



PRESS INSTITUTE



OPEN SOCIETY FORUM

**“MONITORING OF THE
PROGRAMMING STRUCTURE
AND NEWS AND INFORMATION
PROGRAMS OF THE MONGOLIAN
NATIONAL BROADCASTER
IN ITS TRANSITION PERIOD – 3”**

2011



**THIS STUDY HAS BEEN CONDUCTED WITH
THE FINANCIAL ASSISTANCE OF
THE OPEN SOCIETY FORUM / MONGLIA**

PROJECT TEAM:

Project leader:

M.Munkhmandakh, PhD Executive Director, Press Institute

Coordinator:

G.Gunjidmaa, MBA Head of Research and Information Department,
Press Institute

Senior Researcher:

N.Ganchimeg Research officer, Research and Information
Department, Press Institute

Researchers:

Ch.Bazar, PhD Research specialist, Mongolian State Great Khural,
N.Batzorig Senior research officer, Research and Information
Department, Press Institute

B.Yondonduichir Journalism trainer, School of Journalism,
Press Institute

B.Odsuren Media expert, Research and Information Department,
Press Institute

L.Unurjargal Journalism trainer, School of Journalism,
Press Institute

Technical Assistants:

P.Tumentsetseg Research officer, Research and Information
Department, Press Institute

D.Punsantsogvoo Research officer, Research and Information
Department, Press Institute

Designer

Sh.Ulambayar

Press Institute of Mongolia
Ikh Toiruu 11B,
20/347 Ulaanbaatar, Mongolia
Tel: 350002, 70113475
Fax: 350002
<http://www.pressinst.org.mn>
pim@pressinst.org.mn

**“MONITORING OF THE PROGRAMMING STRUCTURE,
NEWS AND INFORMATION PROGRAMS OF THE
MONGOLIAN NATIONAL BROADCASTER - 3”
FINAL REPORT**

CONTENT

INTRODUCTION

PART I

INDEPENDENCE OF THE MNB

1.1 Professional principles for program independence	9
1.2 Program independence and financing of programs	13

PART II

EQUAL SERVICE TO CITIZENS

2.1 Diversity of programs	18
2.2 Diversity of target audience	22
2.3 Diversity of content	24

FINAL PART

Conclusion and recommendations	30
List of tables and charts	34

INTRODUCTION

Monitoring time frame

Herewith we present our third report on “Monitoring of the Programming Structure, News and Information Programs of the Mongolian National Broadcaster” conducted with the financial assistance of the Open Society Forum.

The current report is part of a series of research projects implemented since 2007:

- **2007:** Analysis of content and structure of a sample of fourteen consecutive days of programming in April, August and September 2007 (a total of 42 days). Based on the results of the analysis recommendations have been developed and delivered to the MNB management on programming issues that need attention.
- **2010:** Analysis of content and structure of a random sample of fourteen consecutive days of programming in April and September 2010 (a total 28 days). The results of the analysis have been compared with data produced in 2007 to identify changes to programming policy that have been made since 2007. Conclusions and recommendations derived from the second analysis have been delivered to the Board of the MNB and the management team as well as to politicians and members of the parliament, civil society and the general public.
- **2011:** Programming in April and September 2011 has been analyzed and the results were compared with reports from 2010 and 2007 in order to identify the extent to which the previous recommendations have been taken into account when developing and implementing the programming policy.

Why is it important to monitor the content and structure of public service broadcast programs? Defining the principles of public service broadcasting

Citizen’s access to a wide range of information is considered to be one of the fundamental criteria of democratic development. The public service broadcasting has to play a major role in safeguarding the right of citizens to information by equally serving citizens with diverse and balanced information. Monitoring of how the public service broadcaster fulfills its public service mandate is in line with the mission of the Press Institute to support the development of free and independent media in Mongolia and promote media freedom and access to information.

In order to assess how well the Mongolian National Broadcaster is fulfilling its public service mission, the project defined the following as the major principles that a public service broadcaster should comply with:

1. The Public Service Broadcaster remains independent from any private interests and political authorities. This means, the programs of the Public Service Broadcaster remain distant from any ulterior motives other than the quality of programs for their own sake.
2. The Public Service Broadcaster seeks to provide equal services to all citizens regardless of gender, social status, political view, religion, physical capacity or geographic location. This means the Public Service Broadcaster seeks to cater to a wide range of tastes and interests with appropriate programming.
3. In order to equally serve diverse groups of people, the Public Service Broadcaster seeks to diversify its programs in at least three ways: offer diverse program formats and genres (ranging from news to fiction, from information to education and entertainment), address diverse audiences (young people, elderly, minorities etc.) and deal with diverse subjects (responding to the various interests of the public and reflecting topics of social debate).

Does the MNB fulfill above mentioned principles?

In order to find out if MNB programs are in line with its public service mission, the project analyzed following:

MNB independence

- Independence of programs
- Financial independence

Equal service to citizens

- Diversity of programs
- Diversity of target audience
- Diversity of content

Objectives of the monitoring

The current study has been conducted with the aim of assessing the extent to which the Mongolian Public Service Broadcaster abides by the Law on Public Service Broadcasting and fulfills its public service mandate. In particular, the study aimed to identify changes to programming policy that have been made since 2007 when the Press Institute monitored the Public Service Broadcaster's programs for the first time and provided recommendations for improvement.

Two surveys have been conducted to meet the above objective:

1. Analysis of the programming structure of the Mongolian National Broadcaster (MNB)

The programming structure analysis has the aim to determine whether MNB fulfills the respective provision of the law on public service broadcasting by examining the program intentions, format, content and target audience.

Law of Mongolia on Public Service Broadcasting:

Art. 8.1. The Public Service Broadcaster shall produce and broadcast programs that cover various sectors of the society including politics, economy, science and technology, education, arts and culture, sports etc. on a high technical and professional level.

2. Content analysis of the news and information programs of the MNB.

The content analysis of the news and information programs aim at determining whether the MNB programs meet standards of journalistic professionalism and the respective provision of the law on public service broadcasting.

Law of Mongolia on Public Service Broadcasting...

Art. 9.1 The programmes of the Public Service Broadcaster provide objective and impartial information prepared on a high professional level and in accordance with journalistic standards.

9.2. The Public Service Broadcaster provides its audience with a balanced selection of information and educational programs.

9.3. The journalist or editorial team responsible for producing the respective program checks its content and origin with regard to truth prior to airing and if he/she identifies any possibility that the information contained might be untrue, he/she refuses from airing the program.

9.4. If the Public Service Broadcaster uses or broadcasts news and contents produced by other media and organizations, it always mentions the respective source of information.

Research methodology

1. Programming structure analysis methodology

The EBU ESCORT 2006 system was used as a base for developing program classification methodology. The specifics of this system are that it allows classification of the same program in several dimensions. It is a common challenge in Mongolia that due to unclear classification categories the researchers' personal opinion is involved when classifying programs. The EBU ESCORT system helps to avoid this problem. For example, the TV journal Soyol-Erdene produced and broadcast at MNB can be classified as a cultural program with regard to content. However, it can be also included into the educational program with focus on cultural information.

The multi dimensional classification allows to classify one and the same program with regard to following criteria”

- Intention
- Format
- Content
- Target audience
- Program origination

Based on these criteria, the program “Understanding Science” can be classified as follows:

№	Program /Service	Intention	Format	Content	Target audience	Origin
1	“Understanding Science”	Educate	Magazine	Science and technology	General Audience	Own production

When selecting one attribute for each of the criteria mentioned above, the following has been taken into consideration:

- The coder identified an exact match in the recommended levels of a term that appropriately fits its description of the program.
- If the coder found a reasonable match but could not find a term that exactly fits the detailed description of the program, the coder selected the attribute in the recommended level immediately above in the hierarchy rather than selecting an undefined “other” reference.
- If the coder did not find a suitable match at any level, he selected an attribute which matched as closely as possible or used the alternative “other/mixed/unknown” value.

Research classification terms

Criteria	Intention, Format, Content, Target audience, Origin
Required level	Used for reporting based on the key codes
Recommended level	Second level of classification, used for reporting with key codes
Individual level	Used to adjust the program to the required and recommended levels

2. Methodology of content analysis of news and information programs

¹See appendix for more information on criteria

The content news and information programs has been analyzed with regard to criteria developed on the base of common professional standards in journalism. The quantitative criteria were used thereby predominantly, while the qualitative analysis served as additional means to obtain more information on the program¹.

Criteria for quantitative analysis:

- News items placement (in one bulletin)
- Duration of news items
- Journalistic genre of news items
- Topic/Content
- Geographic coverage
- Sources of information:
 - a. Number of information sources /0, 1, 2 etc .../
 - b. Identification of information sources
 - c. Transparency of information sources
 - d. Levels of information sources
- Separation of opinions and facts in news stories

Criteria for qualitative analysis:

1. Hidden advertisements
2. Distance / position of the journalist in regard to the story
3. Adherence to criteria of journalistic ethics and responsibility

Sampling method

The 2007 monitoring project analysed programs of the MNB in the following time-frame:

14 days in April, August and November respectively (a total of 42 days).

In 2010 and 2011 the project team monitored total of 28 days (14 days in April and September respectively) each year.

In 2011 the MNB started broadcasting 7:00 AM weekdays and 7:30 AM weekends until 00:00-01:00 AM every day. The weekly broadcasting time was ca. 17-18 hours, the same as the previous year, but 13 hours longer than in 2007.

The research team registered in 2011 (April and September) 1653 items out of which 70.7% were program items including news, other programs and dramas, while the remaining part represented clips announcing the beginning and the end of broadcasting, own program advertisements and commercials. (In 2007 the share of program items excluding ads and clips took 64.2% and in 2010 69.4%.)

Table 1. Programs monitored

№	Year	Items registered	Out of which TV programs and dramas	Share in %
1	2007	1857*	1193	64.2%
2	2010	1224	850	69.4%
3	2011	1653	1168	70.7%

The share of programs in MNB's broadcasting time increased in 2011 by 6.5% in comparison to 2007.

The number of news programs broadcast 11:00 AM, 1:00 PM, 3:00 PM, 6:00 PM and the prime time news programs Udshiin medee and Tsagiin hurd as well as the number of news items registered are presented in the table below.

Table 2. Number of news programs and news items monitored

№	Items	Year		
		2007	2010	2011
1	Number of news programs	222*	147(136)**	153
2	Number of news items	2609	1460	1419***

*In 2007 the monitoring comprised 3 months

**Certain programs had to be excluded from the monitoring due to low technical quality

*** Starting from September 2011 the Sports news were broadcast in a separated program so that sports news items in September were not counted in prime time news programs.

Besides news program the project registered 36 information programs on current affairs and issues broadcast during and close to prime time, out of which 26 were monitored.

Table 3. Number of information programs monitored

№	Item	Year		
		2007	2010	2011
1	Information programs broadcast during and close to prime time	22	32	36
2	Information programs included into content analysis	18	28	26

Examples of information programs include "Author's program", "Symbol", "Public hour", "Open government", "Open discussion", "Legal guide", "Time - Opinion", "Parliamentary discussion" and other.

PART 1

INDEPENDENCE OF THE MNB

Public Service Broadcaster remains independent from any political, economic and other one sided interests, serving the public interests only.

The independence of the MNB from political, economic or other one-sided interests is determined by many factors such as the legal environment, transparency and procedures of appointing management, financing systems, internal democracy, editorial independence, etc.

The current study tried to assess the level of independence of the MNB through analyzing the quality of news and information programs.

1.1 PROFESSIONAL PRINCIPLE FOR PROGRAM INDEPENDENCE

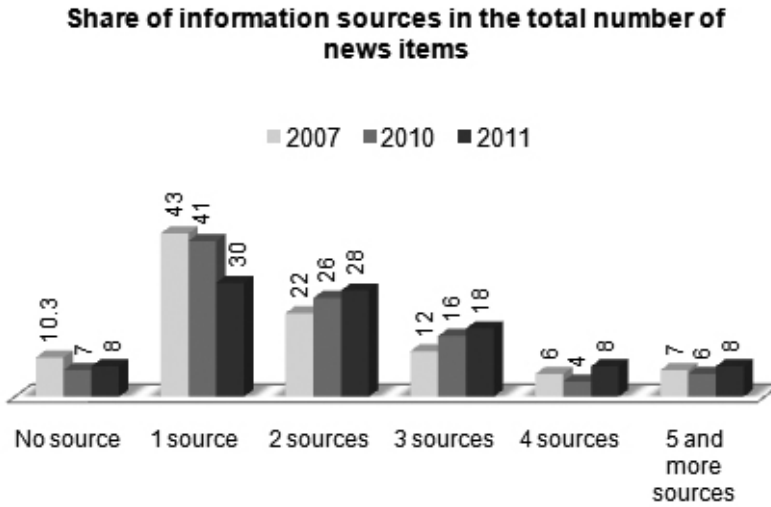
Impartial news reporting can be ensured by following certain professional standards, for example,

- by using diverse levels of information sources.
- by correctly naming the information sources
- Separating facts from opinions

The share of news stories with one only and without any information sources is high

In 2007 and 2010 the project team warned about the insufficient status regarding plurality of information sources - the share of news stories without any or with a single source of information was ca. 40% in these years. In 2011 the share of stories with a single source of information decreased by 11%, but the share of stories without any source remained almost the same – 8% in comparison to 7% in 2010.

Chart 1. Information sources



Even though the share of single source news stories decreased, the total share of stories without any or with a single source of information is still high – 38%. In other words, every third news story disseminates information that can not be proved or one-sided information that is not balanced by other sources – a fact that urgently needs attention.

The project team notes the general tendency of improvement with regard to information sources – the share of single source news stories has been decreasing over the past years since 2007 while the share of stories with two and more information sources has been increasing.

Plurality of information sources in one news item does not meet journalistic standards

The following table presents the number of information sources compared to the types of sources

Table 4. Number and types of information sources in percentage

Number of information sources	Year	Types of information sources										
		Official	Political party	Business group	Civic movement	Media	Other organizations	Citizens	Written source	Foreign source	Other indefinite	Total
1 source	2007	38.0	2.7	6.0	5.7	2.3	22.3	3.0	10.0	4.3	5.7	100.0
	2010	35.8	0.7	6.0	15.1	1.9	25.2	8.0	3.2	3.3	0.8	100.0
	2011	56.2	3.2	8.3	9.0	1.6	12.6	5.5	3.1	0.6	-	100.0
2 sources	2007	37.3	1.3	4.7	12.7	2.0	21.3	6.0	4.0	8.3	2.6	100.0
	2010	35.4	4.1	8.7	7.0	-	18.5	13.3	7.4	4.5	1.0	100.0
	2011	37.9	1.8	7.0	10.4	3.5	22.0	8.4	2.8	6.2	-	100.0
3 sources	2007	33.7	1.3	5.7	6.0	3.0	28.0	13.7	7.4	4.5	1.0	100.0
	2010	40.3	0.5	8.5	7.3	1	16.4	14.6	6.1	3.5	1.8	100.0
	2011	36.2	1.9	8.1	7.3	5.1	19.1	15.4	1.6	5.4	-	100.0
4 sources	2007	30.7	0.3	11.7	3.0	-	26.3	16.7	3.7	4.3	2.3	100.0
	2010	30.8	-	10.6	7.1	1.5	18.7	22.2	5	2.5	1.6	100.0
	2011	21.4	1.5	5.6	6.7	7.2	20.7	28.4	3.6	4.8	-	100.0
5 and more sources	2007	33.3	2.3	4.3	5.3	1.3	13.3	33.3	3.7	2.7	0.6	100.0
	2010	29.4	4.7	11.0	6.3	0.5	9.7	33.7	3.1	0.5	1.1	100.0
	2011	31.8	4.7	2.1	4.7	0.9	27.4	24.7	2.2	1.4	-	100.0

The two previous monitoring reports criticized that the MNB heavily relies on official sources of information including government officials, the President, members of the Parliament or the local Government. This situation did not change in 2011 and even tends to worsen. In other words, the MNB tends to disseminate views of decision makers only, while people affected by the events and decisions continue to have rare chances to express views.

News stories with four and more information sources predominantly use voices of citizens. Such stories mostly present impressions of citizens on public events with participation of the President, ministers and high ranking government officials or opening ceremonies of newly built or renovated schools, contests, festivals etc.

In short, information sources in one single news item do not represent various groups including independent experts, interest groups and those affected by the decision or event. In contrary, the news stories continue to rely on the information provided

by people from one and the same interest group, even though the number of information sources per news item tends to increase.

Recommendations from the two previous monitoring to pay more attention to the issue of balanced news coverage have been disregarded – the MNB news programs continue to disseminate unbalanced stories that mostly present official viewpoints only.

In 2010 the project had also recommended to pay attention to political balance in news stories because representatives of certain political parties tended to dominate as news sources. For example, the project had pointed that the majority of information sources represent the Mongolian People's Party (MPP) (of the 16 political party representatives cited in news items broadcast in April and September, 2010, 11 were MPP, 3 were from the Democratic Party (DP) and 1 was from the Civic Courage Party).

In 2011 31 news items with political party representatives were broadcast, out of which 17 or more than half (54.8%) were from the Democratic Party (DP), 9 (29 %) were from the MPP and 16,1% were from other parties. Within one year since 2010 no changes occurred in the role of political powers so that abrupt changes in the coverage of political parties can be interpreted as lack of editorial policy for balanced political reporting.

The project team had alerted that the voices of political parties not represented in the parliament are very weak in the news programs. This situation did not change in 2011.

Fact based news reporting

Independent and balanced news reporting can be also measured by the extent to which the news stories rely on facts instead of personal opinions of reporters.

“Law of Mongolia on Public Service Broadcasting...

Art. 9.1 The programs of the Public Service Broadcaster provide objective and impartial information prepared on a high professional level and in accordance with journalistic standards.

In 2010 91% of monitored news items had avoided personal comments and opinions and included facts only. This percentage slightly increased in 2011 reaching 94% - a positive example for commercial televisions.

1.2 PROGRAM INDEPENDENCE AND FINANCING OF PROGRAMS

Sponsored and paid for programs increased

To assess the level of independence of the MNB’s programming policy the previous projects included components to monitor the origination of programs.

In 2010 more than half (61.4.5%) of programs broadcast by the MNB were produced in-house. In 2011 this percentage decreased to 58.8%.

Table 5. Origination of weekly programs of the MNB

	Share of broadcasting time		
	<i>2010 average</i>	<i>2011 average</i>	<i>Change</i>
1. Own programs	61.4	58.8	-2.6
Sponsored	2.0	6.5	+4.5
Own financing	59.4	52.3	-7.1
2. Independent studios	6.7	4.6	-2.1
3. Translated programs	22.2	21.8	-0.4
3. Co-production	2.5	11.7	+9.2
Paid-for programs	0.7	2.3	+1.6
Sponsored programs	1.2	8.7	+7.5
Self-financed	0.6	0.7	+0.1
4. Program exchange	0	0.3	+0.3
5. Indefinite	6.8	2.9	-3.9
Total	100	100	

The share of sponsored and paid for programs as well as co-production increased in 2010. The share of programs without clear identification of financial sources decreased slightly only.

Examples of paid for programs include “Energy that comes form inside” series and “Community participation – sustainable development” paid by the “Energy Resources LLC”, the show program produced on demand of “Olloo” LLC about the launch of raffle sales of LED&LCD televisions, Lottery matching program of “Mongol daatgal LLC”, “5 Apartments – 5 Lucks” program of UNITEL LLC, “Mobilotto program” of Mobicom LLC, ‘1 Millionaire every minute’ of Pepsi etc.

Sponsored public interest programs

Information, children and educational programs can be defined as “public interest programs” that represent core content of the public service broadcaster that is separate from any ulterior motives of promoting private or political interests.

Even though the Law on Public Service Broadcasting does not set limits on types and volume of sponsored programs, the project recommended in 2007 and 2010 that the MNB, in its efforts to serve public interests, should define and implement a concrete editorial policy with regard to sponsored programs. This would include the type and placement of sponsored programs and defining the extent to which sponsorship would interfere with the program content (this should be strictly limited to maintain the independence of programming policy and fulfill the public service mandate). The results of the 2011 monitoring showed that the MNB did not make efforts to implement this advise. 12.1% of information programs, 23.7% of educational programs and 18% of children programs were sponsored or paid for. Sponsored programs, especially those sponsored by commercial companies, tend to focus on promoting products and services, thus weakening the public service intent.

Examples of sponsored programs include “You can chose not to answer” sponsored by Capital bank, “Young innovator” sponsored by Talkh Chiher LLC, Interpress LLC, Kings Crown LLC, etc, “Youth” sponsored by the Mongolian Youth Association, LGBT center, “National Screen” sponsored by Tengeriin khishig LLC, “Crystal” sponsored by Khan bank foundation, “XX century - 100 years” sponsored by Oyutolgoi LLC, “Mazaakhai” children program sponsored by Vitsamo and BOSA LLC, “Going through the secret history” sponsored by Zes erdeniin huvi LLC, Az Khur LLC, Sumo wrestler Kharumafuji and ABA Zan San, “Healthy Mongolian – Healthy future” sponsored by the UFC Group, “ASK“ quiz program sponsored by the UFC Group, “HAMOX”, Interpress LLC, Ministry of Educartion, Culture and Sience, “Beginning of the happiness” sponsored by Mongolian Turkish School, Empathy Center etc.

Furthermore, the project recorded that cases of sponsored prime time news programs increased drastically in 2011. In 2010 the prime time news programs had frequently advertised Summit computers, branding the Summit company as the “Technological partner of the MM news agency”. In 2011 further companies sponsoring the news program such as Capital bank, Talk chikker LLC, Gobi LLC and Unitel group were added as “partners of the news agency”. Products and services of these companies are advertised mainly during weather forecast or by placing the respective logos during the entire news program.



Transmission of ads forbidden by law

Law of Mongolia on Public Service Broadcasting

Art. 13.3. The share of advertisement on the Public Service Radio and Television shall not exceed 2% of daily broadcasting time.

The share of advertisement transmitted between the MNB programs is 0.8%, which is similar to 2010. However, if in 2010 12% of the advertisements were commercial ads, this percentage increased to 43% in 2011. Commercial ads include advertisements for Grundig, IT zone, Top Net, Esprit, Gogo.mn, Pepsi, Anar Juice, New Choice furniture house, Nomin standard, Skytel, Unitel, Mongolian Finance Group etc. Some of these ads are transmitted before beginning of dramas. The MNB broadcasts an average of 2-3 dramas a day and almost before each drama 10 second video clips were transmitted promoting certain companies as “Supporter of drama arts” or “Working for your future”.

The Law of Mongolia on Public Service Broadcasting.

13.1. It is prohibited to broadcast hidden and commercial advertisement on Public Service Radio and Television

The share of non-commercial or public interest advertisement increased from 24% in 2010 to 43% in 2011. Such advertisements include ads promoting awareness for child rights, planting trees, fire protection, nutrition for babies, water protection, facilities for reduction of air pollution etc.

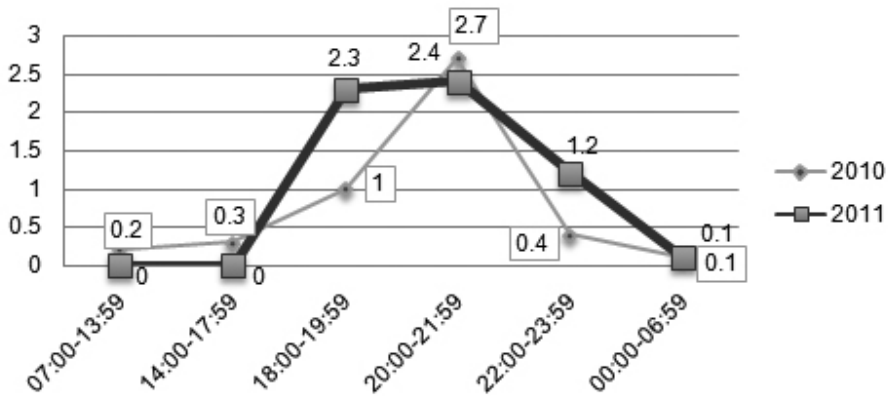
14% ads transmitted between the programs were other ads such as about international contests or sports festivals etc.

The Law of Mongolia on Public Service Broadcasting

Art. 13.2.2. It is prohibited to transmit advertisements during current affairs news programs. Anchorpersons of such programs shall not participate in the production and transmission of advertisements.

While in 2007 the majority of ads were placed immediately before the prime time, in 2010 the ads were mainly placed in prime time /8:00 PM-9:59 PM/. In 2011 the ads expanded to the time before and after prime time in addition to prime time.

Chart 2. Share of ads _ time scales /percentage/



In short, the MNB extensively uses the time before, during and after the main current affairs news program for transmitting advertisements.

50% of ads transmitted during the prime time news program were commercial ads for Unitel, Max Market, Gogo.mn, Summit computers etc., while the remaining 50% were non-commercial ads for promoting car seat belts, social insurance, supporting small and medium enterprises etc.

Ads broadcast in the current affairs news programs took 1% of the news program, which is 1.6% lower than in 2010.

Hidden advertisement did not decrease

The Law of Mongolia on Public Service Broadcasting.

13.1. It is prohibited to broadcast hidden and commercial advertisement on Public Service Radio and Television

In 2010 the project team expressed concern about hidden advertisement during prime time news programs – on a random day prime time news programs included a minimum of one hidden advertisement. In 2011 this situation did not change. Examples include news items such as:

- Seruun service LLC offers various air conditioners 2011.04.27
- The Mongolian Finance Group offers opportunities for car leasing without payment in advance. 2011.04.28
- The socially responsible company Vitafit LLC distributes 110 thousands bottles of Zoolon juice rich in Vitamin C among children during its vitamin campaign. 2011.05.04
- Erel LLC sells low price concrete batches. 2011.05.04
- Mongolian Star Melchers LLC offers sales on all types of mining and construction products 2011.05.04
- On the occasion of the National Script Day the Mobicom corporation launches an exhibition in its Tedy Center visited by 25 thousand people a day. 2011.05.06
- The Thanksgiving lucky winners awarded by Khaan Bank, the Mongolian Bank Number One as certified by respectable international organizations. 2011.05.07

PART 2

EQUAL SERVICE TO CITIZENS

The Public Service Broadcaster provides equal services to citizens through

- Diversity of programs
- Diversity of target audience
- Diversity of content

2.1 DIVERSITY OF PROGRAMS

Share of 'public interest programs' increased

The project team suggested in its previous reports that information and children's programs which tend to be marginalized in commercial televisions should be the core of the public service broadcaster and play an important role in its programming policy. To be more precise, the public service broadcaster should strive to maintain an appropriate proportion between 'useful' and 'profitable' programs in order to meet the criteria of diversity of programs. The public service broadcaster should establish a point of difference from commercial broadcasters by giving more attention to 'useful' programs so that entertainment shows and dramas do not overwhelmingly dominate in the programming. The project team had included into the working definition of 'useful' or public interest programs news, information and children programs and suggested aiming for a minimum of 51% share of total broadcasting time be dedicated to informative and educational programs.

In 2010 the MNB information programs decreased from 45.6% in 2007 to 39.5% and the project team recommended to attempt to not dedicate more time for entertainment programs. In 2011 the share of information programs increased slightly, reaching 47.7%. This increase was due to broadcasting more historical and scientific documentaries, the number of other information programs increased also.

Table 6. Weekly programming structure by program formats

Program format	Share in the weekly programming time		
	2007 average	2010 average	2011 average
1. Information	45.6	39.5	47.7
News and information	15.5	16.5	17
Telejournal	9.5	4.9	3.5
Commentaries	6.8	2.8	1.6
Documentaries (Analytical)	3.7	6.6	4.3
Discussions	4.1	2.8	4.7
Lectures, presentations	2.1	0.3	0.4
Documentary drama	3.4	3.1	6.4
Interview	-	-	2.6
Other information programs	0.5	2.5	7.4
2. 2. Entertainment / Shows	9.9	18.8	16.8
Talk show	2	2.5	2
Game show	1.7	1.8	1.4
Team show / entertainment	1.1	1.9	1.1
Cabaret	0.1	0	0
Reality show	3.7	1.7	0.7
Other entertainment	1.2	11	11.6
3. Fiction	28.4	25.4	23.1
TV Drama	23	21.3	19.9
Stage drama/Play	0.9	1.8	0.4
Myths, Fairytale	1.1	1.4	2.3
Cartoon	2.3	0.7	0.5
Other fiction	1.2	0.2	0
4. Musical performance	7.3	3.1	2.2
Solo performance	1.6	0	1.5
Group performance	1.6	0.5	0
Mixed	1.1	1.8	0.7
Other musical performance	3.1	0.8	0
5. Advertisement	0.9	0.8	0.8
Advertisement	0.9	0.8	0.8
6. Other mixed	7.8	12.4	9.6
Other mixed formats	7.8	12.4	9.6
Total	100	100	100

The share of entertainment programs including TV and stage dramas, musical performance, shows mixed programs decreased by ca. 8%.

The share of entertainment programs in the prime time increased

The Law of Mongolia on Public Service Broadcasting:

3.2. The purpose of the Public Service Broadcaster is to provide viewers and listeners all over the country with programming services to inform, educate and entertain.

Results of the three monitoring studies in 2007, 2010 and 2011 show that the share of programs that intend to inform, educate and enrich tend to increase while the share of entertainment programs tend to decrease.

Table 7. MNB weekly programming structure by program objectives

Program objectives	Share in the weekly broadcasting time		
	2007 average	2010 average	2011 average
1. Inform	27.0	34.1	35.9
2. Enrich/Educate	13.1	15.2	17.3
3. Entertain	45.1	44.9	38.9
4. Advertisement of own programs	0.5	1.0	0.9
5. Advertisement	0.9	0.8	0.8
6. Other mixed	13.4	4.2	6.2
Total	100.0	100.0	100.0

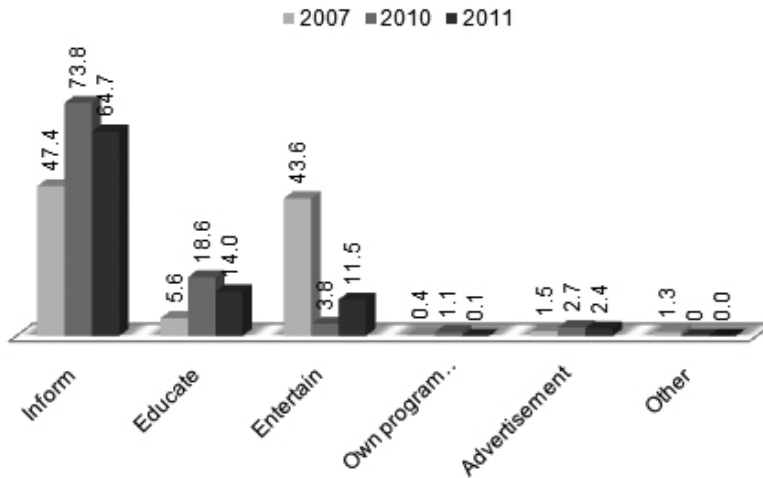
Similar to 2010, 46.2% of informative programs were news programs, the weekly news review, sports news and the English language news program “MM-Today”. In addition, the ‘traditional’ information programs prepared by the Government and Presidential Office such as “Open Government” (Neellttei zasag), “Serene” (Duudlaga), and “Symbol” (Suld) continued to be broadcast in 2011 too.

The share of programs produced with the intention to educate continue to increase. Examples of such programs include “Golden root”, “Travel hour”, “National language, script and culture”, “Arts network”, “Khunnu state”, “XX century -100 years”, “Documentary screen of science”, “Science and knowledge”, “Eco world” etc. New launches in 2011 include infotainment programs “Young innovator” and “Going through the Secret history”.

60% of programs that intend to entertain include TV and stage dramas and cartoons. Other entertainment programs include “1 Million every minute”, “Hey Hey”, “ASK”, “Music station” as well as cultural and musical event transmissions including for example “Miss Mongolia” show.

In 2010 the project team expressed satisfaction with the tendency to use almost the entire prime time for information and news programs. The project team considers that it is in line with the public service mandate to use the most valuable time for public interest programs instead of entertainment as commercial broadcasters usually do.

Chart 3. MNB programs by objectives_ in the prime time /by percentage/

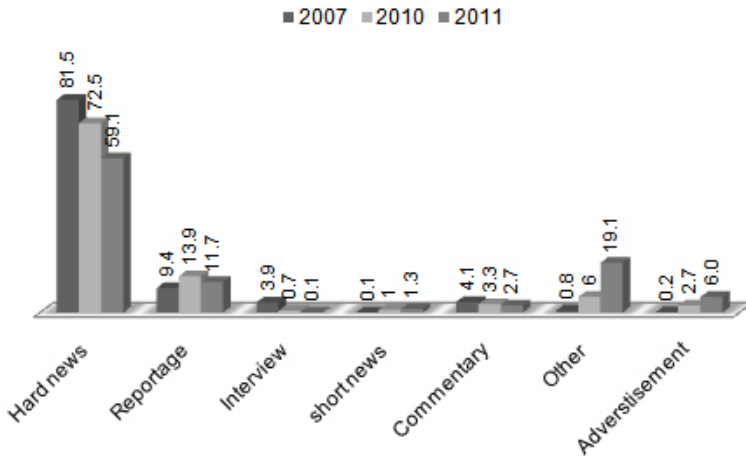


However, in 2011, the tendency of using the prime time for entertainment programs increased drastically from 3.8% to 11.5%. Examples include TV dramas such as “Welcome to life” or show programs such as Miss Mongolia.

News programs do not use the variety of journalistic genres

When the project team analyzed each news item in news programs with regard to format, more than half (59.1%) of items were short news. The sports news part was separated from the main news program in 2011 so that the sports news items were not counted here.

Chart 4. News item formats / genres *



The project team recommended in 2010 diversifying at least the main, prime time news program to include background and analytical stories and features, reportages and interviews to enrich the content and diversify formats of story presentation to meet the needs and interests of various groups of people. This recommendation was not taken into account and the structure of news programs did not change significantly. The share of advertisement in news programs increased.

2.2 DIVERSITY OF TARGET GROUPS

The share of children and minority programs increased

The Law of Mongolia on Public Service Broadcasting...

8.2. *The Public Service Broadcaster will pursue the following programming policy:*

8.2.7. *... meet the needs and demands of various social groups including ethnic minorities, women, children and disabled.*

The Public Service Broadcaster is obliged to meet citizens needs and interests independently from their age, gender, social status, religion etc. To do so, the Public Service Broadcaster has to use various program formats, cover a diversity of topics and address needs of different social groups including special groups such as children, youth, disabled, national minorities etc.

In 2007 and 2010 the MNB devoted ca. 80 percent of its broadcasting time to programs that did not target a specific social group but are designed for the general audience. This percentage slightly increased in 2011 reaching 86.2%.

The number of children programs increased in 2011 with new game and quiz programs “Next page”, “Crystal” and “Game circle”.

Table 8. MNB’s weekly programming structure _by target groups

Target groups	Share in the broadcasting time		
	2007 average	2010 average	2011 average
1. General audience	80.7	78.6	86.2
General audience	80.7	78.6	91.2
2. Age groups	17.1	17.7	11.3
Children aged up to 11	2.6	1.7	2.6
12-15 years	1.4	0	0.3
16-18 years	1	0	0.1
For all age	0	3	2.2
Mixed age groups	3.5	4.6	0.2
Adults	8.6	8.4	5.3
3. Social minorities	0.8	0.6	1.6
Ethnic groups	0.2	0.2	0.2
Religious groups	0.2	0	0.6
Language groups	0.4	0.4	0.9
4. Occupation groups	0.3	1.7	0.8
Herders and farmers	0.3	0.9	0.4
Other groups by occupation	0	0.8	0.4
5. Special groups	0.3	0	0
Disabled	0.3	0	0
6. Gender	0	0.2	0
Male/female	0	0.2	0
7. Geographic groups	0.1	1.2	0.2
Rural residents	0.1	0.9	0.2
Foreign citizens	0	0.2	0
8. Other	0.9	0	0
Other	0.9	0	0
Total	100	100	100

In 2010 the project team expressed concern that within the broad range of ‘children’s programs’ the share of programs targeting specific age groups was unstable. There were no programs for teenagers at all and the majority of programs falling under the category of ‘children’ were for kids under 11 years. Despite of some new programs launched in 2011 the situation did not change much and the programs for teenagers were not broadcast on a regular basis.

Similar to 2010 the MNB regularly broadcast a program for Kasakh minority called “TV Tolkyin.” The project appreciates the launch of the MNB special channel of minorities in 2011.

The MNB broadcast various other programs targeting specific audience groups such as “Four seasons” and “Green development” for farmers and herders, “Sustainable livelihood” and “You suggest, we support” for rural citizens, “Fresh air news program” for capital citizens etc. There were no programs specifically designed for women and foreigners.

There were no special programs designed for disabled but the MNB continues to broadcast its news programs with sign language. The project team recommends for the second time to increase the share of sign language programs by including selected information programs on important issues of social, economic and political development.

2.3 DIVERSITY OF CONTENT

“The Law of Mongolia on Public Service Broadcasting...”

8.1 The Public Service Broadcaster shall reach the entire society with programs covering a wide scope of themes including politics, economics, science, education, culture, arts, sports etc. on high technical and professional level.

In order to assess the content of the MNB programming with regard to its diversity, the project team evaluated:

- Programming structure
- The thematic structure of information programs
- The content of news programs.

The MNB programs cover a wide range of themes.

The analysis of the thematic structure of MNB information programs had shown that in 2007 and 2010 local affairs and events, political, economic and social issues dominated. In 2011 the share of programs covering these issues increased by 6.8%.

Table 9. MNB's weekly programming structure: by content

Program content	Share in the weekly broadcasting time		
	2007 average	2010 average	2011 average
1. Nonfiction programs	39.7	43.1	49.8
News and local events	18.2	15.7	19.2
Information on viewers rights	1.3	0.3	0.2
Politics, social and economic issues	6.0	8.2	8.7
Religion, philosophy	0	0.6	0.6
Education	3.7	4	4.8
Literature, Arts, Media	1.1	4.8	3.1
History, humanities	2.2	3.6	5.3
Science and technology	1.8	1.2	3.4
Health and medicine	0.9	0.7	1.1
Environment	2.4	2.5	2.0
Events, occasions /anniversaries, exhibitions, fairs,/	0.1	0.6	1.6
Infrastructure, communications	0	0.2	0
Human interest /celebrities, lifestyle/	0.7	0.3	0
Other information	1.4	0.4	0
2. Lifestyle, spare time, human interest	3.4	3.3	4.7
Tips and advises for general audience	0.1	0.1	0.2
Computer and Technology	0	0	0
Food	0	0	0.6
Home and garden	0	0	0
Hobby	0	0	0
Cars and techniques	0.1	0	0
Family and lifestyle	0.4	0.6	2.7
Travel and Tourism	0.7	1.2	0.6
Other: hobby, lifestyle	1	1.4	0.8
3. Sports	4.1	6.8	3.1
National Sports	0.8	0.6	0.7
International Sports	2.3	6.1	0
Local sports events and occasions	-	-	2.4

Other Sports	0.6	0.1	0
4. FICTION	25.1	23.4	21.0
TV Drama	24.5	21.6	20.6
Stage drama	0.7	1.8	0.4
5. Leisure, Entertainment	5.4	4.5	5.0
Quiz	1.2	1.4	1.8
Meeting and dating	0	0	0
Reality show	3	1.7	0
Talk shows	0.2	0	0
Cabaret	0	0	0
Game	0.6	1.3	0.2
Other: leisure and entertainment	0.3	0	3.1
6. Music	7.9	4.6	5.4
National/ Folk music	0.8	0.8	1.8
Popular music	3.2	1.8	1.0
Classical music	0.6	0.2	0.2
Other: Music	3.2	1.9	2.5
7. Other mixed	14.5	14.3	11.2
Other	14.5	14.3	11.2

The Law of Mongolia on Public Service broadcasting...

8.2. The Public service broadcaster takes the following into its programming policy consideration:

8.2.3. Respect the national culture, arts, history and traditions, prioritize national unity and support protection of environment;

8.2.6. Pay special attention to programs that support the individual and social growth of its viewers, especially the intellectual and physical development of youth and children.

Compared to 2007 and 2010, the MNB offers more information and educational programs, especially historical content, programs about science and technology. It also covers more lifestyle and family issues but less sports and fiction, especially stage dramas.

Increased transmission of lottery winner award shows sponsored by companies such as Unitel, Mobicom, Khaan bank and Mongol Insurance lead to the increase of program group on events and occasions. The MNB launched in 2011 programs portraying famous people due to which lifestyle programs increased.

News and information programs rarely cover social issues

If we analyze the topic and duration of each news item in the news bulletin, the dominant majority of news items, similarly to 2010, looked at economic issues as well as international news and events. In terms of duration, the MNB dedicated more time for news on politics, media, events and occasions.

Political news mainly cover events organized by political parties in the countryside, activities of movements and associations, meetings and actions of the President, prime minister and members of the parliament etc. In comparison to the previous years the MNB covered civil society activities more frequently.

Table 10. . Weekly news program content by frequency and duration

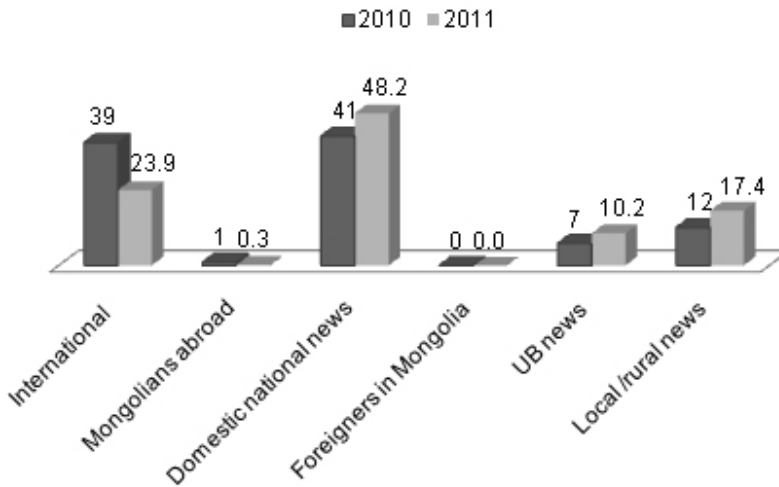
№	Topics	Share of the total weekly duration of news programs			Share of the total number of news items per week		
		2007	2010	2011	2007	2010	2011
1	Environment	5.2	5.9	6.6	3.8	4.4	5.3
2	Politics	20.2	7.8	14.6	14.6	8.5	8.5
3	Economics	14.1	15.4	17.0	9.0	22.1	11.4
4	Education	5.2	3.1	5.0	4.0	3.8	3.9
5	Health	4.5	2.5	2.9	3.5	2.9	2.0
6	Crime and Justice	4.2	2.7	2.1	5.1	3.7	1.5
7	International news and events	15.5	22.8	23.7	31.4	11.7	32.4
8	Leisure time, lifestyle, sports	3.2	14.1	1.3	3.1	15.2	1.2
9	Media and communication	5.2	4.4	15.7	4.1	4.7	12.1
10	Human interest	0.4	0.4	2.5	0.5	0.2	2.2
11	Science and technology	1.7	0.9	0.9	1.5	0.8	0.7
12	Social issues	9.8	7.6	4.8	6.8	9.9	3.2
13	Advertisement	0.4	2.6	1.1	0.6	0.9	4.8
14	Other	10.4	9.8	1.7	13.3	9.9	10.8
TOTAL		100	100	100	100	100	100

The table shows that in the course of time since 2007 coverage of social issues has been gradually decreasing both in terms of frequency and duration. The category of leisure time, lifestyle and sports items shows a drastic decrease because sports news were not included into the news bulletin any longer. The share of other news was relatively large mainly due to inclusion of the weather forecast in this category.

Economic news predominantly covered monetary policy issues, mining, stock, inflation and harvest related issues.

With regard to geographical coverage of news stories, the majority of news items covered national domestic news as ever since 2007. Compared to 2010 the share of national domestic news as well as news items covering events and issues of the capital Ulaanbaatar increased, while international news and news items dealing with Mongolians living abroad decreased.

Chart 5. Geographical coverage of news stories by percentage



News items covering issues of rural citizens increased from 5% in 2007 to 12% in 2010 and 17,4% in 2011. These include stories about issues related with harvest, animal fertility and growth, health and education service in rural areas. Of note is that the majority of such stories are produced in relation with visits of ministers and members of parliaments in rural provinces or campaigns actions organized by political parties, mostly those of DP or MPP.

Both in 2007 and 2010 the project team expressed concern about low quality lengthy news items that are 2-3 times longer than the international average. This situation did not change in 2011 and the average duration of one news item remains 125 seconds.

The project team recommends that instead of repeating news items several times a day the news bulletins should be enriched and updated by stories that cover other uncovered issues. As for now, news broadcast 1 PM are repeated during the prime time news program 8 PM and news broadcast 8 PM are repeated 11 PM.

Information programs analyze issues of current affairs

Information programs predominantly focused on social, economic and environmental issues in the last two years. Even though the share of economic issues decreased by ca. 17% in comparison to 2010, it remains one of most important topics on the MNB agenda.

Table 11. . Information program content_ by duration

№	Content	Share in the weekly broadcasting time /percentage/		
		2010	2011	Change in %
1	Environment	10.7	12.0	+1.3
2	Politics	9.4	11.4	+2.0
3	Economics	35.0	17.2	-17.8
4	Education	3.5	10.4	+6.9
5	Crime, justice	8.1	10.9	+2.8
6	Media and entertainment	0.8	2.4	+1.6
7	Science and technology	0.6	0	-0.6
8	Social issues	31.9	35.7	+3.8
	TOTAL	100.0	100.0	

These programs analyze much discussed issues and try to look for solution options, presenting various viewpoints and perspectives. Examples include the “Open discussion” and “Citizens role in the educational reform” programs produced and broadcast on the occasion of the new academic year or public discussion organized on the occasion of the memorial day of industrial accident victims.

The program “Parliamentary discussion” is designed to provide opportunities for experts and stakeholders to discuss draft laws waiting for approval by the Parliament. During the monitoring period the program discussed draft laws on financing, allowances and benefits in the higher education sector proposed by the President, on social benefits and allowances in remote areas etc.

The “Author’s program” and “Policy without policy” programs analyzed such important issues as air pollution, waste issues, soil degradation, city planning, land licensing, unemployment, poverty, ger suburbs and water issues.

CONCLUSIONS OF THE MONITORING STUDY

Positive changes and trends

- The share of public interest programs that aim to inform and educate increased taking now approximately half of the broadcasting time.
- In 2010 91% of monitored news items had avoided personal comments and opinions and included facts only. This percentage slightly increased in 2011 reaching 94% - a positive example for commercial televisions.
- The MNB regularly broadcasts programs specially designed to cover needs and interests of social groups such as children, ethnic minorities, foreigners in Mongolia, rural citizens etc. In addition to this, the current affairs news programs are broadcast with sign language, differentiating this way the MNB news programs from those of commercial broadcasters.
- Over the years since 2007 the share of programs that intend to educate and inform has been steadily increasing, while the share of entertainment programs has been decreasing.
- The content of MNB programs covers a wide range of topics including international news national political and economic issues as well as local events.
- The information programs, rather than the current affairs news programs, analyze and investigate socially important issues, presenting various viewpoints and solution options.

Negative changes and trends

- Even though the share of single source news stories decreased, the total share of stories without any or with a single source of information is still high – 38%. In other words, every third news story disseminates information that can not be proved or one-sided information that is not balanced by other sources – a fact that urgently needs attention.
- Cases of sponsored prime time news programs increased drastically in 2011.

- Even though the number of information sources in single news items increased, the sources do not sufficiently represent the respective interest groups. Official sources including members of parliament and government as well as officers of government agencies continue to prevail.
- Recommendations concerning the need for a strict editorial policy with regard to sponsored programs, especially programs of high social and political importance have not been taken into account.
- The project team repeatedly warns, that even though advertisements on the MNB in general do not exceed the 2 percent of broadcasting time allowed by law, prime time news programs are frequently interrupted by commercial and hidden advertisements and paid-for news items, which is not only against the law on Public Service Broadcasting and the Law on Advertisements, but is also a serious violation of professional standards in journalism.
- Hidden advertisement is expanding. In addition to advertisements prepared and broadcast in the format of journalistic news stories the MNB now started using the place in the background of news including weather forecast to advertise products and services.
- The share of entertainment programs broadcast during the prime time has been increasing.
- Even though the news items in the current affairs news programs cover a wide range of topics, analytical stories that scrutinize problems, question facts and situations and look for solutions are rare. Stories from rural areas are almost always produced and broadcast in relation to visits of high ranking government official in the countryside, while independent explorations of social conditions and lives of rural citizens are almost non-existent.
- News items in current affairs news bulletins mostly represent low quality single sourced lengthy stories that last 2-3 times longer than the average news story in international broadcast media. News items are repeated several times a day, which decreases the relevance and timeliness of news programs.

RECOMMENDATIONS

In 2010, the Press Institute based its the second monitoring of the MNB programs provided recommendations to the Board of the MNB, senior managers of the program department and the MM news agency. When the research team analyzed changes and progress in the MNB programs in 2011, it found out that despite some positive changes and negative trends identified in 2007 and 2010 still persist. For this reason the project team repeatedly recommends the following:

For the Board of the MNB

- In accordance with Article 8.4 of the Law on Public Service Broadcasting, the board of the MNB is obliged to exercise control over the programming policy of the MNB to ensure that it abides the law and follows the public service principles. For better efficiency of this control the Press Institute recommends regular examination of the programming structure of the MNB to assess the plurality of content and diversity of target audiences and program formats. Such assessments could, for example, help to identify trends of extreme commercialization by over-emphasizing entertainment programs and reduction in the amount of time dedicated to information programs, children etc.
- The analysis of the programming structure shall regularly be publicized to emphasis the unique role of the MNB its difference from commercials stations.

For program directors and the MNB management

- When defining the MNB programming policy at the editorial level, the Press Institute recommends introducing internal categories that allow precise definition of the objectives, content, target audience and format of each program based on the same criteria. This will not only allow transparency in programming planning, it will make it easier to ensure balanced programming with regard to programs targeting specific groups, the share of information and entertainment programs, etc.
- To meet the legal requirement of producing programs on a “high professional level” the MNB needs to precisely define the criteria and requirements for each type of program in order to set common standards and promote them. On the other hand, attention should be paid to improving the professional qualifications of journalists by evaluating the level of professional knowledge and skills and the training needs and implementing capacity building programs for journalistic staff.
- The Press Institute recommends defining and implementing a concrete editorial policy with regard to sponsored programs. This would include the type and placement of sponsored programs and defining the extent to which sponsorship would interfere with

the program content (this should be strictly limited to maintain the independence of programming policy and fulfill the public service mandate). The monitoring team advises restricting sponsorship of information programs, particularly news and children's programs, in order to maintain editorial control over these programs, and ensure credibility and independence.

- The MNB should continue its efforts to serve the needs of various social groups including disabled and increase the types of programs broadcast with sign language and subtitles.
- Use consistently age classification marks on dramas and movies.

For the management of the MM news agency

- The Press Institute recommends urgent attention be paid to the fact that every third news item is based on the statement of one single source only. We recommend introducing and promoting standards to ensure the plurality of information sources in news stories to provide for balanced and accurate news reporting.
- Worthy of note is the fact that news items citing several sources mainly include official sources, while citizens and groups affected by the event/situation or independent sources without a conflict of interest rarely had a say. For this reason the monitoring team recommends promoting editorial rules and news standards to ensure use of diverse types and levels of information sources including decision makers, people directly affected by the decision/event and independent experts.
- The news bulletin mainly consists of short news stories. We recommend diversifying at least the main, prime time news program to include background and analytical stories and features, reportages and interviews to enrich the content and diversify formats of story presentation to meet the needs and interests of various groups of people.
- The Press Institute recommends urgently stopping the broadcasting of commercial advertisements prepared in the format of journalistic news pieces and direct ads within news programs, which not only violate the law and professional standards, but also damage the credibility and reputation of the public service broadcaster.
- Repeated airing of news items from previous news bulletins decreases the value and relevance news. The project recommends to diversify the news programs with news items that cover various social issues instead of repeating 'old' news.

LIST OF TABLES AND CHARTS

Table 1. Programs monitored

Table 2. Number of news programs and news items monitored

Table 3. number of information programs monitored

Table 4. Number of types of information sources in percentage

Table 5. Origination of weekly programs of the MNB

Table 6. Weekly programming structure by program formats

Table 7. MNB weekly programming structure by program objectives

Table 8. MNB's weekly programming structure: by target groups

Table 9. MNB's weekly programming structure: by content

Table 10. Weekly news program content by frequency and duration

Table 11. Information program content: by duration

Chart 1. Information Sources

Chart 2. Share of ads: time scales /percentage/

Chart 3. MNB programs by objectives: in the prime time /by percentage/

Chart 4. News item formats / genres

Chart 5. Geographical coverage of news stories by percentage