: to provide 10 hours per week of varied programming in Welsh.
- The Gaelic Media Committee in Scotland: to provide a Gaelic Language service including the current affairs series *Eorpa*.

CASE STUDY: Community Chest

This case study illustrates how we use local partnerships to deliver projects that support informed citizenship.

Community Chest was an initiative that captured the public imagination as 9,000 BBC Radio Cambridgeshire listeners voted to award local community projects funds from the local authority. The project had two objectives:

- To encourage more people to engage with the local democratic process
- To deliver a project that would benefit and involve local communities

Local community projects were invited to participate and the public were encouraged to vote for the best ones. Three projects eventually won a total of £14,000. Many of the other 80 projects that participated raised their profile during the month-long campaign, as the BBC highlighted ordinary people achieving extraordinary things where they live.

BBC Radio Cambridgeshire worked with two partners – Cambridgeshire County Council and Archant Newspapers – and many community organisations to produce results that exceeded expectations. As a direct result of the initiative:

- The recipient of the biggest grant (£10,000), March Air Cadets, was able to build a new computer suite in March, one of the most rurally-deprived parts of Cambridgeshire
- The BBC and the County Council will repeat the partnership in 2005
- Editors in other BBC centres are planning to launch a similar initiative
- The BBC featured campaigns and stories that would not have otherwise come to our attention
- Listeners and viewers wrote to praise the BBC for doing something positive to help local communities and involving them in deciding where the cash went

4.2.2 Partnerships in support of the wider industry

These partnerships fall into three categories:

- **Training:** The BBC is believed to be the world's largest provider of training to the broadcasting industry. It is possible that up to 40% of people working in the UK media industry have received some training from the BBC. In 2001/02, the BBC

delivered almost 9,500 days of screen skills training with a total value of more than £4million. Almost a third of places on these courses were taken by non-BBC staff. The BBC also operates significant training partnerships with: Television and Young People (which gives young people the opportunity to meet and learn from media professionals); Skillset (the Skills Council for the media industry); and a number of schools and community groups around the country.

- **Safety:** The BBC is considered the world leader in the promotion of safety in newsgathering. Through membership of the London News Safety Group and the International News Safety Institute (INSI), we work closely with other broadcasters to develop standards and train journalists. The BBC is also a major supporter of the Rory Peck Trust, which promotes the interests of freelancers and provides subsidised hostile environment training.
- **Awards:** The BBC actively supports major awards that recognise and encourage excellence in media services that promote informed citizenship. It works in partnership with other broadcasters and industry bodies in this regard.

4.3 What is the impact of the BBC on the market?

4.3.1 Where are there commercial markets in informed citizenship?

BBC services that support informed citizenship operate in a number of different markets, with varying levels of competition (see Figure 4.2).

Figure 4.2: In terms of Informed Citizenship programming and services, the BBC's competitors by market vary and competition is lowest on radio in general and in political and parliamentary programming on TV

TV	Level of Competition	Competitors
• Daily News		
– Network	High	ITV, Channel 4, Five, Sky News, ITV News, CNN
– Nations & Regions	Medium	ITV
• Current Affairs		
– Network	High	ITV, Channel 4, Five
– Nations & Regions	Medium	ITV
• Political Programmes		
– Network	Low	ITV, Channel 4, Five, Sky News, ITV News
– Nations & Regions	Low	ITV
Radio		
• Daily News		
– Network	Low	Summaries on national commercial radio
– Nations & Regions	Low	Summaries on local commercial radio and, in London, the two LBC stations
• Current Affairs		
– Network	Low	-
• Political Programmes		
– Network	Low	-
Online		
• Daily News		
– Network	Medium	National newspaper websites, ISPs and portals
– Nations & Regions	Medium	Local newspaper websites

There are many areas where we are the sole provider of particular types of service – that is we address market failure. Only the BBC schedules regular television and radio programmes that provide coverage and analysis of the proceedings of the UK's democratic institutions – for example, through BBC Parliament. Only the BBC provides long-form radio current affairs – such as BBC Radio 4's *With Us or Against Us*, about the building of the coalition in the 'war on terror' – and in-depth news and current affairs on a network of local radio stations.

In terms of its news and information output, and with the exception of 24-hour television news in multi-channel homes, the BBC is the major player in most markets in which it operates. This, in large part, reflects our commitment to universality. We invest more than our commercial rivals in each market as we are seeking to engage hard-to-reach audiences.

CASE STUDY: *TX Unlimited* on 1Xtra

This case study illustrates our investment in developing imaginative approaches to reach audiences not served by other news outlets.

1Xtra is the BBC's station for 15-24-year-old fans of black music. *TX Unlimited* is the station's nightly two-hour news and discussion programme, offering high-quality targeted journalism.

1Xtra gives its audience a voice; listeners contribute by phone, text and email. In its first edition, *TX Unlimited* tackled safety at urban music clubs and since then has examined homophobia, the spread of AIDS, and single parenthood. Documentaries cover issues ranging from the subculture of graffiti to what it's like being in a young offenders institution.

Other innovative programming has included:

- A joint broadcast with BBC Radio Five Live on racism in sport
- How American hip-hop acts are engaging with the US election, in opposition to President Bush and the war in Iraq
- The emergence of Islamic hip-hop acts – in apparent contradiction to the traditional Islamic view of pop as immoral

A team of 20 journalists also provides an hourly news service which brings relevant and authoritative BBC news to 1Xtra's young audience. This service – about 1,000 hours of output across the year and well over 10% of the station's total output – is a commitment that commercial radio would be unlikely to make.

1Xtra reaches people who are not well served by the BBC in general. It has the youngest audience of any of the BBC's radio stations, with an average age of 23. 30% come from an ethnic minority background and over 50% belong to the C2DE social groups. One third of the audience listen to *TX Unlimited*.

4.3.2 What impact, positive and negative, does the BBC have in competitive markets?

The BBC's commitment to reach everyone means that it will need to continue to develop new services in response to changing consumer needs. However, it will do so in a way that provides appropriate safeguards against damaging other organisations.

Positive impacts: The BBC's positive effects in the commercial marketplace are well-documented and acknowledged by other news organisations.⁷ They include that:

- The BBC produces output that is both high-quality and popular and therefore challenges competitors to do the same. The challenge and counter-challenge has produced a virtuous circle in news and current affairs coverage to the benefit of broadcasters and audiences alike.
- The BBC's significant investment in training and safety standards benefits the rest of the industry.
- New technologies developed by the BBC often become widely used throughout the industry (for example, ENPS).
- The BBC intervenes in cases of market failure and produces services that fill the gap (for example, BBC Parliament), or services that stimulate the rest of the market (for example, Freeview).

Negative impacts: We acknowledge that simply by being present in a market the BBC will inevitably have some degree of negative impact on commercial operators seeking to operate in that markets. Public service broadcasting is by its very design a market intervention. The reason for making that intervention is to generate public value. The public value created must outweigh any negative market impact, as was outlined in *Building Public Value*:

"The public, the Government, the broadcast industry as a whole and the BBC's many other stakeholders all have a right to expect that public value should mean just that, and that the benefits of any existing or proposed new service should outweigh any disbenefits there may be, including potential negative market impact."

Building Public Value, 2004 (p15)

- In continuous television news, BBC News 24 has an inevitable audience impact, and therefore a commercial impact, on Sky News and the ITV News Channel (which ITN chose to launch several years after BBC News 24 had already entered the market). It is hard for us to quantify the commercial impact, although it is mitigated by the fact that BBC News 24 does not compete with Sky News or the ITV News Channel for advertising or subscriptions revenue. We have also re-positioned BBC News 24 to ensure it is offering a distinctive service vis-à-vis other continuous news channels (see case study below). On a related note,

⁷ ITN's, Channel 4's and Five's written responses to the DCMS's Review of the BBC's Royal Charter, March 2004; Richard Freudenstein, COO BSkyB, oral evidence given to the Culture, Media and Sport Committee hearing on BBC Charter Renewal, 29 June 2004

through its role in launching Freeview, the BBC has made a positive impact by broadening the market for all three news providers.

- Online, the size of the BBC's presence clearly attracts traffic that might otherwise visit commercial websites. The Graf review into bbc.co.uk concluded that there are indications that "BBC Online may have an adverse impact on competition. In particular, BBC Online might lessen competition, by deterring investment by commercial operators that could have led to new forms of competition." But he went on to say that "At the same time, it seems unlikely that BBC Online has eliminated effective competition across any large areas of online content."⁸

In future, the market impact analysis, which is part of the new public value test, will ensure that the BBC does not enter new markets inappropriately. The BBC is also committed to greater openness about its intentions, so that other organisations are better able to plan their own strategies. This approach was taken in the launch of *BBC iCan*, which the BBC discussed with commercial and other stakeholders prior to launch.

In this context three points merit emphasis:

- The public expects us to invest in new services. The BBC commissioned research specifically to consult the public about Charter review.⁹ When asked to think about recent technological changes, such as the development of the internet and digital TV and radio, 87% of respondents said that the BBC had an obligation to licence fee payers to keep up with technological changes. In deliberative research conducted on behalf of the DCMS as part of its review of the BBC's Royal Charter, "all were agreed that the BBC ought to keep up with developments in technology. It was believed that if it fails to do so it will inevitably perish."¹⁰
- The BBC's commitment to reach everybody requires us to invest in new services so that we keep pace with changing patterns of demand, and provide services that remain relevant to the needs of our audiences.
- Creating public value is our principal concern. We provide a guarantee for audiences that, whatever market pressures other news organisations face, the BBC will always regard serious and trusted journalism as the core of its purpose and will commit resources commensurately.

⁸ *Report of the Independent Review of BBC Online*, DCMS, May 2004, pp14-15

⁹ BBC Charter Review research (BMRB Omnibus), February 2004

¹⁰ *A Report on Deliberative Research to support the DCMS Review of the BBC's Royal Charter*, June 2004 (p15)

CASE STUDY: BBC News 24

This case study illustrates how we aim to be distinctive in a competitive market.

BBC News 24 re-launched in December 2003 with a greater emphasis on analysis, regional news, international affairs and business reporting. This was partly in response to shortcomings identified by Richard Lambert in a report on BBC News 24 commissioned by the Government.

The BBC recognises that Sky News was first to market and produces a good service, valued by many. But we believe that BBC News 24 can and does provide something different. The channel aims to be distinctive in three main ways:

Commitment to accuracy: Breaking news is an important element of continuous news channels, and the BBC, Sky and ITN naturally seek to be the first with stories. Nonetheless, we place a premium on verifying the accuracy of stories before transmitting them. We always make every effort to check stories with the relevant BBC bureau before transmission in contrast to other continuous television news channels who may build stories only from newswire sources. This is most evident in coverage of complex and controversial issues, such as the hostage-taking in Iraq. BBC News 24 gave greater caution to the story in July 2004 of the beheading of a hostage because we were unable to verify the story. This was vindicated when the story was revealed as a fabrication. Our approach means that we may break a news story more slowly than other channels, but we hope viewers should have greater confidence in the veracity of breaking stories on BBC News 24.

Journalism built on specialist expertise: BBC News 24 has its own team of specialist correspondents and access to the BBC's wider network of specialists, foreign correspondents and journalists around the UK. When a story breaks, the channel can turn immediately to someone who can interpret the development from a perspective of experience and expertise. The BBC's competitors rely more heavily on generalist journalists. We believe the deployment of specialism on BBC News 24 enables us to offer faster and better insight into the meaning and significance of developments.

Programmes which add context and analysis: On weekday evenings and at weekends, BBC News 24 provides an opportunity to look into matters in more depth through a host of built programmes which analyse the week's developments or look at particular subjects in detail. Our competitors do not broadcast equivalent programmes.

The changes on BBC News 24 have been well-received by the audience. Since the re-launch, BBC News 24's reach has more closely tracked that of Sky News, and BBC News 24 drew level with Sky News in being mentioned as the channel best for news. This has all been achieved with value for money in mind: BBC News 24's cost per hour of originated programming fell by 1.3% in the last financial year. Research for the BBC found that people ascribe a substantially higher value to the channel as citizens (£0.77 per month) or as consumers (£0.63 per month) than the cost associated with delivering it to them (£0.11 per month).¹¹

¹¹ BBC Value Research, Human Capital/Martin Hamblin GFK, 2004

Chapter 5. BBC output and resources

In this chapter, we aim to answer the following questions:

1. What output directly supports informed citizenship?
2. What other initiatives support informed citizenship?
3. What is the BBC's role in providing public spaces for debate?
4. What resources does the BBC invest in its contribution to informed citizenship?
5. Why is the level of resources committed reasonable and proportionate?
6. What is the BBC's assessment of the value for money it delivers?
7. What is the BBC's assessment of its efficiency?

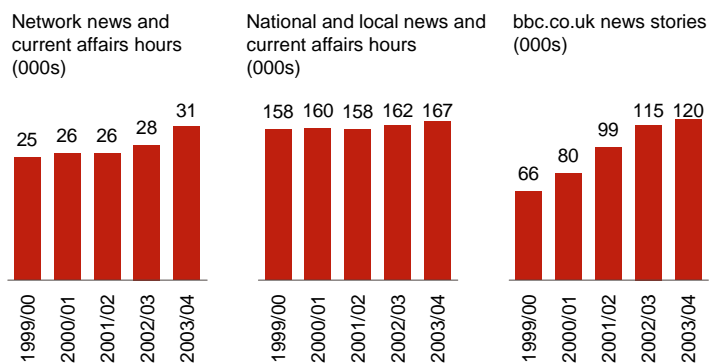
5.1 What output directly supports informed citizenship?

In 2003/04 we broadcast over 30,000 hours of network output on radio and television.¹² In addition we broadcast nearly 170,000 hours of regional and local output on radio and television, representing some 62% of the BBC's total local and regional output. Programming supporting informed citizenship on network radio represents almost 25% of the entire network radio output. Across network and regional television, news and current affairs programming accounts for 73% of total originated first transmissions. We also sustained, in the BBC News website, the largest news site in Europe.

A Ten-Year View: In January 1994, the BBC had two terrestrial television channels, five network radio stations and 38 radio stations serving the nations and regions of the UK. We produced approximately 5,000 hours of news and current affairs each year on network and regional television and around 2,100 hours of news on network radio.

Five years later, the BBC had introduced three continuous news services – BBC Radio Five Live, BBC News 24 and the BBC News website. This was in response to rising consumer demand for convenience – the ability to access news whenever it was required rather than just when broadcasters chose to provide it. In addition, local radio shifted sharply towards a focus on speech.

Figure 5.1: Over the past five years, the BBC has substantially increased the amount of output it offers promoting informed citizenship



Sources: BBC Finance; BBC News Interactive

¹² Networks are channels which serve the whole UK – e.g. BBC Radio 4, BBC One, etc.

BBC news and current affairs output increased to approximately 19,000 hours on network and regional television and around 8,800 hours of news on network radio.

Over the next five years, the amount of output promoting informed citizenship produced by the BBC grew substantially (see Figure 5.1). Today, the BBC offers eight national television channels and ten network radio stations. New digital services, such as 1Xtra, the BBC Asian Network, BBC Three and BBC Four, feature prominently news and current affairs programming.

Total network news and current affairs output on television has more than quadrupled compared with a decade earlier. Political devolution in Scotland, Wales, Northern Ireland and London has stimulated devolution of programming. The BBC News website has become Europe's number one news website and is the most used UK website in the USA.

However, one area where we have not achieved the right balance is with the prominence of current affairs and analysis on BBC television. Recent years have seen some experimenting with our provision in this area – particularly on BBC One, as we sought to build the profile of the channel. In *Building Public Value*, we made the commitment to “restore the prominence and appeal of serious current affairs and analysis – including on BBC One.” The Executive will be making their recommendations in this area to the Governors by the end of this year.

Appendix B details the programmes and services that played a direct role in supporting informed citizenship in 2003/04.

5.2 What other initiatives support informed citizenship?

5.2.1 Wider direct achievements since last Charter review

The BBC supplements its news and current affairs output with a range of wider direct initiatives. Broadly, these fall into five main categories:

- Community initiatives
- Civic data
- Current affairs event days
- Social action seasons
- News learning initiatives

Community initiatives: We have introduced services that use the internet to connect audiences, not only with the BBC but also with each other. Promising examples include *BBC iCan* and the *WW2 People's War* site. The latter has more than 14,000 registered members, contributing personal memories to create a collaborative archive that aims to help future generations understand the sacrifices made by a nation at war.

Civic data: We are using the web to provide unmediated access to civic data which is too expansive to be provided through broadcast channels. Examples include:

- School league tables available by postcode
- Budget implications – through an online questionnaire, produced in partnership with the Institute for Fiscal Studies, which enables people to check how the Chancellor’s annual budget will affect them
- A database of MPs and how to contact them
- Full texts of major speeches by public figures and links to official documents, such as the Hutton Report

Current affairs event days: Three or four times a year, we devote a wide range of BBC resources across multiple channels to focus on a single issue in public life. A typical day would include a number of one-off current affairs programmes in prime-time, some specially-commissioned external research and special features online and on regional news programmes. Subjects covered so far include health, migration, debt and crime. The events seek to get behind the headlines to look at the underlying complexities.

Social action seasons: The BBC has promoted a series of social action seasons to make the audience aware of important social issues and to encourage those affected to take action. Notable recent examples include *Hitting Home*, about domestic violence (see case study below) and *Taking Care* about children in care. BBC Wales recently ran *Big Fat Problem* about obesity. This eight-week season reached 75% of the Welsh population.

The BBC believes that in future we could make earlier use of expert partners and provide better support alongside our programming. Social action seasons are fully described in our Charter Review submission *The BBC’s Learning Impact*.

News learning initiatives: Not all BBC output is delivered on broadcast or interactive media. Some projects are most appropriately delivered in other ways. This is particularly true for some hard-to-reach communities, where our commitment to universality moves us to find non-traditional means of reaching people. *Schools Question Time* was a nationwide initiative to use the classic political discussion format as a basis for teaching the Citizenship Curriculum in schools. *Cashwise* was a free magazine, aimed at the financially disempowered, teaching basic financial management skills; 240,000 copies were distributed through libraries, colleges and Jobcentre Plus.

An inventory of wider direct initiatives promoting informed citizenship, covering 2003/04, can be found in Appendix C.

CASE STUDY: *Hitting Home*

This case study illustrates how we use our scale and a range of approaches to deliver social action initiatives with high impact.

Between 6-10% of women suffer from domestic violence during a single year. Domestic violence accounts for 22% of all violent crime in the UK and the police receive 570,000 calls each year as a direct result. Domestic violence is chronically under-reported.

The *Hitting Home* season raised awareness of domestic violence as an issue and provided immediate free-phone support for those affected who wanted advice and support. *Hitting Home* worked with more than fifty related organisations to create a support network around the season, details of which were provided online as well as over the phone.

The season combined drama, documentary, news investigation, feature film and discussion programming across BBC One, BBC Two, the national radio networks and every local radio station. There were also supporting storylines in soaps such as *EastEnders*. BBC Radio trailed the campaign heavily and addressed the issues directly in programmes ranging from the BBC Asian Network to *The Jeremy Vine Show* on BBC Radio 2.

Hitting Home reached 41% of the adult population with 15 minutes or more of television programming. 35% heard four or more messages related to *Hitting Home* across the BBC radio networks. There were 17,135 calls in total to the helpline and 9,000 page impressions per day to the website.

5.2.2 Indirect activities and their contribution

The BBC's purposes are shared by the whole organisation and a wide variety of other BBC programming contributes to informed citizenship. This includes storylines about social issues on *EastEnders*, drama series such as *State of Play*, children's programmes including *Blue Peter*, religious programming such as *The Heaven and Earth Show* on BBC Two, and the disability website *Ouch!* on bbc.co.uk.

Indicative examples of indirect activity can be found in Appendix D.

5.3 What is the BBC's role in providing public spaces for debate?

One of the BBC's strategies focusing on informed citizenship is interaction and participation. This strategy directly supports our purpose in creating democratic value through supporting national debate.

Across the BBC's services, the views of the public and powerful alike can be considered, scrutinised and challenged in ways that provoke audiences to test and form their own opinions, and understand more clearly the positions of others.

Sometimes public debate is manifested in an opportunity for members of the public to quiz public figures, as when *Newsnight* invited audience members to question the Prime Minister before the Iraq War. On other occasions, our public spaces offer opportunities for audiences simply to talk to each other.

CASE STUDY: *Talk Back*

This case study illustrates the BBC's role in providing forums for public debate.

Each weekday on BBC Radio Ulster, immediately after the midday news, listeners are greeted with the familiar words 'This is *Talk Back*.' For the next hour and a half, they will hear a unique mixture of debate, humour, opinion and talking-point journalism which has been informing, educating and entertaining audiences in Northern Ireland since 1987.

Talk Back was created as a current affairs programme with an unashamedly popular and accessible approach to the issues of the day. It brought listeners to voices that had not been heard much before – their own. At a time when there seemed no end to the violence tearing apart the community, it gave the public the opportunity to express their views on all sorts of topics often in terms which were raw, angry and unyielding. The programme's honesty has made it a lasting success story. It provides a pressure valve for an often overheated community.

In the latest listening figures available, for the second quarter of 2004, *Talk Back* achieved a 37% audience share, representing 130,000 weekly listeners.

The Guardian has called *Talk Back* "an alternative peace process" and many listeners would echo the words of the *Daily Telegraph*, which described it as "a natural meeting place, familiar and trusted."

Our spaces for debate include:

- *Question Time* on BBC One and *Any Questions* on BBC Radio 4, which give members of the public the opportunity to put questions to politicians and other public figures, and *Any Answers* on BBC Radio 4, which offers listeners the chance to share their opinions on what these public figures have said
- *Have Your Say* on the BBC News website, which presents users' emails on subjects in the news
- Forums on the BBC News website, in which a public figure will spend time answering questions from users
- *The Jeremy Vine Show* on BBC Radio 2, the mid-morning shows on BBC Radio Five Live and the BBC Asian Network, and phone-ins on every station in the nations and regions, which provide daily platforms for listeners to call in and discuss issues in the news
- *BBC iCan*, which provides a space online for users to put issues of concern on the local or national agenda

- Message boards on the *Where I Live* sites, which provide spaces for people to discuss issues with each other locally, and message boards on websites for programmes such as *Today*, which serve the same purpose nationally

5.4 What resources does the BBC invest in its contribution to informed citizenship?

In 2003/04 the BBC spent £0.5billion, 18% of its net licence fee income, on its direct contribution to informed citizenship. About £0.3billion of this was spent on network TV, radio and online; and around £0.2billion in BBC Nations & Regions. About 6,500 people are employed across these activities. Details of how these funds and the associated hours of output are apportioned are given in Table 5.1.

Table 5.1 Apportionment of the BBC's investment in its contribution to informed citizenship

2003/04	Market Provision	Investment £m	Investment %	Output Hours
TV				
Daily News				
- Network	High	92	18	11,688
- Nations & Regions	Medium	96	19	4,426
Current Affairs				
- Network	High	40	8	252
- Nations & Regions	Medium	14	3	291
Political Programmes				
- Network	Low	13	3	8,567
- Nations & Regions	Low	7	1	321
Radio				
Daily News				
- Network	Low	34	7	9,340
- Nations & Regions	Low	89	17	161,791
Current Affairs				
- Network	Low	7	1	452
Political Programmes				
- Network	Low	2	1	236
Online				
- Network	Medium	12	2	N/A
- Nations & Regions	Medium	3	1	N/A
Other				
Newsgathering		88	17	
Wider direct output		11	2	1,147
TOTAL		508	100	198,511

5.5 Why is the level of resources committed reasonable and proportionate?

As we noted at the beginning of this report, our purpose in supporting informed citizenship is a huge and ambitious undertaking – and one that is the cornerstone of the BBC:

We aim to engage everyone in the UK with impartial and accurate news and information. We will help to promote the public's understanding of complex issues which is fundamental to a functioning democracy. In order to achieve this, we must

reach all sections of the population with services and programmes that offer trusted and authoritative insight in ways that engage people's interest.

The scale of our investment flows directly from these ambitions, and has three main drivers:

- We provide a wide range of services to engage everyone
- We aim to be distinctive in terms of excellence and reliability
- We offer services the market does not provide at all

We have explained in earlier chapters the implications of these commitments in operational terms. Each of these drivers, which we believe are essential aspects of our work to support distinctive and valued services, carries significant costs.

The wide range of our services flows from our commitment to try to engage everyone with programmes that ensure informed citizenship. As noted above, the increasingly diverse and complex needs of our audiences require us to produce more tailored and targeted programmes and services.

Equally, our commitment to excellence and reliability is resource intensive. The four ways in which we seek to differentiate our journalism – first-hand reporting, specialism, a broad and serious agenda and investigations – are all costly. The following examples help illustrate our level of investment in some of these. All of these, we believe, help to ensure BBC journalism is distinctive:

Sustaining 44 foreign bureaux and associated coverage	~ £40m
BBC Three news and current affairs	£14m
BBC News website	£12m
<i>Panorama</i>	£8m
<i>Today</i> on Radio Four	£5m
<i>This World</i> (a weekly TV world affairs programme)	£5m
BBC Four news (focusing on world affairs)	£5m
<i>Newsround</i> (including website)	£4m
Economics and business specialists	£3m
<i>BBC iCan</i>	£1m
BBC News Analysis and Research team	£0.6m

In addition to our commitments to range and excellence there are many areas where we offer services that are not supplied by the market at all. We have endeavoured to provide an estimate of the cost of those categories of output where there is low or no competition (see Table 5.1). These cost, in aggregate, £153m in 2003/04 and represented over 180,000 hours of output. This includes the services where we are most directly addressing market failure, for example:

Informed citizenship output on five national radio stations in English and 39 English local radio stations	£79m
Television and radio services in minority languages (e.g. Gaelic)	£36m
News and current affairs on BBC Radio 4	£28m
The Politics Show	£7m
BBC Parliament	£3m
Party Conferences	£1m
News on 1Xtra	£1m
Newsbeat on BBC Radio 1	£1m

The BBC spends more on mainstream national television news than our other television news organisations. News on BBC One costs approximately £40million (including its share of newsgathering) versus ITV1's £32-36million.¹³ The BBC's higher costs are driven by factors such as our higher proportion of foreign news than other providers, our commitment to a broad and serious agenda, first-hand reporting and a strong team of specialists. There are also some areas where the BBC spends less, such as BBC One's *Breakfast* versus *GMTV* and *Newsnight* versus *Channel 4 News*.

We have argued above that most of our costs flow from our commitments to range, distinctiveness and addressing market failure. However, there are a number of areas where our activities are directly comparable to other news broadcasters, and here we should at least match or exceed them for efficiency.

Over the last few years, BBC News has conducted a number of detailed benchmarking exercises with ITN looking at staffing levels and working practices. The findings are confidential, owing to the terms of our agreement with ITN. However, the benchmarking concluded that overall staffing levels were comparable between the two organisations. Since the study, ITN has reduced its costs significantly to reflect its new ITV contract so we are continuing to work with them to ensure we continue to reflect best practice.

5.6 What is the BBC's assessment of the value for money it delivers?

Value for money is the measure of audience impact we achieve in return for the investment we put in.

For most of our activities, a true sense of value for money is hard or impossible to measure quantitatively. This is because we do not have quantitative measures for most of our impacts – such as the extent to which the BBC makes UK citizens more knowledgeable about the world and the value attached to this. However, we can measure impact quantitatively in terms of reach – and therefore we can measure the cost per person reached.

Even here, judgement is needed. Some services may be relatively expensive in terms of cost per person reached (for example, *TX Unlimited* on 1Xtra). However, this may be justified and still represent good value for money if there is evidence that

¹³ Various broadsheet newspaper reports on the renewal of ITN's contract to supply ITV news services with effect from 1 January 2003, September 2001

these services are the sole or principal source of news for these audiences. This relates to our central objective of seeking to engage all; some audience groups are by their nature harder and considerably more expensive to reach than others.

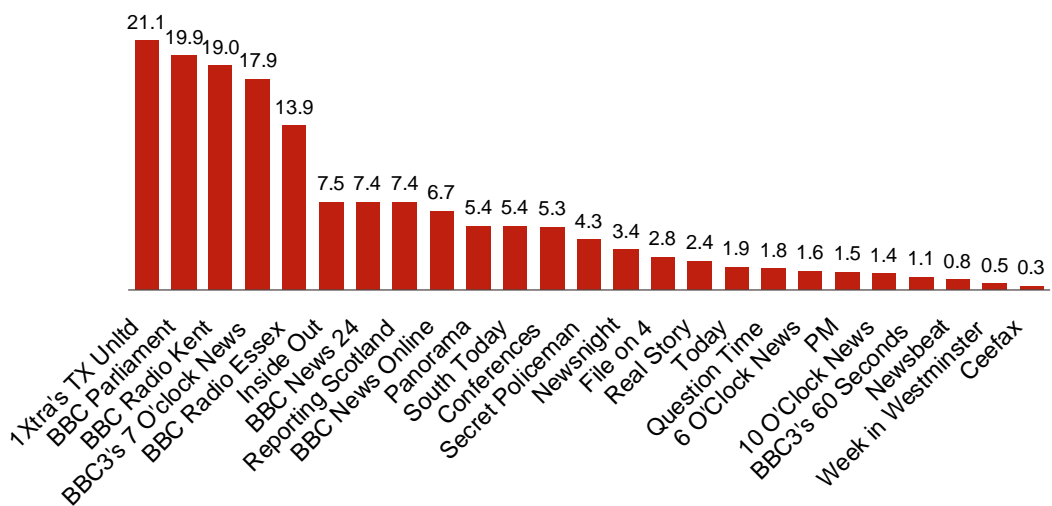
Overall, three sets of evidence are available and these indicate that we do provide good value for money:

- Cost per person reached
- Public response to the value of news and current affairs as part of the offering from the BBC
- Benchmarking (see section 5.5)

Cost per person reached: By considering how much we spend on a particular programme or service in a week and dividing this by how many people watch, listen to or use this service in a week, we are able to determine the weekly cost per person reached by that programme or service. Figure 5.2 shows this figure for a selection of BBC programmes and services that promote informed citizenship. The vast majority cost less than 10 pence per person reached per week.

Figure 5.2: The vast majority of informed citizenship programmes and services cost less than 10p per person reached per week

Weekly cost per person reached, 2003/04
(Pence)



Source: BBC analysis

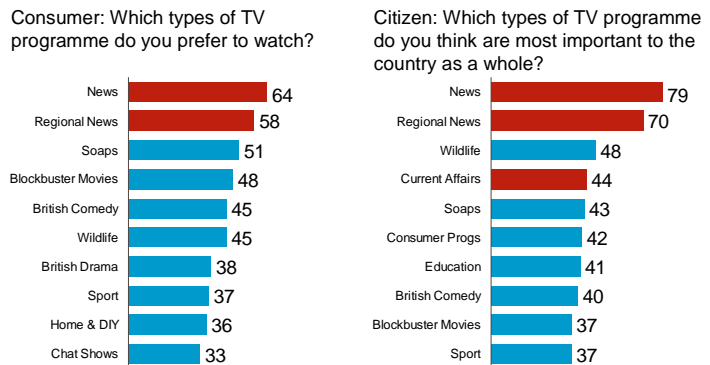
The total current weekly cost per person reached by all our programmes and services that seek to deliver informed citizenship is around 25 pence – about half the price of a single edition of a broadsheet newspaper.

Value of news and current affairs:

The public value highly news and current affairs from the BBC. This was demonstrated in recent DCMS research (see Chapter 6).

The BBC's own research into the population's willingness to pay the licence fee suggests that news is the programme genre that respondents rate as the most important, both to them as individuals and to society (see Figure 5.3). Current affairs is also highly rated for its importance to society.

Figure 5.3: Members of the public value news and regional news the highest, as both consumers and citizens



Source: BBC Value Research, Human Capital/Martin Hamblin GFK, 2004

5.7 What is the BBC's assessment of its efficiency?

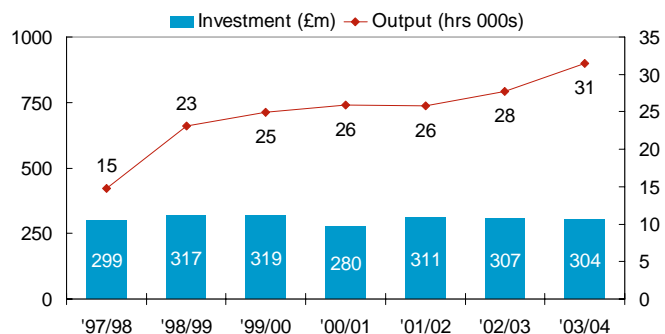
We believe we have delivered good efficiency over the current charter period. Increased efficiency – minimising costs while maintaining the appropriate level of quality – has been the principal driver of improved value for money in recent years.

There are two main ways we have increased efficiency: by reducing costs and by introducing technological improvements. Both have produced significant savings in the current charter period.

For example, since 1997/98, expenditure in the BBC's News division has remained almost flat in real terms yet the total volume of output has more than doubled over this period (see Figure 5.4), even before the output

Figure 5.4: During the current Charter period, BBC network news has delivered a substantial increase in output hours on level funding

BBC network news investment and output hours (£m (real terms, 2003/04) and hrs 000s)



Source: BBC Finance

NB: Includes spend but not output associated with bbc.co.uk/news, Ceefax, Dtext and iTV

associated with the BBC News website, Ceefax, digital text services and interactive television is taken into account. Network television news generated 40% of the £30m of efficiencies found in TV genres in the three years to 2002/03.

Savings have facilitated investment elsewhere – particularly on BBC Radio Five Live, BBC News 24 and the new digital services (including making BBC Parliament a full-time service). The dramatic increase in hours of output that the new services have delivered, together with the new audiences they have reached, have helped drive an improvement in value for money.

Recently the BBC has launched a major review of all its operations with the aim of significantly improving value for money and, in doing so, generating considerable savings. We recognise there is always room for improvement in delivering greater efficiency. All areas of output that support informed citizenship will be examined as part of this review.

While headline efficiency figures are useful, they represent only a single aspect of output. They need to be checked against the quality of that output. The measures we have – for accuracy, impartiality and trust – provide reassurance that quality has not suffered. The BBC will continue to invest in high-quality, original journalism and remains committed to a broad and serious agenda.

Chapter 6. Performance

In this chapter, we aim to answer the following questions:

1. How well does the BBC reach audiences?
2. How good is the quality of BBC services?
3. What is the impact of BBC services supporting informed citizenship?

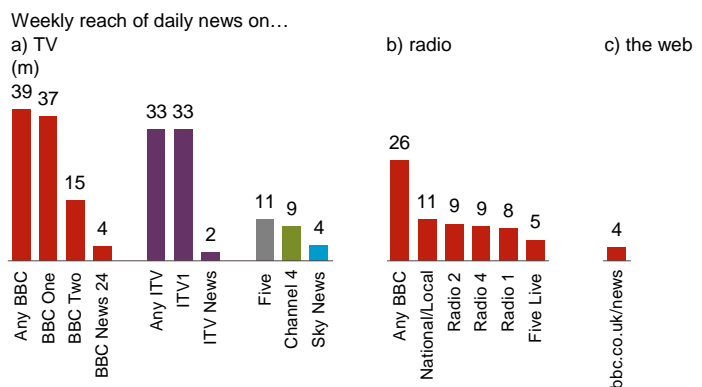
The drivers of public value and our contribution to informed citizenship were identified in *Building Public Value* as reach, quality, impact and value for money (as outlined in Chapter 3). The BBC now uses these as the framework for monitoring the performance of the BBC as a whole and its services. We reported on value for money in the previous chapter. This chapter considers reach, quality and impact.

6.1 How well does the BBC reach audiences?

Audience reach is the key measure of our success at providing everyone with news and information contributing to informed citizenship.

As outlined in Chapter 4, each week, BBC-informed citizenship programmes and services reach more than 80% of the UK adult population (over 40 million people). Even among the harder-to-reach under-35 and C2DE audience groups, our weekly reach is 76% (see Figure 4.1). We recognise we need to improve our performance among these groups.

Figure 6.1: Each week, 39m TV viewers, 26m radio listeners and 4m internet users turn to the BBC for daily news



Sources: BARB, 3-minute reach, all individuals 4+; RAJAR, all individuals 4+ (excludes bulletins shorter than 5 mins); BMRB Access Monitor, adults 15+; all for Jan–Jun 2004

Considering our three main media in turn, daily news output from the BBC reaches 39 million TV viewers, 26 million radio listeners and 4 million internet users each week (see Figure 6.1).

6.2 How good is the quality of BBC services?

Audiences appreciate the BBC for its quality. In the DCMS quantitative research on public attitudes to the BBC, 'high quality news programmes' was the second most frequently cited of the BBC's strengths.¹⁴

¹⁴ DCMS, *What You Said About the BBC*, 2004 (p12)

Here we look in detail at four specific measures the BBC uses to assess the quality of its news and current affairs output.

- Accuracy and impartiality
- Trust
- Best for news and current affairs
- Breadth and intelligence of our agenda

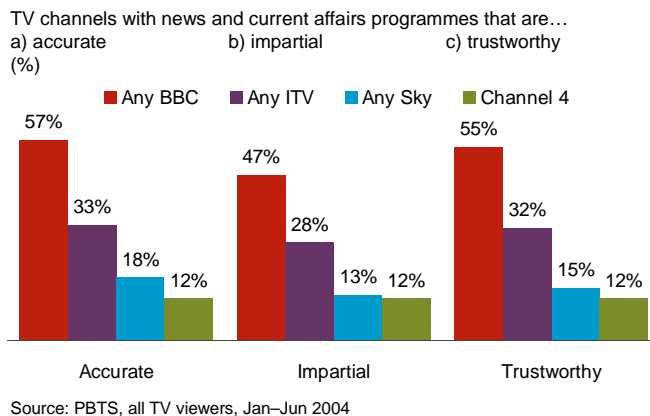
6.2.1 Accuracy and impartiality

Accuracy and impartiality are the building blocks of trust. The research for the DCMS concluded that:

“On balance, the BBC has a reputation amongst the UK public for reliable, accurate and impartial news reporting.”

DCMS, What You Said About the BBC, 2004 (p12)

Figure 6.2: BBC tracking shows the BBC to be rated the most accurate, impartial and trustworthy provider of news on TV

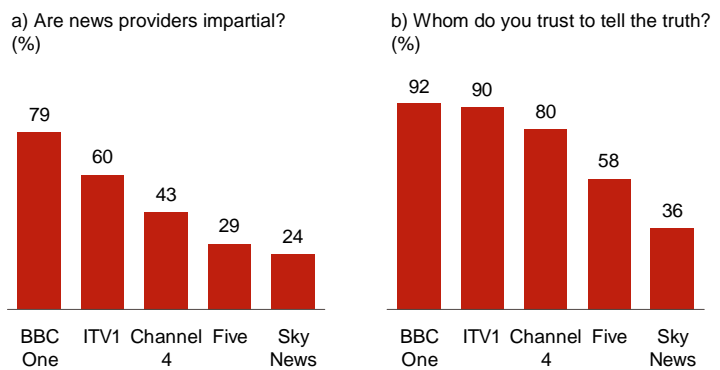


Each month we ask members of the public to name TV channels that offer news and current affairs programmes that are accurate and that are impartial. Figure 6.2 (a & b) shows that BBC channels receive the most mentions, with a clear lead over the next best performer, ITV.

The ITC and BSC, for their report *New News, Old News*,

asked survey respondents about the impartiality of news providers, including the BBC. While television news is generally more trusted than other media, the BBC scored notably well even against other TV news providers. Nearly 80% agreed that news on BBC One is impartial, one-third more than said the same of ITV1 and nearly twice as many as agreed that Channel 4’s news is impartial. The results can be seen in Figure 6.3a.

Figure 6.3: Independent research confirms that the BBC is considered an impartial and trusted news provider by the most people



6.2.2 Trust

The BBC is a very trusted institution. The key findings of the PBTS in relation to audience trust are:

- The most trusted television channel in the UK is BBC One – the home of the BBC’s most watched news and current affairs programmes, nationally and regionally.
- The majority of respondents mention a BBC channel when asked which TV channels, if any, they think are trustworthy – substantially higher than other broadcasters (see Figure 6.2c).

This strong level of trust in BBC news is confirmed by independent research:

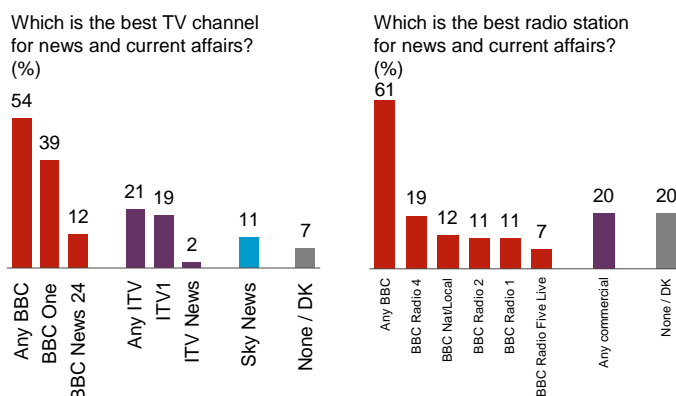
- The 2002 ITC/BSC report *New News, Old News* found that while all the main TV news providers score well on trustworthiness, BBC One performed best, at 92% (see Figure 6.3b).
- In an ICM poll for the BBC in April 2003, when people who had seen coverage of the first two weeks of the Iraq conflict on more than one channel were asked which single station they trusted most to tell the truth, BBC One was the most mentioned (with 51%, compared with ITV1 at 31%).

6.2.3 Best for news and current affairs

62% of respondents to the quantitative research for the DCMS named the BBC as providing the ‘best news and current affairs about Britain and the world’.¹⁵

When we ask the public which TV channel and radio station provide the best news and current affairs, we find in each case that the majority (54% and 61% respectively) name a BBC TV channel and a BBC radio station (see Figure 6.4).

Figure 6.4: Audiences say that the BBC offers the best news and current affairs on both TV and radio



Source: PBTS, all TV viewers / radio listeners, Jan–Jun 2004

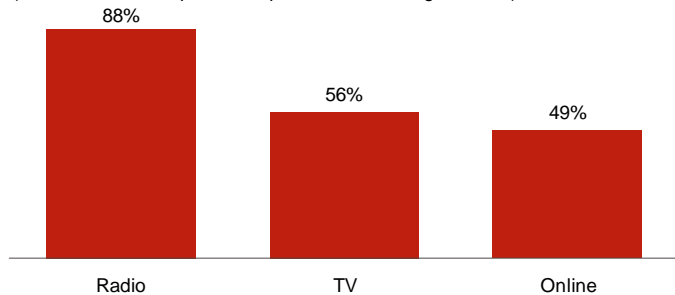
¹⁵ DCMS, *What You Said About the BBC*, 2004 (p12)

Audience data for major national occasions confirm that audiences seek out news from the BBC. More than 4.5 million people turned to the BBC to watch live coverage of Saddam Hussein's statue being pulled down on 9 April 2003, corresponding to a share of 49%.¹⁶

The data in Figure 6.5, from an ICM survey, show a clear preference for news from the BBC during the Iraq War.

Figure 6.5: At times of heightened interest in news, such as during the Iraq War, the BBC is clearly the first choice for audiences

Public's attitude to media coverage of the Iraq War: which was the best source of news by medium? (% of those who expressed a preference, naming the BBC)



Source: ICM poll for the BBC, 1,002 adults aged 16+ interviewed on 2-3 April 2003

6.2.4 Broad and serious agenda

A broad and serious agenda in our news services is one of the points on which we aim to be distinctive from other news broadcasters. The public express broad satisfaction on this point: many respondents to the DCMS consultation on the BBC's Charter mentioned their appreciation of the range and comprehensiveness of the BBC's news coverage.¹⁷

A number of recent pieces of research suggest that BBC news offers both a broader range of subjects, including more international stories, and a more 'broadsheet' than 'tabloid' agenda, than other news broadcasters:

- *New News, Old News* (for the ITC/BSC), 2002
- *The World on the Box* (for 3WE), 2004
- Agenda analysis conducted for this submission

New News, Old News: This content analysis conducted by Ian Hargreaves and James Thomas for the ITC/BSC concluded:

- BBC One early and late evening bulletins were "predominantly broadsheet"
- ITV1 early and late evening bulletins offered a "more mixed tabloid/broadsheet menu"
- *Channel 4 News* was "composed largely of foreign and broadsheet" stories
- *Five News* took "a most (if far from total) tabloid approach"¹⁸

This research demonstrates a leaning in the BBC's coverage towards international and serious stories. In our two evening bulletins on BBC One, where we compete most directly with ITV1, we continue to provide a distinctive, broadsheet agenda.

¹⁶ BARB

¹⁷ DCMS, *What You Said About the BBC*, 2004 (p13)

¹⁸ Ian Hargreaves and James Thomas, *New News, Old News*, ITC and BSC, 2002 (p88)

The World on the Box: This recent report for 3WE (a coalition of international development and environment charities) updated research in the report *From Callaghan to Kosovo: Changing Trends in British Television News 1975-1999*. It shows that the *Ten O'Clock News* on BBC One provides the largest proportion of international news coverage, with 50% of its bulletin time given to foreign stories.¹⁹

Table 6.1: Proportion of foreign news in main bulletins, 2003 (%)

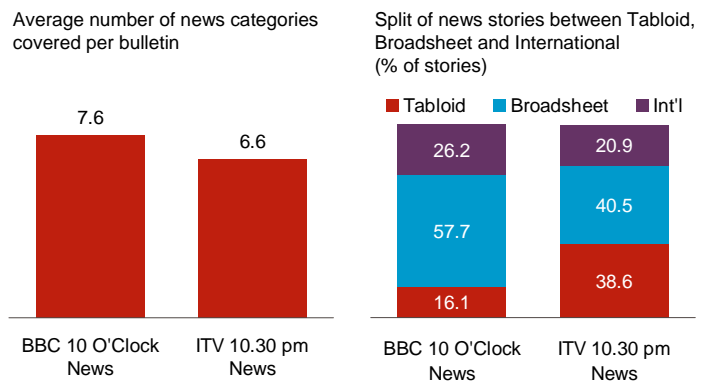
	2003
BBC 10 O'Clock News	50
Channel 4 News	39
ITV1 Nightly News	32
BBC 6pm News	31
ITV1 Evening News	30
Five News (7pm)	28

Source: The World on the Box, 2004

Agenda analysis: The BBC conducted research comparing the agendas of the *Ten O'Clock News* on BBC One and ITV1's *News at 10.30pm*, for three weeks in July 2004.

Using the news story classification from the *From Callaghan to Kosovo* study (see Appendix E), the BBC's story selection is shown to be heavily broadsheet compared with ITV1's (see Figure 6.6). The BBC's coverage was also considerably broader than ITV1's – the BBC covered an average of 7.6 news story categories in each programme, compared with 6.6 on ITV1. Full results and methodology are described in Appendix E.

Figure 6.6: Our analysis showed that the BBC's late evening TV news bulletin offers a wider range of stories and a more serious agenda than ITV's late evening TV news bulletin



Source: BBC analysis, 12–30 July 2004, using story classifications from *From Callaghan to Kosovo*, Barnett et al, July 2000

6.3 What is the impact of BBC services supporting informed citizenship?

Not all our goals lend themselves to quantitative measurement. In particular, it is probably impossible to quantify all the wider social benefits we provide – the impacts that we seek are influenced by many factors in addition to BBC programming. Previously our emphasis has been on measuring the other outcomes of our output (reach, quality and value for money) and we have made insufficient effort to understand the overall impact of our output. In the future, we intend to understand this better.

The outcomes for impact that we seek to generate among the population are:

¹⁹ Caroline Dover and Steven Barnett, *The World on the Box: Changing Trends in International Factual Coverage on British Terrestrial Television*, 3WE, 2004, p.19

- Greater awareness of the issues that shape our lives and an understanding of the choices that we face, as individuals and collectively
- Curiosity about the world, and a motivation to seek further information
- Discussion with family and friends about issues in the news
- Engagement with democracy – which includes:
 - An informed judgement about whether and how to vote in elections
 - An understanding about how to participate in democratic life in other ways – such as responding to a public consultation, running for office or supporting a campaign

The assessment we provide here is based on broad conclusions that can be drawn from a number of indicators and research specially commissioned for this report. We also describe how we intend to tackle the assessment of impact more systematically in future.

6.3.1 Broad indicators of impact

The DCMS investigation of public attitudes to the BBC gave strong indications that the BBC succeeds in supporting informed citizenship:

- 85% of participants in quantitative research agreed with the statement that “the BBC has an important role in keeping the public informed about what is going on in the UK.”²⁰
- Many respondents to the public consultation “suggested that a high value is placed on the BBC’s role in helping people take part in the democratic process and debate more generally”.²¹

Recent BBC research conducted as part of our public consultation for Charter review revealed that 84% say the BBC is important to society.

Other data confirm these impressions:

- There were 71,500 downloads of the summary of the Butler Inquiry report from the BBC News website – suggesting that its easy availability prompted many people to access the report who might not otherwise have done so.
- Social action initiatives prompt significant numbers of people to contact the BBC and other organisations (see the case study on *Hitting Home* in Chapter 5).
- Investigative reports prompt political and media follow-up which can lead to changes in policy (see the case study on investigative journalism below).
- Project assessments can show significant civic impact – for example, the Citizens Advice website experienced a 50% increase in hits following its mention in the BBC’s *Cashwise* magazine supporting personal finance skills.

²⁰ DCMS, *What You Said About the BBC*, 2004 (p12)

²¹ DCMS, *What You Said About the BBC*, 2004 (p13)

CASE STUDY: Investigative journalism

This case study illustrates the BBC's commitment to investigative current affairs programmes that have high impact.

The BBC makes a sustained commitment to supporting current affairs investigation on television and radio. We believe these investigations are distinctive and uniquely valuable to society. Here are some recent examples:

- Mark Daly's undercover investigation, *The Secret Policeman*, revealed racist attitudes in a police training college. Subsequently, nine officers resigned from three constabularies.
- Justin Rowlett's *Panorama* investigation, *Buying the Games*, found that a member of the International Olympic Committee was prepared to sell votes. The IOC suspended an official pending an inquiry.
- John Sweeney's award-winning reports on cot deaths for *File on 4* and *Real Story* raised important issues about the use of expert evidence in these cases. Subsequently, both Sally Clark and Angela Cannings had their convictions overturned and there have been changes to the procedures used for investigating mothers accused of killing their babies.
- Olenka Frenkiel's investigation for *This World* revealed abuse of political dissidents and their young families in North Korean prisons.
- Lizz Brown's undercover report for *Real Story* exposed bad practices in nurseries around the UK. Following the report, Ofsted announced it would carry out more nursery inspections at short notice.
- Hilary Andersson's *Panorama* investigation revealed the secret youth camps set up by Robert Mugabe's government in Zimbabwe to teach torture and killing.
- John Ware's Northern Ireland investigations uncovered collusion between certain elements of the British security services and loyalist murder squads in Northern Ireland.

6.3.2 Performance on specific outcomes

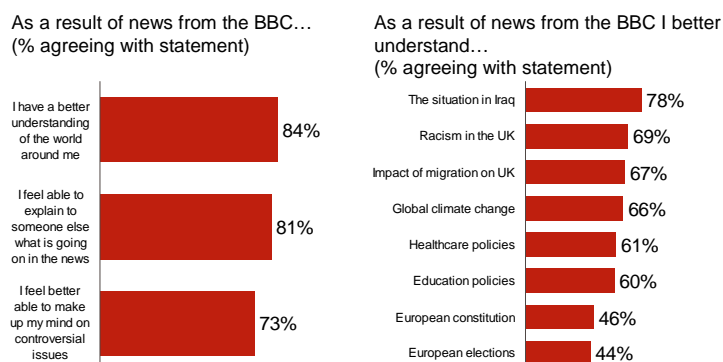
For this report we commissioned research to help us evaluate the influence of the BBC on the public's level of knowledge and involvement in democracy.²² A representative sample of 2,000 adults was interviewed and below we provide a summary of the results for each of the outcomes that we seek for impact. This survey provides clear evidence that we are succeeding in terms of social impact – as a result of our output, the majority of the UK population feels better informed and has a deeper understanding of the events in the news.

²² Research was commissioned from Taylor Nelson Sofres (TNS) and conducted in July 2004

Greater awareness and understanding of issues: (see Figure 6.7)

- 84% of BBC news consumers agreed that BBC coverage enabled them to have a better understanding of the world around them. They declared themselves well-informed about things they care about.
- 73% said they felt better able to make up their mind on important issues as a result of consuming news from the BBC.

Figure 6.7: Our specially commissioned poll revealed the BBC has a high level of impact on informed citizenship, although our coverage of Europe could be improved



Source: TNS (RSGB) Omnibus poll for the BBC, 21–25 July 2004
Base: All BBC News consumers

- The majority of respondents had a better understanding of specific issues in the news thanks to BBC coverage. This was particularly true for the situation in Iraq (78% said they understood it better), and also true for racism in the UK (69%), the impact of migration on the UK (67%) and global climate change (66%).
- However, our coverage of the European constitution and the European elections left only 46% and 44% respectively feeling better able to understand the issues concerned. In addition, 26% of BBC consumers (most likely to be older women) remained confused by issues covered in the news. This is clearly unsatisfactory.

Curiosity about the world: 63% of respondents said that they had become more interested in finding out about certain issues as a result of BBC coverage, while 57% said they were more interested in international events as a result of our coverage.

Discussion with family and friends: 74% of respondents said that, as a result of BBC coverage, they were more likely to talk to family and friends about current news events, while 81% said they felt able to explain to someone else what was going on in the news. This is important because discussion is the best way to build social capital – people who discuss issues in the news with family and friends are the most likely to become engaged with democracy.²³

Informed judgement about whether and how to vote in elections: Our survey was conducted shortly after the European and local elections, yet the majority of respondents (52%) felt BBC coverage did not help them understand what was being decided in the European elections. Just 48% said that BBC coverage made them more likely to take an interest in local and national elections. The comparatively poor level of understanding of political parties' health and education policies (61% and 60% respectively), shortly after both issues had been extensively discussed in the news, is also cause for concern. This is clearly an area where the BBC needs to do better.

²³ According to Professor Stephen Coleman of the Oxford Internet Institute, in an interview for this report

Understanding how to participate in democratic life: Almost one in five respondents (17%) claimed to have been directly influenced by BBC coverage to participate further in the democratic life of the country – for example, by signing a petition, attending a meeting, contacting a politician, joining an organisation or participating in a protest. This implies approximately 8 million people have been prompted to participate in public life as a direct consequence of BBC output – an encouraging figure.

6.3.3 How will the BBC improve its assessment of impact in future?

The research commissioned for this report has provided a good basis for developing a framework to understand future audiences' perceptions of the impact of BBC coverage in terms of the outcomes that we seek.

We propose to conduct:

- Regular surveys
- Project-level analysis
- Further research on the impact of our output

Regular surveys: We intend to add some questions, similar to those in our survey for this report, to the BBC's regular tracking study. These will provide time-series data and basic pointers about levels of public knowledge and how well the public believe the BBC is meeting its objectives for impact. We will ensure that results are integrated into the editorial process.

Project-level analysis: All future BBC projects intending to contribute to informed citizenship should propose an approach to impact measurement before they are approved.

Further research: The BBC will support research into how television audiences absorb information whilst watching and listening to news programmes. This should help us present news in a way that is most likely to be understood and remembered. The BBC would expect to share this information with the industry.

Chapter 7. Future priorities

The purpose of this report is to account for the BBC's current and recent contribution to informed citizenship. However, in this chapter, we outline briefly our priorities for the future. These are addressed fully in *Building Public Value*.

This section addresses the following questions:

1. What does the BBC regard as the key future challenges to its ability to support informed citizenship?
2. What criteria will determine the BBC's plans and predictions for the future fulfilment of its informed citizenship purpose?
3. What future priorities are highlighted in *Building Public Value*?

7.1 What does the BBC regard as the key future challenges to its ability to support informed citizenship?

Our aim to engage everyone in the UK with impartial news and information is becoming more challenging. Consumers are becoming more demanding and have more diverse needs. They also face an ever-greater choice of news sources, many of them with editorial values very different from our own. In this context, it will inevitably become harder for the BBC to maintain high levels of reach.

We are confident that the BBC will rise to these challenges and will continue to be effective in supporting informed citizenship. Despite the huge changes in the media landscape over the last 20 years, and equally significant changes in society and consumer needs, the reach of the BBC's services supporting informed citizenship has remained remarkably robust.

The BBC is better able today to meet its aspirations for informed citizenship than it was at the start of the last Charter period. This is a result of an effective strategy, based on a sound understanding of audience needs and technology, and appropriate investment. Our goal is to repeat this for the next Charter period.

We believe the BBC faces five main challenges relevant to promoting informed citizenship over this period:

- Ensuring high standards of accuracy, fairness and impartiality
- Maintaining high reach in a multi-channel world
- Making the transition to a fully interactive and on-demand world
- Delivering high levels of public understanding of complex issues
- Seeking to address rising public disengagement with politics

7.1.1 Ensuring high standards of accuracy, fairness and impartiality

This report has made clear that our editorial values are the foundation of everything we do. As we have acknowledged, maintaining the highest standards is already a difficult task and one we do not always meet in full.

And it may become more difficult as we operate in an increasingly competitive, 24-hour news market with a greater diversity of services across many different platforms. In addition, the public's trust in institutions in general is in decline. However, no future priority is more important to us than seeking to meet, in full, our editorial values across all our output. This report has outlined a number of proposals that should ensure we meet standards of excellence for accuracy and impartiality.

7.1.2 Maintaining high reach in a multi-channel world

As Figure 6.1 made clear, television news is our single most effective route to reaching large numbers of people with services that aim to support informed citizenship.

BBC television news currently reaches 65% of all viewers in terrestrial-only homes (those with just five television channels) each week. In contrast, the equivalent reach for BBC television news (including BBC News 24, BBC Three and BBC Four) in multi-channel homes is 49%.²⁴ These figures illustrate starkly the challenge we face in maintaining our current levels of reach as the penetration of multi-channel television rises.

We believe we can largely offset this effect if we continue to invest in services that provide new opportunities to reach audiences. These include programmes supporting informed citizenship on all of our new digital television and radio networks and new media services (in particular, websites, news on mobile devices and broadband news).

It remains essential that the BBC continues to schedule programmes that support informed citizenship prominently on our mainstream television and radio networks – in particular BBC One. We will continue to do this.

7.1.3 Making the transition to a fully interactive and on-demand world

All organisations operating in the news and information market are facing revolutionary changes in the way they can serve their audiences. These changes present significant challenges – but they are also hugely exciting.

They make it possible for us to provide audiences with news and information whenever and wherever it is needed; to provide a greater range of stories and to provide better depth and context around these stories. They also open up a world of full interactivity including a rich and diverse use of content created by our audiences and lively debate among them on current events.

²⁴ BARB, Q4 2003, all adults 16+

Over 50% of the UK population claim to use the internet regularly; 15% of UK households now have access to broadband internet (a figure forecast to grow very rapidly); mobile phone usage is almost universal and soon, all mobile phones will be capable of receiving text news and information.

Other emerging technologies will revolutionise the way we provide news and current affairs. One of the most intriguing is the personal video recorder. This makes possible true television news on demand. Not only would this greatly enhance the convenience of television news and extend the range of stories we could provide but it would also enable us to supplement daily news stories with greater depth and explanation. For example, a report on a suicide bombing in Jerusalem could be contextualised with a background report on the origins of the conflict, with material from our archive, with maps and with text biographies of the major figures. We believe this would be a hugely powerful and effective way to enhance the public's understanding of daily news stories.

The challenge for the BBC is to understand fully the changing audience needs in this world and to meet those needs with creative and effective services.

7.1.4 Delivering high levels of public understanding of complex issues

This is possibly the hardest challenge we face. It is certainly the challenge that requires the most focused and creative thinking on how it might be addressed.

The research summarised in Section 6.3.2 makes clear that we have to improve the extent to which we deliver high levels of public understanding of complex issues. The research suggested that, in particular, we needed to improve understanding of European affairs.

Many of the most complex current issues facing society today are either international affairs or the impact of these on domestic policy. These include not just the conflicts in Iraq, the Middle-East and Africa but also wider issues such as AIDS, globalisation, environmental damage and migration. The BBC has an obligation to explain the world to the UK.

Whilst we do not deny the magnitude of this challenge, we have the resources to commit to meeting it more effectively than other providers. These include: the skill, knowledge and expertise of our staff (particularly our specialists); our network of bureaux both in the UK and around the world; and an increasing prominence of serious current affairs and analysis on BBC television.

7.1.5 Seeking to address rising public disengagement with politics

There is a broad consensus that this is a serious issue for the democratic health of the nation. However, there is no consensus about what either politicians or the media should do to reverse this trend.

Our review of political journalism, covered as a case study in this report, has enabled us to make some progress but we need to do more. Interactive media will help – in particular around debate, engagement and access to civic information. Our

unyielding commitment to maintaining political and parliamentary journalism as a central feature of our news and current affairs will also help.

But, in themselves, these will not be sufficient. We need to continue to innovate – finding new ways to explore and illuminate political issues in ways that resonate with the public. In particular, we need to ensure we bring to life the complexity of the public policy choices facing the UK and that we do so in a way that places enhanced public understanding as our primary goal.

7.2 What criteria will determine the BBC’s plans and predictions for the future fulfilment of its Informed Citizenship purpose?

Four criteria will be important:

- Market, technological and other developments
- Public feedback
- Performance measurement
- The public value test

Market, technological and other developments: These will continue to play a central role in the development of our strategy. For the next Charter period, the implications of increasing multi-channel access will be particularly important as will the rise of interactive and on-demand services. We are already developing services to meet these challenges and opportunities – as licence fee payers have told us they expect us to do (see Section 4.3.2). These are outlined in *Building Public Value*.

CASE STUDY: An ultra-local news service

This case study illustrates how we are responding to a changing media environment to meet audience needs in new ways.

BBC One's 6.30pm news programmes for the nations and regions of the UK are the most watched news programmes in the country – over six million viewers tune in every day. However, some of these regions are too large to be supplied with truly relevant local news, and 6.30pm is not always a convenient time for audiences to watch their local programme.

Our aim is to explore whether we might use digital technology to launch a new, highly local television news service for cities and counties across the UK. This could provide 50-60 areas with up to 10 minutes an hour of relevant local news and information throughout the day.

We believe that this would serve an unmet need for local TV news among UK audiences. In the BBC's technical trial of broadband local television in Hull, one of the most popular services was local news based around communities. Evidence from the US and Germany, which both have far more local television news services than the UK, confirms that localness is highly valued in news broadcasting.

This idea is one of many in *Building Public Value* that aim to use the power of new media to enable us to retain our reach and relevance to audiences. Each of these proposals will be subject to the public value test.

Public feedback: The BBC will maintain the three types of relationships that we have with our audiences at present and which were described in Chapter 4 – research, consultation and interactivity – although the balance between them will inevitably evolve. The main change will be the use of the internet as a medium of mass feedback. In addition, we will conduct more sophisticated research to understand our audiences' needs.

Performance measurement: Each major area of activity will be assessed on its performance in terms of reach, quality, impact and value for money – the BBC's new assessment framework. These assessments will inform our future investments in related areas and help us identify areas of underperformance that we need to address (for example, low reach to a particular audience group). The improvements we intend to make in our performance assessment, particularly in terms of understanding impact, will enhance this process.

The public value test: *Building Public Value* describes the BBC's new public value test. This test applies objectivity, rigour and transparency to proposals for new services and significant changes to existing services. It reflects the BBC's acceptance that we need to get better at assessing and considering the market impact of plans. The test provides an estimate of the net public value of the service proposal, and has three parts:

- **Individual value:** the benefit that people derive as individuals from a BBC service, compared with the costs of providing it

- **Citizen value:** the benefit that people derive from a BBC service as citizens
- **Net economic value:** the net benefit that the wider media economy may derive from the BBC's services

The BBC aims to use the public value test as a rigorous evaluation technique, quantitative where possible, and to explore ways of assessing citizen value where quantification is not possible.

7.3 What future priorities are highlighted in *Building Public Value*?

The BBC's core public purposes have proved enduring, and the thrust of our recent strategies to meet them will be maintained. *Building Public Value* set out five key priorities for our future contribution to informed citizenship. They are to:

- Recapture the full trust of audiences and participants in BBC journalism following the Gilligan/Kelly affair and implement in full the recommendations of the Neil Report; create a new college of journalistic excellence.
- Restore the prominence and appeal of serious current affairs and analysis on BBC television – including on BBC One; use schedule-busting events and specials to highlight and explore the major issues of the day.
- Use digital technology to launch highly local television news services for up to 60 cities and counties across the UK.
- Use new media and some of the BBC's most popular services to attract hard-to-reach groups, young people in particular, to an intelligent news and current affairs agenda.
- Create opportunities, especially at local and regional levels, for people to become more active citizens; encourage more open debate and public participation on radio and new media; build on the BBC's successful Open Centres and learning buses to engage people in their local communities.

We will continue to be a dynamic and evolving organisation committed to delivering public value in a rapidly changing world. We need the freedom to innovate to ensure we remain relevant to all UK audiences. In particular, we recognise the challenges emerging from the rise of multi-channel TV, interactive services on the web, TV and mobile phone and the continued alienation of many from politics and political processes.

However other news organisations may respond to an increasingly competitive market, the BBC will provide a guarantee for audiences that serious and trusted journalism will remain the core of our purpose and will continue to commit resources accordingly.

Appendix A. BBC News audience segmentation

Table A.1 below outlines how BBC News segments its audience. We have adopted this approach since 2001. It complements and builds on more traditional approaches to audience research based on consumption by class, region and demographic group (see Section 4.1.1). This traditional approach plays a vital role in understanding the needs of our audiences. However, we have found that the attitudinal segmentation outlined below is also useful because it relates to people's attitudes and behaviours towards news sources and news consumption. We therefore use it as one tool among many in our efforts to understand increasingly complex and diverse audience needs.

Table A.1 BBC News audience segmentation

News user types	Population (%)	Demographic and characteristics of news use
Serious News Followers	22	<ul style="list-style-type: none"> • More likely to be male, upmarket and aged over 45 • Want regular, in-depth coverage of broad range of subjects, with expert opinion and background • Use BBC News (TV and radio) and specialist news channels
News on TV Fans	18	<ul style="list-style-type: none"> • More likely to be based in the North and aged 25-44 with above average access to multi-channel TV • Want serious coverage • High levels of TV news viewing including continuous news (and associated interactive services); lower use of radio or internet
Time-Squeezed	16	<ul style="list-style-type: none"> • More likely to be young (under 44), upmarket ABC1 and working or studying full-time • Keen on serious news, but use online and radio more than TV owing to time constraints • Heavy consumers of BBC News online and on radio (BBC Radio 1, BBC Radio 4 and BBC Radio Five Live), but not heavy TV viewers
Tabloid News Viewers	13	<ul style="list-style-type: none"> • More likely to be male, downmarket (C2DE), working full time, living in a large household, in the South or Midlands with above average access to multi-channel TV • Prefer tabloid agenda and headlines • Heavy TV viewers, but average TV news consumption • Use BBC Radio 1, BBC Radio 2 and commercial music radio for news
Duty Bound	14	<ul style="list-style-type: none"> • More likely to be female, aged over 55, retired, 1-2 person household, C2DE, based in North • News consumption driven by habit and mainly on TV • Heavy TV and radio consumers, but relatively low news consumption
Rejectors	18	<ul style="list-style-type: none"> • More likely to be downmarket (C2DE), female, aged under 45 and to have children • Little interest in news • Prefer commercial TV to BBC • Listen to commercial music radio stations

Appendix B. Inventory of direct output

Direct Programmes and Services	Channel / Network	Annual Output Hours	Weekly Reach (m)
TV – Daily News – Network			
One O'Clock News	BBC One	120	9.5
Six O'Clock News	BBC One	117	15.0
Ten O'Clock News	BBC One	111	18.7
Summaries	BBC One	24	7.5
Weekend news	BBC One	63	11.9
Breakfast	BBC One	1,106	10.6
Breakfast with Frost	BBC One	50	2.7
World Today	BBC One	130	0.9
The World Business Report	BBC One	130	1.0
Newsround	BBC One / Two / CBBC	107	38.8
Summaries	BBC Two	24	n/a
Newsnight	BBC Two	182	6.9
Working Lunch	BBC Two	125	2.4
60 Seconds	BBC Three	30	2.0
Liquid News	BBC Three	390	n/a
7 O'Clock News	BBC Three	65	0.2
The World	BBC Four	130	0.2
BBC News 24	BBC News 24	8,784	10.4
Ceefax (National)	n/a	n/a	20.0
Digital Text	n/a	n/a	1.7
24/7 iTV	n/a	n/a	3.4
TV – Daily News – N&R			
East Midlands Today	BBC One	283	1.0
Look East (inc. Cambridge sub-opt)	BBC One	339	1.9
Look East	BBC One	283	n/a
Look East Cambridge sub-opt	BBC One	56	n/a
London	BBC One	274	4.7
North West Today/Tonight	BBC One	284	2.9
Look North (NE&C)	BBC One	281	1.4
Look North including, Hull opt (Yorks & Lincs)	BBC One	415	2.7
South East Today	BBC One	227	0.9
Spotlight (South West) (including Channel Islands sub-opt)	BBC One	341	1.0
South West News	BBC One	278	n/a
South West News Channel Islands sub opt	BBC One	63	n/a
South Today (inc. Oxford sub-opt)	BBC One	346	2.4
South Today	BBC One	276	n/a
South Today Oxford sub-opt	BBC One	70	n/a
Midlands Today	BBC One	283	2.7
Points West	BBC One	278	1.0
The Twelfth	BBC One	0.5	n/a
Reporting Scotland	BBC One / Two / CBBC	297	2.4
Newsline & Newsline update (NI)	BBC One / Two / Two NI	309	0.8
Wales Today	BBC One / Two / Two W	361	1.4
Newsnight Scotland	BBC Two	78	0.3
AM.PM	BBC Two	65	0.7
Ceefax (Regional)	n/a	n/a	n/a

Direct Programmes and Services	Channel / Network	Annual Output Hours	Weekly Reach (m)
TV – Current Affairs – Network			
Panorama	BBC One	22.0	5.0
Real Story	BBC One	13.0	4.7
Britain's Secret Shame	BBC One	2.5	2.3
Britain's Streets of Crime	BBC One	2.5	1.7
Hey Big Spender	BBC One	1.0	6.8
Your NHS for Better or Worse	BBC One	1.0	4.9
Asylum	BBC One	1.7	3.9
Kenyon Confronts	BBC One	3.0	4.1
Iraq Special – 14 & 21 Days of War	BBC One	1.0	4.7
Iraq: The Final Chapter	BBC One	1.0	6.7
In the Company of Barbarians	BBC One	0.5	4.4
The Secret Policeman	BBC One	1.0	9.3
Macintyre – Gorilla Kidnap	BBC One	1.0	3.8
News Review 2003	BBC One	0.5	n/a
One Year On – Newsnight Special	BBC Two	1.0	2.9
This World / Correspondent	BBC Two	25.0	3.0
If...	BBC Two	4.0	3.4
Make a Fortune the Asian Way	BBC Two	1.0	3.6
The Colour of ...	BBC Two	3.3	1.2
Happy Birthday Mr Prime Minister	BBC Two	0.8	2.9
The Downing Street Patient	BBC Two	1.0	3.1
Diet Junkies	BBC Two	3.0	3.6
The Kennedy Assassination: Beyond Conspiracy	BBC Two	1.5	8.4
The Miners Strike	BBC Two	1.5	4.0
The Third World War – Al Q'aeda	BBC Two	3.0	3.1
Weekend with Rod Liddle & Kate Silverton	BBC Two	6.0	1.3
Road to War – The Inside Story	BBC Two	0.8	2.5
With Friends Like These	BBC Two	3.0	1.9
What the World Thinks of God	BBC Two	1.5	4.0
What the World Thinks of America	BBC Two	1.5	5.0
World's Most Powerful	BBC Two	2.0	2.7
Bee in the Bonnet	BBC Two	3.0	2.0
America – Beyond the Colour Line	BBC Two	3.3	2.0
Black Ambition	BBC Two	2.0	1.7
Britain My Britain	BBC Two	2.7	1.3
Guns and Rap	BBC Two	0.7	1.1
Holidays in the Danger Zone (Meet the Stans)	BBC Two	2.7	1.2
So What Do You Do All Day	BBC Two	4.0	2.3
Spend, Spend, Spend	BBC Two	3.0	4.1
The Day Britain Stopped	BBC Two	1.5	7.6
The Sharp End	BBC Two	4.5	1.4
War Zone	BBC Two	2.4	1.5
Who Killed PC Blakelock	BBC Two	1.0	3.0
The Money Programme	BBC Two	12.5	2.5
Crowded Skies	BBC Two	3.0	3.7
Fighting the War	BBC Two	2.0	2.7
Police Protecting Children	BBC Two	3.0	5.3
Terror Tourists	BBC Two	1.0	3.6
What the Papers Say	BBC Two	3.0	1.5

Direct Programmes and Services	Channel / Network	Annual Output Hours	Weekly Reach (m)
TV – Current Affairs – Network cont			
Liquid Assets	BBC Three	15.0	Average weekly reach of all of BBC Three is 5.7m
The Rubber Man	BBC Three	0.5	
Nollywood	BBC Three	0.5	
Bush Family Fortunes	BBC Three	1.0	
From Russia with Love	BBC Three	0.5	
Gangland Manchester	BBC Three	0.5	
Global Weapons Inspection	BBC Three	0.5	
Go Figure – NHS	BBC Three	0.5	
Kennedy Dynasty	BBC Three	1.0	
MMR – You Decide	BBC Three	1.0	
Movers Shakers Crack Takers	BBC Three	0.5	
Powerbrokers	BBC Three	1.0	
Searching for Saddam	BBC Three	0.5	
Stars, Stripes and Human Rights	BBC Three	0.5	
City Exposed	BBC Three	0.5	
War This Week	BBC Three	1.0	
Trail of Al Q'aeda	BBC Three	0.5	
Fantasy Homes	BBC Three	1.0	
Fantasy Parenting	BBC Three	1.0	
Sven for a Day	BBC Three	0.8	
Blair Affair	BBC Three	0.5	
Beckham the Real Deal	BBC Three	0.5	
Blair for a Day	BBC Three	1.0	
Blair v Brown	BBC Three	0.5	
It's How the War was Spun	BBC Three	1.0	
Nuclear Paradise	BBC Three	0.5	
The Third Degree	BBC Three	8.8	
Profiles	BBC Four	15.9	Average Weekly reach of all of BBC Four is 2.5m
Hot Spots	BBC Four	2.0	
Talkshow	BBC Four	11.0	
The Brief	BBC Four	2.0	
Hindu Nation	BBC Four	0.8	
Situation Room	BBC Four	3.0	
Battle of the Bogside	BBC Four	1.0	
Colin Blakemore Talks to Mark Lawson	BBC Four	0.5	
Commanding Heights	BBC Four	2.0	
Dinner with Portillo	BBC Four	3.0	
Hanan Ashrawi Talks to Kirsty Wark	BBC Four	0.5	
Who Really Runs Britain	BBC Four	2.5	
The India / Pakistan Debate	BBC Four	1.0	
Iraq – The Cameraman's Story	BBC Four	1.0	
Schools Week – Failing the Future	BBC Four	1.0	
The Situation Room	BBC Four	3.0	
Six Enemies of Freedom	BBC Four	0.8	

Direct Programmes and Services	Channel / Network	Annual Output Hours	Weekly Reach (m)
TV – Current Affairs – N&R			
Inside Out	BBC One	94.0	4.7
Brendan's Run	BBC One	0.5	n/a
Clash of The Cities	BBC One	0.5	n/a
Concorde	BBC One	0.5	n/a
Cutty Sark	BBC One	0.5	n/a
George Reynolds	BBC One	0.5	n/a
Landmark – Babycham Nights	BBC One	0.5	n/a
Landmark – Those In Peril	BBC One	0.5	n/a
Leeds Sports Awards	BBC One	0.5	n/a
Leeds Utd – The Trial	BBC One	0.5	n/a
Life Through the Lens	BBC One	0.5	n/a
Local Heroes	BBC One	0.5	n/a
Mars Man	BBC One	0.5	n/a
Nice Package	BBC One	0.5	n/a
NW Sports Awards	BBC One	0.5	n/a
Premier People	BBC One	0.5	n/a
Spoilt	BBC One	0.5	n/a
Sports Awards	BBC One	0.5	n/a
Steam Town	BBC One	0.5	n/a
The Alexander Archive (landmark)	BBC One	0.5	n/a
The Beautiful South Up North	BBC One	0.5	n/a
West Midlands Sports Awards	BBC One	0.5	n/a
Whoops	BBC One	0.5	n/a
Let's Talk	BBC One	9.0	0.2
A Tale of Torture	BBC One	0.5	n/a
Baby Love	BBC One	0.5	n/a
Dishing the Dirt	BBC One	0.5	n/a
Left to Rot	BBC One	0.5	n/a
Loathe thy Neighbour	BBC One	0.5	n/a
On the Trail of Whisky Bandits	BBC One	0.5	n/a
Playing God	BBC One	0.5	n/a
Scared of the Kids?	BBC One	0.5	n/a
Scotland's Wake Up Call	BBC One	0.5	n/a
Secrets or Lies	BBC One	0.5	n/a
Situations Vacant	BBC One	0.5	n/a
Slumming It	BBC One	0.5	n/a
Spiked	BBC One	0.5	n/a
Stop Chewin' the Fat	BBC One	0.5	n/a
The Dying Game	BBC One	0.5	n/a
The Great Scottish Charity Scam	BBC One	0.5	n/a
Ticket to Nowhere	BBC One	0.5	n/a
Trouble at the Tap	BBC One	0.5	n/a
Up in Arms	BBC One	0.5	n/a
Wheels of Misfortune	BBC One	0.5	n/a
Dragons Eye	BBC One / Two W	28.0	1.6
Week In Week Out	BBC One / Two W	20.0	1.7
Bethnal Green	BBC Two	0.5	n/a
Chimera	BBC Two	1.0	n/a
Dead Men Talking (Hardy)	BBC Two	0.5	n/a
England on Film	BBC Two	0.5	n/a
Jackie Milburn	BBC Two	0.5	n/a
Landmark – Cornish Tin Mines	BBC Two	0.5	n/a
Nation on Film – King Cotton	BBC Two	0.5	n/a
Landmark – The Maine Event	BBC Two	0.5	n/a
Witley Court	BBC Two	0.5	n/a
Spotlight (NI)	BBC One / Two	13.0	1.0
Eorpa	BBC Two	12.0	0.1

Direct Programmes and Services	Channel / Network	Annual Output Hours	Weekly Reach (m)
TV – Political Progs – Network			
This Week	BBC One	28.0	1.7
The Politics Show	BBC One	23.0	2.7
Autumn Statement	BBC One	2.5	1.9
Local / Euro Elections	BBC One	2.0	3.5
Question Time	BBC One	34.5	4.6
Political Awards	BBC One	1.0	2.0
Party Political Broadcasts	BBC One / Two	2.0	n/a
The Daily Politics	BBC Two	135.0	1.6
Budget Statement	BBC Two	3.5	3.4
Party Conferences	BBC Two	27.0	4.4
Euro Tests	BBC Two	1.0	n/a
BBC Parliament	BBC Parliament	8,305.0	0.3
TV – Political Progs – N&R			
The Politics Show (regional opt-out)	BBC One	136.0	1.6
Your Election: the Leaders	BBC One	4.0	1.7
Party Political Broadcasts	BBC One / Two	8.0	n/a
Politics Scotland	BBC One / Two	18.5	0.1
Hearts and Minds	BBC One / Two / Two NI	43.5	0.8
Elections	BBC One / Two W	29.0	n/a
Holyrood Live	BBC Two	67.0	1.4
Party Conferences	BBC Two	17.0	n/a
Scottish Questions	BBC Two	4.0	0.1
Northern Ireland Question Time	BBC Two / Two NI	6.0	0.01
Radio – Daily News – Network			
TX Unlimited	1Xtra from the BBC	520	0.1
Summaries	1Xtra from the BBC	475	n/a
Summaries	BBC 6Music	437	n/a
Summaries	BBC Radio 1	175	n/a
Newsbeat	BBC Radio 1	129	4.1
Entertainment News	BBC Radio 1	45	3.8
Summaries	BBC Radio 2	494	n/a
Summaries	BBC Radio 3	71	n/a
Bulletins (1800)	BBC Radio 4	157	3.1
Bulletins (2400)	BBC Radio 4	168	0.8
Bulletins other	BBC Radio 4	216	n/a
Summaries	BBC Radio 4	200	n/a
Today	BBC Radio 4	742	6.3
World at One	BBC Radio 4	116	3.0
The World This Weekend	BBC Radio 4	23	1.1
PM	BBC Radio 4	259	3.4
The World Tonight	BBC Radio 4	165	1.6
Broadcasting House	BBC Radio 4	43	1.9
Summaries	BBC Radio Five Live	824	n/a
Breakfast	BBC Radio Five Live	655	2.4
Mornings	BBC Radio Five Live	655	0.5
Middy	BBC Radio Five Live	218	1.2
Simon Mayo	BBC Radio Five Live	655	1.7
Drive	BBC Radio Five Live	655	2.2
Matthew Bannister	BBC Radio Five Live	655	1.1
Up All Night	BBC Radio Five Live	873	0.6
Wake Up to Money	BBC Radio Five Live	130	0.5
Weekends	BBC Radio Five Live	325	0.9
Weekend News	BBC Radio Five Live	51	0.5

Direct Programmes and Services	Annual Output Hours	Weekly Reach (m)
Radio – Daily News – N&R		
<i>Northern Ireland:</i>		
Radio Ulster (incl Radio Foyle)	6,106	0.5
Radio Foyle	2,652	n/a
<i>Scotland:</i>		
Radio nan Gaidheal	2,785	n/a
Radio Orkney and Shetland	595	n/a
Radio Scotland (incl Ork&Shet)	7,953	1.0
<i>Wales:</i>		
Radio Wales	7,203	0.5
Radio Cymru	7,528	0.2
<i>Local Radio:</i>		
Berkshire	4,157	0.1
Bristol (incl Somerset Sound)	6,066	0.3
Cambridgeshire	7,503	0.1
Cleveland	5,371	0.1
Cornwall	5,614	0.1
Coventry and Warks	1,847	0.1
Cumbria	5,805	0.1
Derby	5,103	0.2
Devon	6,880	0.3
Essex	5,231	0.3
Gloucestershire	5,205	0.1
GMR (Greater Manchester)	6,991	0.3
Guernsey	4,140	0.02
Hereford and Worcester	5,283	0.1
Humberside	5,707	0.2
Jersey	4,395	0.04
Kent	6,271	0.3
Lancashire	5,983	0.3
Leeds	6,258	0.3
Leicester	5,221	0.2
Lincolnshire	5,286	0.1
London 94.9	8,784	0.5
Merseyside	6,221	0.4
Newcastle	6,410	0.3
Norfolk	7,090	0.2
Northampton	5,207	0.1
Nottingham	6,726	0.2
Oxford	5,475	0.1
Sheffield	5,995	0.3
Shropshire	5,462	0.1
Solent (incl Dorset)	7,007	0.02
Somerset	2,010	n/a
Southern Counties Radio	8,194	0.3
Stoke	5,192	0.2
Suffolk	5,128	0.1
Three Counties Radio	7,785	0.2
Wiltshire/Swindon	7,376	0.1
WM (West Midlands)	7,090	0.4
York	6,540	0.1

Direct Programmes and Services	Channel / Network	Annual Output Hours	Weekly Reach (m)
Radio – Current Affairs – Network			
Analysis	BBC Radio 4	13	0.5
Law in Action	BBC Radio 4	14	0.6
From Our Own Correspondent	BBC Radio 4	26	1.6
A World in Your Ear	BBC Radio 4	9	1.1
State of The Union	BBC Radio 4	13	1.9
Crossing Continents	BBC Radio 4	14	1.1
Money Box	BBC Radio 4	23	1.3
Shop Talk / Nice Work	BBC Radio 4	29	0.6
In Business	BBC Radio 4	13	0.5
Inside Money	BBC Radio 4	3	0.8
File on 4	BBC Radio 4	20	0.9
More or Less	BBC Radio 4	6	0.7
Specials	BBC Radio 4	92	n/a
Five Live Report	BBC Radio Five Live	12	0.3
Brief Lives	BBC Radio Five Live	28	0.2
Euronews	BBC Radio Five Live	39	1.2
Weekend News	BBC Radio Five Live	88	0.4
Specials	Other networks	10	n/a
Radio – Political Progs – Network			
Today in Parliament	BBC Radio 4	88	1.1
Yesterday in Parliament	BBC Radio 4	89	n/a
Week in Westminster	BBC Radio 4	18	0.9
The Westminster Hour	BBC Radio 4	30	0.6
Specials	BBC Radio 4	11	n/a
Online – Daily News – Network			
BBC News Online	n/a	n/a	3.3
Daily Email	n/a	n/a	0.1
Newsround	n/a	n/a	0.4
Other			
Broadband	n/a	n/a	0.2
PDA's and Mobiles	n/a	n/a	0.8

Appendix C. Inventory of wider direct output

Indirect Programmes and Services	Channel / Network	Annual Output Hours	Weekly Reach (m)
Watchdog	BBC One	15.0	8.6
Jeremy Vine Show	BBC Radio 2	458.0	5.5
Any Questions?	BBC Radio 4	63.0	1.5
Any Answers?	BBC Radio 4	22.3	0.9
Face the Facts	BBC Radio 4	5.2	1.4
Farming Today This Week	BBC Radio 4	19.1	1.0
Four Corners	BBC Radio 4	13.0	0.8
On the Ropes	BBC Radio 4	5.6	1.8
Questions to Tony Blair	BBC Radio 4	4.4	n/a
Straw Poll	BBC Radio 4	8.8	1.5
Straw Poll Talkback	BBC Radio 4	3.0	0.9
The Commission	BBC Radio 4	11.6	0.5
The Learning Curve	BBC Radio 4	25.0	0.8
Unreliable Evidence	BBC Radio 4	7.4	1.8
Village Voices	BBC Radio 4	1.5	n/a
Woman's Hour	BBC Radio 4	186.5	2.7
World Report	BBC Radio 4	4.4	n/a
You and Yours	BBC Radio 4	234.0	3.0
Farming Today	BBC Radio 4	59.0	0.8
iCan	Online	n/a	0.1
On This Day	Online	n/a	0.2

Appendix D. Overview of indirect output

Indirect Programmes and Services	Channel / Network	Weekly Reach (m)
Country File	BBC One	2.8
The Heaven and Earth Show	BBC One	2.0
Blue Peter	BBC One	3.9
Have I Got News for You	BBC One	9.4
Comic Relief	BBC One	28.5
Sport Relief	BBC One	18.8
Children in Need	BBC One	27.0
State of Play	BBC One	7.3
EastEnders	BBC One	26.8
A Life of Grime	BBC One	7.7
Horizon	BBC Two	3.9
Secrets of Leadership	BBC Two	2.5
Make Me Honest	BBC Two	2.5
The Alan Clark Diaries	BBC Two	1.8
Louis Theroux	BBC Two	6.3
Peoples War	Online	0.1
Crime	Online	0.1
Religion & Ethics	Online	0.1
History	Online	0.8
Sunday Surgery	BBC Radio 1	0.4
The Archers	BBC Radio 4	3.9
Feedback	BBC Radio 4	1.2
The Food Programme	BBC Radio 4	1.6
Home Planet	BBC Radio 4	0.7
The News Quiz	BBC Radio 4	2.1
The Now Show	BBC Radio 4	n/a
Message Boards	Various	0.1

Appendix E. Late evening news agenda analysis

Description of research

The objective of the research was to test the BBC’s flagship bulletin for a broad and serious agenda against its main commercial counterpart.

For three weeks in July 2004 (between Monday 12 July and Friday 30 July 2004) the BBC conducted research comparing the agendas of the weekday late evening bulletins on BBC One (*10 O’Clock News*) and on ITV1 (*News at 10.30*). News items were classified using the same coding categories as used by Barnett *et al* in *From Callaghan to Kosovo*, which they termed either “broadsheet” or “tabloid” (see Figure E.1).

Figure E.1: In performing our own agenda analysis, we have used Barnett *et al*’s coding categories, which they termed either “broadsheet” or “tabloid”

- | | |
|--|--|
| <p>Broadsheet</p> <ul style="list-style-type: none"> • Politics/economic policy • Business/industry/finance • Social affairs • Legal • Foreign relations/diplomacy • European Union issues • Unrest/civil disturbance • War • Northern Ireland • Health • Education • Employment/industrial relations • Environment/ecology planning • Natural disasters • Science/technology • Transport • Religion • Culture/media/arts • Moral/ethical issues • Military/national security | <p>Tabloid</p> <ul style="list-style-type: none"> • Crime • Consumer • Tragedy • Weather (general) • Sport • Royalty • Showbiz/entertainment • Human interest/animal stories • Humour/quirky stories • Expeditions/adventure • Other |
|--|--|

Source: *From Callaghan to Kosovo*, Barnett *et al*, July 2000

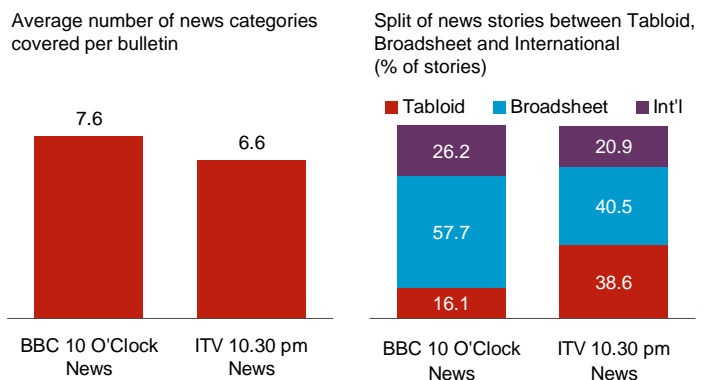
During the period under analysis, two stories which received a significant amount of coverage were the US Democratic Convention in Boston (26–29 July) and the humanitarian crisis in Sudan.

Findings

Breadth of agenda

The BBC’s coverage was considerably broader than ITV1’s. The BBC One bulletin covered an average of 7.6 news story categories in each programme compared with 6.6 on ITV1’s bulletin (see Figure 6.6). The number of story categories covered by each of the bulletins analysed is shown in Table E.1.

Figure 6.6: Our analysis showed that the BBC’s late evening TV news bulletin offers a wider range of stories and a more serious agenda than ITV’s late evening TV news bulletin



Source: BBC analysis, 12–30 July 2004, using story classifications from *From Callaghan to Kosovo*, Barnett *et al*, July 2000

Table E.1 Number of story categories covered per bulletin

Date	BBC One's <i>Ten O'Clock News</i>	ITV1's <i>News at 10.30</i>
12 July 2004	8	6
13 July 2004	6	4
14 July 2004	7	8
15 July 2004	8	7
16 July 2004	6	6
19 July 2004	8	5
20 July 2004	7	6
21 July 2004	7	7
22 July 2004	10	8
23 July 2004	8	9
26 July 2004	8	8
27 July 2004	8	7
28 July 2004	7	6
29 July 2004	9	6
30 July 2004	7	6
Average	7.6	6.6

Intelligence of agenda

The BBC's story selection was found to be heavily broadsheet compared with ITV1's (see Figure 6.6). 83% of the stories covered on the BBC One bulletin were either broadsheet or international stories, whilst the comparable figure for the ITV1 bulletin was only 61%. The distribution of news stories by category for the two sets of bulletins is shown in Table E.2.

An example of how the analysis applied to a typical pair of the late evening bulletins is shown in Figure E.2.

INDICATIVE DAY

Figure E.2: Our analysis showed that the BBC's late evening TV news bulletin offers a wider range of stories and covers a more serious agenda than ITV's late evening TV news bulletin

BBC 10 O'Clock News Running Order	ITV1 10.30pm News Running Order
1. Darfur: UN calls it world's worst humanitarian crisis <ul style="list-style-type: none"> • Report from refugee camps in Darfur • Report on Sudan – history of civil war • Aid agencies launch appeal 	1. Darfur: UN calls it world's worst humanitarian crisis <ul style="list-style-type: none"> • Report on roots of the crisis • Report from the region
2. Commons debate on the Butler Report	2. Nationwide police manhunt for suspected murderer
3. Nationwide police manhunt for suspected murderer	3. Commons debate on the Butler Report
4. Fire-fighters died in London fire	4. New Government transport strategy
5. Future reform of the council tax	5. Verdict in case of Britain's biggest jewellery heist
6. Asylum seekers moved after unrest at detention centre following suicide	6. Report on Chelsea FC
7. September rise in fuel duty postponed	7. Malachi Davies selected to represent GB at Olympics
8. New Government transport strategy	8. Tour de France results
9. Government study on BBC funding	9. Cricket news
10. UK Independence Party caused storm of protest in European parliament today	

Key
 Tabloid
 Broadsheet
 International

Source: BBC analysis, 20 July 2004, using story classifications from *From Callaghan to Kosovo*

Table E.2 Distribution of stories by category across the three weeks of bulletins

Category	BBC One's Ten O'Clock News		ITV1's News at 10.30	
Tabloid	24	16.1%	61	38.6%
Crime	5		7	
Consumer				
Tragedy	1		4	
Weather (general)				
Sport	16		47	
Royalty			2	
Showbiz/entertainment	1		1	
Human interest/animal stories	1			
Humour/quirky stories				
Expeditions/adventure				
Other				
Broadsheet	86	57.7%	64	40.5%
Politics/economic policy	22		15	
Business/industry/finance	7		5	
Social affairs	8		3	
Legal	18		26	
Foreign relations/diplomacy	1		1	
European Union issues	4		2	
Unrest/civil disturbance	1			
War				
Northern Ireland	1		1	
Health	3		5	
Education	1			
Employment/industrial relations	3		2	
Environment/ecology planning				
Natural disasters				
Science/technology	3			
Transport	4		2	
Religion				
Culture/media/arts	4			
Moral/ethical issues	1			
Military/national security	5		2	
International	39	26.2%	33	20.9%
USA	11		10	
Europe	8		6	
Third World	7		8	
Rest of World	10		9	
International (e.g. organisations)	3			
TOTAL	149	100.0%	158	100.0%