



**UNIVERSIDADE DE MACAU**

**FACULTY OF SOCIAL SCIENCES AND HUMANITIES**

**To what extent does Teledifusão de Macau  
(TDM) fulfill its role as a Public Service  
Broadcaster?**

by

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A Thesis Submitted in Partial Fulfillment of the Requirement for the Degree of

Master of Arts at the University of Macau

June 2010

## DECLARATION

I adhere declare that this thesis represents my own work, except where acknowledgement is made, and that it has not been previously included in any thesis, dissertation or report submitted to this University or to any other institution for a degree, diploma or other qualification.

Wu Sok Han, Felicity

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## ACKNOWLEDGEMENT

I would like to contribute my gratitude to my supervisor, Dr. Wu Mei, for her patience, guidance and encouragement, and of course to the Committee members, Dr. Liu Shih Diing and Dr. Li Xiaoqin as well. I can't afford not to thank the professors who have taught and guided me in my two years' time in conducting the master degree, without them, I could not have the determination and profession to finish the degree. Hereby I want to show my thankfulness to all of them. At this time, words are too insufficient to represent my gratefulness.

Work and study is not easy. To work out both well enough, considerations and endurance of the family, friends and colleagues are essential. Lucky enough, I could have them all. Thank you, my fiancée, you are the greatest!

Another big accomplishment I achieved in these two years' time, aside from the degree I earned, are the classmates and friends I made. We were there for each other during the hard times; we cheered for each other during the happy moments; and finally we all made it! This is just amazing. All of you have highlighted my campus life.

## ABSTRACT

The relationship between the government and the media is always intimate. Teledifusão de Macau (TDM), is one of the examples to demonstrate the situation. It is named “Macao Television Station”. According to revised concession contract signed with GDTTI, on behalf of the SAR government, it has stated clearly that the objective of the company (TDM) is to operate television and audio public broadcasting services. (Official Gazette, 2005). This has clearly defined that TDM is the public service broadcaster in Macao. It has been a private company, a semi-government station, and now it's totally financial dependent on the Macao S.A.R. government. Being a PSB, it has to be a watchdog of the government. This contradicting situation has put TDM in an awkward situation. The public began to question whether TDM is fulfilling its role as a PSB. Scholars have been studying the role and functions of a PSB, and define the following criteria as determinants: editorial independence, accountability and social responsibility. This paper studies how TDM plays its role as a PSB by means of in-depth interview with the management and the staff of TDM, and via document review, and try to achieve a conclusion.

Key words: Teledifusão de Macau, Public service broadcaster, editorial independence, interference, accountability, social responsibility

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# Chapter One

## Introduction

The development of Macao has been roaring in the last decade. After the return of the sovereignty from the Portuguese government to the Chinese government in 1999, Macao has gone through dramatic changes. The “one-country, two systems” have been practicing in Macao since the handover; the liberalization of gaming licenses which brought a huge leap in economic development; the Closer Economic partnership Agreement (CEPA) signed between the Mainland and the S.A.R. government which encourage trading between China and the S.A.R.; the liberalization of tourists from firstly Guangdong provinces, and gradually loosening up to most provinces in China to visit Macao and Hong Kong etc. All of the above mentioned factors contributed to the economic boom in Macao.

### 1.1. Background

On the other hand, aside from the economic changes, political and societal changes simultaneously happen. The Macao S.A.R. government was constituted on 20<sup>th</sup> December, 1999. How the government functions is not the major concern of this study. However, its relation with the local media, especially the local television station is what this paper’s going to study.

## 1.2. Media in Macao

The media market in Macao is relatively small when compared to the adjacent regions. It can be roughly divided into electronic media and print media. Regarding to the former one, there are four television stations in Macao, namely Teledifusão de Macau (TDM), Macao Asia Satellite TV, Lotus Satellite TV and Macao Cable TV. Out of them, the first three TV stations offer free-of-charge television services. Among them, the latter two television stations aim mainly at the Mainland China audiences, whereas TDM targets mainly at the local residents. The Cable TV is a paid television cable service which is also the antenna service provider in Macao nowadays.

There are nine Chinese daily newspapers, three Portuguese daily newspapers, two English daily newspapers in Macao. (GCS, 2010) The interesting point of the media ecology is: the Macao S.A.R. government subsidized the daily newspapers and press associations in Macao. For example, the Government Information Bureau (GCS) subsidized two press associations in the third quarter of 2009 at the sum of 1.8 million patacas (Official Gazette, 2009). In the second quarter, a total sum of 10.2 million patacas was granted to 17 newspapers. (Official Gazette, 2009). This has created a concern about how these media could stay editorial independent from the government or maintain an objective point of view in their news reports.

## 1.3. Purpose of study

TDM is the television company in Macao and is financially dependent on the government. The revised Concession contract signed by the Bureau of Telecommunication Regulation, on behalf of the SAR government and TDM, has

stated clearly in article 36, that the objective of the company (TDM) is to operate television and audio public broadcasting services (Official Gazette, 2005). This has clearly defined that TDM is the public service broadcaster in Macao. Other television stations in Macao, including Macau Satellite TV (Official Gazette, 1998) (it is no longer operating as TV station), Macao Asia Satellite television (Official Gazette, 2004) and Macau Lotus TV (Official Gazette, 2008) are granted the license of operating satellite TV in Macao; whereas Cable TV is the only pay TV in Macao. The role as PSB is further proved by ex Chief Executive, Edmund Ho when he mentioned in the Public Broadcasting International 2004 held in Macao that TDM was the public service broadcaster of the Macao S.A.R.. (Weng, 2004). In addition, TDM has been a member of the administrative committee of Public Broadcaster International (PBI). This study aims to justify how TDM functions as the PSB in Macao, to what extent it is playing its role?

Scholars have conducted various studies regarding PSB in different countries all over the world. Various values are used to define PSB from government broadcasters or commercial service broadcasters. Some of them may include: editorial independence, public accountability, equality, national building and diversity among others. (Jjuuko, 2005) Nevertheless, two values out of the above mentioned are commonly shared by PSB internationally are editorial independence and public accountability. (Tleane and Duncan, 2003)

McQuail (2005) pointed out that “the media ought to serve the public purposes and be socially responsible.” McQuail also stated that “the theory of social responsibility of the media and the idea of media as a “public trustee” are relevant here again.” This adds another value of the PSB – social responsibility.

This study is going to evaluate to what extent TDM is playing its role as PSB, does it fulfill the above said elements so as to carry out the obligations of PSB - to monitor the government using its mass media authority thus to press the government to better serve the residents.



#### 1.4. Structure, laws and regulations

TDM has to comply with law No. 56/82/M – the Set up of Macao Broadcasting Television Company (Official Gazette, 1982). Stated in the law, TDM was set up as a company to provide wireless broadcasting and television services to the public. According to the regulations, TDM has to set up a) Board of Directors, b) Assembly, c) Monitoring committee. TDM was supervised by the Governor in terms of its law, or company regulations, or to impose its power to assist TDM in achieving its goal, and to achieve the maximum interest for Macao. (Official Gazette, 1982). But looking at the structure of TDM now, there is only Board of Directors and shareholders committee, but no monitoring committee.

**Chart 1: Organization chart of TDM: Members of the management of TDM (2010 Spring)**

Chairman of Board	Dr. Stanley Ho (何鴻燊)
Vice chairman of Board	Chief Executive Officer of TDM – Manuel Maria dos Santos Goncalves (江濠生), also the Chief Executive of TDM
Board Director	Director of Government Head Office Auxiliary Bureau – Mr. Tam Chon Weng (譚俊榮)
Board Director	Director of GCS – Victor Chan Chi Ping (陳致平)
Board Director	Director of DSEJ – Sou Chio Fai (蘇朝暉)
Board Director	Deputy Director of MGTO – Manuel Goncalves Pires Junior (白文浩)

The shareholders Committee is led by the Chairman, João Manuel Costa Antunes (安棟樑) (Macau Observer Post, 2010). He is the responsible person in calling annual shareholders meeting. However, no further information regarding the shareholders committee could be found.

According to Article 40 of the concession contract signed between the SAR government and TDM (Extract of the concession contract between the SAR government and TDM, 2005), TDM is led by a Board of Directors. Stated by the regulation, the Board of Directors could entrust its authority to an executive committee or a managing director. By Article 41, Chief Executive of Macao SAR could appoint one government representative and confer him/her the mandated responsibilities and authority by means of dispatches.

TDM has its Board of Directors and its Chief Executive Officer appointed by the government. Its daily administration, financial, programming decisions are made or approved by the Chief Executive Officer.

It is essential to identify the role of TDM as PSB only after viewing the laws or regulations that it is complying. Thus, the following regulations are found which TDM has to comply with in order to carry out its obligations and responsibilities.

In article no. 3 of law No. 8/89/M, the Audio and Visual Broadcasting Law (Official Gazette, 1989), the objectives of the broadcasting industry are stated as follow:

1. Respect the existing moral and cultural value and contribute to the cultivation of residents;

2. Contribute to the information for residents and ensure the residents to have non-obstacle and non-discriminated information and the right to get the information;
3. To advance the improvement of the society and culture and contribute to the concern of the residents towards politics, civil and society;

In order to obtain the above said objectives, the broadcasting entity should

1. Ensure the justice, variety, conscientious and objective of the information, thus to maintain its independence towards the public authority;
2. By means of a balanced program chart, contribute to the promotion of public information, entertainment, education and culture. In addition, to take into account of the comprehensiveness of the requirement of age, occupation, interest and nationality.
3. To be beneficial to a better understanding and contact of Macao residents;
4. To assist in promoting the educational or training program which are produced for the sake of general audiences, cultural audiences or societal professionals;
5. To contribute to the accountability of civil and political cultivation and participation of the residents; via the comments, critics and discussion of the program to encourage comparison of comments, thus to achieve a responsible and definite decision.

As from the above objectives set by the law, TDM has to comply with the following criteria so as to be able to keep up with their identity as a broadcasting entity:

1. Maintain editorial independence
2. Maintain accountability

### 3. Fulfill social responsibility

Regarding editorial independence, article 47 stated that “no public or private institutions could impede or force the broadcaster in arranging its program. This should be done under independent and autonomous circumstances.”

By article no. 48, it stated that the broadcasting entity should comply with impartial and valid values with its broadcast information. Broadcasting self-constraint, false or unconfirmed information, or treat the above information as news which might distort the truth or will cause mislead the public (are not allowed).

The general broadcasting law has already laid down regulations regarding the editorial independence in the broadcasting industry; not to mention the PSB, that they should comply with the same or even tougher criteria.

According to the second chapter of Law No. 8/89/M (Official Gazette, 1989), a “Broadcast Committee” has to be set up in order to run the obligations to ensure:

- a) the independence of the broadcasting company or operator from political or economic power;
- b) the variety and freedom of speech and thoughts;
- c) the validity and objectivity of information;
- d) the quality of the programs;
- e) the defense of rights and to respect the legal responsibilities.

However, the Broadcast Committee has never been set up, regardless of the regulation stated in Law No. 8/89/M. (GCS, 2010)

The Audio and Visual Broadcasting Law was first set up in 1989, which was twenty

years from today, obviously some of the points might not be up-to-date and that is why it is currently under the preparation and consultation of having revision by the Information Bureau, together with the Publishing Law. (GCS, 2010)

Aside from the Audio and Visual Broadcasting Law, TDM has to comply with Television and Audio Broadcasting Service Concession Contract (Official Gazette, 1999) (first signed in 1990, and revised in 1999 and signed with the Financial Secretary of the Macao Government, and further revised in 2005, and signed with the Bureau of Telecommunications Regulation (GDTTI)). Regarding information, article 28 of the 1999 version has stated:

- a) The concession entity should respect true, neutral, just and loyal value when broadcast and deal with information. It should not broadcast false, biased or unconfirmed information, and should not treat the facts which might distort or mislead the public as news.
- b) The program channels which are stated in article 7, the radio should broadcast news cast which are locally or internationally related and the television should have Chinese and Portuguese news cast and cultural and sports programs.

The above three articles have illustrated the intimate relationship between the government and the concession broadcasting company. In addition there is one regulation in the contract that if a company is providing wireless public broadcasting services, it will be subsidized by the government. Will this regulation affect the editorial decision of the broadcasting company in some ways?

How TDM plays the role as the public service broadcaster? There are thousands of

studies conducted all over the world regarding the obligations of a PSB. Applying those criteria to TDM, is TDM playing its role well enough?

### 1.5. Significance of study

Studies of PSB in other countries or regions have been conducted by scholars, for example, cases regarding BBC in the United Kingdom, NHK in Japan, RTHK in Hong Kong etc. However, there is not yet any study which specifies in studying the PSB in Macao and its relationship with the government. Similar studies which concerns about the relationship between TDM and politics in Macao were conducted by S. D. Liu and H. W. Lei in 2008, namely “The Depoliticization of Macau’s Television Management”; “Changing the role to Public Television – to probe the new direction of TDM from the point of view of social functions and system of public television”, written by Agnes Lam in 2003. She has also written another journal named “Macao Media and its development” in 2009.

Macao has been undergoing a drastic economic development since the liberalization of the gaming license in 2002, with the assistance of the policy of People’s Republic of China Government to liberalize residents in various provinces to visit Hong Kong and Macao Special Administration Region as individual travelers since 2003; plus, the first foreign gaming license holder began its operation in 2004. All these factors contributed to the massive economic growth in Macao, and this economic outgrowth has attracted the world’s attention to this small city. In addition, ex-secretary of Transport and Public Works, Mr. Ao Man Long’s corruption scandal brought Macao into global attention. By the end of 2006, the gross revenue of game of fortune in Macao exceeded 56 billion patacas (DICJ, 2006), while the World’s famous gaming

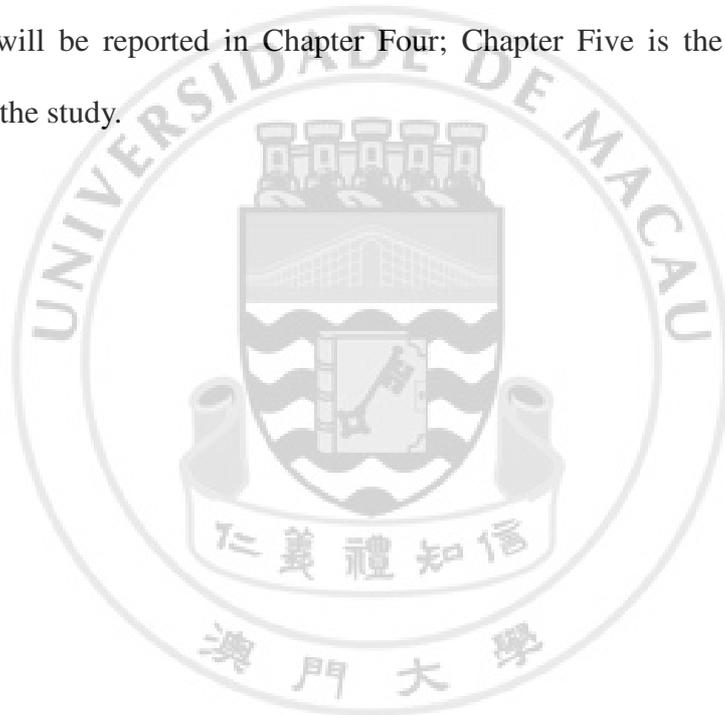
city – Las Vegas only made US\$6.5 billion, which is approximately 56 billion patacas. (Los Angeles Times, 2007) Macao has by then become the World's first gaming city.

This spectacular finance report not only draws global eyeballs to Macao's economy, but also to Macao's political issues, employment, people's livelihood, media development etc. As mentioned in 1.2, the media market in Macao is relatively small, and most of the media are granted subsidies from the government. Previous study regarding "Political bias of the News Coverage of the Macao Assembly Election 2005: Analysis of Three Local Newspapers", conducted by Katrina Cheong showed that the three main newspapers in Macao has their own news bias and standpoints when reporting the Legislative Assembly Election in 2005. Some of them are pro-government; some of them tend to speak for some gaming enterprises (Cheong, 2007). Macao is a city with an area of 29.5 square kilometers, and a population of approximately 544,600. (DSEC, 2010) The proximity between people is high and the relationship among them is very close. The media market is also small. Media ecology in Macao is relatively less competitive than in Hong Kong. In addition, provided that the media in Macao are subsidized by the government, the problem of objectivity and editorial independence is under public's suspicion.

The relationship between media and the government under this financial relationship is interesting to look at. TDM, in this case, is not only granted subsidies from the government, but is totally financial dependent on the S.A.R. government. It has always been referred as the "Official Television Station" in Macao. What is the relationship between TDM and the government? Will this financial relationship affect the media performance of TDM?

#### 1.6. Structure of the thesis

In this thesis, Chapter One introduces the background of the objects to be studied in this paper – TDM, its law and regulations, the media ecology in Macao, and also the purpose and significance of this paper; Chapter Two is the literature review which identifies the key elements which determine whether TDM is playing its role as PSB and research questions are provided; Chapter Three indicates the methodology this thesis is using: a qualitative study – in-depth interviews, an archive review, comparative research and ethnographic observation and its limitation. . The findings and analysis will be reported in Chapter Four; Chapter Five is the discussion and conclusion of the study.



## Chapter Two

### Literature Review

#### 2.1.1. Public Service Broadcaster

Scholars have laid down different obligations for PSB, varying from Brown's

geographic universality; broadcasting to be directly funded by the viewing and listening audience; independence from government and vested interests; concern for national identity and community; catering for all interests and tastes; catering for minorities; quality of programming and creative freedom for program makers(1985:4)

to Nissen's (2006:112) "serving the individual citizen; sustain, defend national culture and cultural diversity, foster democratic process; enhance social, political and cultural cohesion, serve as the civic "market place" of modern society". Mbaine et al. (2003:54) defined the PSB to function as "an independent watchdog of government and powerful groupings, and to inform the public on matters of general public interest." A study was conducted by the Unesco in 2001, which stated that universality, diversity, independence and distinctiveness are the essential goals for public broadcasting. Its mission is to inform, educate and entertain (Unesco, 2001). The financing of PSB must be substantial, independent from both commercial and political pressures, predictable and must be growing according to the broadcaster's costs in order to avoid political controversy. (Unesco, 2001)

PSB is the presentation of broadcasting programs as departures from the coverage and schedules that would be offered by profit maximizing broadcasters (Cave & Brown, 1990).

According to Boulton, (1991) PSB means that broadcasting is organized and regulated that serves the public which information, education and entertainment always come prior than pure commercial considerations.

Mendel T. mentioned that public broadcasters must be protected against political or commercial interference; it is to say that they must be independent and that their editorial independence must be respected. Furthermore, their programming should serve the public interest and, in particular, be balanced and impartial. Broadcasters which meet these conditions of independence and impartiality are often referred to as “public service broadcasters”. (2005: 1)

The Carnegie Commission’s report, issued in 1967, expanded the definition of public television as "all that is of human interest and importance which is not at the moment appropriate or available for support by advertising". (Carnegie Commission on Educational Television, 1967:1) The Commission also entailed the vision of public television to not only provide a better television, but to make a better public.

Yuen and Wei (2009:141-142) defined the basic functions of the public service of a broadcasting television in regard to the PSB in China as follows:

1. To spread core value system of socialism and introduce the construction of advanced culture.
2. To satisfy the basic information and culture demand of the community and to protect the basic culture rights of the community.
3. To enhance communications and exchanges and to advance the harmony and stability of the society.
4. To assist in managing the society and to maintain social order.

McQuail defined PSB as “a system that is set up by law and generally financed by public fund (often a compulsory license paid by households) and given a large degree of editorial and operating independence.” (2005:179) This system should serve the public interest in a way to meeting the crucial communication needs of the society and the citizens, in the decision and revision of the democratic political system.

As stated in the previous paragraphs, one of the obligations of PSB is to serve as an independent watchdog of government, whereas in some countries/regions the government is the only financial source for the PSB; thus, it is interesting to look into the relationship between the PSB and the government, given the contradicting situations mentioned. In addition, the main rationale for a PSB is to serve the public interest. Understanding and satisfying public’s need is what the PSB should do.

### 2.1.2. Financial source of PSB:

Regarding the financial source of a PSB, the world shares different types of financial mode: some countries, like Japan and the United Kingdom, the operational finance mainly comes from the television license fee. In Hong Kong and Macao, the finance of their PSB totally comes from the government, the same case happening in Mainland China, the CCTV, where the finance partly comes from the State and partly from advertising, however, it has been regarded as the National Television Station; whereas Hong Kong and Macao, RTHK and TDM are regarded as PSB.

Chart 2: Different types of funding of TV stations

Financial source	Description	Example
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License fee	The PSB obtains its operational fees by imposing license fees from their audiences	BBC in the United Kingdom and NHK in Japan
Government funding and advertising	National TV broadcasters serve as a mainstream media	CBC/Radio-Canada in Canada and Australian Broadcasting Corporation (ABC)
Predominantly government funding	A PSB service to provide local news and perspectives.	RTHK in Hong Kong and TDM in Macao

As quoted from Zhao (2010), Public broadcasting television system is a mode between totally commercialized and totally government controlled. Its property belongs to the nation, but it is not directly managed by the national government. It is generally entrusted by the nation, or franchised by the public institution to offer public television program. Its operational finance mainly comes from the television license fee, subsidized by social organizations or individuals, complementarily by national finance subsidies. Programs produced by public broadcasting television are elegant, objective and just, reporting news incidents comprehensively and accurately, with most concern of social responsibility.

According to Tracey (1998), the resources of the public broadcasting system comes from the public, however, as its system is independent from the government structure, it is less affected by the market or politics which enables it to offer quality programs which are different from those of the commercial broadcasting systems and

productions to cater public in different strata.

Hence, situations in different countries and regions are not necessarily in the same case. As for TDM, although it is a PSB of Macao, it is not financially supported by a public fund, but by the Macao S.A.R. government. This is similar to the case in Hong Kong, whilst its PSB is Radio Television Hong Kong (RTHK), its major source of finance also comes from the Hong Kong S.A.R. government.

## 2.2. PSB examples:

There are over hundreds of PSB modes practicing all over the world. Among them, British Broadcasting Corporation (BBC) is one of the most reputable examples. Radio and Television of Hong Kong (RTHK) is the PSB of Hong Kong S.A.R. government which is in a similar case as TDM. These two public service broadcasters are studied in this paper in order to help determine the role of TDM, to see if it's playing its role as PSB well enough.

### 2.2.1. British Broadcasting Corporation:

The BBC was established in 1926 to serve the general public interest and the corporation's obligations and constitution are guided by the Royal Charter (Tleane and Duncan, 2003).

BBC is the globally biggest broadcasting organization and it is a public service broadcaster. "Its mission is to enrich people's lives with programs that inform, educate and entertain... established by a Royal Charter and funded by the license fee that is

paid by UK households.” (BBC website, 2010)

There are now 8 national TV channels plus regional programming, 10 national radio stations, 40 local radio stations and an extensive website. The above said channel or stations are funded by license fee. However, the BBC World Service which broadcasts to the world via radio, TV and online, providing news and information in 32 languages is funded by a government grant.

The BBC is under the management of the Executive Board. It is responsible for carrying out the services according to the plans that the BBC trust have agreed with. “The Board is made up of executive directors from within the BBC and 6 non-executive directors from outside.” (BBC website, 2010) It is chaired by the Director-General, who is appointed by the BBC Trust. The editor-in-chief of the BBC is also appointed by the Trust. “The other Board members are appointed by the Nominations Committee and Executive Board, with non-executive appointments requiring approval by the BBC Trust.”

#### 2.2.2. Radio Television Hong Kong:

Radio Television Hong Kong (RTHK) is the Public Broadcaster in Hong Kong, operated as an independent department under the supervision of the Broadcasting Authority. Its vision is “to be a leading public broadcaster in the new media environment.” This has clearly identified its own role. (RTHK website, 2010)

Its values include: editorial independence, impartiality, serving the public, competitiveness, quality production and development of talent.

## History of RTHK:

RTHK was taken over by the Hong Kong Government in 1928, (by that time there was only radio broadcasting) and launched its first broadcasts in June under the call-sign GOW. It was named “Radio Hong Kong” in 1948. In 1951, the Government Public Relations office took over broadcasting operations. Three years later, it was separated from the Government Information Services and became an independent department under the Controller of Broadcasting. By 1976, television output was increased and it was named “Radio Television Hong Kong”. It has tried to corporatize itself in 1989. It has formulated a proposal in 1989, however, the Government held it up in 1993. In order to better serve the public, RTHK signed a memorandum of understanding with the Broadcasting Authority annually in agreeing to observe specific program standards. (RTHK classical channel, 2010)

The RTHK was tasked by the Hong Kong SAR government to fulfill its role as the public service broadcaster in Hong Kong on 22<sup>nd</sup> September, 2009; simultaneously the RTHK also served as a government department (finance coming from the government).

## The Review of the role as Public Service Broadcaster:

The independent Committee on Review of Public Service Broadcasting (Review Committee) was entrusted to conduct a study regarding whether RTHK should continue to be the PSB of Hong Kong, or should set up a new PSB to fulfill its role. The report was submitted to the Chief Executive of Hong Kong S.A.R. in 2007. The Committee proposed “a new public broadcaster be constituted by law as a statutory

body, funded primarily from the public purse, to fulfill specific decisions. According to the report, the Committee recommended four public purposes to be served by the PSB:

1. Sustain citizenship and civil society.
2. Foster social harmony and promote pluralism.
3. Establish education value and promote lifelong learning.
4. Stimulate creativity and excellence to enrich the multi-cultural life of the people of Hong Kong.

The Hong Kong SAR government has consulted comments from different aspects of the society, especially the political groups regarding the review of PSB in Hong Kong before 2007. According to the “Review of Public Service Broadcasting” of the Civil Party, one of the vivid political parties in Hong Kong, they have expressed their points of view regarding the said topic. In regards to their comments, they thought that the PSB in Hong Kong should adhere to the universal core principles as below: (Points of view from Hong Kong)

- a). Universality. That everybody should be allowed to view PSB disregard of their income level, ethnic origins, marital status or social status.
- b). Diversity. That PSB should ensure pluralism by allowing various opinions to be aired.
- c). Independence. That editorial independence should be ensured to be free of government intervention.
- d). Distinctiveness. That PSB should try to produce programs with new and creative content and form of media production.

The website of Hong Kong Information Service Department stated that:

RTHK will be given sufficient financial, staffing and spectrum resources to enable it to enhance its operation as the public service broadcaster, including the provision of digital radio and television channels as platforms for more local original content production.”(Hong Kong Information Service Department Website, 2009)

This has further confirmed its role as the public service broadcaster in Hong Kong.

Compare with BBC, RTHK is also the PSB of the region. The core difference among these two PSBs is: BBC serves as the major source of information, entertainment and education for the British public; whereas RTHK is only a supplementary media source for Hong Kong residents. The majority of them prefer other commercial channels to RTHK. To certain extent, TDM is similar to RTHK. TDM only serves as a supplementary source of information to the public in Macao except in the aspect of local news. In terms of non-local information and entertainment, the Macao public prefers the commercial channels in Hong Kong than the PSB in Macao. (Lam, 2003)

### 2.2.3. Teledifusão de Macau:

TDM is the only terrestrial television station funded by the government in Macao. It was founded firstly as a radio station in 1982, and began the television broadcasting services in 1984. It is the first free-toll television service available in Macao. TDM consists of both television and radio broadcasting services which include Chinese and Portuguese channels. In 2009, three more channels were introduced in digitalized mode.

TDM was once a private company in 1989, and in later years owned by both private and public sectors. As TDM has been bearing deficit years after years, the share-holders backed off one by one. In 2002, TDM encountered the crisis of shutting down as no investor was willing to make any further investment. Then the SAR government gradually took up to 99.8% of the share of TDM. Until now the government has become the sole owner of the company.

Chart 3: The financial status of TDM<sup>1</sup>:

Year	
1982	Founded. Funded by the Government.
1988	Due to great deficit, the Macao Government sold 49.5% of the shares to private enterprises.
1989	TDM got the wireless TV broadcasting franchise for 15 years in May (Macao Daily, 2002)
2000	TDM suffered MOP80,800,000 deficit (Jornal Va Kio, 2001)
2001	TDM suffered MOP 73,000,000 deficit ((Jornal Va Kio, 2002)
Aug 2002	According to Mr. Goncalves, the shareholders did not pay the money and TDM has been in debts, which dragged TDM into a financial crisis. If the shareholders didn't pay off, the SAR government might consider calling back the wireless TV broadcasting franchise.  Shareholders status: SAR government 50.5%; Sun Seng Tak Co. Ltd., (19.5%), San Wan Co. Ltd. (15%), Nam Kuong Group (15%)  (Macao Daily, 2002)
Oct 2002	Sun Seng Tak Co. Ltd and San Wan Co. Ltd. claimed that they could not

<sup>1</sup> Information collected by the author during 2009-2010

	<p>manage TDM's business and could not afford to pay off the debts, they offered to sell all the shares back to TDM (34.5% in total) without any charges. (Macao Daily, 2002)</p>
Oct 2002	<p>The only private enterprise shareholder Nam Kwong gave up its 15% shares to TDM without any charges. The SAR government promised to support TDM's operation fees until the end of 2002.</p> <p>Shareholders status: SAR government 50.5%; TDM 49.5%.</p> <p>Chief Executive of TDM, Manuel Goncalves said that TDM had only got two solutions: 1. Owned totally by the government and become the public TV; 2. Bought by private sector and become a commercial TV station.</p> <p>(Macao Daily, 2002)</p>
2003	<p>TDM suffered MOP68,000,000 deficit (Cheng Pao, 2003)</p>
Oct 2004	<p>Chief Executive Edmund Ho determined TDM as Public Broadcaster at the Public Broadcaster International (PBI). (Weng Yat, 2004)</p>
2004	<p>TDM suffered MOP59,800,000 deficit (Cheng Pao, 2005)</p>
Mar 2005	<p>TDM sold its 49.5% shares to the SAR government for MOP 99,000,000. The SAR government got 99.8% of the shares, the remaining 0.02% where owned by other government institutes.</p> <p>(Cheng Pou, 2005-03-31)</p>
Jun 2005	<p>The concession ended. The government revised the "Television and audio broadcasting service concession contract"</p> <p>(<a href="http://www.dsrt.gov.mo/chi/laws/concession/tdm2_main.html">http://www.dsrt.gov.mo/chi/laws/concession/tdm2_main.html</a>) and extended its period for another 15 years.</p> <p>(Official Gazette, 2005).</p>

2005	TDM suffered MOP56,300,000 deficit (Jornal Va Kio, 2006)
2006	TDM suffered MOP59,000,000 deficit and the SAR government subsidized MOP65,000,000 (Jornal Va Kio, 2007-03-30)
2007	TDM made first profit of MOP45,000. ( <a href="#">Jornal Do Cidadao</a> , 2008)
2009	Since October, 3 more digital channels: TDM Sports (9/10) , TDM life (26/10) and CCTV News Channel (1/10) launched; 1 Satellite channel: Macao Satellite was launched. Through “Asia the fifth satellite” to transmit the signals of this channel to other Asian regions. It is planned to further exploit the coverage to the Portuguese-speaking countries in early 2010. ( <a href="#">Jornal Do Cidadao</a> , 2008)

In 2004, the Public Broadcaster International 2004 was held in Macao. TDM was the organizer. Chief Executive Edmund Ho announced at the symposium that TDM provides public broadcasting services to Macao residents. (Weng Yat, 2004). Manuel Goncalves, Chief Executive Officer of TDM mentioned in PBL 2004 (Manuel, 2005) that being the Public Broadcasting TV institute, the obligation of TDM is to serve the public by providing quality programs to cater various demands of the residents. These clearly indicate the role of TDM as the public service broadcaster in Macao. In terms of its finance, 99.8% of the TDM shares belong to the Macao SAR government, and the remaining 0.02% belongs to other government institutes, which indicates that TDM is solely financially dependent on the government.

### 2.3. Values of the PSB:

In other words, the PSB should enjoy editorial independence from any political power,

and should maintain accountability so as to be accountable to the public as its source of finance comes from either the public or the government. In addition, PSB should maintain its social responsibility. As a result, these three elements: editorial independence, accountability and social responsibility are picked to further analyze to what extent TDM is playing its role as a PSB.

### 2.3.1. Editorial independence

“In PBS, this (editorial independence) means that programming and related decisions should be free from any form of interference that limits them from fulfilling their public mandates.” (Jjuuko, 2005:10).

Regarding editorial independence, Mendel pointed out that it provides “another layer of insulation” from any potential form of influence while preserving the general oversight functions of the public service broadcaster (Mendel, 1998).

As the above scholar’s work has stated, internal or external interference of the editorial decisions made by the editors or journalists will affect the editorial independence.

The Hong Kong Journalists Association (HKJA) presented their comments on the Review of PSB, part of them as followed:

Looking at the contents of the role of the Governing Board, we feel that the most important aspect is upholding the independence and integrity of the public broadcaster. At the same time it should be stated clearly that the directors cannot directly or indirectly intervene and/or participate in the

day-to-day operations of the PSB. (HKJA, 2006:13)

Obviously from HKJA's point of view, maintaining editorial independence is very essential for a PSB as this might be easily interfered by the financial source supplier. In addition, integrity is very critical as a PSB should be "an open platform for diversified views" and otherwise "the public will not be fully informed".

Should interference exists, editorial independence will be disturbed. Under interference, there are different types which indicate various forms of intervention impose internally, by the managerial or editorial levels to the daily editorial decisions; or externally by the political or commercial powers. Thus the following indicators are defined in order to test whether TDM is enjoying editorial independence.

✧ Government interference into the editorial decisions

Jjuuko (2005) defined editorial independence as "institutional independence from the power centers of government and business sector."

✧ Commercial interference in to the editorial decisions:

Ronning H. indicated that both internal and external interferences must be avoided thus to keep the editorial independence of the broadcaster:

Broadcasters must be free from all forms of interference, and be independent of direct state, political and commercial influence in the programming. Broadcasting content should be the sole responsibility of the broadcaster's editorial staff. The content and programming must never be subject to prior control or censorship, neither from state authorities, nor from any regulatory institutions or supervising bodies. (2007:15)

Jjuuko indicated that there is necessity for the editorial decisions to be independent from any revenues or business:

it is the independence of editorial as a whole from the exclusively economic imperatives of a media institution, and in particular from those staffers responsible not for the integrity of editorial content, but for generating revenues for the business. (2001:11)

✧ Management interference into the day-to-day editorial decision

Barker (2000) made the point that only if the right of staff to make day-to-day decision regarding editorial matters is being protected, otherwise editorial independence is not achieved.

✧ Editorial interferences from editors to reporters

Lapena (2009:54) defined true editorial independence of an editor as “editors who make final decisions about manuscripts must have no personal, professional, or financial involvement in any of the issues they might judge.” In other words, to maintain editorial independence, the role of the editors play are very crucial as they are the gatekeeper in the news report process.

Berger (1997) also stated that only reporters have a degree of independence of their editors, and contention regarding the independence of journalists from their sources are maintained, this could only be referred to editorial independence.

Being a PSB in a democratic society, including the Macao SAR, editorial independence should be maintained so as to have neutral, accurate and just points of views in the news reports and programs. As stated in the news extract from the

UNESCO website, said by a participant of a regional seminar on public service broadcasting held in Bangkok, dated 9th December, 2004, that “The principle of editorial independence should be guaranteed by law and executed through regulation”. (Unesco website, 2004)

In the same seminar, representatives from South and Southeast Asia agreed that:

the need to persuade decision-makers, policy-makers, legislators, regulators and operators that editorially independent public service broadcasting is of crucial importance in a democratic society and to maintain the diversity in the broadcasting sector. (Unesco website, 2004)

### 2.3.2. Accountability

“Accountability means answering to someone for something according to some criterion and with varying degrees of obligation on the part of the media.” (McQuail, 2005:209) He pointed out that the means of accountability of a public broadcaster are not very different from those of a commercial broadcaster (McQuail, 2003:18), “... despite the additional avenue that is available in the form of direct public access to the means of control by enforcing obligations.”

A PSB should have a system to connect with the public thus to enhance its program quality, get-to-know what the public wants. McQuail (2003:19) put it in this way, “Public service broadcasting inevitably has stronger obligations to account to ‘society’, whether in the shape of actual regulators or as the ultimate owners.”

It is essential for the PSB to have a communication system for the public to directly

get in touch with the managing level. It is therefore important for a PSB to have a well-established communicating system with the public.

Bardoel, J. and d'Haenens L. (2004:18) linked “public accountability” to “the media’s assignment of maintaining more direct relationships with citizens, in addition to their relationship with the market and the state.”

Cited from the summary of recommendations of Report on Review of public Service Broadcasting in Hong Kong:

A public broadcaster should be accountable to the public for its service scope, programming quality, financial propriety and management. At the same time, its freedom and independence on programming and editorial matters should be respected. (Summary of recommendations of Report on Review of Public Service Broadcasting in Hong Kong:4)

Mendel (2005) points out that:

In terms of structure, the public service broadcaster is governed by a Board of Directors, appointed by the lower house of parliament (or its equivalent), upon nomination by civil society and professional organizations, in a process that is transparent and that allows for public participation. There is a specific guarantee of the independence of members of the Board and their tenure is protected, although narrow grounds for dismissal are provided for. Furthermore, individuals with strong political connections or with vested interests in broadcasting are prohibited from being appointed to the Board. The Board appoints, by a two-thirds majority vote, the Managing Director, and sets all of its own rules of procedure, other than those specified directly in the Model Law. (2005:3)

The Carnegie Commission is also aware of the government control over the public television. It is therefore, accountability should be secured by “a national board

composed, eventually, of elected and appointed officials and by active involvement of citizens at the local level.” (Aufderheide, 1991:173).

Hong Kong Journalist Association (2006) also mentioned in its submission regarding the nomination of the Board members of the PSB. They believe that the board member should not be nominated by the Chief Executive. The nomination committee should be public accountable and the process should be as transparent as possible.

The meaning of accountability and responsibility is often interchangeably used by scholars in regards of media. Hodges distinguished the two terms as followed:

The issue of responsibility is as follows: how might society call on journalists to account for their performance of the responsibility given to them. Responsibility has to do with defining proper conduct, accountability with compelling it.” (Hodges, 1986:14)

Accountability is about enforcing the already-set-up regulations so as to maintain proper conducts of a media, especially a public service broadcaster. Therefore, it is necessary to have an entity within the PSB who is responsible for enforcement.

The above studies have illustrated the importance of having an entity in the media institution, especially in the case of PSB, in order to ensure the execution of accountability.

Within the paper, Unesco made a remark on accountability of a PSB:

we must avoid, above all, making the public broadcaster accountable to too many bodies. Thus could become embarrassing – instructions might

contradict each other – and prompt the public broadcaster, in trying to satisfy everyone, to no longer account for anything.(Unesco, 2001:23)

Kostic concluded the most ideal relationship between the PSB and the government is that the “the broadcaster is held accountable to the public through regulation by the public’s representatives.” (Kostic, 2008:58)

### 2.3.3. Social Responsibility

According to *Four Theories of the Press*, published by Siebert et al. (1963), the four theories are: Authoritarian theory: the press is a servant to the state and is an institution controlled by the government; the Soviet Communist theory is an extension to Authoritarian theory, that mass media are used for various political purposes, for example as propaganda tool; the Social Responsibility theory, that the press has the obligation to “provide debates on public affairs, informing the public and arousing the citizens’ interest, and to recognize its responsibilities and make them the basis of their operational policies”; and lastly the Libertarian theory, that the press is “financially independent with its functions to inform and entertain the general public, to help discover truth, to be the watchdog over the workings of government and democracy.” Picard deduced a fifth theory as Democratic socialist theory (1985) that media are “instruments of the people, public utilities”.

Theory of social responsibility was explained by Theodore Peterson in 1956 that freedom came along with concomitant obligations whereas the press should be responsible to the public in executing certain crucial functions of mass communication as it enjoyed privileged position under the government.

Jjuuko (2005) pointed out that the public service broadcaster is to function as an independent watchdog of government and powerful groupings, and to inform the public on matters of general public interest.

BBC is one of the most representable PSB modes in the world. “To inform, educate and entertain” are the tasks of BBC. (Jeune, 2009:15). In addition, the PSB should consolidate the country/region’s identity by its services.

The Unesco paper gave a deeper thought in this case:

Most public broadcasting services have a threefold mandate to inform, educate and entertain.’ The commercial broadcasters are also meant to provide two of the above mandates – inform and entertain. However, the task of a PSB is to “enable citizens to be informed on a variety of subjects and to acquire new knowledge, always within the scope of interesting and attractive programming. (Unesco, 2001:13)

To inform the public is one of the functions of media. According to Sue, Dean Barr and Eugene, “The most important function of a free press is to inform. Without current information about government, there can be no representative democracy; therefore, this is the most important information available.” (2002:108)

However, as there is vast information available at all times, it is the task of the editors of the media to choose which to report and which is not. That is why the role as an editor is very important in the media.

Mendel (2000) stated that the public relied on accurate, impartial and comprehensive information about news and current events. It is important to have the public informed

with reliable information in their daily life. As a result, providing information to the public is a very crucial obligation for PSB.

Mendel summarized the overall goal of a PSB as

to provide comprehensive, varied and balanced television and radio programs of high quality for reception by the entire public. Comprised within that overall goal are a number of specific functions commonly associated with public service broadcasting organizations. These include regular news services, a central educational role, promotion of national culture and identity, entertainment, and serving the needs of minorities and other specialized interest groups. (Mendel, 2000:96)

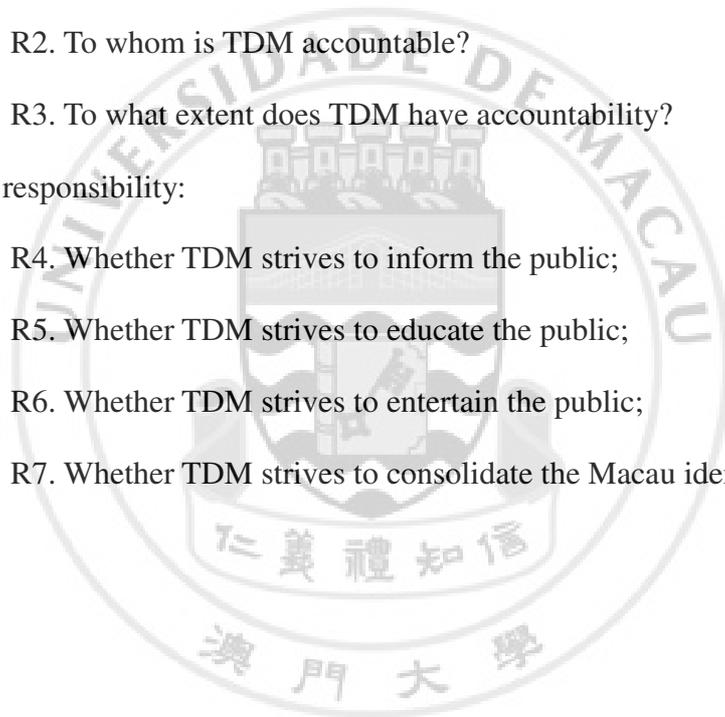
Thus, different types of social responsibility of a PSB are going to be used in this paper to determine whether TDM is fulfilling its social responsibilities:

- ✧ To inform the public
- ✧ To educate the public
- ✧ To entertain the public
- ✧ To consolidate the identity of the country/region.

## 2.4 Research Questions:

Drawing from the literature review, I have formulated the following research questions in my inquiry of TDM as a PSB service in regard to three key elements: editorial independence, public accountability and social responsibility:

- Editorial independence:
  - R1. To what extent does TDM enjoy editorial independence?
- Public accountability:
  - R2. To whom is TDM accountable?
  - R3. To what extent does TDM have accountability?
- Social responsibility:
  - R4. Whether TDM strives to inform the public;
  - R5. Whether TDM strives to educate the public;
  - R6. Whether TDM strives to entertain the public;
  - R7. Whether TDM strives to consolidate the Macau identity.



## Chapter Three

### Methodology

#### 3. Qualitative method

Qualitative method is conducted in this paper to look for answers for the research questions. In addition, data will be collected and analyzed regarding the relationship among TDM and the SAR government to illustrate if TDM is playing the role of public service broadcaster and fulfilling the values – editorial independence, public accountability and social responsibility.

The main sources of the data collection will come from the in-depth interview with 6 of the management, current or ex-newsroom staff of TDM. They are: Mr. Manuel Goncalves, Chief Executive Officer of TDM; ex-journalist and editor, namely J; current editor, F; current journalist, A; current journalist, R; C, the production team staff of the news department; and finally, the author, who used to work in the Chinese news department as a local journalist.

The interviews were conducted face-to-face. The author and the interviewees were once colleagues. In this way, the author is able to have a deeper and further inquiry provided that the author understands the daily operations of TDM.

Except for Mr. Goncalves who agreed on revealing the content of the interview with his real identity, other interviewees were quoted using a pseudo-name to protect their real identity.

Interview questions are set according to the elements of a PSB: the editorial independence, accountability, the social responsibility. Detailed questions are provided in the end of thesis.

### 3.1 Method limitations:

In-depth interviews are the major source of information I analyzed for this paper. However, there's a considerable limitation for this method in exploring my research questions as these interviews constituted personal or subjective points of view, and people's memory may be selective. If only the answers of the in-depth interviews are used for analysis, there would be a question of objectivity, validity and substantiation. Understanding this limitation, as the author of this paper, I would like to supplement it by introducing additional methods which include an archive review, comparative research and a sort of ethnographic observation based on my four years of experience working as a journalist at TDM. For the last method, there is still some limitation as I could only offer some past personal observation of how the newsroom of TDM worked during the time I was a journalist there, however, no current ethnographic observation could be done as I left that position four years ago.

## Chapter Four

### Findings

To find out to what extent TDM plays its role as the PSB, some document review must be done in order to learn how far TDM is being regulated under the current laws or regulations.

As stated above, TDM should inform, educate, entertain and consolidate Macao's identity as being the PSB. Thus, on top of social responsibility, it is also essential to see whether TDM is providing programs which fulfill the above said tasks. This is to be further elaborated in this chapter.

Analysis of TDM in the three categories.

#### 4.1. Editorial Independence

To find out whether TDM is practicing editorial independence, and to what extent, it is essential to see if there's any interference imposed externally (government, commercial entities) or internally (top management within the media, editors) sources.

In the paper "The Depoliticization of Macao's Television Management" written by Liu S.D and Lei H. W. (2008), the authors have conducted interviews with journalists and editors of Macao TV. Referring to their comments, most of the journalists and editors sensed the political pressure coming from the government and pro-government associations. At the same time they admitted that they have no ability or not willing to take risk in changing the limit brought by this structure, thus they complied and work

with it.

Liu and Lei mentioned in their study that they found the editors and journalists of TDM have self-censored themselves, therefore their discourse is relatively mild and conservative. When they are offered with press releases from the government, no comments will be added and most of the content is reported originally. Sensitive issues, “trouble-making” topics are avoided.

Journalists are always sent to write PR stories of the government of the pro-government associations. When dealing with the news of the legislators enquiring the government, the editor would amend those policy-criticizing sections into neutral ones. Quoted from Liu and Lei’s paper, Editor M said that TDM “is using the government’s money, which means that it is working for the government. When some major incident happens, and when the government really conduct a big mistake, TDM will report. This is what a media should do. But, the extent of the report is limited.” (Liu and Lei, 2008)

As a matter of fact, are the editors/ journalists having self-censorship among themselves? Or if they are suffering external interferences when they write about the government-related sensitive stories?

To further analyze whether TDM enjoys editorial independence, the following levels of editorial independence are set and asked in order to answer the research questions:

✧ Government interference into the editorial decisions

Editorial independence is a very crucial element of PSB. Whether there is government interference is one of the big concerns of the public, especially when government is the major financial source of the PSB.

Regarding external interferences, Mr. Goncalves, the Chief Executive Officer of TDM, who has been managing TDM for 13 years, said in the interview that he has never received any calls from the government regarding its news report. And when asked about whether there is any interference imposed by the government to the editors or journalists, he said he has never heard of.

Regarding editorial independence of TDM, Mr. Goncalves has the following comments: “Editorial independence and interference or not are two different matters. I dun believe there is a media, whether private or public broadcaster, magazine, newspaper, or internet, has no standpoints, guidelines of their own. By the time you were a reporter<sup>2</sup>, could you say you were never affected by your own point of view? By editorial independence, everybody claims that they are independent. Who will not admit their news is true? But practically, the editorial independence is independent to the government. “Editorial independence 同 interference or not 是兩回事。我不相信全世界來說，什麼傳媒都好，是沒有自己的 guideline 及立場。我亦不相信像你一樣，曾經作為記者，做新聞時對你寫的每一條新聞都沒有 pre concepts (預定立場)，或你心目中對這回事已經有自己的睇法，會影響到新聞。我們大家都會認為自己都是 independent 的，有那一個會不認同自己的新聞是真實的？但實際的情況，你是一個 public broadcaster, 你的 editorial independence 是，很多人都會說是 editorial news independent to the government.”

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<sup>2</sup> The author was working at TDM as local reporter for four years.

However, the media has made some reports regarding the government interfered into the editorial decisions of TDM. In one of the sections of the issue dated 15 April on page 04, it talked about the “flag” issue happened at the East Asian Games. The Macao S.A.R. flag was inverted hoisted by the volunteers. By that time, several media were at the scene, and TDM was one of them, who had videotaped the whole progress. It turned out in TDM news cast, the flag was hoisted in the correct way. The government was accused of calling the TDM management and asked TDM not to broadcast the video of hoisting the flag in wrong direction, and then the management has made order to replace the inverted flag clip with archive clips. (Jornal Informação, 2006). According to the Jornal, this has proved that the government has interfered TDM’s editorial independence.

Regarding this point, F, who has been working as a journalist and editor in TDM for over 15 years, said that he hasn’t encountered any interference so far. He has no doubt about the role of a PSB towards the government. “Its function is to spread the news that the government want to share via the television station. Should the government not be the biggest shareholder, the government won’t have a say.” To what he understands, TDM is a private company owned by the government, and financed by the government. And, it is not obligated for TDM to report news that the government wants to deliver. We might consider F is having some self-censorship among himself. It is alright to serve the boss, however, who is the boss? The Public? Or the Government?

✧ Commercial interference into the editorial decisions

As per the interviews conducted with the management, current and ex-reporters and

production team of TDM, they did not mention that there is any interference from commercial entities into the editorial decisions.

✧ Management interference into the day-to-day editorial decision

Mr. Goncalves said in the interview that he has never interfered into any editorial decisions before the news was broadcast. However, occasionally, he might talk about the news with the editors only after the news was broadcasted. He didn't regard this as interference. "I have been working in TDM for 13 years, I have never interfered in the news. Any arguments regarding the news only happened after the news' broadcast. Not before it is broadcast." "我在TDM做了13年,我永遠沒有interfere過news.我每看一次新聞,如對新聞有什麼拗撬,都是在新聞出街後才有拗撬,不會在新聞出街之前。"

The interviewees, both the current and ex-reporters of TDM, shared the same point of view that they did not encounter any interference from the management. Among them, R mentioned said that, the editors have already made the necessary interferences, and that's why the management needs not to do so.

✧ Editorial interferences from editors to reporters

In order to know whether there is interference in the newsroom of TDM, interviews have been done with the front-line journalists of TDM.

R, the current reporter who has been working in TDM two years, offered several examples of the editorial level interfering the editorial independence to the reporters.

“For example, Viva’s case happened in April. The news story is related to criticizing the Tourism Crisis Management Office (TCMO) of not reacting in time. I have got a case: a Mr. Cheong said he was in Japan as individual visitor, not joining any tour. That’s why it would be difficult for TCMO to get contact with him. That is also the reason why the government could not help him to come back to Macao immediately, or in a better timing. He said that TCMO’s attitude is bad. He has conducted an interview with us. Two days later TCMO has contacted him, but he has been revealing that TCMO is not dealing with the issue flexible enough. The tourists who have joined the tour are treated better, but not the individual tourists. This was revealed in the telephone interview with us but then the editor said there’s some problem. The editor has talked to a friend at TCMO, and then said that TCMO has already got in touch with Mr. Cheong; they all knew Mr. Cheong is among Ng Kok Cheong’s group. TCMO has contacted Mr. Cheong and has made necessary arrangements with him; but he refused to come back. The editor told R no need to follow up with the case and no need to interview Mr. Cheong anymore. The editor even said that Mr. Cheong might have returned to Macao but pretended to be in Japan. Then R stopped following that case. That afternoon Mr. Cheong called R and said he wanted to conduct a telephone interview. R told him the editor said no more interviews and Mr. Cheong asked why. Then R gave him the editor’s phone number and then they argued for a long time. Finally when Mr. Cheong came back to Macao, he contacted legislator Chan Wai Chi and raised an interrogation to TDM. The editor then kept on explaining why because the legislator wanted to know the reason from R. However, the editor could not explain why he/she got the personal information of Mr. Cheong and could contact him even before they spoke via the phone and argued. The editor knew who Mr. Cheong was even before they talked on the phone.” “正如非凡的例子，四月時發生，說危機處理辦沒有快速回應；我就收到一個 CASE，張先生說他在日本，

他是自由行的形式旅行，不是跟團，所以危機辦較難找到他；亦未能即時安排他回來澳門，或安排一個更好的時間回來澳門；他說危機辦的態度是很差，他跟我們做了電話訪問；事過兩日危機辦已聯絡了他，他一直反映危機辦的處理不夠靈活，對某一些人處理得好，但對於自由行的旅者處理較差；我們做了電話訪問，但總編輯認為有問題，他之前已聯絡好危機辦，一位朋友，說危機辦已聯絡好張先生，亦知道張先生是吳國昌的人，以及危機辦已跟張先生聯絡，並為他作好安排，只不過是張先生不願回來，叫他不用再跟這個案；不用再跟他做訪問，可能他已回澳，但假扮在日本；那我中止不理此 CASE；當日下午張先生打給我說想做訪問，我說總編輯表示不再跟他做訪問，張先生問原因，我就將總編輯的電話交給張生讓他們直接對話；我也聽到，他們爭拗很久，最後，總編輯說危機辦已聯絡了張生，只是張生不願回來；最後張生回來澳門，找了議員提出質詢；總編輯此後每天都跟我解釋；當時議員要問我原因為何，故總編輯不斷跟我說他的理念，但他不解釋為何他會知道張先生的個人資料，直接可跟他聯絡；當初我們都不知道張先生是什麼人。總編輯在與張先生對話前已經知道張先生的底蘊。”

The point R tried to make in this case is that the editor has close relationship with one of the colleagues at TCMO. According to her, if TDM kept on talking to Mr. Cheong and conducted the telephone interviews, no conflict would be caused to TDM. It would be a normal news story revealing the Macao individual tourists who became a victim in the Viva deficit case. However, as some personal interest was involved, the editor got involved in this case, and started to interfere into how the reporter need or need not to talk to the interviewee. As R said in the interview, the person from TCMO is a friend of the editor. That is the main reason why the interference happened. The interference occurred not because of the interest of TDM, but for personal interest of the editor.

That is one of the reasons why R think there is interference inside the newsroom. Most of them are from the editorial level, not the senior management level. And the reason why the interference occurred is mainly due to personal interest. When mentioned about the strategic group, how R would like the group to help? This is R's reply: "We expect the Group will help. Actually we don't care who is our senior, as long as they could provide us with neutral thoughts; even though everything remained unchanged... that is to say, for sure the editor has every right to edit our news; but we have to know what purpose they are having in editing the news? If they are editing the news out of their personal interest, we could not accept. In the future, if the Group said, nothing will be changed, then how to ensure the neutral stand of the news? If that person is still here, and still keeps on working like this, to whom we could complain?" "對於小組，我們是期望有幫助。其實我不理會上級是什麼人，只要他們能給予我們中立的思維，即使是什麼都不變，即是說，編輯當然有權去管我們的新聞，但我們要知道，他們管，的目的是什麼？是出於什麼。如果是由於他們的個人利益而要去管的話，我們不接受。將來的小組，如果說，什麼都不變，那怎樣去確保我！中立；這個人仍然在這裡，仍然這樣做的話，我們又可向哪裡投訴？"

A is a current journalist working in TDM as a local news reporter. She pointed out that there is interference internally. Some interference is imposed by the editors. "Most of the time, when I mentioned some points which the editor thought are sensitive, they would cut out the whole paragraph. Those points would be fully left out." "好多時當有一些 point 編輯覺得是敏感的，編輯會將整段刪去。" She said that when they have written a news story regarding some sensitive issues, the editor did ask them to rewrite some points, which ended up omitting the sensitive parts out. They asked the editor why, and the editor said

that it was not appropriate to write that point, or that point is not correct. According to A, internal interference is happening in TDM newsroom. This is also supported by Liu and Lei's paper,

Some editors wanted to stabilize their position and so they got closer with some interest groups. As a result, news which would "make somebody unhappy", "offense somebody", regarded as "disobedient", "sensitive" would be abandoned. News which were not news-worthy but would please some VIPs would occupy the news slot. (Liu and Lei, 2009:300)

I have also conducted an interview with an ex-journalist and editor of TDM, namely J. J said that he did not see any interference at the time he was working in TDM news department. He said that whenever there were different opinions in reporting an incident, they would discuss, and try to reach some conclusion to how to write the story before the script was written rather than amending the script. "We would discuss with the editor about the news agenda before going out. It is not a matter of who has the last word. It is not who listens to who, it's more like narrowing down the difference and reach a compromise. The ultimate point is to have a good news story."

Two among four of the interviewees said that there is no internal interferences in the newsroom of TDM. Two of them insisted that interferences exist. The contradicting result does not imply that someone is not telling the truth. As the interviewees are not working at the same time period, the editorial management might be different. How the editors interpret interferences might create this contradictory result.

The ultimate problem of whether TDM is enjoying editorial independence is no guidelines to define what editorial independence is. As shown in the literature review

previously, BBC and RTHK, the PSB of the region/country have their own guidelines to follow regarding editorial independence. This is what TDM lack of.

In “BBC Strategy Review”, the editorial independence is ensured in BBC by the guidelines laid down in the document:

“And public space is independent space. There is no place in it for censorship or bias. In public space, citizens have the right to receive impartial and accurate news, to encounter and engage with the full range of opinion. Government and state perspectives are there to be explored and scrutinised like everything else, and do not enjoy special privileges or vetoes.” (BBC Strategy Review, 2010)

By editorial independence, RTHK has its own definition:

Being publicly-funded and editorially independent means that we must:

- Guarantee the public’s right of access to information by serving their right to know and being enterprising in perceiving, pursuing and presenting issues which affect the community and the individual.
- Ensure that news and information are not monopolized by any group, or treated as a commodity by being crafted to present only that which is more sensational, entertaining or least controversial.
- Ensure that news values and news judgments alone will be the deciding factors when planning programs or covering news events.
- Maintain an editorial system which ensures fair and balanced programming, of the highest ethical standards, open and accountable to our audiences.

Operate within the law, the codes of Practice of the Broadcasting Authority and our own Producers' Guidelines. (RTHK website, 2010)

In section C of “Charter of Radio Television Hong Kong”, guidelines have been set up for RTHK staff to follow in order to ensuring the practice of editorial independence:

1. RTHK is editorially independent.
2. RTHK will adhere to the following editorial principles –
  - (a) Be accurate and authoritative in the information that it disseminates;
  - (b) Be impartial in the views it reflects, and even-handed with all those who seek to express their views via the public service broadcasting platform;
  - (c) Be immune from commercial, political and/or other influences; and
  - (d) Uphold the highest professional standards of journalism.
3. The Director of Broadcasting (the Director) as the Editor-in-chief is responsible for ensuring that a system of editorial control in accordance with RTHK’s Producers’ Guidelines is in place to provide accurate, impartial and objective news, public affairs and general programming that inform, educate and entertain the public.
4. As the Editor-in-chief, the Director is responsible for making the final editorial decisions in RTHK and is accountable for editorial decisions taken by RTHK program producers. (Charter of RTHK).

Clear guidelines have been set in BBC and RTHK in terms of how to practice editorial independence; in TDM’s case, there’s not proper guideline or system set up to ensure editorial independence is in practice.

Mr. Goncalves gave some deeper thoughts on the political status of Macao. Firstly, he said that in some European countries or the United States, aside from the government, there’s only the opposite party. Whilst in some democratic countries, there are other

more parties except from the government. He doubted that should some parties claim that TDM is in favor to the government, then who's the one to interfere? "In Macao, TDM is claimed to be ruled by the government, or helping the government, however, people who accused this, are they trying to get TDM's assistance? Or if they are trying to interfere the editorial independence?" "When the opposition accused the PSB is more favor to the government, what they are trying to do is to have the PSB more favorable to them."

Macao is known to be a society full of associations. Ku mentioned in her article, 2005, mentioned that there were 2,700 associations in Macao in 2006. The associations also contributed a lot to the development of Macao. "The social associations in Macao have great contributions no matter in political public affairs, economical public affairs and social public affairs." (Ku, 2005:1251) The most outstanding traditional social associations including the Labor union, the Neighbor Association and the Women Association are having big influences in the society. On the other hand, the so-called Democratic party, led by Ng Kok Chong, Au Kam San etc. has been gaining more support from the public since the S.A.R. government begins to lose its powerful stand since the scandal of Au Man Long burst in late 2006. In the fourth Assembly Legislation Election, out of the 12 direct-elected seats, traditional associations won 3 of them; another 3 won by the so-called Democratic Party. Another great force which is posing great influences in Macao society is the gaming industry. 4 out of 12 direct legislators are having gaming background. Direct legislators are elected by local residents. In other words, the public elected the candidates to represent them in the Legislative Assembly to speak for them. They could be considered as representatives of the public. Interference (direct or indirect) from these associations, gaming sectors etc. should also be considered to affect the editorial independences of a PSB. To make

the situation more complicated, Mr. Stanley Ho, the gaming tycoon in Macao, is also the Chairman of the TDM Board.

Mr. Leung Kam Chuen, a member of TDM strategy development task group who was appointed by the Chief Executive of Macao. S.A.R. Government, said that although the local newspapers are subsidized by the government, he didn't see the editorial independence of the newspaper has been affected ever since. (Hou Kong Daily, 2010). For TDM's case, although the government is totally responsible for the finance of TDM, he didn't see any interference imposed by the government to TDM.

#### 4.2. Accountability

A lot of critics have been made by several legislators regarding the performance and accountability of TDM. Among them, legislator Ung Choi Kun has criticized the most. Interrogations regarding the management of TDM, the quality of its program cannot meet the demand of the public, and its role of PSB to promote the information and policy of the government and to popularize the law of Macao. He claimed that TDM looks like a Kingdom with no governor, without management. TDM is getting its budget from the SAR government; however, the government has no supervision upon how they use the money. He even asked if the government would amend the "Public broadcast policy" so as to cope with the developing society. (Ung, 2010) The above interrogations occur because the legislator is not satisfied with the accountability of TDM.

Other than interference, the PSB should be accountable to the public. Research question 2: "To whom is TDM accountable to?" has been answered by Mr. Goncalves. "I am accountable to the public, for those who represent the public in Macao. Who's

that? Under the existing mode, I am accountable to the board of directors. I am accountable to the shareholders. So I am accountable to Edmund Ho, Chiu Sai On. .... I am accountable to the public, and the public representatives. In the case of TDM, I am accountable to the general public, but I am not accountable to each of the public.

Mr. Goncalves claimed that he, as the Chief Executive of TDM, who is responsible for its daily operations and administrations; he is accountable to the public, but simultaneously, to the board of directors and shareholders of TDM etc. The fact is that, the Board of directors of TDM is assigned by the government, and the shareholders of TDM are the government.

As shown in Chart 1 in section 1.4, the Board directors are all government officials. If TDM is said to be accountable to the Board, it is accountable to the S.A.R. government. As Mr. Goncalves said, he is accountable to the shareholders; the shareholder of TDM now is the S.A.R. government.

As stated in the reply to the Assembly legislator Ng Choi Kun's interrogation (TDM reply, July 2008), Chief Executive Officer of TDM, Manuel Goncalves mentioned that TDM is a commercial limited company and is constrained by the company's rules and Commercial Code, and complies with the concession contract. As it is a concession company which provides public services, it is under the supervision of the general meeting of shareholders, administration and management organization and Board of supervisors. The administration and management organization consists of board of directors appointed by the government and the shareholders are controlled by the government. This shows a close relationship between the government and the

management of TDM.

The finance of the TDM comes mainly from the government. How TDM spends the money is another criteria the society is concerning. The accountability of TDM is another issue the society gradually pays attention to, which will be studied later in this paper.

“‘Accountability’ does not refer to sovereigns holding their subjects to account, but to the reverse, it is the authorities themselves who are being held accountable by their citizens.” (Bovens, 2005:1)

Bovens further pointed out that there are five elements which qualifies a social relation as a practice of public accountability:

- a) public accessibility of the account giving – not only internal, discrete informing;
- b) explanation and justification of conduct – not propaganda, or the provision of information or instructions to the general public;
- c) the explanation should be directed at a specific forum, no be given at random;
- d) the actor must feel obliged to come forward – instead of being at liberty to provide any account whatsoever;
- e) there must be a possibility for debate and judgment, including an optional imposition of (informal) sanctions, by the forum – not a monologue without engagement. (Bovens, 2005:4)

All these illustrate the importance of having accountability in a media institution, especially for a PSB. In the case of TDM, it is using the public fund as its sole financial resources, to assure its execution of accountability is crucial.

In order to answer R3 – to what extent does TDM have accountability, it is necessary to address whether TDM has the system of “comment and response” from the public; and does TDM has any entity set up to ensure the execution of accountability?

According to Denis McQuail (2003), he stated the ways of a public broadcaster to demonstrate its accountability to the public. By means of these ways, TDM’s case is analyzed in order to see whether there is any supervising entity.

1. Through a public board of governance.

In the case of Macao, there’s no public board of governance. Only representatives of the public elected by the public are the legislators. They are not directly related to the governance of the PSB, until recently, on 26<sup>th</sup> April, 2010, TDM Strategic Development Task Group was set up by Mr. Chui Sai On, Chief Executive of the Macao S.A.R. government to review the strategic policies of TDM and to submit a report to the government in six months. As a result, no public board of governance is referential to the case in Macao.

2. Through industry complaints bodies.

By means of “industry complaints bodies”, it is an individual entity which is responsible for receiving complaints regarding the broadcasting industry. However, there is no such an entity existing in Macao. However in adjacent city, Hong Kong, there’s an independent statutory entity called “Broadcasting

Authority” which is responsible for supervising the local broadcasting industry.

“The Broadcasting Authority is an independent statutory body established under the Broadcasting Authority Ordinance in 1987 for the regulation of the broadcasting industry in Hong Kong.” (HKBA website, 2010)

To maintain its tasks and secure broadcasting standards, the Broadcasting Authority issues codes of practice which are prepared through a process of open, public and industry consultation. The public is greatly involved in this process. “The Authority also conducts regular surveys and operates a Television and Radio Consultative Scheme to gauge the standard and expectation of the public on taste and decency.” (HKBA website, 2010)

In addition, handling complaints from the public is another major task of Broadcasting Authority. This is also not found yet in Macao.

However, TDM has no such a valid “comment and response” system. TDM has only established a news comment hotline to which the public could call and leave their comments about the Chinese news programs. In April, 2010, TDM Strategic Development Task Group was set up by the S.A.R. government, under Chief Executive Francisco Chui Sai On’s name, to reveal and propose further development plan for TDM. The Committee consisted of seven members – two legislative assembly members, one representative from the Chief Executive’s office, one scholar, two auditors and one legal expert. The Group has conducted several meetings with the management and

employees of TDM, and is collecting opinions and comments from the public in order to learn what the public wants from TDM, the evaluation of the performance of TDM etc. thus to file a report to the S.A.R. government of how to further improve the operation and programs of TDM in order to better serve the public. (Official Gazette, 2010) As per the report submitted by the group, it is hoped that a better structured and managed “comment and response” system could be set up.

3. Through the regulator.

“Regulatory bodies should be required by law to produce a detailed annual report on their activities and budgets, including audited accounts.” (Jjuuko, 2005:14). In the case of TDM, there’s no other role as regulator other than the Chief Executive himself. Annual report will be published every year on newspaper regarding its finance status and program activities. Last year was the 25<sup>th</sup> anniversary of TDM and an activity report is posted on its website. (Annual Report, 2009).

4. Through other measures of accounting to the public, including advisory councils and public meetings.

Advisory councils and public meetings are not found in the case of Macao either.

In TDM’s case, none of the above points could be applied due to no similar supervisory entities are found. Only the S.A.R. government, simultaneously the board members and shareholders of TDM is responsible for TDM. This does not show much accountability to the public in any ways. In addition, should TDM be accountable to

the public, its financial status, its development plan should be more transparent, and the public should be more involved. This is probably the reason why Legislator Ung Choi Kun kept on questioning the government regarding the accountability of TDM, and thus the “Strategic development group” is then formed.

In terms of accountability, BBC and RTHK have their own system in ensuring that accountability is secured.

In order to be accountable and transparent to the public, BBC has provided information of their publication scheme, executive board, Royal Charter and agreement, details of BBC trust (which represents the interests of license fee payers and sets the overall strategy), its regulator, auditors, operating policy, guidelines etc. on their website for the public to obtain. (BBC website, 2010)

Listed in its official website, the accountability of BBC could be elaborated as followed:

The BBC must be judged on its results, and account openly for them. It is developing a clear framework, based on reach, quality and distinctiveness, audience impact and value for money, by which it will assess the success of its services in meeting their public purposes and quality standards, accompanied by regular reporting of outcomes against those purposes. (BBC website, 2010)

The setting up of the new BBC Trust offers an opportunity to increase the BBC’s accountability to license fee payers, improve processes and structures that deliver openness and transparency, and emulate best practice elsewhere. (BBC website, 2010)

For RTHK, it is stated in the Charter that there is an open platform for free exchange

of views without fear or favor.

This involves the provision of a wide range of programs for public participation and expression of views, and provision of a platform to support and facilitate community participation in broadcasting, including the administration of a Community Broadcasting Involvement Fund. (Charter RTHK)

In addition, there's Broadcasting Authority (government department) which will accept comments or complaints of the broadcasting entities in Hong Kong from the public, and it serves as a platform for the public to express their opinions and the Authority will ensure the opinions will be addressed and followed up by the broadcasting entities.

Answers of the interviewees might help to answer the question as well:

J has pointed out that there is no regulation for TDM to follow, "This cannot be referred to whether they are accountable. But to what they should be accountable. Other regions there are laws or regulations that define clearly the responsibility of the institution, but in Macao, there's not a government department to govern it. No regulations as well. The organization chart of the institution doesn't emphasize its duty. Only the wordings of the CE are used as the guidelines." "這不是向誰負責的問題，是向什麼負責的問題。其他地區有法例清楚解釋這個機構有什麼責任；但在澳門，沒有一個政府部門負責監管(TDM)的。亦沒有相關法例。行政總裁的話，就是規矩。"

C, the production staff at the news department, thought that TDM has hardly ever initiated their operation situation to the public unless the legislator asked. C regarded TDM as passive, and not accountable at all.

F did not have much idea about the concept of accountability of a PSB.

#### 4.3. Social Responsibility

According to the reply from TDM to Legislator Ung Choi Koi and Chan Meng Kam (Macao Daily, 2006), in accordance to the Audio and Visual Broadcasting Public Services that TDM is contracted to provide, TDM should offer information, discussion and follow-up of what is related to the local society and high quality educational, cultural and entertainment programs.

To study if TDM is playing its role as PSB and have fulfilled its social responsibility, further elaboration is conducted as followed:

R4. Whether TDM strives to inform the public?

Interviewee C said that TDM informs the public just to a limited extent. “They haven’t fulfilled the most interesting points, that the audiences like the most, those which are related to the public’s livelihood.” “All audience love to watch spot news. However, TDM has not enough channels to get this kind of news. Sometimes the staff witnessed incidents happening on the way when they returned to TDM. They would not stop and see what’s going on, or videotape the incident. They would rather pass by. They don’t want to work more than they should. This is the problem of working morale.” “所有觀眾都鐘意看突發新聞。但 TDM 沒有渠道去攤到料。有時在做完野回程的路上，有同事見到街上有突發事情，他們都只會路過，不會停下來看看發生什麼事，或想到要拍低事情。他們不想做多，這是士氣的問題。”

The problem of working morale is another big issue for TDM. This problem can be traced back to the management. Should TDM be better managed or supervised, this might help to solve the morale problem.

Regarding whether TDM has strived to inform the public, J agreed. “From the point of view of news, TDM has considered what the audiences want to see. But I can’t say if TDM has fulfilled the role to inform the public.”

According to Mr. Goncalves, to inform is one of the major tasks of TDM. “We have self-produced programs every Monday to Friday since 9pm to 12 am. By 9pm we have entertainment programs; by 10pm we have infotainment programs which are closely related to local residents. By 11:15pm there’s late news program.” Due to the limitation of resources, Mr. Goncalves thought that being a PSB, TDM should have its self uniqueness – self-produced local programs. The programs cover economic issues, current events, singing contest, comprehensive entertainment shows etc. which somehow cater to various needs of Macao residents.

TDM inform the public via its news production and informative program produced locally by its production team. Since its establishment in 1982, TDM has its own news program in both Chinese and Portuguese Channels. Despite of current day-to-day current events happening in Macao, big events like: Handover ceremony in 1999, the 5<sup>th</sup> Anniversary of the Macao S.A.R. government, 2008 Olympic Game Torch Relay in Macao, the 10<sup>th</sup> Anniversary of the Macao S.A.R. government etc; TDM provides live broadcast of these events to the audiences. In addition, some annual sports event taking place in Macao, e.g.: Macao Grand Prix, FIVB women

volleyball Champion, International Dragon boat contest etc. are also broadcast live to the public.

Mr. Goncalves said that “Public service is to give the public what they need, not what they want. What the public needs, it’s a decision for us to make between scarce resources.” Sargant (1994:203) mentioned that “In the United Kingdom it is said that, while broadcasters do show some responsiveness to the needs of the viewers, there is little or no formal recognition of neither the viewer nor the consumer interest. Sargant is pulling an exact opposite point of view against Mr. Goncalves regarding fulfilling the needs or interests of the public. In order to expand its self-production programs and to cater various needs of the public, new channels have been launched since Oct 2009. “TDM sports” and “TDM life” are new digital broadcasting channels, “TDM Macau” and “TDM Portuguese” are the existing Chinese and Portuguese TDM channels, but they started their digital broadcast since October 2009 as well; in addition, the “Macau” satellite channel has also been launched in October 2009. It is a broadcast platform for the China and Portuguese speaking countries and for the overseas Chinese. It is a 24 hour channel broadcasting in Chinese, Portuguese, Putonghua and English. The major programs including news and information programs, local production, art, culture, education and entertainment etc, which are responsible in showing the Macao city features and the development of the society to the overseas audiences. This not only fulfils one of the obligations of PSB – to produce programs with new and creative content and form of media production, but also complies with one of the points stated in law No. 8/89/M, “contribute to the promotion of public information, entertainment, education and culture via a balanced program list, thus shows a sense of comprehensiveness to age, occupation, interest and nationality”

Since the launch of the 4 new channels, multiple times of air-time are available for more programs to be shown. Mr. Goncalves thought that improvements have been made in terms of diversity since the launched of the new channels. In addition, the newly-launched channels – “TDM life” offers leisure programs like talk shows, programs which show activities of the social associations in Macao, etc.

As per the 2009 report published at the TDM website, statistics are provided to further illustrate the programs diversification.

“As a PSB, TDM is now striving to have a bigger self-production capacity, i.e. to produce more and more programs in order to cater various interests of the public. Informative, entertainment, educational, cultural programs, English-speaking news, Portuguese speaking talk shows etc. are all under production. Statistics shown in the 2009 report, that in the major channel – TDM Macao, the total broadcasting hours are 8,760. Among those hours, 10.5% is news programs; 19% is information, educational and cultural programs; 12.8% is sports program; 20% is entertainment programs; 3.8% is documentary; 9% is other programs; 24.9% is CCTV news program. In the “Macau” satellite channel, which is the only satellite channel of TDM which targets overseas audiences, the statistics are as followed: the total broadcasting hours are 2,208. Among them 29.8% is news and information program in Cantonese and Putonghua; 14.9% is news and information program in Portuguese and English; 16.1% is self-production programs; 30.2% is cultural and art programs; 9% is other programs.” (TDM Annual Report 2009)

Agnes Lam (2003:410) mentioned in her article, the results of a first-phrase report – “The use of media and social structure” done by four scholars of University of Macao in 2002 in “Study of media and social changes” showed that television is the most

popular media the Macao residents use. Over 80% of the interviewees watched television everyday. However, the result also showed that although television is the mostly used media, however, TDM is not the first choice of the Macao residents.

Regarding the function as to inform the public, over 85% of the interviewees revealed that they watched TVB Jade for news program; over 65% of them said they watched TDM news program; ATV news programs ranked the third, with 54%. This statistics has somehow demonstrated the fact that Macao residents preferred an adjacent television stations' news program to local news program. If Macao residents want to know what's happening in Macao, TDM news program is still among the top of their list. "In the media of television, TDM and TVB Jade are two major windows for the Macao residents to learn more about what's happening locally and outside Macao." (Lam, 2003:410)

R5. Whether TDM strives to educate the public?

As the statistics stated above (TDM Annual Report 2009), among the 8,760 broadcasting hours, 19% of them are information, educational and cultural programs. The educational program TDM broadcast is "Dynamic Juvenile Education" which is the television program produced by the Education and Youth Affairs Bureau. The program is broadcast at TDM Chinese Channel every Monday to Saturday from 1800 – 1845. However, the program is also broadcast in Channel 1 of Cable TV Macao. Could this be considered as the educational program TDM provides to the public? This could only be regarded as a medium for the Education and Youth Affairs Bureau to broadcast their program. By TDM, the self-production programs do not include any educational programs.

Interviewee A did not agree that TDM has provided programs to educate the public. “If you count the Government propaganda commercials (i.e. Dynamic Juvenile Education, Civil education propaganda by the government), then TDM might meet this criteria.” “至於具備社會責任, 如果你 count 政府宣傳廣告的話, 都算有些罷 (動感教菁, 公民教育宣傳)。”

Interviewee C said that “TDM has educational program. However, the most important is whether they have audience. The audience might not like to watch these programs.”

R6. Whether TDM strives to entertain the public?

According to Mr. Goncalves, the most popular programs of TDM is the news program; What follows is the soccer games live / relay broadcast. Entertainment programs are relatively less popular; however, TDM is still producing entertaining programs. “We have made the choices (of the programs) to meet the favors of the public. For us we think that the teenagers in Macao love singing, so we have ‘Singing Arena’, and this proves that we are right. The teenagers in Macao are proved to have talent, and markets. For example we have Macao singers who are now pop singers in Hong Kong, e.g Terence Tsui and Soler. We think that music is one of the aspects to work harder on. Cantonese opera is a Chinese tradition, and it is an interest of a lot of Macau residents. I have considered drama, which was life-acted in ‘Happy with fun (歡樂滿fun)’, (the comprehensive entertainment program which was broadcast before). I thought Macao residents like drama. But this is a failure. But we learnt from the mistakes.”

As mentioned in the previous paragraphs, in TDM Macao channel, 20% out of the overall programs provided is entertainment programs, this contributes to one-fifth of the overall programs, which is a big percentage. The quantity might be in a satisfying amount, do the public enjoy the entertaining programs?

Referring back to the statistics listed in Lam's (2003) article, the interviewees were asked which television channel they watch for entertainment programs. The result is a bit different from that of the news program: TVB Jade ranked the first again, with 84.8%; ATV Home ranked the second, with 35.9% (noticed the % of the first and second differs in approximately 50%); and TDM ranked the third, with only 14.1%.

The communication study group mentioned in Lam (2003:411)'s study concluded the following, "Most of the interviewees who watched the entertainment programs in TDM are constant audiences of the entertainment programs of TVB Jade." "Those who watched the entertainment programs in TDM still could get in touch of the entertainment content they preferred via TVB Jade even if TDM cut all the entertainment programs. This is because there is a big duplication in the entertainment content among the entertainment programs of TDM and TVB Jade." The statistics and conclusion of the study showed that the entertainment programs TDM provides to the public of Macao is not satisfying them. The Macao public has already sought other entertainment options outside Macao.

Interviewee C claimed that, "To be fair, the programs of TDM cannot cater all kinds of audiences at one time. They have tried their best, but still they fail to attract the audiences. This is due to the limited resources and the quality of the backstage members." "公道點說, TDM 不可能符合所有觀眾的口味。他已經盡了力, 但都吸引不了觀眾。這是因為資源實在有限, 加上幕後班底的質素亦有限。"

R7. Whether TDM strives to consolidate the Macau identity?

Being a PSB, TDM does play its role to be concern for national identity and community. Especially after the handover of Macao to the People's Republic of China in 1999, Macao has become Macao Special Administrative Region of People's Republic of China. The "One country, two systems" policy is carried out in Macao. It is essential for the Macao residents to recognize this change. Thus, the role of PSB plays to enhance the national identity is very crucial. TDM sells the national identity by means of the national anthem promotional clips is broadcast every night before the noon, main and late news cast in Chinese TDM channel. Actually this is one of the policies of the SAR government to promote patriotic education. In the reply to Legislator Chan Meng Kam's interrogation, Florida Chan, Secretary for Administration and Justice said that the S.A.R. government is very concern about the cultivation of patriotic education. The Education and Youth Affairs Bureau has been organizing various activities, subsidizing schools and associations to increase the nation pride of the students. In addition, promotional clips (of national anthem) and programs about the mainland are produced and broadcast in order to strengthen Macao residents' understanding of the national conditions, thus to enhance "National consciousness" and "National sentiments". Furthermore, TDM has been cooperating with different provinces in Mainland China and produce programs of "Sichuan TV Week", "Wuhan TV Week", "Chengdu TV Week" etc. (Annual Report, 2010) in order to enable the residents in Macao to know more about the development of the provinces in Mainland China. (Chan and Ung's legislator website, 2010)

Interviewee A didn't agree TDM has fulfilled this criterion either. "I don't think TDM

has fulfilled in consolidating Macao residents' identity. Instead, a lot of Macao residents even look down on their own television station.” “但對於鞏固地方人民身份，我真係一點都不覺得有... 相反令不少澳門人也看不起自己的地方電視台。”

Lam (2003:416) concluded her article with the following lines, “Being the only free-of charge broadcasting television, TDM could enhance its function to carry out community services on top of providing local news information, to advance culture and the function of education development, it could also aim at uniting different parts of the community and strengthen the harmony in the society.”



## Chapter Five

### Discussion and Conclusion

As the analysis shown in chapter 4, the in-depth interviews conducted with the TDM staff and management, their answers to the question: Whether they encounter any levels of interference at the editorial decisions are not consistent. Mr. Goncalves, the Chief Executive of TDM claimed he has never interfered with any editorial decisions so far, and he has never got any interference from the government. In addition, two other editors, who were also journalists before, claimed that they have not encountered interferences, neither from the senior management, nor directly from the government. However, the only opposed source from other journalists, claimed that the script of some political related news story were amended by the editor, some sensitive issues would be left out without explaining the reason. Even if the journalist asked, the editor said that the point to be left out was not appropriate in the news story, or the point was not necessary. The points which are left out, according to the journalist, are either critics to the government, or some sensitive issues regarding some democratic legislators etc. One of them even said that the editorial level intervened because of personal interest, not in the defense of the government.

Although Mr. Goncalves said there is no interferences from the government to TDM's news program, critics from the online forum, which is an effective and popular way for the public in Macao to deliver their opinions regarding TDM's editorial independence are always found (East Asian Game issue). It is not easy to conclude whether TDM practices editorial independence. One of the interviewees encountered interferences while others do not, this might due to the fact that they are not working

at the same time period; the criteria of news source which might be regarded as sensitive might differ from time to time. Interviewee R interpreted the difference in this way, “The public has changed a lot. In the past, the public would believe in whatever you told them; but nowadays, the media is developing so fast, they know much more than they did. If all we (the media) do is to praise, they would think the journalists are not doing their job to report the truth. Sometimes the public might know more than you (the media) do. Nowadays it is the public which urges the reporters to ask questions for them; in the past, the public was passive – they only got to know those answers asked by the reporters.” “公眾的變化亦很大，以前你說什麼，他們就信什麼；但現時他們知多了，如我們一味唱好，街外人會覺得，記者沒有用，不會將實情報導；現時的公眾，知道的東西比你更多；現時是市民推動記者去問一些他們想知的東西；以前是，記者問什麼，他們知什麼，氣勢是從下推上來。

Interviewee R has made a good point. The public is now getting more and more information through the new media. The way they acquire what’s happening around them is no longer dependent on the TV news program or newspaper. Information floods nowadays. Should the traditional media stay on the same spot but not moving on to keep up with the trend, that media could never serve the public well. To conclude, as one of the interviewees claimed that there is interference, it shows that TDM does not enjoy total editorial independence.

As Mr. Goncalves said, he is accountable to the S.A.R. government. By means of accountable, he must also be responsible for the work done in TDM. The fact that the S.A.R. government is the mere financial provider of TDM cannot be denied. However, whether this relationship between the government and TDM will affect its editorial

independence, it is still questionable. The news standpoint which is in favor to the government, or to the public is totally different point of view. It might not be possible to be both accountable to the public and simultaneously to the government.

In addition, being a PSB, there are several regulations to comply with in order to regard oneself as publicly accountable. As the analysis shown in chapter 4, TDM does not meet many of the criteria. Thus, TDM cannot be regarded as accountable to the public.

A better communication system is needed for TDM and the public to better exchange their ideas of what expectations the public is having towards TDM. At this moment, there are only few channels for the public to talk directly to TDM – “Public Discussion Hall” which is a live current affairs talk show with the presence of the public in TDM Chinese Channel, and the phone-in programs at Radio Macao, Chinese channel. However, the “Public Discussion Hall” is not popular, only very few audiences attended the videotaping. This might due to the fact that the Macao residents are not used to talking in front of the camera and reveal their true opinions.

Lorman Lo, the editor in chief of TDM Chinese TV News department, who gave a communication guest lecturer at the University of Macao, 23 April, 2010 regarding “The Time of Change: Challenges and Opportunities at TDM”, she mentioned that “the Macao residents may not be used to talking in front of the camera, especially in regardless of current events, or criticism regarding the government. The number of audiences who attended the videotaping can proof this point”. She said that hardly any audiences attended the videotaping of “Public Discussion Hall”.

Instead, the phone-in radio program of TDM Radio, “the Macao forum” is relatively

successful program where a lot of residents made phone calls and expressed their opinions, namely to the government policies, the government departments, complaints, compliments, etc. This is another channel where audiences are able to express their comments.

Regarding the communication system, TDM should consider to set up one where people could reveal their opinions anonymously or not necessarily appear in person. The culture of Macao residents is relatively conservative. They would rather not to stand out and make their points in public. The consultation that the Strategic group conducts now might make a better result as the public could choose to send their opinions by mails or emails.

Although Mr. Goncalves said in the interview that he is accountable to the public, he simultaneously said that he's also accountable to the shareholders of TDM; that is the Macao S.A.R. government. Does accountable to the public fall on the same line with accountable to the government? What the public needs might differ from what the government needs. In addition, legislators have been enquiring the role of TDM in recent years, and the "TDM strategy development task group" is formed. The formation of the group might imply that the SAR government also thinks that the accountability TDM having right now is not enough.

Regarding the social responsibilities, as the findings shown in Chapter 4, TDM could hardly fulfill the above said purposes. It has actually tried its best to inform, educate, entertain and consolidate Macao's identity. However, the result is far from satisfying. This might due to the limitation of resources, the qualification of the employees etc. From TDM's point of view, according to Mr. Goncalves, they have been trying their

best to think of what the public needs, and with the scarce resources.

The main purpose of social responsibility of the PSB is to benefit the public. In the case of TDM, although it has strived to produce programs which fulfill the above said obligations, but the public doesn't appreciate. If TDM wants to fulfill its task as a PSB, it should work out in some other ways.

For example, there is no rating report to demonstrate whether the public like the entertainment programs TDM offers. So far, only the study conducted by four scholars in University of Macao could be used as references. In the long run, TDM might think of entrusting some academic entities to conduct survey regularly in order to find out whether the programs they offer meet the public's expectation. In reality, the entertaining television programs available in the adjacent city – Hong Kong are much more popular than those offered in Macao. As the coverage of the toll-free Hong Kong Television stations, i.e. TVB and ATV is common in Macao, most of the Macao public watches the Hong Kong TV programs than Macao ones. Mr. Goncalves admitted that due to scarce resources, and to the limitation of the talents of local people, “we have to bear in mind that TDM is operated by Macao people. We will not hire talented people outside Macao to work this out because TDM is operated by Macao residents.”

TDM somehow fulfills the role to consolidate Macao residents' identity by broadcasting patriotic promotional programs in order to enhance the Macao resident's consciousness and sentiments to the People's Republic of China.

Referring back to the obligations of a PSB stated in the beginning of this paper, by

Brown, that TDM has tried its best to “concern for national identity and community; catering for all interests and tastes”, but the rest can hardly fulfill. To maintain editorial independence is the weakest point. Although some interviewees, including myself, did not see any interference; but some of the interviewees are encountering it. Interfering editorial independence is a very big issue. This is what happens in Macao media, the PSB nowadays but the society doesn't seem bothered by it. Should this happen in other democratic regions, say, Hong Kong, this would be a totally different story. The media ecology in Macao might be responsible for part of this. “What audience contributes what media”, the Macao public might be somehow responsible as well.

Mr. Goncalves asked in the beginning of the interview, “What are the criteria of a public service broadcaster?” He said that there is no absolute criterion to define a PSB. McQuail mentioned that “There has never been a generally accepted ‘theory’ of public service broadcasting, and different national variants have somewhat different versions of the rationale and logic of operation.” (2005:179) Studies and researches have been done in different countries, but they are not the criteria which could be applied to every country. Different country has its own culture, financial system etc. which cannot totally adopt the theory that works for another country. He raised the example of NHK (Public broadcaster in Japan), that its main task it to promote high-technology in the country; which is not suitable for Macao. “Macao is a very special city. How TDM operates and finances due to a lot of historical problems.” The role of TDM is a public service broadcaster is determined, as ex-Chief Executive Officer, Mr. Edmund Ho announced in 2004, there is no doubt about the role of TDM as a PSB. TDM is now operating and complying with the Audio and Visual Broadcasting Law, and TDM regulations, which the above said elements are not

stated in those documents. If TDM is not meeting those elements, does it mean TDM is not a PSB? How better could TDM play its role is the upcoming problem to be studied.

#### 5.1. Limitation of the study:

Limited by the scope and to have a better concentration of the subjects in this study, this paper focuses mainly on the television section of TDM, whereas the radio section has rarely been studied.

In addition, as mentioned in the Methodology section, the method of in-depth interviews that this paper is adopting is not solid enough for the scope of this study. That's why some supplementary methods are used: archive review and comparative research are conducted in order to substantiate research findings.

Furthermore, some references used in this paper are not very up-to-date. For example, the statistics derived from the “Study of media and social changes” done by four scholars of University of Macao in 2002. The Faculty of Social Sciences and Humanities of University of Macau just conducted the first large scale of TDM audience survey in June-July 2010. The statistics might be used for further similar studies.

The paper only aims at studying the current status of TDM, and to what extent it is fulfilling its role as PSB. The world is spinning and society is developing rapidly, thus the television industry is encountering an upside-down change – digitalization. PSB is facing the same challenge. Different from the commercial television, the PSB has its

own limitation in changing its nature. This study hasn't covered the trend of digitalization in PSB, which worth further investigation.

## 5.2. Further studies:

The Macao S.A.R. government has formed the "TDM Strategic Development Group" in late April, 2010 in order to seek advice from the public via the group members thus to conduct a report of what strategy should TDM develop to cater the interest of the public. (Official Gazette, 2010) Does the setup of this Group imply that TDM is not doing its job well enough? What performance is the public expecting TDM to offer? The report is to be submitted to the S.A.R. government no later than October, 2010. By then, the government might understand how TDM has been performing all these years. Should there be any further improvements to be made? To what criteria of a PSB should be set for TDM to comply with? There is still a big ground to discuss in the future.

Moreover, as the results in the findings of this paper show that the editorial independence is not being practiced in TDM. In addition, the findings also exhibit that reporters do not quite understand roles of PSB, particularly concerning the accountability of PSB. It is very essential for the reporters of TDM to understand what roles the company are defined and anticipated and what roles they are expected to play as PSB journalists. How the reporters interpret PSB? How should they perform as a reporter of a PSB? Is there any difference in working as a PSB or a commercial TV station? All these questions are for future efforts of investigation.

The radio section is a vital part of TDM, however, limited to scope, this paper does

not pay much attention to it. Further studies in its role as a PSB regarding Radio TDM could be developed in the future.

### 5.3. Suggestions for the TDM reform

Being an ex-journalist of TDM enables me to have a deeper look into the role of TDM as a PSB. Despite of the interviews done with the ex-colleagues, personally I could find that there is plenty of room for TDM to improve in order to become a qualified PSB. Hence below are several suggestions:

In terms of editorial independence, throughout those years, personally I have encountered no interference regarding editorial decisions, neither receiving calls from the Government, nor suffering interferences from the editors. However, some interviewees revealed that there is interference within the newsroom. The Strategy Development Group has suggested setting up some mechanism in order to ensure editorial independence; personally I don't understand how a mechanism could help to maintain editorial independence. To interfere or not, is a subjective choice by human beings. Even if there's a mechanism, it is important to have somebody to supervise it.

In the future, the S.A.R. government should set up an entity which has similar functions as the Broadcasting Authority in Hong Kong – supervise the activities, content of the broadcast industry, handle suggestions and complaints from the public. In this way, the broadcast industry in Macao, especially TDM will be more accountable to the public by serving the public better in addressing the public interests. Moreover, the RTHK has a handbook for its employees to let them know what they should do, or should not do as guidelines; however, TDM has none. It might be

difficult for the employees to understand the role that TDM plays, and to what stand as employees should take.

To increase accountability and communication between the public and the PSB, an “ombudsman” should be assigned. For example in Canada,

CBC/Radio Canada has an ombudsman with authority over all information programs offered by public broadcasting (radio, television and Internet). Appointed for five years, the ombudsman operates entirely independently of CBC staff, reports directly to the chairperson of the CBC about complaints regarding lack of accuracy, balance or integrity in the reporting. (Bardoel and D’Haenens, 2004:21).

The ombudsman could serve as the middleman or messenger who bridges communication between the public and the PSB; and as supervisor on its daily operations, integrity of the news information etc. Referring back to the mechanism setup suggested by the Group, an ombudsman must be assigned in order to monitor whether the mechanism is working or not. The difficulty of pursuing this idea is – it is not easy to find an appropriate person to play the role as ombudsman. The ideal person should be familiar with the operations and ecology of PSB, and should be professional, knowledgeable and reputable enough for the public to trust him/her. The assignment of the TDM strategic group has aroused some critics about their media experiences. Therefore, creating and assigning an ombudsman for the sake of TDM is not an easy decision to make.

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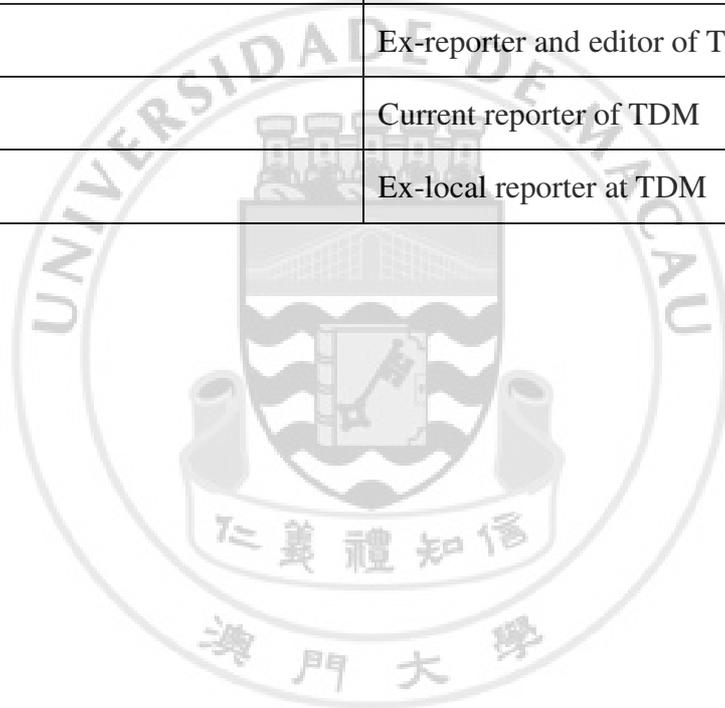
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Appendix I: List of interviewees:

Name / Code	Description / title
Mr. Manuel Goncalves	Chief Executive of TDM
A	Current reporter of TDM
C	Current production team staff at Chinese news channel of TDM
F	Current reporter and editor of TDM
J	Ex-reporter and editor of TDM
R	Current reporter of TDM
S – the author	Ex-local reporter at TDM



## Appendix II: Interview Questions

Mr. Goncalves:

1. 現時澳廣視的股份經已全屬政府及公營機構擁有，對於由公私營機構，轉為現時的政府全資助，閣下對澳廣視的定位有什麼看法？
2. 前行政長官何厚錕於 2004 年在澳門舉行，由澳廣視主辦的“2004 公營電視及廣播機構國際年會”上，將澳廣視定位為澳門的公營廣播機構。綜觀世界上對公營廣播機構的義務有一定要求，如澳廣視被喻為澳門的公營廣播機構，澳門是否有相關的條例規範澳廣視要遵守應作為公營廣播機構的義務及責任？
3. 鑑於近期直選立法議員吳在權對澳廣視的定位，應隸屬哪個政府部門等問題各政府作出書面質詢，對於議員的看法－澳廣視定位不清晰、節目質素不符合市民要求、要求設立公共廣播政策事務機構以統籌和管理公共廣播事務等，閣下有什麼看法？
4. 作為澳廣視的行政總裁，能否簡介一下澳廣視廣播的宗旨，主要向受眾發放什麼類型的節目／訊息？
5. 能否介紹一下澳廣電的架構，下設多少部門及工作人員數目多少？  
甲、作為廣播機構應負上一定的社會責任，編輯自主，及有問責力，你認澳廣視是否具做到上述的元素？

Other interviewees:

### Background information

1. How long have you been working in TDM?
2. What post are/were you in?
3. How would you define TDM in terms of its status as a media organization?

Journalists:

- 4a. By means of a public service broadcaster, do you think TDM is doing its job? How good is it? Why? Any example? (need to identify PSB to the interviewee, its relationship with the government etc.)

Editors:

- 4b. By means of a public service broadcaster, do you think TDM is doing its job? How well is it? Why? Any example? (need to identify PSB to the interviewee, its relationship with the government etc.)

5. By means of public, who do you think are the public (target) of TDM?
6. Have you ever received orders from management regarding the news content of a news story?
7. If yes, how did you react?
8. Who has the last word on an argument?
9. How do you see yourself as a journalist? To transmit facts? Or opinion adding?

#### Editorial independence

10. Did you ever experience interference in the news gathering/scripting/reporting by the management? If yes, in what occasion? What kind of news?
11. How did you deal with such interference? Who had the last word?
12. How does the whole progress of the news story generated run? (from the agenda, investigating, script-writing, sound-bites quoting, images editing, order of news to be reported etc)
13. Did you ever self-sensor any news story? Any points of view?

#### Accountability

14. How do you interpret accountability?
15. Do you think TDM is accountable to the public?

#### Social responsibility

16. How do you interpret social responsibility?
17. Is TDM fulfilling its role as being PSB and carry out its duty of social responsibility.