

https://dspace.org/

Universal access or corporate gain? Researching the infrastructural roll-out of the South African digital migration

Smith, Thandi

2014-06-13
http://hdl.handle.net10539/14789

Downloaded from a DSpace repository. https://dspace.org/

Universal access or corporate gain? Researching the infrastructural roll-out of the South African digital migration

Dissertation Submitted in fulfilment of the requirements for the

Masters in Arts Degree in Media Studies

Thandi Smith

Student No: 0707251F

Supervisors: Dr Last Moyo and Miss Prinola Govenden

Abstract

Broadcasting in South Africa is currently undergoing a major structural and technological change. The current analogue broadcasting signal is to be changed to a digital terrestrial signal, a process which will be accompanied by both significant challenges and opportunities. This research paper will examine the way in which the advantages, disadvantages and challenges associated with digital broadcasting and digital migration in South Africa impact this process, as well as the impact of political economy, corporate profit making motives, the neoliberal economic context and power dynamics in decision and policy making processes in relation to the socio-economic context of South Africa.

Critical political economy of the media, theories of media policy and theories of universal access were used as the theoretical framework for this study. These theories were used because they examine and unpack issues of the media's role in a democracy, interplay of power dynamics, challenges of universal access and the ideal role of stakeholders in a policy making process. The research study used an exploratory and descriptive research design and adopted a qualitative approach analysing policy documents, press reports and interviews. The interviews were conducted with relevant stakeholders and document analysis was conducted on various policy documents regarding the process of digital migration. Areas of exploration included the information divide; distributive justice; and universal access.

Findings of this study included that due to the power of the corporations in influencing policy, it would prove to be very difficult to manage to balance addressing universal access and the challenges which rise from corporate profit making. It seems as if the advantages of digital migration and ultimately digital broadcasting will be more prevalent within the telecommunications industry and not necessarily broadcasting. It seems as though there is large influence emanating from industry and corporate companies. This is a clear indication that the democratic process of policy making is flawed given the lack of participation. This process has been unclear, confusing and inconsistent with the ideal. The South African context is not a reflection of the ideal state of the media and democracy. It is recommended that the Minister of Communications makes every effort to ensure that this process is a smooth, transparent and efficient one.

Declaration

I, Thandi Smith declare that this research report is my own unaided work. It is submitted for the degree of MA by Research (Media Studies) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any other degree or examination in any other University.

Thandi Smith

_____Day of _____ 2014

Acknowledgments

I would like to thank my supervisor, Dr. Last Moyo (April 2011- March 2013) for his guidance throughout my Masters Dissertation. I would also like to thank my supervisor Miss Prinola Govenden (August 2013- April 2014) for her guidance, commitment and understanding. I would not have been able to complete this work without her support.

Thank you to my employing organisation and colleagues at Media Monitoring Africa, for giving me time and support towards completing this degree. The stimulating and energizing environment in our team is an ongoing inspiration.

I would also like to thank my family and friends for all the encouragement. In many ways a project like this becomes a team effort with all those who showed interest, offered help and endured the many long conversations to share ideas.

Finally to the participants in the study thank you for sharing ideas generously and with enthusiasm, showing your commitment to a socially just landscape for digital broadcasting.

Table of Contents

1. Chapter One: Introduction 1

1.1 Statement of intention 1

1.2 Rationale 3

2. Chapter Two: Background Information and the South African Broadcasting Landscape 7

2.1 Introduction 7

2.3 Socio-economic landscape of South Africa 11

2.4 The structure of the South African broadcasting landscape 13

2.5 Digital migration and universal access in South Africa 15

2.6 Conclusion 19

3. Chapter Three: Current Literature in South Africa relating to digital broadcasting .. 20

3.1 Introduction 20

3.2 Policy making and digital broadcasting 20

3.3 Digital broadcasting 22

3.4 Universal access and digital broadcasting 25

3.5 Conclusion 27

3.6 Definition of Key Concepts 28

4. Chapter Four: Theoretical and Conceptual Framework 30

4.1 Introduction 30

4.2 The role of the media in a liberal democracy 30

4.3 Critical political economy of the media 33

4.3.1 The interplay of power dynamics 35

4.3.2 Ownership and funding 36

4.3.3 Critical political economy of the media and praxis (Policy) 37

4.4 Theories of media policy: Liberal versus neoliberal policies 38

4.5 Theories of universal access and digital broadcasting 39

4.5.1 Theories of universal access and digital divide 41

4.5.2 Theories of universal access and public broadcasting 42

4.6 Conclusion 44

5. Chapter Five: Research Methodology and Design 45

5.1 Introduction 45

5.2 Qualitative vs. Quantitative research design 46

5.3 Policy Analysis 48

5.4 Document Analysis 49

5.5 Qualitative Interview Analysis 49

5.6 Research Limitations 51

5.7 Conclusion 51

6. Chapter Six: Findings 53

6.1 Introduction 53

6.2 Policy making process in digital migration 54

6.2.1 The roles of stakeholders 54

6.2.2 Key stakeholder participation 55

6.2.3 Decision Making Process 57

6.3 Perceptions of Digital Migration Process 58

6.4 Who will benefit from Digital Migration? 59

6.5 Shortcomings and Challenges of the Digital Migration Process 60

6.5.1 Funding and Support 61

6.5.2 Government shortcomings 62

6.6 Advantages of digital migration 64

6.6.1 Greater Diversity and Quality 64

6.6.2 Industry advantages 65

6.6.3 Infrastructural and Technical Advantages 66

6.7 Universal access and democracy 66

6.8 Conclusion 68

7. Chapter Seven: Analysis 69

7.1 Introduction 69

7.2 Key stakeholder participation 70

7.3 Digital Migration Policy and Decision Making Process 71

7.4 The interplay of power dynamics 75

7.5 Perceptions of Digital Migration 78

7.6 Who will benefit from Digital Migration 79

7.7 Shortcomings and challenges of the Digital Migration 80

7.7.1 Funding and support 81

7.7.2 Government shortcomings 82

7.8 Advantages of the digital migration 83

7.8.1 Infrastructural and technical advantages 85

7.9 Universal access and democracy 87

7.9.1 Universal access and the digital divide 90

8. Chapter Eight: Summary of Findings, Recommendations and Conclusions 94

8.1 Summary of findings 94

8.2 Policy process and stakeholder engagement 95

8.3 Unstable Department of Communications 96

8.4 Unclear, indecisive and problematic nature of the process 96

8.5 Universal access and democracy versus corporate gain 97

8.6 Shortcomings and challenges of the digital migration process 98

8.7 Advantages of digital migration..... 99

8.8 Conclusion..... 100

Reference List.....101

List of Figures

Figure 1: Communication Minister's decisions 63

List of Abbreviations

BEE	Black Economic Empowerment
BDM	Broadcasting Digital Migration
CPE	Critical Political Economy of the Media
DTT	Digital Terrestrial Television
DOC	Department of Communications
EU	European Union
GEAR	Growth, Employment and Redistribution
ICASA	Independent Communications Authority of South Africa
ICT	Information Communication Technology
ITU	International Telecommunications Union
PSB	Public Service Broadcasting
SABC	South African Broadcasting Corporation
SADC	Southern African Development Community
SADIBA	South African Digital Broadcasting Association
SMME's	Small, Micro and Medium Enterprises
SOS	SOS: Support Public Broadcasting Coalition
STB	Set Top Box
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organisation
USAASA	Universal Services and Access Agency of South Africa
USAF	Universal Service Access Fund

1. Chapter One: Introduction

This research sought to explore how universal access to communication and information is impacted by the infrastructural roll-out and policies surrounding the migration to digital broadcasting in South Africa. The following chapter will discuss the study's aims, research questions as well as motivate why the research is important to undertake.

1.1 Statement of intention

The process of switching over from analogue broadcasting to digital broadcasting has commonly been termed the 'digital migration'. Examining the process of policy making identifies the extensive decision making at government and corporate level. These decisions define the process of the roll-out within the South African context.

Due to the extreme nature of socio-economic inequality in South African, the neo-liberal economic context as well as the role of corporate capital, the digital migration is fraught with challenges at an individual, institutional and structural level. The study examined the complexities of the power relations in the policy making processes as well as explored the role of various stakeholders in the digital migration process. Using qualitative methods and applying them to policy documents, press reports and interviews, the study examines socio-economic concepts such as the information divide and universal access.

The aim of the research was to explore the benefactors of the roll out and decision making process of the digital migration in South Africa. The research also aims to examine the advantages, disadvantages and challenges associated with digital broadcasting in South Africa, to examine how the digital migration process will affect democracy in South Africa. This study finally aims to explore the role of stakeholders involved in the digital migration process.

Research questions

Within these main aims of the research, the following are the questions of the research study:

1. Who are the key stakeholders in the decision and policy making process of the South African digital migration?
2. Who will benefit from the policies and digital migration process in South Africa?
3. Through avenues of universal access, will the digital migration contribute to the development and / or the entrenchment of democracy within the South African context?

1.2 Rationale

South Africa is seen to be exemplary in its achievement of political and social transformation. The South African Constitution is furthermore known to be one of the most progressive constitutions globally. In spite of these achievements, there is the challenge of extreme poverty and inequality, corporate spending and profit making, a neo-liberal style economy and questionable actions regarding addressing issues of the digital divide, universal access and quality of life of the majority of its citizens.

Through media, various ideals and formative ways of thinking can be transferred throughout society. According to White (1994:250) cited in Berger (1998:601) media can be seen as a tool for dispersing ideas, characteristics and normative values. In this context, Berger (1998) discusses media and democracy from a North and South perspective. Berger (1998) defines the northern perspective as coming from more developed countries and the south as less developed countries. Specifically, Berger (1998) explains that the 'Southern view' is aimed generally at the African perspective, in relation to the north.

Media is seen to be an important tool for democracy but in some cases has been used as a tool to further the ideologies of those in power, for example authoritarian rule. However, for a functioning democracy to be maintained there needs to be diversity and pluralism within the media industry. Baker (2004:185) maintains that a form of pluralism refers to multiple owners of media, originating from different societal groups. Baker (2004:185) argues that this would therefore generate different content for different interest groups. In other words, there would need to be a difference in ownership, both in the form of multiple owners, as well as content to ensure media diversity.

With the advent of digitalisation, through the new players emerging within the industry, there is potential for media diversity. Digitalisation however, requires access to costly and sophisticated technological equipment. This has many implications for universal access. It is important to focus on digitalisation and its policy making processes in order to assess whether it caters for all citizens through universal access or serves other agendas such as corporate or political interests.

In terms of academic research specifically, the understanding of the process of the digital migration in South Africa is important to all levels of media academia. Due to the complexity of the South African socio-economic context and the unique political history of the country, the way in which the digital migration impacts universal access is therefore a unique one. It is necessary to record and examine these processes in order to gain further academic understanding of these processes and the theory involved, as this may ultimately alter the media broadcasting landscape as currently understood.

This study will add to existing academic literature. According to Hesmondhalgh (2005) there is a very clear void in media studies' literature with regard to public policy and policy making processes. Hesmondhalgh (2005) maintains that this may be linked to the assumption that research in the field of digital broadcasting specifically is of great importance. This is due to the minimal research and analysis which has been previously conducted in this field, particularly within the South African context.

Digital broadcasting as an academic field of study is relatively new and the implications of the technology being utilised in a developing country are critical to the challenges of ensuring universal access. Burger (2009) argues that within existing research, literature has been examined around the many technical issues arising from digitalisation. The research fails to examine in more detail, the infrastructural funding and power relations of the migration process. The main focus of the current debate in South Africa is that of a technical nature. Regarding public service broadcasting, access to information as stated in the Bill of Rights should be accessible to all, regardless of race, religion or economic situation (South African Constitution, 1996). This is not to say that free access should be made available as an option, but access should be made possible for everyone, ensuring equality of all citizens.

The result of the advantages, disadvantages and challenges associated with digital broadcasting and digital migration in South Africa as well as the political economy, corporate profit making motives, the neoliberal economic context and power dynamics in decision and policy making processes, all may impact the digital migration process in such a way that decision making on this level will impact the socio-economic context of South Africa.

One of the major debates stemming from civil society in South Africa, in relation to digital broadcasting is the issue of protecting the South African public broadcaster, the South African Broadcasting Corporation (SABC) from competition. This debate focuses on the issues around content for the SABC and the need for the public broadcaster to be capable of producing enough content to keep up with its competitors in the age of digital broadcasting. This is directly linked to the challenge of how the public broadcaster is funded. According to Business Day (2011) there are about 21 various civil society organisations who are questioning whether all activities of the SABC should be funded by public funding. The SOS: Support Public Broadcasting Coalition (SOS) is one of the major civil society organisations heading these debates. The SOS Coalition comprises of many independent experts, unions and civil society organisations, including COSATU, Freedom of Expression Institute and Media Monitoring Africa. Hence it may be argued that the digital migration process has brought to the fore, concerns from civil society.

According to Business Day (2011) SOS is arguing that the Broadcasting White Paper (1998) needs to be reviewed and that specific funding for digital broadcasting needs to be addressed by the Department of Communications. Business Day (2011) also explains that the SOS Coalition is calling for the public to be clearly informed of the pricing of Set Top Boxes (STB's).

The migration to digital broadcasting is not only limited to a South African context. It is a global occurrence where many countries are in the process of making the transition from analogue to digital broadcasting. There are various debates in the international community which should be noted, and are important in relation to the South African context. Stark (2007), touches on the interrelation between corporations, technology and the government in a study based on the United Kingdom. The study, while very relevant, does not focus its case study in South Africa. It does not connect the political impact on the socio-economic situation.

There have been very few academic studies in this field alluding to a lack of academic literature examining the power dynamics in the digital migration process and the aim of universal access. This lacunae can be seen in the literature studies which have been conducted, for example those of Cave and Nakamura (2006), Beutlar (2011; 2010; 2004) and Hadland, Aldridge and Ogada (2006). These studies all examine and discuss the production of policy and review existing

international models and explain the more technical, financial, and managerial challenges that occur within this sector. Although these authors discuss topics relevant to the digital migration process, they do so from either a technical or social perspective.

The aim of this research study is to carefully examine such processes and power dynamics due to the significant impact of these processes on the nature and outcome of the entire South African digital migration process and implications for universal access. Key decision makers and stakeholders at levels of civic society as well as government and profit-making corporations also play a very important role in the ultimate success of digital broadcasting in South Africa. Although there are various other challenges and processes involved in digital migration, these key infrastructural components play a dominant role.

2. Chapter Two: Background Information and the South African Broadcasting Landscape

2.1 Introduction

This chapter discusses the context and understanding around why South Africa is embarking on the process of migrating from analogue to digital broadcasting. The chapter goes further to examine the importance of universal access in South Africa and the link between universal access, the digital migration process as well as the digital migration infrastructure. The chapter is divided into four different sections which explore why South Africa is migrating to digital broadcasting, the socio-economic context of the country, the structure of the broadcasting landscape and an examination of the issues around universal access and digital migration. Digital migration does not only encompass the broadcasting industry. It includes broadcasting (television and radio), telecommunications as well as the internet (broadband).

This research study focuses specifically on the television broadcasting aspect of the digital migration. Another important component of this study is the concept of universal access. According to the International Covenant on Civil and Political Rights (1966), Article 19, the United Nations Declaration of Human Rights (1948) as well as the African Banjul Charter (1981), universal access is seen to be an individual and collective human and constitutional right. If there is a premise that digital broadcasting may or may not affect universal access in South Africa, there is a critical need to research and examine this process. Although the two other areas of digital migration are indeed important, this study will examine the issue of universal access to information with specific regard to information received via television. The reason for this will be discussed in the following chapters. The key policies and regulations governing the policy and decision making will also be discussed. These policies will be closely examined in the data analysis section. This will include the current state of universal access, the digital divide and demographic statistics of current television owning households in South Africa.

2.2 South Africa's change from analogue to digital broadcasting

According to Berger (2010:12) previous systems of broadcasting involved the transference of sound or video across the airwaves, or rather analogue signals. Some countries were more technologically advanced and used cabling for this. Berger (2012:12) explains that this was a linear process where each element was distributed one by one and not together. This signal distribution process required a lot of space across the airwaves. According to Gillwald (2003:9) South Africa's "market and governance arrangement for telecommunications and broadcasting have been subject to vast changes in the last decade. These changes reflect enormous political and social transformation at the national level, and are also in line with rapid changes in the global communications market". In light of this, there have been multiple changes not only in telecommunications, but also in broadcasting. One of the main and most significant changes has been the beginning of the migration to digital television broadcasting.

One of main motivations for the migration to digital broadcasting is South Africa's membership to the International Telecommunication Union (ITU). According to Armstrong & Collins (2010), South Africa, like the rest of Africa, is located in Region One of the International Telecommunications Union. The ITU had systematically divided up membership regions and currently three regions exist. These regions are Region One, including Europe, Africa, Middle East, Iraq Soviet Union and Mongolia. Region Two includes North and South America, Greenland and Pacific Islands. Lastly, Region Three including non-former Soviet Union Asia and Oceania. Due to this membership, South Africa has committed to the removal of the current protection of their current analogue broadcasting television frequencies by June 2015. It is because of this that South Africa is in the process of digitisation. After 2015, there will be no more protection of analogue frequencies. Membership of the ITU is not compulsory but South Africa signed the Treaty and chose to become a member.

Nyman-Metcalf (2003:7) explains that frequency and airwaves are a global resource. Nyman-Metcalf (2003:7) maintains that as these frequencies are available globally, is it important that they are accurately and fairly regulated, not only in South Africa but abroad. The allocation and distribution of frequencies and airwaves is done at two separate levels, first on an international scale and secondly on a national scale. According to Nyman-Metcalf (2003:7) when looking at

this process of resource distribution and control on a global scale, the International Telecommunications Union (ITU) is in charge of frequency allocations to three defined regions. Nyman-Metcalf (2003:12) maintains that frequency is a limited resource which needs to be divided between users of the specific frequency. Users could either be multiple countries or corporations. It is very important that the use of frequency is consistently and carefully regulated. Nyman-Metcalf (2003:13) explains that because frequency is a global level resource, the development and changes to frequency needs to conducted on a global level. The importance of the role of the ITU is therefore clear.

The vision of the ITU is to empower people at a global level using mediums including technology, education and training. According to the ITU (2011) it was founded in Paris in 1865 and in 1947 became a specialised agency of the United Nations. The benefits of joining the ITU, among others, include the ability to share new ideas and knowledge, for countries around the world to agree on certain standards in a transparent environment and to be able to engage with various governments and leaders of the industry. Other benefits include having access to leading research and publications as well as having direct influence in decision and policy making for the industry.

Many countries around the world agreed to become members of the ITU. The membership allowed for countries to be fairly regulated regarding the existing frequencies. The question then follows as to the reason why South Africa decided to join. According to the Universal Services and Access Agency of South Africa (USAASA) (2012) since 1974 South African television had been broadcast by way of analogue technology. In 2006, the International Telecommunications Union held a Regional Radio Communications Conference (RRC-06) where a treaty dealing with among others, the issue of digital migration was developed. It was decided then by South Africa that it would become a signatory to the treaty. The decision was made at the conference whereby all European countries as well as Africa, the Middle East and Iran should migrate from analogue to digital broadcasting before June 2015.

According to the South East European Digital Television Guidelines (2011) in 2015 the protection of the analogue signal would no longer be available to these countries. Countries within the Southern African Development Community (SADC) region, either already broadcast

in digital format, or is in the process of migrating or is planning to convert to digital forms of broadcasting. According to Berger (2010:12) the difference between the current analogue style of broadcasting and that of digital broadcasting is that the data is now able to be stored and transmitted in the form of binary digits which relates to electronic pulses. This means data can be compressed and a much more data can be stored and utilised. The change from analogue to broadcasting signal allows for more advanced technologies to be utilised, as well as more mediums to use the frequencies. Among many others, it may be in the interest of the companies producing such technology that countries switch over to digital broadcasting.

The South African government has previously indicated its intent to embark on a digital migration process which is, according to government, to be completed by the end of 2013. This process raises serious logistical and financial challenges, not only for service providers of digital broadcasting but also the citizenry. These challenges include among others, the challenge of costs as well as access to infrastructure. There are enormous financial implications for both the South African government and South African citizens. These implications are a direct result of the funding process of the infrastructure required to complete the process of migration to digital broadcasting. This infrastructure is vital for citizens to be able to receive broadcasting signals and thus access information.

The management of infrastructure is critical to the way in which the digital migration will be implemented. At an individual level, the set top box decoder will be required for older television sets to be able to receive the digital signal. This has enormous implications for universal access as citizens would need to purchase either a set top box, or a new television. For South Africans who are already in a disadvantaged socio-economic position, having to fund the facilitation of digital broadcasting, could be devastating.

The so-called set top boxes (STBs) need to manufactured and distributed in order for citizens to receive the boxes. It is expected that the Department of Communications will award contracts to South African STB manufacturers. The list of tendering companies currently includes Ellies and Altech UEC. Both these companies are leading manufacturers in the industry and they specialise in the manufacturing and distribution of television and signal technologies (BusinessTech 2013; Altech UEC, 2013).

The Department of Communications (DoC) stated that a local company will be sourced to manufacture the required STBs for South Africa. This followed the DoC's request, from specific local companies, for information regarding the Digital Terrestrial Television (DTT) set top box production. Although initially, the chosen manufacturer for the STBs was Altech UEC, in April 2012 the Department of Communications called for manufacturers to bid for the manufacturing tender. According to Odendaal (2012) following the request from local manufacturers, a total of 36 bids were received however, a STB manufacturer is yet to be announced. According to the Department of Communications (2012), the tender for the manufacturing of the boxes has been geared towards local South African companies, which seems better as it gives local companies a huge opportunity. The result of awarding the tender to South African companies is that it is more costly to the buyer than purchasing an imported box. This decision definitely has both advantages and disadvantages to it. The complexity of the nomination of the manufacture of STBs is an example of the agendas of profit-making and economic gain of the digital migration process, aimed more at benefitting corporations than citizens. The Department of Communications is in a position to decide this. Due to the capitalist economic environment and broad South African neo-liberal economic policies, it is likely that the decision made will lean towards benefitting manufacturers, and not necessarily citizens.

2.3 Socio-economic landscape of South Africa

It is understood that the media has become a role player in this macro-economic system and as a result, its own political economy has been shaped by this environment. Bond (2003:32) continues to argue that in the immediate future, South Africa remains mired in sustained economic crisis. He also argues that the structure of the South African neo-liberal economic system indicates that industry operates according to free-market and profit driven principles. Hence, Bond (2003: 31 maintains that the nature of South Africa's economic climate is one of ''uneven capitalist development'' (Bond 2003: 31). Therefore, it is unlikely that the digital migration will be managed with universal access being the predominant motive. This will be evidenced by the planning and infrastructural roll-out of this system.

The socio-economic context and history of South Africa does not reflect a good record of social justice and equality in spite of the country having one of the most progressive constitutions and Bill of Rights internationally. Bond (2008) cited in Smith (2013) states that South Africa is considered to be one of the most unequal societies in the world. Smith (2013) explains that according to the Human Sciences Research Council (2004:2), in 2001, a total of 57% of individuals in South Africa were living below the poverty line, which is a statistic that has remained unchanged since 1996. Smith (2013) explains that according to the report, the poverty gap in South Africa has grown. Seekings and Nattrass (2005) explain that with class and race-based social divisions still prominent even after the political transition to democracy of 1994. Seekings and Nattrass (2005) maintain that these challenges occur even though there are and have been numerous projects and policies trying to ensure that the ideals of the concept of the 'rainbow nation' are achieved.

An example of such work has been conducted by the South African Institute of Race Relations, which was established to address race issues specifically. According to the South African Institute of Race Relations website, the Institute was established in 1929 and it was the first "national multiracial organisation to work for goodwill and to conduct research into race relations" (South African Institute of Race Relations: 2013). In 1932, the Institute adopted its Constitution and explained that its objective was "to work for peace, goodwill, and practical co-operation between the various sections and races of the population of South Africa". The Institution is focused on researching socio-economic conditions in South African and to also create public awareness of these issues.

The current neo-liberal economic policies pursued by the South African government, primarily through its Growth, Economic and Redistribution Programme (GEAR), with policies of free market adherence, privatisation and liberalisation of trade, are primarily responsible for the on-going levels of inequality and poverty facing the country. The shift brought about by GEAR in 1996 is in keeping with global macro-economic trends. According to the GEAR policy document, GEAR is "a strategy for rebuilding and restructuring the economy is set out in this document, in keeping with the goals set in the Reconstruction and Development Programme" (GEAR:1996). It was however a significant departure from the earlier Reconstruction and Development Programme (RDP) with its more socialist, redistributive aims.

Bond (2002:3) argues that the "past twenty years have witnessed enormous amounts of pressure on local authorities, especially formal communities, to become more entrepreneurial". Examining South Africa's economic system in relation to the media and technology, Oyedemi (2009:152) maintains that the new South African government initiated various new policy frameworks in order to address the issues of the 'gaps' in society. Naranen (2005:39) explains that during the 1980's there was an international trend towards the deregulation of public policy. Naranen (2005:39) continues to explain that in relation to, and as a result of this media policy, the broadcasting industry was therefore opened to commercial competition.

Oyedemi (2009:154) states that with the onset of democracy in South Africa in 1994, there were successful attempts made to positively influence and increase the economy. Oyedemi (2009:154) explains that the levels of inequality are particularly noticeable when one examines the amount of access many people have to various societal resources. Oyedemi (2009:154) continues to argue that the information and communications technologies sector, as well as the communications sector are not an exception to this. Garnham (1999:115) cited in Oyedemi (2009:155) explains that the distribution of social resources is key to the access to the information and technology sectors.

2.4 The structure of the South African broadcasting landscape

The broadcasting media landscape in South Africa is made up of the 'three tiers' of media. These include commercial media, community media and public media. According to Fokane (2003:29) the decision to create the three tier system was a result of the Independent Broadcasting Authority (IBA) Act 1993. The Act was produced in order to ensure media diversity and plurality. The digital migration and ultimately digital broadcasting will affect all broadcasters across all three tiers. Digital broadcasting brings with it various opportunities for new broadcast platforms, such as the internet and a more interactive broadcast experience. It is therefore important that the public broadcaster broadcasts digitally and leads the standard of digital broadcasting in the country. This is especially important because one of the main platforms of access to information for many citizens in South Africa is through the public broadcaster.

The public service broadcaster in South Africa is the South African Broadcast Corporation (SABC). A second broadcaster available to South African citizens, but as a 'free to air' broadcaster is ETV. According to the definition given by the ICASA Broadcasting Act of 1999, a free to air service means "a service which is broadcast without encryption and capable of being received on universal receivers without payment by end user to the broadcaster and without the use of (specialised) receiving equipment" (ICASA Broadcasting Act, 1999). In order to view television in South African currently, citizens are required to pay a television license fee. This is a fee which gets paid annually at the current amount of R250 per year (2011). The result of digital broadcasting and the cost of the infrastructure one needs to have in order to access information which has been broadcast is that even a 'free to air' service such as ETV will be at a cost to the consumer.

It is the responsibility of the public broadcaster to provide accessible information for citizens. It is thus important to take note of the various policies and structures which govern the SABC. Up until 1994, the SABC was used by the then government for propaganda purposes. Teer-Tomaselli & Tomaselli (1994:2) state that "As the SABC goes, so may the nation". This statement displays the importance of not only media in general but the importance of a public broadcaster in society. Teer-Tomaselli & Tomaselli (1994:2) maintain that "what happens in the transformation of the SABC may well be indicative of what may happen in the 'transformation' of the wider society". This quote explains the relationship which should be maintained between society and the SABC. This particular statement also suggests that any transformation of the SABC (in this case, the transition towards digital broadcasting) would ultimately be mirrored in wider society.

McQuail (2010:178) states that Public Service Broadcasting also relates to the kind of organisation that would be needed in order to achieve the goals indicated. In South Africa, there is only one public broadcaster, the South African Broadcasting Corporation. The ICT industry is regulated by the Independent Communications Authority of South Africa (ICASA). According to the ICASA Broadcasting Act of 1999, the definition of public service broadcasting is a broadcasting service which receives its revenue from either television licenses or government. The state of broadcasting in South Africa is a leading factor in the process of digital migration

2.5 Digital migration and universal access in South Africa

In South Africa, principles of provision of access to information relate to more than just non-discrimination according to race, religion, age and disability. The critical issue is that of discrimination around class and socio-economic status. Everyone should be able to have access to information regardless of their socio-economic position. Gurnstein (2000:464) argues that technology is ultimately defined by the societal groups of people who make the technology possible and available. It is therefore assumed that technology may benefit those groups that define technology rather than grassroots communities. Gurnstein (2000:464) maintains that if the producers of such technology cannot be relied on, there needs to be an institution that makes sure this is possible. The introduction of the digital broadcasting system may impact such discrimination even more negatively.

There are important concepts which lead the debates of universal access. According to Blake & Tucker (2004:222) the "information divide is a break-away concept from the digital divide". Blake and Tucker (2004:222) maintain that it is a continuously increasing division which appears between citizens who have access to the information and technology and citizens who do not have access. Reasons for lack of access could include numerous economic and cultural challenges.

The Universal Services and Access Agency of South Africa (USAASA) has been tasked with ensuring the subsidisation process of the set top box decoder takes place with as few problem areas as possible (USAASA:2011). According to USAASA (2011) the agency is a state owned entity of government which was established to ensure that every single person living in South Africa, whether it be in the rural areas or urban areas, has access to information and communication technologies.

USAASA (2011) maintains that the agency was established in terms of the Electronic Communications Act. The most important goal of the agency is to promote universal access and service across and within South Africa. The agency is accountable to parliament and the general public.

At an institutional level, transmitters will be needed to distribute the various signals across the country. According to Sentech (2011) who is the sole signal distributor of the digital signal in South Africa, approximately 800 transmitters placed in various areas will be needed in order to successfully transmit signals in all provinces. According to Sentech, they are a state owned enterprise established in terms of the Sentech Act. Sentech (2011) state that their ultimate goal is to deliver broadband, broadcasting infrastructure, as well as access to communication services to the entire country. This includes providing these systems to all three systems of broadcasting, namely commercial broadcasting, community broadcasting as well as public broadcasting.

As stated above, there are various advantages to the digital migration. The question of who these advantages really benefit and how realistic are these advantages needs to be raised. One should consider whether or not the South African citizenry feel that digital broadcasting is really in their best interest. The government and broadcasters intend on spending a substantial amount of money on this process, and it is assumed that the people who will truly benefit from this migration are corporate companies, manufacturers and consumers who are able to afford televisions and set top boxes etc.

Despite the claim that the digital migration will "provide not only the space within which new and cutting-edge technologies can be developed, but more importantly, it has the potential to directly contribute to socio-economic development and the improvement of the quality of life of all the people in South Africa" (ICASA: 2011), it is the very South African socio-economic context that is a major obstacle to the successful achievement of this process. According to Blake and Tucker (2004) the South African digital divide, also termed the information divide, stems from the particular circumstances of the history of South Africa. Blake and Tucker (2004) explain that this history includes many divisions within a large group of population. Blake and Tucker (2004) continue to maintain that the digital divide experience at a local level refers to the particular difference in access between groups of people in a particular country. It is thus clear that the digital divide is much more complicated that a simple divide in access to digital equipment.

The South African Constitution (1996) is considered to be one of the most respected pieces of legislation globally. According to the Preamble:

"…adopt this Constitution as the supreme law of the Republic so as to – Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights; lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law…"

According to the Bill of Rights, Chapter Two, Section 32: Access to Information (Bill of Rights, South African Constitution: 1996) of the South African Constitution, everyone has the right to access information which is held by government as well as any information which is needed, held by another person, for the protection of any rights. Section 32 of the South African constitution also states that national legislature must be "enacted to give effect to this right, and may provide for reasonable measures to alleviate the administrative and financial burden on the state" (Bill of Rights, South African Constitution: 1996).

As stated in the Preamble of the South African Constitution (1996), the Constitution is the "Supreme law of the Republic". The reference to Chapter Two, Section 32 states that every single South African is entitled to "any information held by the state" (Bill of Rights, South African Constitution: 1996). The Constitution also states that the Constitution will "lay the foundations for a democratic and open society in which government is based on the will of the people" (Bill of Rights, South African Constitution: 1996). In order for every South African citizen to be able to utilise these given rights, citizens need access to information. In order to democratically elect government leaders, etc. citizens need to be able to have a public source of information accessible to them. This public source of information should be the Public Service Broadcaster.

Furthermore, the aim of the digital migration may not be as driven by social justice of universal access to information imperatives as possibly currently claimed, but rather by profit motives within the political economy within the media industry. The South African government seems to have acknowledged its responsibility to ensure universal access to media among the citizenry through its proposed subsidisation plans for this migration. It will be important therefore to explore how and also to what extent the South African government intends embarking on the subsidisation plans, how extensive and feasible the subsidisation will be and how effectively this plan will achieve universal access.

The South Africa Broadcasting Digital Migration Policy (2008) states that in order to receive the digital frequency one will need to purchase a small decoder (set top box). A television set which is unable to automatically receive the digital signal will need this STB in order to receive any signal from any broadcaster, including the national broadcaster, the South African Broadcasting Corporation (SABC). The South African government has decided to make the STB's "affordable and available to the poorest TV-owning households" (The South Africa Broadcasting Digital Migration Policy, 2008). The government however, has not yet publicised specifications as to who exactly will qualify for this subsidisation. This raises various concerns around the way in which the migration to digital television will impact the socio-economic challenges currently affecting South Africa. Due to the concept of the 'informational divide' and other socio-economic challenges, the South African government has proposed various subsidisation models for the funding of the set top box decoders (Amendments to South Africa Broadcasting Digital Migration Policy 2008).

These set top boxes (STB's) will convert the digital signal into analogue signal. According to the Broadcasting Digital Migration Policy (2008) it is estimated that the total television owning households in South Africa is at 10 million, of which approximately 94% rely exclusively on free-to-air broadcasting services. The Broadcasting Digital Migration Policy (2008) states that of these 7.5 million TV households, about 4.5 million are poor households which will find it difficult to afford set top boxes by December 2013. Once you have acquired a set top box, you will still need to pay your annual TV license although there will be no other monthly costs involved. According to the Digital Migration Policy Document (ICASA: 2008) "building the STB manufacturing capabilities, government has decided to support the industry through the development of a world class South African electronics industry" (Digital Migration Policy Document, Icasa: 2008). These issues raise the fact that South Africa is faced with the socio-economic challenge relating to the 'gap' in access to technology and broadcasting services including access to information. This has been referred to as the 'digital divide'.

2.6 Conclusion

This chapter has discussed the context and reasons why South Africa is embarking on the process of migrating from analogue to digital broadcasting. The main motivation for the migration to digital broadcasting seems to be the technical advantages as well as the deadlines resulting from the membership of South Africa to the International Telecommunication Union (ITU). The reasons for this membership have been discussed.

This Chapter examined the key players involved in the manufacturing of the Set Top Boxes, which are in fact local manufacturing corporations within the South African electronics industry. Will the manufacturers supply the set top boxes in order to increase corporate profitability or are the challenges of South Africa's socio-economic position and the issue of universal access being taken into consideration? It is important to examine the motivation of employing South African manufacturers as this aspect of the migration, the set top boxes, is one of the most influential affecting 'universal access'. The Chapter has discussed a few of the advantages and disadvantages of digital migration within South Africa's socio economic context. The concept of universal access has also been explored and explained in a way which links it to broadcasting, information and communication technologies. An important question is, who is really in a position to gain from South Africa is embarking on this process?

3. Chapter Three: Current Literature in South Africa relating to digital broadcasting

3.1 Introduction

There have been authors who discuss the concepts of digital broadcasting globally as well as within the South African context. In this Chapter, the literature will be reviewed as well as examined to explore the lacunae in academic literature regarding the digital migration in South Africa and the effect of this on universal access. The chapter will examine both literatures from a global perspective as well as the South African perspective.

Few academics have discussed and published work on the South African process from analogue broadcasting to digital broadcasting as well as have extensively examined the technological aspect of the migration. The ability and willingness of the South African citizenry to participate successfully in the digital migration is essential. It is important that this participation is facilitated as digital migration and the accompanying broadcasting opportunities are immense. If this is not possible, major challenges are posed to the success of the migration and thus the success of digital broadcasting itself.

3.2 Policy making and digital broadcasting

Media policy and policy making in particular, play a central role in the digital migration. According to Gillwald (2003:9) “digitisation is what makes possible the convergence of the historically separate platforms of broadcasting and telecommunications”. In order to regulate this convergence there needs to be efficient policy in place as the implementation of new technology causes changes in the way the industry operates. The policy decisions are ultimately what define the nature of the migration and thus the effect on citizens in general. Literature defines the media

policy making process on a global scale. This global scale refers to the identified characteristics which define policy making across many different nations and political systems.

Fox and Meyer (1995: 107) cited in Roux (2002: 424) define the concept of policy as the various statements of authority which are made by legitimized public institutions proposing solutions to deal with issues within policy. Another definition is given by Anderson (1997: 9) who defines policy as "a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective". From these definitions, it is clear that policy refers to the process of finding solutions to certain obstacles arising in public institutions. Arbatani, Labafi and Khajeheian (2012: 939) explain that the process of policy making plays a significant role in the way in which communications and media influence society. Arbatani; Labafi and Khajeheian (2012: 939) explain that media policy defines the way in which the media understands the role they play in society. According to Arbatani; Labafi and Khajeheian (2012: 939) media policy is defined by various characteristics. One of these is the balance of power. Arbatani; Labafi and Khajeheian (2012: 939) explain that media policy as conducted by the owners or by the government is a key influential factor in media policy. This indicates that the nature of the policy making process allow the powerful in society to have substantial influence in the process.

According to Arbatani, Labafi and Khajeheian (2012: 939) there are four key factors of media policies. These include the "expectations of media owners, of the government and the political system, social responsibility as well as the ideology dominating the media". Anagnostou; Smith and Psychogiopoulou (2010: 6) describes the media policy making process as an inherently politically conflicted process and policy making involves competing corporate interests which seek to dominate how policies should be structured and how industries should operate. This shows that in every policy making process, both the strengths and the weaknesses should be looked at. If media policy is examined in relation to a South African context, authors discuss policy making in a democratic system. According to the South African Parliament (2013), "the South African Constitution creates a requirement that government engage with citizens when making the decisions that affect their lives". The South African Parliament (2013) continues to state that "the South African constitution provides a right to participation in the legislative and

policy-making processes that goes well beyond the right to vote in periodic elections". It goes further to state that "not only must citizens be given the opportunity to speak on issues that affect them; there is also an onus on the legislatures and the executive to take their views seriously" (South African Parliament, 2013). The constitution of South Africa shows that the policy making process is a complex one as there are many ideologies at play. This complex process is worth examining in the context of the digital migration.

3.3 Digital broadcasting

Literature and studies examined on digital broadcasting have been conducted where the focus is concentrated on the issues of digital broadcasting on a global scale (international countries) and in other sub-Saharan countries. These countries are either in the beginning stages of discussing the digital migration process, or have also begun the process. Digital broadcasting in Namibia and specifically, the usage of ICT's in broadcast and other media is discussed and reviewed. Petrick (2002: 2) maintains that with the introduction of digital broadcasting technologies being implemented across the world and offering significantly increased efficiencies, savings, the promise of increased choice and improved quality of service, it is safe to assume that the introduction thereof in South Africa is inevitable. According to Starks (2007: 1), digital broadcasting television involves simply the 'coding' and then 'compressing' of television signals. This research explanation is one of a technical nature and not necessarily of a broader contextual one. There are diverse participants in the policy making process, and this process is of a multi-layered nature.

According to Flew (2003) there has been extensive literature published examining the policy of digital broadcasting and not necessarily in regards to content and programming. One of the concerns however, is that of the lack of literature around the infrastructural funding and socio economic challenges of digital television. Flew (2003) maintains that if politics gets in the way of the development of digital television to such an extent that consumers largely reject the new technology, then an important opportunity to address the 'digital divide' issues around access to new information services will have been missed. Over the past few years, and more so in the

past year, there have been multiple journal articles written and published, discussing the South African digital migration process. These articles are based on interviews organised with various stakeholders, including government stakeholders, technical advisors, as well as corporations, civil society organisations, experts and academic personnel. Articles such as these include work by Odendaal (2012), Wilson (2012) and Schumann (2012). Although these articles do go further to explain the political nature of digital migration, rather than simply explaining the technical nature, the articles attempt to unpack the political context of digital migration but fail to examine issues such as universal access and the digital divide. An academic article examining the specific topic of digital migration originates from Mbatha & Lesame (2012). The article challenges the need for a digital broadcasting system and looks at the main reasons for digital broadcasting in South Africa. Here the author examines some of the societal challenges associated with digital broadcasting and digital migration According to Mbatha & Lesame (2012) these societal challenges include "building social cohesion and a common national identity, eradicating poverty and creating employment opportunities". According to Mbatha & Lesame (2012) it "surely cannot be denied that broadcasting digital migration is critical not only for the future of the local broadcasting industry but also has significant implications for the entire South African economy". Mbatha & Lesame (2012) continue to explain that the Government Gazette No. 31408, Republic of South African (2008) claims that it is very important that access to information is regarded as essential to the development of the South African socio-economic structures, this development includes the switch over to digital broadcasting.

According to Mbata & Lesame (2012) in South Africa, the migration to digital broadcasting and ultimately digital broadcasting itself will have an important role in meeting South Africa's commitment to the World Summit on Information Society. This role will focus on the development challenges in order to reach the notion of an information society. The Government Gazette (No 31408: 2008) states that "it has the potential to directly contribute to socio-economic development and the improvement of the quality of life doe all the people in South Africa" (Government Gazette: 2008). The Gazette (No 31408: 2008) maintains that digital broadcasting migration in South Africa has the potential to directly contribute, whether this potential is realized or not will be determined by policy makers, stakeholders and key players in this process.

Literature discussing digital broadcasting in South Africa is primarily focused on process and not yet the consequence of specific decision making. According to Berger (2010) there has been pressure to migrate to digital broadcasting emanating from international organisations, and the migration process has not been driven by the market or by what consumers have asked for. This literature explains that the process is not exactly a consumer driven process, or rather a citizen driven process, but rather a policy driven process where decisions were made through policy implementation and not particularly through citizen engagement.

Given the potential advantages resulting from the migration to digital broadcasting, the release of the 'digital dividend' needs to be considered. Grove & Picot (2011: 8) explain that a digital broadcasting signal is capable of greater efficiency when transmitting television signals compared to that of analogue transmission. This means that there can either be the same number of channels using far less space on the spectrum, or there can be many more channels which then would use the same amount of spectrum. Grove & Picot (2011: 8) maintain that the space on the spectrum which has been left over from the channels which use less (or fewer) spectrum is known as the Digital Dividend.

In South Africa, there has not been a lot of discussion around the release of the Digital Dividend as there is not yet policy which determines this process. According to Icasa (2012) the "Digital Migration Regulations do not provide for the manner in which the digital dividend will be utilised, these issues will be considered during further public processes to be conducted by The Authority and will be addressed in further regulations to be published by the Authority in due course". This literature discusses highly technical components of digital broadcasting and the many advantages which accompany it. The literature also focuses on policy and regulation, and mainly in Western countries and their media systems. The challenge is that the literature does not deal with or explore the socio-economic complexities. Digital migration will most definitely have an impact on socio-economic structures of South Africa however literature does not examine this in depth. This is problematic as it is a relatively new phenomenon in South Africa (Burger, 2009) that has been explored inadequately in terms of its economic dynamics.

Burger (2009) continues to state that in research conducted, there is literature which examines many technical issues resulting from this process, but does not go into detail about the

consequences relating to the infrastructural funding of the migration. The debate is that of a technical nature in the South African context. This technical nature relates more to the physical aspects such as equipment, as well as content and programming challenges.

3.4 Universal access and digital broadcasting

Universal access and to information is a concept which has been studied extensively around the world. According to Unesco (2012: 2) the concept defined as "the knowledge society" is based on the fact that new informational and communication technologies affect various social and societal structures. At this global level, there are various definitions relating to universal access and the digital, or rather information divide. According to Yu (2006: 230) there are a variety of terms to describe the issues of the information divide. One of these definitions states that the information divide is "the state of social division between those who are favourably placed in information resource distribution and those who are not" (Yu, 2006). Yu (2006: 230) explains that when one refers to the information divide this may include terms such as information inequality.

When examining universal access and the information divide in relation to digital broadcasting, one cannot ignore the importance of the public broadcaster. According to Chalaby and Segell (1999) information is a concept which belongs to the entire public as a whole and society cannot purely rely on the market to provide this, specifically for community needs. Graham (1999: 17) cited in Chalaby and Segell (1999) argues that new technology, such as digital broadcasting, will ultimately increase the possibilities "for economies of scale and economies of scope", therefore contributing more media platforms. The literature explains that digital broadcasting will allow for multiple platforms across the media industry. This will then result in larger number of owners of those platforms. This will ideally contribute to the diversity in ownership of media. Graham (1999:17) cited in Chalaby and Segell (1999) maintains that a public broadcaster is more important and a vital component for broadcasting in this regard to ensure that the public do not suffer because of this. Graham (1999: 17) cited in Chalaby and Segell (1999) explains that there are additional benefits of public broadcasting, which include the "delivery of national coverage

as well as the coverage of events of special importance for the citizenship and the community" (Graham, 1999). This implies that in the digital age, universal access is a key concern where a large responsibility is placed on the public broadcaster.

The challenge relating to broadcasting and universal access in South Africa has also been addressed broadly in various articles and academic writing. Universal access as a basic constitutional right has not been respected by social and political leaders of the country (McKinley: 2003). There has also been legislation developed with regards to universal access such as the "Draft Model law for African Union Member States on Access to Information" which was drafted in partnership with the Centre for Human Rights, University of Pretoria. This is an example of how important universal access to information is to society at large (McKinley: 2003).

Springett, Rice and Griffiths (2011) discuss the issue of accessibility of digital television but from the perspective of education, age and people with disabilities. This is a very important aspect to accessibility. Springett, Rice and Griffiths (2011) explain that despite the advantages of digital television, there are in fact dangers of the widening of the digital divide. According to Springett, Rice and Griffiths (2011) "ease of use of DTV (Digital Television) continues to be a formidable problem – in the purchasing, self-installations of equipment and access of content". Rice and Griffiths (2011) explain that because of the difficulty of using the new technology, there are still a large number of citizens who will struggle to adapt and change to using this technology.

A previous study by Gardner (2003) examined the way in which telecommunication and information service such as commercialisation, privatisation and liberalisation affect South Africa's goal, in particular the South African government's goal, of achieving universal access in the country. According to Gardner (2003: vii) the study finds that the benefit resulting from liberalisation will more than likely include new infrastructure and the provision of new services across the country. This study is relevant to the argument showing that the possible implementation of new infrastructure is able to have a positive effect on universal access in the South African context (Gardner, 2003: vii). However, this may not always be the case when looking at access to information. Aldridge, Hadland and Ogada (2006) discuss universal access

from the position of community television. Universal access will form part of the theoretical framework as it is considered to be the key aspect of the ‘information divide’.

3.5 Conclusion

Numerous authors discuss various concepts of digital broadcasting. There have also been authors whom have discussed, specifically, the concepts arising from digital broadcasting in South Africa. Key academics have discussed and published work on the South African process from analogue broadcasting to digital broadcasting, however, these have related mainly to the technological aspects of the migration. This literature review has examined the work of these authors and highlighted the gaps in literature in terms of the South African digital migration and the effect of the infrastructural roll-out on universal access.

The literature reviewed mostly discusses highly technical components of digital broadcasting and the advantages which it brings. The literature also focuses mainly on the concepts of Universal Access and Digital Migration, with only a few other themes covered. The literature is mostly silent on the socio-economic complexities related to digital migration, a critical aspect for its success. Based on the above conclusions, there is a gap in the research conducted relating to issues of digital migration in South Africa and universal access. There is also a noticeable gap in the research conducted around the policy making process in relation to digital migration in South Africa. It therefore strengthens the relevance of this particular research paper as this research adds to the literature which currently does exist in South Africa.

3.6 Definition of Key Concepts

Following an extensive review of academic literature, the following concepts have arisen which need to be unpacked in a little more detail. Below is a list of key concepts and their definitions.

Digital Migration: This refers to the current proposed process involving the South African Department of Communications and the respective stakeholders. One of the outcomes of the policy will be the introduction of Digital Terrestrial Television. It also refers to the switchover from analogue signal to digital signal. (Independent Producers Organisation: 2011; Department of Communications: 2013).

Digital Broadcasting: Digital television or digital broadcasting is a form of broadcasting where viewers receive the television signal in a digital format (binary codes). This enables television companies to broadcast better quality sound, a higher definition picture and a wider range of channels. (The Independent, 2013)

Digital Terrestrial Television (DTT): Refers to the broadcasting of terrestrial television in a digital format. The digital signals can be received using a standard aerial for television (Independent Producers Organisation: 2011)

Set Top Box: A device that converts digital signal received either via a terrestrial means or via satellite or cable to normal analogue video or audio for presentation on a normal television set (Independent Producers Organisation: 2011).

Infrastructure: The system of public works of a country, state or region, also, the resources (as personnel, buildings or equipment) required for an activity. In this case, the term infrastructure refers to the material and building components needed for digital broadcasting (Merriam-Webster Dictionary, 2013)

Decision Making Process: the act or process of deciding something especially with a group of people (Merriam-Webster: Learners Dictionary, 2013)

Policy Process: the formulation of ideas or plans that are used by an organization or government as a basis for making decisions (Collins English Dictionary, 2013)

Roll-Out: to introduce or launch a new product, specifically for widespread sale and use to the public (Merriam-Webster Dictionary, 2013)

International Telecommunications Union (ITU): The United Nations specialized agency for information and communication technologies. “We allocate global radio spectrum and satellite orbits develop the technical standards that ensure networks and technologies seamlessly interconnect, and strive to improve access to ICTs to underserved communities worldwide” (United Nations agency for Information and Communication: 2011)

Digital Dividend: When South Africa migrates from the analogue broadcasting signal to the digital signal, the analogue signal will become ‘freed up space’. Icasa (2012) defines the digital dividend as those frequencies previously utilised for the purpose of analogue broadcasting.

4. Chapter Four: Theoretical and Conceptual Framework

4.1 Introduction

This research uses Critical Political Economy theory of the media to engage with its critical agenda. This theory has been chosen because it deals with issues of ownership, power dynamics, and media systems in a democratic society, as well as the role media plays in society. This Chapter will examine theory relating to critical political economy of the media, media policy theories as well as theories of universal access in relation to broadcasting.

By examining the role of the media in a democracy and the impact of the digital migration on universal access in relation to the South African landscape, concepts of the information divide (also known as the digital divide), universal access, as well as public service broadcasting will also be explored. This chapter is structured by first looking at the role of the media in a democracy, then critical political economy of the media; which includes the ideal role of the media, issues of power relations, ownership and funding as well as policy. The chapter then goes on to discuss theories of media policy, universal access and digital broadcasting, the digital divide as well as universal access and public broadcasting. Each of these sections examines a critical theory which is relevant to this research in terms of the digital migration in South Africa.

4.2 The role of the media in a liberal democracy

According to Moe (2010: 100) in complex societies the media should disseminate relevant information to the public. Democratic theory defines the public as “a body made up of members of a polity”. When the public act as a collective, they ideally control the decision making processes within structured society. Moe (2010: 100) explains that in order to understand the role of the media in a democratic state, one can neither look at formally recognised political issues in isolation, nor limit ourselves to “rational deliberation”. One needs to consider many different

options of how other forms of communication facilitate or hinder opinion formation and the way in which this affects the construction of the public's identities as citizens.

According to Curran (2000: 125) the ideal system for public broadcasters is sustained by developing and sustaining a reputation that the broadcaster is independent, maintains public trust and enjoys political support and ultimately leads to a sustainable system which exceeds the current administration. Social relations within a public broadcaster are dominated and shaped right through by the relations of exchange, buying and selling in the market. In the South African neo-liberal context, the economic system adheres to these capitalist principles. The media industry is a player in this system and one cannot separate the need for the industry to produce a profit. Although the power dynamics within policy and the state are focused on, the context of the neo-liberal system need to be examined in order to engage with the critical political economy process of policy and decision-making.

Examining the political economy from a Marxist perspective, Marx, cited in Williams (2003: 75) maintains that the key characteristics of political economy are the ownership and control of the means of production by a small number of people. This means that the economic power of a state was controlled by a minority group. This minority group is more commonly known as the 'bourgeoisie'. When media organisations or any organisation functions in a capitalist market, the main aim is to generate profit. This causes a conflict of interest between organisations which creates competition. Critics began to challenge Marx and his theories of ownership after his death in 1883. According to Williams (2003: 82) critics argued that property as a basis for the exercise of social power was becoming less significant for two main reasons. The first being the growth of a new managerial class and the development of a new kind of capitalist enterprise, and the second is that manager's objectives were no longer simply the pursuit of profit, their interests began to include the interests of consumers and employees. This may however be challenged. Especially from within the approach of political economy, when considered from within a capitalist society where economic gain is one of the main functions of ownership.

Curran (2000: 148) maintains that there are certain characteristics which the media should display when functioning in a democratic society. Curran (2000: 148) states that the media should "empower people by enabling them to explore where their interests lie" (Curran, 2000:

148), as well as represent the collective interest. The media should, according to Curran (2000: 148) be apprehensive and watchful of government institutions and centres of power and also encourage societal debate amongst citizens. These characteristics are essential for the media to entrench or encourage a democratic society.

Peters and Fitzsimons (2001) cited in Giroux (2005: 8) maintains that neo-liberalism eliminates the government forces of regulation and places the ability of regulation of political, cultural and economic aspect in the hand of corporations and the wealthy of society. Giroux (2005: 11) explains that politics in a democratic system have become ineffective and as a result other public spheres are either funded poorly, completely disregarded, have become privatised or corporatized institutions. Giroux (2005) goes further to explain that not only does media ownership get affected in a neo-liberal states, but policy decisions may also get made according to the profitable needs of corporations, and not necessarily for the public good. Giroux (2005) continues that neo-liberalism is an economic system that expects power over society to lie in corporate and privatised institutions and not the government.

Curran (2000: 128) explains that the media has a role to play as a 'watchdog' of the state or the government. Curran (2008: 128) explains that the watchdog type ideal characteristic of the media assumes that a democracy is supposed to produce citizens who are informed and who participate in society. Curran (2008: 128) continues to explain that the debate occurring within the public is expected that it would produce "rational and just outcomes if it takes account of different views and interests" (Curran, 2008). This is one of the reasons that it is imperative that citizens have access to information within a democratic society. Where citizens do not have adequate access, or there is a fundamental 'gap' between those who do have access and those who do not, this is referred to as the digital or information divide.

Hall (1992) cited in Moe (2010: 102) criticised both the idea of a unified national public and the broadcasters capability to address different groups in a satisfactory way. Moe (2010: 102) states that public service broadcasting never corresponded to any ideal model of the public. No form of address can eliminate the fact that broadcasting gave listeners and viewers an unprecedented feeling of attachment to their society or each other. Syversten (2004: 368) cited in Moe (2010: 102) argues that the idea of serving users as citizens has lost relevance over time. Syversten

(2004: 368) cited in Moe (2010: 102) argues that with the advance of the capitalist and corporate system, it becomes increasingly difficult to maintain the public service aspect of public broadcasting institutions.

4.3 Critical political economy of the media

According to Golding and Murdock (2000: 72) critical political economy of the media (CPE) begins with issues relating to social relations and the dynamics of power. Golding and Murdock (2000: 72) maintain that critical political economy of the media is particularly interested in the unequal distribution of material resources dealing with communication and its activities. Critical political economy places more emphasis of the ethical and normative questions found in the economic sphere. Inglis (1990: 111) when discussing political economy raises the question of "a matter of practical analysis about is it right for anyone to own, about what is done with the power that comes with ownership". Inglis (1990: 111) continues that the power structures behind production have a much larger control that just individual control. In regards to political 'ownership' of the media, this comes into play when the state has the final decision making process with regards to the public broadcasting model.

Critical political economy of the media deals with the relationship between those in control of the mode of production and the result of the choices which result from that given power. Critical political economy critically examines the result of the effect the relationship of those in power has on the production process. In this case, the relationship between those in power and not only the production process, but the entire infrastructural process as a whole.

Mosco (1997: 12) cited in Duncan (2009: 23) describes one definition of Critical Political Economy as the involvement of the study of power relations which "mutually constitutes the production, distribution and consumption of…communication resources". In this case, this research will be examining the power relations of the production, distribution and consumption of digital broadcasting. Williams (2003: 73) argues that the political economy approach was only formally established at the end of the eighteenth century. Hesmondhalgh (2002: 30) maintains

that ‘political economy’ is the general term for the whole tradition of economic as well as political analysis against mainstream institutions.

According to Golding and Murdock (2000: 70) critical political economy of the media is involved in showing how alternate avenues of funding and cultural production have noticeable consequences for the public paradigms which represent the public audiences and the access enjoyed by these audiences. Golding & Murdock (2000: 72) argue that critical political economy of the media is characterised by four main features. Firstly, it is holistic, secondly, historical, it is also concerned with the relationship between capitalism and public involvement, and finally, critical political economy of the media engages with issues of justice and the public interest. The fourth characteristic which relates questions of justice and the public interest is critical in this study.

Golding and Murdock (2000: 73) explain that critical political economy goes further than existing discourse to show the way in which certain micro-economics are moulded by general economic systems and the wider structures they sustain. When discussing critical political economy, the state in relation to media ownership as well as the concept of universal access is raised. If one examines the aspects of power relations within the South African digital migration, it is clear that there are challenges around critical political economy.

Smythe (1960) cited in Mansell (2004: 4) emphasised critical political economy as relating to the aspects of “the power processes within society”. In order to understand the purpose of utilising political economy as the foundation theory for this research, the basic principles need to be examined. According to Inglis (1990: 11) critical political economy of the media questions ownership and what it is that is right for anyone to own. Inglis (1990: 11) also states that critical political economy of the media questions issues of power and what is done with such power which is beyond an individual control.

4.3.1 The interplay of power dynamics

Power processes are critical in this research study as it relates to the ownership of the means of production of the infrastructure which determines financing structures and impacting on universal access. According to Golding and Murdock (2000: 72) critical political economy of the media explores the issues between social relations and power relations. If power dynamics at play within the digital migration process are considered, theory of the neo-liberalist state must be examined. Murdock (1995: 233) explains that the control of the media is of vital importance to both academics and politicians because of the role that the media plays in "shaping social consciousness" (Murdock, 1995: 233). Giroux (2005: 2) maintains that the neo-liberalist system attacks a democratic system, including that of public goods and values which have not been sold for profit. Giroux (2005: 2) explains that under a neo-liberalist system all commodities are either for sale or produced for profit. Giroux (2005: 2) states that corporations within a neo-liberalist state do not only control the economic sphere, but also have control over the political sphere, which has little interference from government. This is critical in examining the policy process and decision making by the state.

Giroux (2005: 2) maintains that "the belief that the market should be the organising principle for all social, political and economic decisions, Neo-liberalism wages an incessant attack on democracy, public goods, and non-commodified values. Under Neo-liberalism, everything either is for sale, or it is plundered for profit". Giroux (2005: 2) explains that corporations functioning in a neo-liberalist system maintain control over the economic space and also have control over the political space in which they operate. This seems to have minimal influence from the political or government sphere. This is critical in examining the policy process and decision making by the state. Street (2001: 25) explains that when and if certain individuals are seen to have some control the situation will arise whereby these particular individuals will be able to have influence over political control thereby exercising control over values and goals. The interplay of power dynamics is a key component to this research as it examines the way in which policies are put in place, who makes the decisions and whose influence guides this process.

4.3.2 Ownership and funding

According to McChesney (2000) there are two dimensions in the study of critical political economy of the media. Firstly, according to McChesney (2000) critical political economy of the media examines the relationship between media and communications. It also considers the way in which media and communication systems either support, challenge or have an influence on the way the media and communication systems have an impact on the existing class relations. Secondly, according to McChesney (2000), political economy looks at the way in which ownership, government policies as well as the support mechanisms influence behaviour and content. Golding and Murdock (2000) state that a central question that needs to be addressed by political economy is the extent to which specific forces display their control mechanisms across the production and distribution and how these hinder or uplift public within the public sphere. Street (2001: 125) explores the notion that owners of large media companies do have control and power within the media institutions. This idea has implications for the media's influence on democracy. Street (2001: 127) maintains that government is able to declare various restrictions on the market when examining the ownership of the media.

According to Barwise and Gordon (2002: 199) most media are funded by the consumer, advertisers, or in most cases both. In some countries, media are funded by the government. Barwise and Gordon (2002: 201) go on to say that in the United Kingdom the total advertising expenditure was about 12.6 billion Pounds and about 10 billion of this was spent advertising in the mass media market. Barwise and Gordon (2002: 205) continue by saying that if advertising is a big source of revenue for a media business it will affect and strongly influence the content of the media. Ownership and funding is a vital aspect of this research. The funding models are important to understanding the process of digital migration as well as understanding the various business models. Without the funding, this process would not be able to take place.

Duncan (2009: 10) continues to explain that in South Africa a lot of media are dependent very much on advertising as a source of funding. This, according to Duncan (2009: 10) has placed "direct limitations on the ability of media to expand and reach the majority of South Africans". As a result, this leads to media moving their focus towards citizens who are wealthier which thus has an impact on the ideal democratic process. Duncan (2009: 10) maintains that even though

there the African National Congress's (ANC) use of critical political economy is a good thing, it is important to note that the ANC did in fact focus of economic factors of the media and not necessarily political factors. According to Duncan (2009: 10) this act of policy making allowed them to take the attention away from what they did not necessarily want to public to notice, in other words the ANC's involvement and endorsement of the GEAR policy. What is not seen here is the aspect of public participation in policy making, including that of media policy making.

4.3.3 Critical political economy of the media and praxis (Policy)

Rhodes (1990) cited in Freedman (2008: 10) explains that media policy, as suggested in political literature, is focused around the actions of governments, civil society, regulators and experts. Rhodes (1990) cited in Freedman (2008: 10) explains that the "legally enforced rules" go through a process of meetings involving a variety of stakeholders. Stakeholders include the State, Regulators, Civil Society, Corporations and the public.

According to Garnham (1998: 210) cited in Freedman (2008: 10), policy refers to the "ways in which public authorities shape, or try to shape, the structures and practices of the media". This definition of policy holds attention on the stakeholders involved as agents of change (public authorities) as well as the particular mechanisms which are asserted on the media. McQuail (2000: 21) cited in Freedman (2008: 10) defines media policy as "projects of government and public administration which…are characterised by deploying certain means in the form of regulatory administrative measures that are legally binding, nationally or internationally" (McQuail, 2000: 21).

According to Freedman (2008) although the state or government is seen to be the decision maker in a policy process it does not seem to be the case with media. Freedman (2008) explains that there is a lot more involvement coming from stakeholder engagement, including "corporate lobbyists, NGOs, social movement activists, law enforcement officials, child protection agencies and consumer watchdogs, as well as government officials". As a result of globalization, the policy making community has further increased. Braman (2004: 169) cited in Freedman (2008)

continues by saying that it is not adequate and especially inappropriate to use a venue based approach.

4.4 Theories of media policy: Liberal versus neoliberal policies

The decision making process is said to be the most important process in not only digital migration, but also in any legislative change in a process which affects a nation. According to Hills (2003:39) it is the role of government to develop broadcasting policy and its structure within local society. It is also the role of government to decide how many and which players will be involved in specific technological locations. This policy is then put into effect through a legislative process.

According to OECD (1997: 19) cited in Levy (1999: 1) “the fast rate of technological change characterising the communications industry, the rapid emergence of news and services and new market opportunities and in particular the convergence between broadcasting and telecommunications is continuously calling for new policy initiatives”. This statement supports the idea that there needs to be new policy in place for the process of digital migration to take place successfully.

Freedman (2006: 907) discusses specific media policy making and the participation of ordinary citizens. Freedman (2006: 907) maintains that the reluctance of the public to participate in issues which concern the shape rather than the content of the media is connected to a perception of the policy-making process as ‘unwelcoming’ and not accessible to the general public. Freedman (2008: 24) states that policies within the media landscape are not only determined by the economy or technical aspects but are “the products of systematic interventions into media systems based on a complex range of political values and objectives” (Freedman, 2008). According to Freedman (2008: 24) these policies are able to be identified as actions which have been created in order to promote organised public life, defending of national security, to increase the flows of market services as well as to ensure mechanisms are produced to make these aims a reality. Freedman (2008: 24) maintains that these policies are a result of the combination of multiple political party visions and are more than often short lived. Freedman (2008: 24)

explains that there are far more structural influences which can have an effect, including but not limited to business, civil society, the media as well as the public.

Freedman (2008: 23) focuses on two main perspectives of media policy. The first perspective includes the concept of Liberal Pluralism and the second perspective is the concept of Neo-Liberalism. Freedman (2008: 23) considers 'ideal type' scenarios which originate from both pluralist and neo-liberal views. Pluralism is often defined by participants to describe and substantiate existing media policy arrangements, while neo-liberalism is more likely to be viewed in a way that critiques, rather than defends, the current terms and conditions of media policy. Freedman (2008: 23) states that "pluralists believe there is no one dominant voice or position but many different interest groups forming policy and opinion". According to Curran (2002: 127) cited in Freedman (2008: 30) in the United States, the dominant approach to thinking about the media is the liberal approach, and this is increasingly mirrored on a global level.

Harvey (2006), Hesmondhalgh (2002, 2005), McChesney (2000), McGuigan (2005) and Mosco (2004) all identify neo-liberal challenges as very important characteristics of today's media landscape which shapes everything from the role of government to the kind of the content that is produced. Freedman (2008:47) states that "Neo-liberalism has come to be closely associated with the trends of deregulation, liberalisation, privatisation and 'marketization' that have worked their way through the British and American media since the early 1980's".

4.5 Theories of universal access and digital broadcasting

The divide in universal access in society and the media is seen as a direct result of political economy. In order to unpack the issues of the infrastructural funding of the digital migration, theories of universal access are an important aspect of the discussion. McKinley (2003) states that there has been a challenge regarding various constitutional rights including the right of access to information (Section 32 of *The Constitution*), have taken a backseat and been generally viewed as secondary human rights, artificially detached from the realisation of the more 'central' rights. Moyo (2009: 130) maintains that the various digital divides epitomise a serious problem that affects billions of people. Access to information is seen to be a human right and this can be

seen in the International Covenant on Civil and Political Rights (1966), Article 19, the UN Declaration (1948) as well as the African Charter (1981). According Currie (2003: 60) cited in McKinley (2003) the inclusion of a constitutional right of access to information was "motivated by a desire not to repeat the mistakes of the past".

Markus (1987: 491) argues that universal access is defined as the ability to reach all members through a particular medium. Markus (1987: 491) explains that universal access is important for various reasons. Firstly, if the medium use is spread out to only some communities, this would risk the disintegration of that community. Markus (1987: 491) states that secondly, reduced communication also implies less universal access which results in higher maintenance costs. This displays the importance of universal access. The question needs to be asked whether digital broadcasting in South Africa will increase or decrease universal access.

The notion of an 'information divide' is a break-away concept of the 'digital divide'. Blake & Tucker (2004: 222) define the digital divide as the "major disparity in the penetration of the information society in the developing world". Blake & Tucker (2004: 222) explain that the digital divide is the increasing gap which exists among people who have access to the telecommunications and information technology and among those who do not have such access. The lack of access, according to Blake & Tucker (2004: 222), may be due to a cultural subjectivity as well as gaps in their education, people with disabilities or lack of digital infrastructure. Moyo (2009: 123) maintains that "academics have generally defined the digital dived as being primarily about the gap that exists between people who have access to the digital media and internet and those who do not have any access". The Organisation for Economic Co-operation and Development (2001: 5) further defines the term 'digital divide' as referring to the "gap between individuals, households, businesses and geographic areas at different socio-economic levels with regard both to their opportunities to access information and communication technologies (ICT's) and to their use of the internet for a wide variety of activities". This definition goes beyond the simple definition of those who have access and those who do not have access.

4.5.1 Theories of universal access and digital divide

According to Hacker & Mason (2003: 41) there has been quite a bit of research conducted in recent years around this concept of the "digital divide". This research does focus on the areas around the internet and computer access in certain demographics including gender, ethnicity and age. Hacker & Mason (2003: 41) maintain that some academics and policy analysts argue that "these gaps will close naturally over time as a result of natural marketplace dynamics". Hacker & Mason (2003: 41) support this argument by referencing literature that has shown this gap seems to be slowly decreasing and people who have previously not had access now have more access. Hacker & Mason (2003: 41) explain that scholars who argue that the digital divide is increasingly challenged, reference literature which shows that these gaps seem to actually be increasing.

According to van Dijk (1999) cited in Hacker & Mason (2003:46) technology is developing at such a fast pace that people who are limited to very basic skills are being left behind. According to van Dijk (2005: 10) access to information and computer technologies (ICT's) is related to two different notions inequality. The first notion is related to individuals and their characteristics. Some of the more important characteristics include things like the level of income and education, employment, age, sex, and ethnicity. Van Dijk (2005: 10) maintains that this is not a very surprising these characteristics are strongly related to access and more importantly access to digital media. The second notion, according to Wellman & Berkowitz (1998) is related to a 'relational' or 'network' approach. This notion maintains that the main units of analysis are not necessarily individual characteristics but rather groups or general population characteristics such as black/white, male/female, citizen/foreigner, Muslim/Jew. Van Dijk (2005: 11) claims to adopt the second notion when, specifically linking access to information and communication inequalities to technological challenges within social inequalities.

In the case of this research, the challenge of poor digital infrastructure is explored. Blake & Tucker (2004: 233) argue that the digital divide which occurs in South Africa, stems from a historical background of colonial, racist capitalist and apartheid systems and the division and stratification of large groups of people. The digital divide also grows from circumstances occurring at a global level which then applies and filters through to developing countries. Blake

& Tucker (2004: 233) explain that as a result, there are two main characteristics of the digital divide. The first is a global digital divide which refers to the country's leading the technological age and those who are following. The second characteristic, termed the local divide, refers to the division within a specific country.

According to Mutula (2004: 123) although the digital divide has certain features which need to be acknowledged and addressed, this concept has notably been viewed from a point of view which focuses on access to the use of information and communication technologies. There has not been a significant amount of work conducted in the past explaining the more societal challenges and other issues resulting from the digital divide. Mutula (2004: 123) maintains that it is what is being realised more and more often, is that the challenge of the digital divide is not solely due to the lack of technological infrastructure.

4.5.2 Theories of universal access and public broadcasting

The definition of public broadcasting is an important concept which needs to be explored when discussing the challenges of broadcasting, funding and universal access. According to Hills (2003: 39) the government has the responsibility to make decisions about the number of players that will be involved in various technologies. That policy is then given effect through legislation. It is within this framework setting that the regulator will work. In relation to an existing public service broadcaster, in a democratic society – a democracy needs something more. Hills (2003: 39) maintains that the "aim must be that each citizen, however poor, should have access to broadcast information from which he or she can make choices". According to McQuail (2010: 178) public service broadcasting is related to a system which is set up by policy and is normally funded by the public. McQuail (2010: 178) explains that this fund is often generated by television set licenses and ideally public service broadcasters enjoy a significant amount of independence. McQuail (2010: 178) argues that there has never been a generally accepted theory of public service broadcasting. McQuail (2010: 178) explains that if there is a common theory, it consists of certain goals that it is presumed can only be adequately achieved by a public

form of ownership and / or regulation. These goals are ways of achieving compliance with expectations of serving a 'public interest'.

The main goals of Public Service Broadcasting according to McQuail (2010: 178) include full geographic coverage across a particular society, complete diversity across differing opinions and views of all citizens as well as information and content available for special minority groups. McQuail (2010: 178) continues to explain that goals of public broadcasting include respecting the national culture and language and providing a clear balanced and independent reporting. Lastly, McQuail (2010: 178) maintains that a public broadcaster should produce quality content and put the interests of the public first before that of profiteering

Teer-Tomaselli & Tomaselli (1994: 5) maintain that there are numerous important dynamics regarding the position of the media which have been identified in the recent literature. Teer-Tomaselli & Tomaselli (1994: 5) explain that this has been prevalent in the industry of public service broadcasting whereby the capitalist system has brought with it substantial problems in the ability to change with the "advancement of technology, the problems of soaring cost structures, globalisation and monopolies, and socially and ideologically, their susceptibility to government pressure, and the need to redefine the notion of nationalism". Teer-Tomaselli & Tomaselli (1994: 4) maintain that there is a disagreement that South Africa's strategies for broadcasting should take advantage of the chaotic history and use it to provide enough access for the entire population. This statement was recorded in an article in 1994. This statement still applies to the concept of public service broadcasting today and is a vital aspect of the nature of the SABC and digital broadcasting. To emphasise that the public service broadcaster should "provide access to the entire population no matter their location" is the supposedly the ultimate goal for digital broadcasting in South Africa.

Curran (2002) defines 'liberal' as the privileges the "dynamism of market forces and the principle of individual freedom from the state (as opposed to the American definition that emphasises 'progressive' or critical ideas), then we can agree that pluralism is a powerful discourse underpinning not just popular conceptions of the role of the media but the development of media policies as well". Freedman (2008: 47) states that scholars including Flew (2002),

More importantly, the question must be asked about how policy envisions public service broadcasting, and how this is related to its first democratic task, the task of disseminating relevant information, and cultural and educational content to all. Apart from distributing content to the public, the media should also facilitate public participation. Participation describes a process both of individual involvement and collective sharing. It is also important to consider how the public in envisioned in actual policy as contributing with content related or structural participation in the media, not the way the broadcasters facilitate outside the media.

Moe (2010: 112) maintains that public service broadcasting is but one tool of any media policy, and must be considered in relation to its whole. Clearly, given the scope and design of analysis, the conclusions of this research should be seen as tentative. Still, they at least illustrate how considerations of the media's democratic key tasks are treated unsystematically or inconsistently in actual policy. This might in part be attributed to a necessary time lag between technological innovation and business hype on the one hand, and policy-making on the other. However, in the long term, a failure to tackle significant issues of the legitimacy of media policy tools might have grave implications. Further attention should be given to the situation in other countries and the lack of discussion of these fundamental issues in overarching policy documents.

4.6 Conclusion

The theoretical framework chapter of this study has dealt with the aspects of political economy theory of the media, theories of universal access, public service broadcasting as well as touching on the theory of the digital divide. This chapter examined political economy theory in relation to policy and power dynamics of the policy making process. The main theoretical perspectives emerged from Des Freedman, Peter Golding, Graham Murdock, Robert McChesney and Henry Giroux. Little work had gone into examining socio-economic and other implications of the digital divide. The concept of the 'Neo-liberal' state was also explored focusing on Henry Giroux's theory around neoliberalism, policy processes and the media.

5. Chapter Five: Research Methodology and Design

5.1 Introduction

The methodological approach for this study was qualitative analysis. This research project utilised a combination of exploratory and descriptive designs. Qualitative methods were applied to three types of data sources. These data sources included interviews, policy analysis and press reports. The following policy documents have been used in data collection: The Position Paper on Digital Migration Regulations (ICASA 2013), Draft Broadcasting Digital Migration Framework Regulations (2008), Digital Migration Regulations, (ICASA, 2012); Press reports collected online during the period June 2012 – August 2013. The following media were included for the data collection, Business Day Online, Sunday Times Online and Tech Central Online.

Interviews were conducted with various key participants. In order to get a diversity of perspectives, representatives from the following stakeholders were interviewed: civil society (SOS: Support Public Broadcasting Coalition), industry (Gerard Petrick), Chapter 9 Institutions, Government (Department of Communications), Opposition Parties (Marian Shinn, Democratic Alliance) and a Media Expert (Kate Skinner). The stakeholders were selected because each category represents a position and its role within the digital migration process. These participants represent particular stakeholders, who occupy different roles in the digital migration process. The particular role of each interviewee as a stakeholder has the ability to, in some way, shape the policy making process of the digital migration, thus it is important that these views be recorded for the purposes of this research. These interviews resulted in diverse responses allowing for an engaged and holistic analysis. In accordance to the initial research questions (Who are the key stakeholders in the decision and policy making process of the South African Digital Migration? Will the Digital Migration contribute to the development and / or the entrenchment of democracy within the South African context? Who is benefitting from the policy and digital migration process in South Africa?), themes have been examined and analysed using the data as the starting point for each discussion document analysis and qualitative interview analysis.

This chapter explains why the study adopted a qualitative approach as well as why the specific methods of data collection were used. This chapter also describes the limitations experienced during this study and how these were dealt with.

5.2 Qualitative vs. Quantitative research design

There are two main research methods used in the social sciences, qualitative and quantitative research methods. According to Elliot (2005: 3) qualitative research "is frequently described as providing more comprehensive or fine-grounded information than quantitative research". A quantitative method was not chosen as the preferred methodology as it relies on statistical data and does not leave room for structured arguments and exploratory descriptions. Quantitative methods rely on numeric data collected and the data thus proves the results. According to Kleining (1982) cited in Flick (2014: 25) qualitative research methods are able to stand alone against quantitative research methods however, quantitative methods actually need qualitative methods to explain the results produced.

Flick (2104: 26) explains that qualitative research methods were initially developed in response to the critique of quantitative research methods. Flick (2014) maintains that both research methods should be seen as separate methods, almost running side by side, and not necessarily clashing with each other. Bryman (1984: 84) argues that due to the unstructured nature of most qualitative research methods, along with its associated lack of specified hypotheses, qualitative research is described as an exploratory research design. In order to critically analyse the data, a qualitative approach involving Policy Analysis, Document Analysis and Interview methods were adopted.

Du Plooy (2009: 30) maintains that qualitative research methodology interprets and constructs the qualitative aspects of communication experiences. This research methodology is based in the schools of both anthropology and sociolinguistics. Du Plooy (2009: 30) explains that this approach was concerned with understanding certain situations instead of general findings. According to Du Plooy (2009: 30) these methods are commonly in-depth analyses of interviews and observations. According to Bryman (1984: 78) qualitative research is much more flexible in

its ability to alter research plans as it is more focused on discovering new findings. Du Plooy (2009: 35) examines various assumptions regarding qualitative research. These assumptions include the opinion that one's reality is from an objective opinion. Du Plooy (2009: 35) explains that qualitative research also assumes that people's reality is able to be described with regards to meanings that people attach to communication experiences. These meanings can then be utilised for the exploration, interpretation and understanding of the world.

These assumptions need to be considered and applied throughout the research process. They are important aspects of qualitative research and form part of various advantages and disadvantages to the methodology. Denzin & Lincoln (2000: 2) argue that qualitative research is "a field of inquiry in its own right". This particular research method is a situated activity that locates the observer in the world and it consists of a set of interpretive, material practices that make the world visible. Denzin & Lincoln (2000: 2) continue to discuss that there has been multiple detailed literatures produced examining the many different methods and approaches which define a qualitative research design. Denzin & Lincoln (2000: 2) state that the literature covers a range of topics such as case study, politics and ethics, participatory inquiry, interviewing, participant observation, visual methods and interpretive analysis. This particular research project will make use of the case study and interview process as the methods of qualitative analysis.

According to Flick (2002: 226) cited in Denzin & Lincoln (2000: 5) qualitative research is ultimately a mixed methods approach. However Flick (2002: 226) cited in Denzin & Lincoln (2000: 5) explain that the use of multiple methods, commonly termed triangulation, shows an effort made to ensure a detailed understanding of the research problem being examined. This implies that complete objective reality can never be captured whilst conducting qualitative research analysis. Flick (2002: 227) cited in Denzin & Lincoln (2000: 5) continues to maintain that triangulation is not a tool or a strategy of the validation of the data analysis, but as an alternative to the validation. Denzin & Lincoln (2000: 5) explain that the use of a combination of various methodological designs, empirical materials, perspectives and observers in a single study is best known as a strategy of data analysis that adds complexity, richness and depth to any inquiry.

5.3 Policy Analysis

The analysis of policy documents using a qualitative research method is advantageous as, according to Flick (2014: 370) there are multiple layers of analysis involved in the process. Flick (2014: 370) explains that "we will need to read 'between the lines' of what is being said. Sometimes what is not said is also of interest". What is said or not said in policy documents is critical to the implementation of digital broadcasting in South Africa.

According to MacRae (1979: 1) one of the definitions for the methodology of policy analysis is that it "may be defined as the choice of the best policy among a set of alternatives with the aid of reason and evidence". MacRae (1979: 1) explains that researcher needs to adopt the practice of inquiring directly and indirectly, as well as the skill of reading between the lines. These are important characteristics of analysing a policy document.

The policy analysis conducted for this research paper examined the policy documentation made available by the South African Department of Communications (DoC) and the Independent Communications Authority of South Africa (Icasa). The three documents include the 'Digital Migration Regulations (2012)', the 'General Notice-Position Paper on Digital Migration Regulations (2013)', and 'Draft Broadcasting Digital Migration Framework (2008) respectively.

These policy documents issued by the Department of Communications and Icasa were chosen as these are the main documents that primarily govern the migration process. These policies have the ability to alter the regulatory environment through digital migration which critically can impact citizens and democracy. Please note these documents were the most relevant documents at the time of the research.

These documents were systematically analysed and content which relates to the infrastructure and power dynamics of the digital migration process were identified. Once identified, the content from each document was systematically categorised. Themes which emerged from identified content were then examined.

5.4 Document Analysis

This research study used internet based methods of document analysis. This included using the particular search engine ‘Google’ and finding media articles, press releases as well as opinion pieces relating to the digital migration in South Africa. These articles were collected systematically during the period June 2012 until June 2013. These reports were taken from Sunday Times online, Business Day online and Tech Central online. In order to search and find the most accurate articles, key words such as ‘Digital Migration South Africa’; ‘Global Digital Migration Trends’; ‘DTT in South Africa’; ‘DTT and the SABC’ as well as ‘Digital Broadcasting in South Africa’; ‘DTT and Universal Access’ were all used. When collecting government documents, websites for both the South African Government and the Independent Communications Authority of South Africa (ICASA) were utilised.

Boles cited in Abrahams (1991) noted that lack of common and standard appraisal policies make adoption of institutional documentation strategies problematic. Altheide (1996: 11) maintains that people’s perspective on documents has been quite limited due to narrow approaches to method and data analysis. Altheide (1996: 11) argues that broadly, this approach seeks to examine the complex interaction between individual perspectives and patterns of meaning and symbolic ordering to understand new sources of social definitions and sort out their consequences. There are two considerations that form approaches to document analysis according to Altheide (1996: 12). These include, firstly, the document process, context and significance, and secondly, how the document helps define the situation and clarify meaning for the audience member.

5.5 Qualitative Interview Analysis

The Interviews were conducted based on the information found in the documentation. Stakeholders such as key industry players and policy makers identified through the perusal of the

policy documentation were interviewed. The interviews, which were conducted either using a digital recording device or conducted via email where the participants were unavailable to meet.

These interviews were transcribed into written text and analysed by means of thematic analysis. According to Joffe and Yardley (2004), thematic content analysis "pays greater attention to the qualitative aspects of the material analysed". These interviews were transcribed into written text and analysed by means of thematic analysis. According to Joffe and Yardley (2004: 59), thematic content analysis "pays greater attention to the qualitative aspects of the material analysed". Thematic analysis is very similar to content analysis, however according to Boyatzis (1998) cited in According to Joffe and Yardley (2004: 59) thematic analysis makes use of the terms 'code' and 'theme'. According to Joffe and Yardley (2004: 59) a 'theme' "refers to a specific pattern found in the data in which one is interested". After systematically analysing the data, this research paper found themes in the interview data which related to: The Interplay of Power Dynamics; Perceptions of Digital Migration; Government Shortcomings and Universal Access and Democracy; Key Stakeholder Participation; Digital Migration Policy and Decision Making Process; Perceptions of Digital Migration; Who will Benefit from Digital Migration?; Shortcomings and Challenges; Funding and Support; Advantages of the Digital Migration; Infrastructural and Technical Advantages and Universal Access and the Digital Divide.

Regarding the interviews, representatives were chosen to be interviewed in order to avoid similar views and outcomes to get the widest range of opinion possible. In order to avoid ethical challenges, the interviewees were asked to sign a participation consent form where the research was explained clearly to them and intentions with the given information were discussed and agreed upon by the interviewer and the interviewee. Please find the Information Sheet, Participation Consent form as well as the Digital Recording Consent form in Appendix Four.

The participants of the interviews were chosen in such a way that they represent relevant stakeholders in the process. These included representatives from government (Marian Shinn – Democratic Alliance), private sector, civil society (SOS Support Public Broadcasting Coalition), broadcasters (Lara Kantor) as well as a media expert (Sekoetlane Phamodi). An attempt was made to interview a representative from the ruling party, the African National Congress but this

was unsuccessful. The interviewees agreed that their names would be used and not kept confidential.

According to Tellis (1997) one of the most important sources of information are interviews. There are several forms of interviews that are possible, including open-ended, focused and structured or survey interviews. Tellis (1997) maintains that the researcher must avoid becoming dependent of a single format, and seek the same data from other sources to verify its authenticity. In this case, a series of focused interviews will be conducted, where the participant will answer a set of questions.

The questionnaire for the interviews was designed to accommodate various perspectives from each individual interviewee. The design of the questions schedule as well as a short biography of the interviewees can be found in Appendix One. These questions were designed to form open ended discussion points for each specific interviewee.

5.6 Research Limitations

The process of securing interviews with the selected participants proved to be a difficult one. Various organisations failed to respond to queries and participants failed to follow up on their promises to participate. In order to overcome this limitation, where an interviewee was unable to physically attend an interview, a written response was elicited. A few interviews were able to be secured, and these interviews will be analysed and presented in the Data Analysis Chapter, Chapter 7.

5.7 Conclusion

This chapter dealt with the methodology used to complete this research paper which was a qualitative approach. Therefore this research project used an exploratory and descriptive design. The document analysis was conducted in order to explore policy implementation and to monitor

decisions made by government and corporations in reference to the infrastructural roll-out of the South African digital migration. The research project examined and analysed the data, using thematic discourse analysis of interviews and document analysis. Themes were extracted from transcribed interviews and document analysis. The themes which emerge from the carefully analysed transcriptions and documents were used to support or argue against the case study and document analysis findings. The data was systematically and thoroughly analysed, in order for the data analysis to be trustworthy.

6. Chapter Six: Findings

6.1 Introduction

This chapter will present the data collected. Themes which have been developed from the research questions are examined and sub themes are identified. Current trends in the digital migration process from inception to the present are examined.

The examined themes produce the main findings of the research. The chapter begins by looking at data collected around stakeholder participation and decision making processes. The chapter continues by presenting data collected around the perceptions of digital migration as well as who will benefit from this process. Data collected also alluded to the potential advantages of the migration as well as issues around universal access and democracy.

6.2 Policy making process in digital migration

The following data is related to the specific process of the policy making of the digital migration. The sub themes which emerge include ministerial decision making as well as the role of the stakeholders in the policy process. This section will also engage with the research question pertaining to who the key stakeholders in the decision and policy making process of the South African digital migration are.

6.2.1 The roles of stakeholders

The role of the stakeholders as active participants of the decision making process is increasingly important. According to ICASA Digital Regulations (2012:10) the Authority [ICASA] "may invite public comments and conduct a public hearing in relation to an application to authorise a digital incentive channel where it considers it necessary in the interests of public fairness to do so". This indicates that the Authority [ICASA] is not bound to hold public hearings on every aspect of the policy making process. ICASA is able to make the decision whether to hold public hearings. This is not necessarily conducive towards a democratic policy and decision making system as in order to maintain a transparent and democratic process, a public hearing system should be compulsory and adhered to so that there is full public participation.

After conducting interviews, it was revealed that the key stakeholders are struggling to participate in this process to the extent which is needed. The SOS Support Public Broadcasting Coalition said that "you have to be a specific kind of person to be able to have access to this space" (SOS: Support Public Broadcasting Coalition: 2013). Both an independent media researcher and an industry interviewee explained that there have only been specific people who have managed to be included in the process. "Who has real access to this space in terms of the knowledge-ability and the language they speak (public hearings)" (Phamodi: 2013), as well as "this process is a difficult one to be part of, especially when the outcome will affect corporate business, and which would mean changing business models and making provisions for new technologies, infrastructure and methods of broadcasting" (Kantor: 2012). This indicates that

although stakeholders attempt to engage in policy making, it is very difficult to do so due to challenges in the economic environment as well as complicated processes which make it difficult for some players to be a part of.

Policy documentation also mentions stakeholder participation. For example, “ETV made extensive submissions regarding the way in which Sentech’s tariffs should be regulated so as to ensure that e.tv is not required to pay inflated and uncompetitive fees for signal distribution (Icasa: 2012). The participants who submitted papers to Icasa during the public hearings include the following: There were twelve industry submissions including Avusa Media Limited (Avusa); BanziNet, Cape Town TV, Electronic Media Network Limited (Mnet); e.tv Proprietary Limited (e.tv); Kagiso Media Limited (Kagiso), Highway Africa; the National Digital Radio Mondiale; Mobile TV; On Digital Media Proprietary Limited (Top TV), Walking on Water Television Proprietary Limited and the SABC. Four corporate submissions were recorded including Primedia; Sentech, Telkom SA SOC Limited (Telkom) and South African SKA Project Office (SKA). Two civil society organisations submitted including Right2Know and Support Public Broadcasting Coalition (SOS). There is noticeable participation from industry; however, the extent to which civil society and the public participate is much less noticeable. This is clear as we can see from the number of civil society organisations versus the number of corporate companies or private companies who have participated in the public hearings.

6.2.2 Key stakeholder participation

In order to have a democratic decision making process that is representative of society, it is of utmost importance that there is valuable participation from key stakeholders in the process. According to the ICASA (Chapter 9 Institution) the regulations were published after thorough consultations with key stakeholders. The Authority [ICASA] said that “following the most recent round of public consultations, the Authority took into consideration the submissions from interested parties and published the revised final Digital Migrations Regulations” (Position Paper on Digital Migration Regulations, ICASA: 2012). This reveals that there is an attempt by ICASA to garner public input by holding public hearings. Although this is commendable, it is

important to note that these public hearings are more often than not held in places which are not necessarily accessible by rural communities. This indicates that the stakeholders are only able to participate if they have access to transport and geographic convenience.

According to ICASA (2012) “following the most recent round of public consultations, the Authority took into consideration the submissions from interested parties and published the revised final Digital Migration Regulations, 2012.” This shows that ICASA presents itself as acknowledging the participation of interested parties and thus on this level the policy process is in fact consultative. ICASA does not however reveal in an official capacity whether the submissions are implemented in policy or if they are only seen as a consideration.

During the public consultative process, the Position Paper on Digital Migration Regulations (ICASA: 2012) explains that a number of interested parties such as SOS: Support Public Broadcasting Coalition, R2K (Right to Know Campaign) and Cape Town TV submitted that the Authority should “give and express direction that not all channels may be in HD, as this may hinder the freeing up on spectrum for new channels”. These interested parties, such as the Right to Know campaign as well as the SOS Campaign, are made up of multiple organisations such as Unions (COSATU and Media Workers Association of South Africa), Independent Producers (SASAFED and Independent Producers Organisation) and other civil society organisations (such as Media Monitoring Africa). There are however many civil society organisations which have not participated in the consultative process.

According to multiple press reports, there are still concerns about the ministerial decision making. “From her department’s side, Pule said the DTT signal was ready for about 80% of South Africa. The only outstanding issue was who would manufacture the boxes” (Times Live, 2013). A second press report confirms that “the road to digital migration in local television is paved with good intentions, vested interests, legal battles and delays (Tech Central, 2015). This reveals that there is much speculation about the trustworthiness of the Department of Communications. The public has much to be concerned about and although there may be good intentions from the Department, there seems to be suspicions of alternate agendas. These vested interests point towards an interest in corporate environment and assisting the interests or corporations and not necessarily the interests of the public.

6.2.3 Decision Making Process

Interviews and press reports indicated that the policy and regulation process was in fact over shadowed by ministerial decision making. For example, “issues related the STB control can be investigated by reviewing the current ETV litigation against the Minister of Communications” (Petrick: 2012). Therefore, although there are public hearings and although the policy making process is supposed to be a consultative one – the final decision is made by the Minister of Communications. It therefore needs to be questioned as to what role the public hearings make and how much influence public opinion has in the final stage of decision making.

Policy documents as well as interviews explain that there are various levels of decision making within the decision making processes in media policy making. The Independent Communications Authority of South Africa representative, in an interview states that **“**given the delays which have been experienced by the Department of Communications, the Authority has decided to wait for the Minister’s announcement on both the commencement of the dual illumination period and the final switch-off analogue signal” (Position Paper on Digital Migration Regulations, ICASA: 2013). Therefore, the final decision making is done at the level of the Department of Communications. Press Reports support this notion, for example, “how soon we can begin building set top boxes is dependent on the department’s response to the court case” (Tech Central: 2013). According to a policy document, “the dual illumination period will, accordingly, commence and end of the dates by the Minister” (Position Paper on Digital Migration Regulations, Icasa: 2013). Therefore the Minister of Communications, and thus the Department of Communications does in fact make the final decision making at policy level by law.

The decisions made by the Department of Communications have been viewed as indecisive and having no clear understanding of the process which is needed. According to multiple interviews, including the Democratic Alliances shadow Minister of Communications “The department of Communications doesn’t seem to have a clear understanding of the ‘check-list’ needed, essential for a smooth process” (Shinn: 2013). This shows that the Department of Communications lacks organisational capacity at a decision making level as there seems to be little implementation of what needs to be addressed.

There are three main decision making bodies within the policy process. This can be seen from the following statement by civil society “government it its own policy making processes, parliament in its own legislative processes, and ICASA in its own compliance processes has created this very technocratic alienating environment where principle issues affecting end users, which is their role ultimately” (Phamodi: 2013). This reveals that government, parliament and ICASA (Chapter 9 Institution) are the key decision making bodies in the digital migration.

The process of migrating to digital broadcasting requires rigorous policy and regulation changes within the broadcasting landscape. Multiple policy reviews have been conducted during the course of digital migration and various key components should be noted. According to the ICASA (Chapter 9 Institution) “After the publication of the Fourth Draft DTT Regulations which were published for further public consultations, they then received twenty submissions from interested industry players and members of the general public” (ICASA: 2012). This reveals that there was public consultation during the course of policy making however, it should be taken note of who was involved in these public consultations and how accessible these were to the general public. As stated previously, the following stakeholders made submissions including twelve industry submissions, four corporate submissions and two civil society submissions The Authority (2013) [ICASA] also explains that “the Authority is required to take the policies made by the government into consideration in the performance of its regulatory functions but it is not bound by any such policy”. This indicates that ICASA should be providing a much stronger platform for policy and decision making within this policy process.

6.3 Perceptions of Digital Migration Process

There have been mixed perceptions about the way in which the digital migration has been conducted by government and the relevant authorities. Advantages of the migration have been noted, particularly in press reports analysed. According to a press report, “South Africa is in the process of migrating to from analogue to digital in a move that is expected, among other things, to result in more television (TV) channels. The migration process is behind schedule, with several self-imposed deadlines having been missed” (Business Day, 2013). Although there may

be multiple factors which contribute to these challenges, this does indicate a lack of dedication to meeting these deadlines by the institutions involved in the decision making process. These processes need to operate smoothly in order for these deadlines to be met.

However, the challenges raised have also been noted by SOS: Support Public Broadcasting Coalition including the inconsistencies which have presented themselves within the process, “there has been quite a number of inconsistencies, the biggest has been how the initial DTT policy had a very end user oriented emphasis…the emphasis on this current policy has been about incentivising broadcasters” (SOS: Support Public Broadcasting Coalition: 2013). Civil Society has also noted that the entire process has also been geared towards corporate interests, “it’s very much geared towards making those sectors (broadcasters, industry) happier” (SOS: Support Public Broadcasting Coalition: 2013). This reveals that it is possible that there is a tendency to favour corporations and market related interests.

This claim has also been supported by the view of the DA Shadow Minster of Communications, “this process has been very muddled, an expensive muddle, on the part of the Department of Communications” (Shinn: 2013). Industry also agreed with the process being a difficult one, Kantor (2012) argues that this process is a difficult one to be a part of: “especially when the outcome will affect corporate business, and which would mean changing business models and making provisions for new technologies, infrastructure and methods of broadcasting”. Therefore it seems that the process of digital migration has not been adequately defined and structured. According to various press reports, there has been a lack of planning and correct implementation. There has also been no clear understanding of the process both from industry as well as key stakeholders as observed in the data collected.

6.4 Who will benefit from Digital Migration?

Who is benefitting from the policy and digital migration process in South Africa? It is evident from multiple press reports, policy documents as well as interviews that corporate and industry will benefit from the process of digital migration. According to SOS Campaign, “Multichoice is

creating further bottle-necks in the industry where…alongside ETV, or rather Platco which is a sister company of ETV who also is using ETV to block DTT in order to keep its hold on its free to air space" (SOS: Support Public Broadcasting Coalition: 2013). This indicates the extent to which the corporate stakeholders in this process have the power to influence the decision makers as well as the process as a whole.

The Civil Society body, The SOS Coalition continues to explain that "the shift in the policy orientation in terms of who this must benefit the most has resulted indirectly in all of these problems coming through and it can't really be attributed to one or two people" (SOS: Support Public Broadcasting Coalition: 2013). This view indicates that there are a number of people or institutions involved in decision making and ultimately the way in which the process will benefit specific parties.

Referring to the accessibility of the infrastructure, the head of the South African Digital Broadcasting Association (Sadiba) Petrick (2012) explains that the Set Top Box Control as interpreted by some "may see services, including the public broadcast services as being encrypted and inaccessible". This particular explanation maintains that the interest of the public is not particularly important and at the top of the agenda. This is problematic as is it leaning towards the beneficiaries of the digital migration being industry and corporate and not the public.

6.5 Shortcomings and Challenges of the Digital Migration Process

In the process of the migration to digital broadcasting, significant challenges have been identified. These include challenges relating to the funding and support as well as shortcomings within the government department itself. According to press reports, one of the biggest challenges is simply that South Africa has in fact missed many deadlines it needed to adhere to. "South African is meant to complete its migration to digital television by no later than mid-2015 if it has to meet a deadline set down by the International Telecommunications Union. It looks increasingly unlikely that the deadline will be met" (Tech Central, 2013). This reveals that there have already been multiple noticeable challenges which have had an impact on the progression

of the digital migration. The challenges will be unpacked in further detail in the following sections.

6.5.1 Funding and Support

There have been issues around funding and financial support which have emerged from interviews conducted. Multiple interviews have indicated that there has not been adequate funding made available for the public broadcaster for the migration to digital broadcasting. According to the DA Shadow Minister of Communications, “although Sentech has implemented the infrastructure, there is not an adequate budget for the SABC from the department of communications to ensure success of DTT” (Shinn: 2013). This indicates that funding is a major challenge and has not been dealt with particularly well.

An interview conducted with Lara Kantor, from industry, specifically e.tv, revealed that the government is attempting to find alternatives to lessen the financial challenges of the migration. Kantor (2012) says “I understand there are other objectives, the government doesn’t want to spend billions for jobs in China. I do think what has happened has led to manufacturers putting in any prices they like on the box and they’ll get a nice government subsidy” (Kantor: 2012). Therefore the government has realised these financial challenges and has attempted to resolve them. However whether the resolution is the best possible resolution is questionable. Government subsidies originate from government funding and government funding is supported by tax payer’s money. This ultimately leads to the fact that these manufactures will be subsidised by the South African tax payer.

The SOS Coalition agrees that there has been unnecessary funding allocated. “Because of the funding constraints and Treasury’s refusal to entertain any dialogue about increased funding to the broadcaster for digital incentive channels like the flagship 24 hour news channel, the finance Minister, Pravin Ghordan, described as a vanity project, it is unlikely that people will care to make the switch anytime soon” (SOS: Support Public Broadcasting Coalition: 2013). This

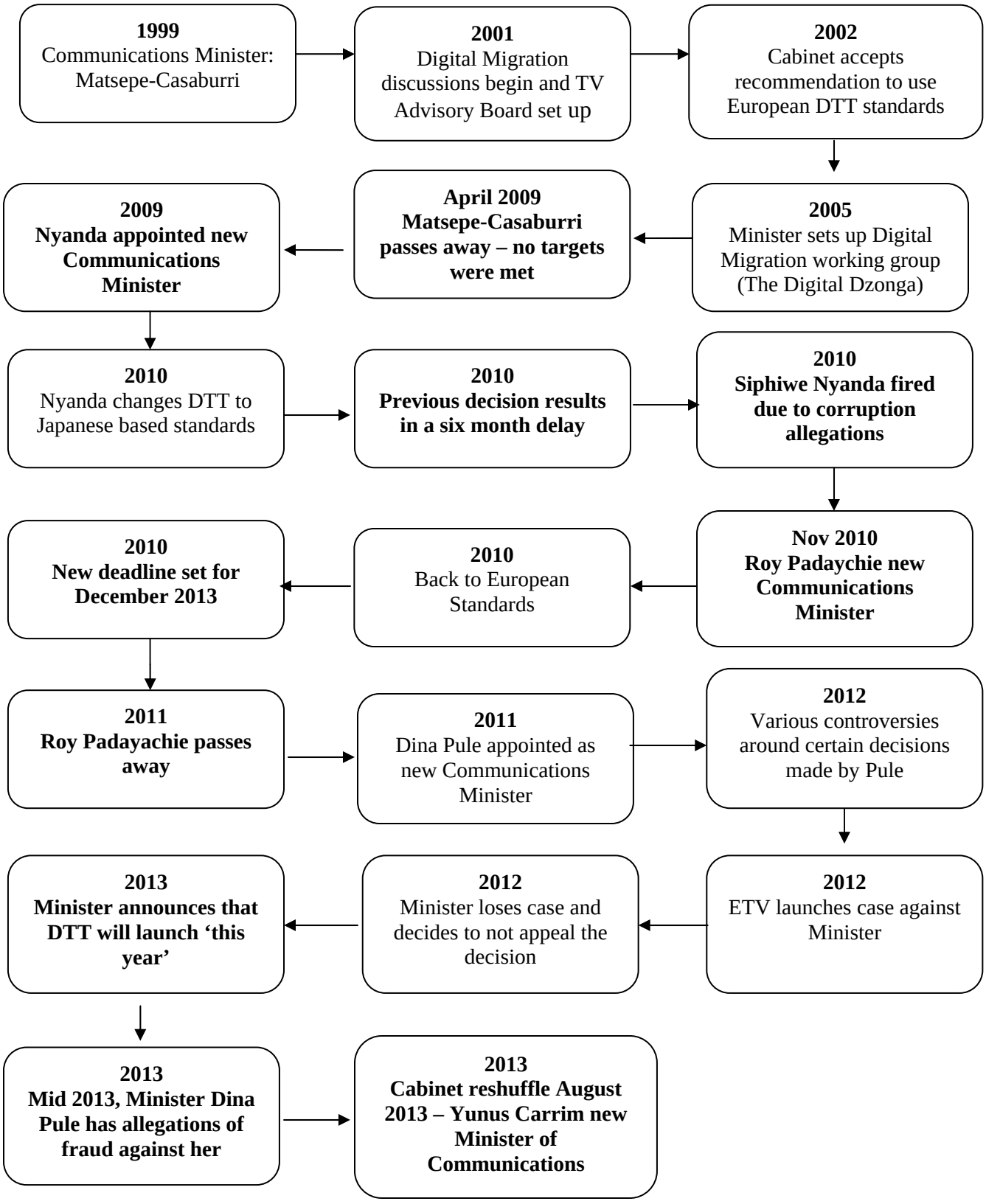
indicates that the issues around the financial implications of the digital migration need to be dealt with as it could in fact be one of the reasons for success or of failure for the migration.

6.5.2 Government shortcomings

Numerous shortcomings were identified which had been experienced by government and the Minister of Communications during the process. According to policy documentation, “given the delays which have been experienced by the Department of Communications the Authority [ICASA] has decided to wait for the Minister’s announcement on both the commencement of the dual illumination period and the final switch-off of the analogue signal. The dual illumination period will, accordingly, commence and end of the dates directed by the Minister.” (Position Paper on Digital Migration Regulations, ICASA: 2013). This shows that although ICASA is supposed to be a strong regulatory body which influences decision making process, as a Chapter 9 Institution they are challenged with being a weak decision making body. There needs to be stronger influence against the Department of Communications if this is to be a fair process which accommodates all aspects of stakeholder engagement.

The information in Figure 1, to follow, was produced in an article published by the Sunday Times (2013) tilted “Pule’s Unlawful Ruling Swayed TV-Signal Deal”. The Sunday Time is a South African national, weekly newspaper and one of the most read Sunday newspapers in South Africa. The article was written by journalists, Hoffstatter, Rose, and Wa-Afrika (2013). The figure has been reproduced and slightly altered by the researcher to accommodate the latest changes in the Department of Communications. The purpose of Figure 1 below, the Communications Minister’s decision timeline (Sunday Times 2013), is to examine and illustrate the South African digital migration process. This process was initiated and lead by the respective Minister of Communications at the given point in time since 1999, and from that year there have been five different Ministers in office and three different Ministers since 2010. The figure below shows which Communications Minister was in the Ministerial position during each particular year, as well as the critical decisions that have shaped the South African digital migration.

Figure 1: Communication Minister's decisions



The figure indicates that there has been very little stability in decision making as well as within the actual structure of the Department of Communications itself. Multiple Ministers have been involved in corruption and fraud allegations as well as other legal affairs. These incidents have had a major negative impact on the digital migration process. As displayed in the figure, between 1999 and 2009 there were no final decisions made regarding the policy process. Between 2009 and 2013 (four years) there were three Minsters in office, two of which were relieved of their duties due to corruption and fraud charges.

6.6 Advantages of digital migration

There are significant advantages resulting from the process of digital migration that have been revealed during data collection. These advantages include, amongst others, greater diversity and quality of programming, socio-economic development and infrastructural and technical benefits. The following sections examine these advantages in more detail. These advantages will be discussed in relation to diversity, quality, development advantages as well as technological advantages.

6.6.1 Greater Diversity and Quality

Both civil society as well as industry believes that apart from the challenges experienced in digital migration, there are also advantages, including increased quality and diversity of programming. Interviews with SOS Coalition and Lara Kantor indicate that there will be multiple channels as a result of the digital migration process. SOS Coalitions says, I think what you will see with the new digital terrestrial services, that you will see new sorts of channels being offered, and maybe an attempt to get a variety of audiences. So the extent to which that helps to bridge the divide you know" (SOS: Support Public Broadcasting Coalition: 2013).

Kantor reiterates by saying "I think what you will see with the new digital terrestrial services is that you will see new sort of channels being offered and an attempt to get a variety of audiences.

So the extent to which that helps to bridge the divide you know" (Kantor: 2012). This indicates that there will be advantages of more channels, resulting in a wider variety of content. Although there might be a wider variety of channels, the question of the quality of these channels should be raised and considered. Just because there may be more channels on offer, does not automatically indicate that they will be of a good quality.

6.6.2 Industry advantages

There will be multiple advantages for the broadcasting industry as a whole. These advantages include significant attention on job creation in South Africa. This is supported by both press reports as well as civil society. Tech Central published an article saying: "the Department of Communications continues to insist that the set-top-boxes be locally sourced, saying the project would create local jobs and stimulate black owned manufacturing sector" (Tech Central: 2013). Civil society mentions the fact that not only will it be an advantage for local industry, but also for South Africa on a larger, global level. An interview indicated that "importing the boxes is certainly much cheaper for the end-user. But this also disrupts and undermines governments own plans for South Africa being a key player in African and global innovation in ICT's as well as job creation." (SOS: Support Public Broadcasting Coalition, 2013). This is an important advantage as job creation is one of high importance within the South African context. There is however a concern that the locally manufactured set top boxes will more than likely end up costing the user more than if the boxes are imported.

According to policy documentation, there will also be socio-economic advantages for South Africa as a result of digital terrestrial television and the migration process. According to the Regulations, "digital migration will provide not only the space within which new and cutting edge technologies can be developed but more importantly, it has the potential to directly contribute to socio-economic development and the improvement of the quality of life of all people in South Africa (Icasa: 2012). Although this indicates that digital migration may be a positive development, policy does not indicate who they are referring to when they say all people. There is also no specific mention of what exactly these new and cutting edge

technologies are and how these potentially improve the quality. The last point is that this statement indicates that there is a potential for greater quality of life and no guarantee of greater quality. Policy and regulation also discuss the issues around universal access. The Authority (ICASA) states that "the Authority should ensure that universal access to the public is sought to be achieved and the 'must carry' requirements must be retained" (ICASA, 2013: 9). This indicates that at a policy level there is attempt to include issues of universal access which reiterates the importance of addressing these challenges.

6.6.3 Infrastructural and Technical Advantages

One of the biggest industry advantages identified will result from what has been termed, the "digital dividend". According to policy documentation, the digital dividend is "among the benefits that will be released through the migration of the analogue terrestrial television services to digital it's the release of the 'digital dividend'" (Position Paper on Digital Migration Regulations, ICASA: 2013). This is supported by industry. "You will see it there more than in the broadcasting space, you know broadcasters will continue to try and develop channels which will draw audiences but hopefully in the telecommunications space you will see some quite radical things happening" (Kantor: 2012). Although this is a great advantage, this particular advantage seems to benefit industry far more than it will benefit the public and end users of digital migration. Again, because there has been little clarity on these advantages, there may be some confusion as to who exactly will benefit, whether private corporations will benefit or citizen oriented industries will benefit.

6.7 Universal access and democracy

Without access to the appropriate infrastructure by all citizens, the digital migration will be unsuccessful. According to press reports and interviews, end users will need to purchase the decoders in order to have access, not only to their public broadcaster but also to information. An

article in Tech Central, 2013 explains that “Set Top Boxes will have to be provided to all households in South Africa that have analogue television sets that people can watch television after the migration to digital. However, once analogue televisions are phased out, the boxes will become redundant”. There have been discussions regarding access to information in policy documents. Icasa said that “the Authority (ICASA) should ensure that universal access to public broadcasting services is sought to be achieved and the ‘must carry’ requirements must be retained” (Position Paper on Digital Migration Regulations, ICASA: 2013). There does not seem to be adequate attention given to issues and challenges regarding the access to infrastructure. The issue around analogue television sets becoming redundant once digitally enabled television sets are accessible in South Africa has also not been addressed.

According to multiple interviews, there have been efforts made to ensure universal access for all members of the public. This is evident in the interview with the SOS Coalition, “SABC and Sentech have been working really, really hard to strengthen and ‘universalise’ access to particular public channels” (SOS: Support Public Broadcasting Coalition: 2013). This however may not be enough to ensure universal access. Media researcher, Phamodi (2013) states that “the set top box subsidy scheme for poor and indigent people, is a critical component of ensuring that no-one is left behind in the migration. But this alone, will not be enough to get its beneficiaries to go out and seek to access it” (SOS Support Public Broadcasting Coalition: 2013). This reveals that there is a lack of solutions provided for people who do not necessarily fall under the poverty line, but still cannot afford to purchase a set top box. There is a noticeable disparity with this and a challenge which has not been addressed in policy documents. Policy documents have also been very vague around the pricing of these set top boxes. There has been some indication of price, but as there has not been a selected manufacturer yet, there cannot be a guarantee of price.

Media researcher, Phamodi, speaks about multiple barriers which have been created as a result of digital migration. He says “when you talk about the geographical access, it’s about the theoretical access, theoretically how many people are able to have access” (Phamodi: 2013), as well as “we have now introduced a new barrier to access, the set top boxes and aerials” (SOS: Support Public Broadcasting Coalition: 2013). Supporting this view is Gerhard Petrick from the South African Digital Broadcasting Association (Sadiba), who says “terrestrial broadcasting as in the policy makes sense but needs to be supplemented with satellite broadcast services in order to

provide universal access at 100% of the population at a total combined network costs that can be funded by the public! The terrestrial network costs escalate very quickly to a level where it will be unsustainable". (Petrick: 2012). This reiterates the financial implications of digital broadcasting and digital terrestrial television. This also indicates that at the moment, there can be no guarantee of complete geographical access across South Africa due to these financial challenges.

6.8 Conclusion

The presentation of data indicates that regarding infrastructure around the digital migration, it seems as if South Africa is potentially at a point of migration. However, from a policy perspective, there are still many gaps in the documentation which need to be urgently addressed if South Africa is to meet the deadline of complete migration by June 2015.

The data analysis have examined various aspects of the digital migration process, ranging from the regulatory landscape of South African broadcasting, the power dynamics in policy making, set top box subsidy scheme and well as how citizen orientated is this digital broadcasting process. There are many unanswered questions being asked in this process, not only by the broadcasters themselves, but by citizens, businessmen and various stakeholders. These findings will be unpacked in more detail in the following chapter.

7. Chapter Seven: Analysis

7.1 Introduction

This chapter will discuss the findings of the research study using a qualitative and holistic approach. This research uses critical political economy theory of the media to engage with its critical agenda and findings. This particular theory has been chosen because it deals with issues of ownership, power dynamics, and media systems in a democratic society as well as the role media plays in society. The discussion also utilises theory relating to critical political economy of the media, media policy theories as well as theories of universal access in relation to broadcasting to unpack the findings.

The data presented in the previous chapter has been analysed and conclusions have been made regarding the South African digital migration process. The analysis of the data is presented according to policy and decision making processes, ministerial challenges and the advantages of digital migration. The question of who will benefit from this process is unpacked and the findings discuss the digital migration in relation to universal access and democracy.

7.2 Key stakeholder participation

In the policy making process of the South African digital migration, the participation of citizens has in fact been minimal. This is a clear indication that the democratic process of policy making is flawed given the lack of participation. The South African context is not a reflection of the ideal state of the media and democracy. The role of the stakeholders as active participants of the decision making process is increasingly important. After conducting interviews, it was revealed that the key stakeholders are struggling to participate to the extent which is needed and in an equitable manner.

Curran (2008: 128) continues to explain that if the debate occurring within the public takes into account the views and interests of multiple stakeholders the outcome is more likely to be fair and rational. This is one of the reasons that it is imperative that citizens have access to information within a democratic society. In the South African context, the key stakeholders of the digital migration include government, industry, Chapter 9 institutions, civil society and the public.

Freedman (2008) explains that "we are seeing the involvement of more and more 'stakeholders' including corporate lobbyists, NGOs, social movement activists, law enforcement officials, child protection agencies and consumer watchdogs, as well as government officials". During the public consultative process, ICASA (2012) explained that a number of interested parties such as SOS: Support Public Broadcasting Coalition, R2K (Right to Know Campaign) and Cape Town TV submitted that the Authority should "give and express direction that not all channels may be in HD, as this may 'hinder the freeing up on spectrum for new channels". According to the data collected, this does not necessarily occur in policy making in South Africa.

An interview indicated that this process is a difficult one to be a part of, "especially when the outcome will affect corporate business, and which would mean changing business models and making provisions for new technologies, infrastructure and methods of broadcasting" (Kantor: 2012). This indicates that not only are citizens struggling to actively participate in this process, but difficult for business and industry as well.

According to ICASA (2012) “following the most recent round of public consultations, the Authority (ICASA) took into consideration the submissions from interested parties and published the revised final Digital Migration Regulations, 2012.” This process follows the widely accepted process of including the opinions of all interested parties when it comes to policy and decision making. Although there is public consultation throughout these processes, it does not necessarily mean that government will accept all submissions and advice. The SOS Support Public Broadcasting Coalition also stated that “you have to be a specific kind of person to be able to have access to this space” (SOS: Support Public Broadcasting Coalition: 2013). An independent media researcher as well as an industry interviewee both explained that there have only been specific people who have managed to be included in the process. “Who has real access to this space in terms of the knowledge-ability and the language they speak (public hearings)” (Phamodi: 2013)This indicates that although stakeholders attempt to engage in policy making, it is very difficult to do so due to various barriers which are present. Therefore, given the participants in the public hearing process, there is noticeable participation from industry however; the extent to which civil society and the public participate is much less noticeable.

7.3 Digital Migration Policy and Decision Making Process

This section of the data analysis will look at the various policy decisions made by the Department of Communications, along with the decisions made by specific ministers serving their term at that particular point in time. According to Freedman (2008) although the state or government is clearly the ultimate decision maker in media policy formation, it may not necessarily be the case that this policy is confined to only government. It is reiterated that Freedman (2008) explains “we are seeing the involvement of more and more ‘stakeholders’ including corporate lobbyists, NGOs, social movement activists, law enforcement officials, child protection agencies and consumer watchdogs, as well as government officials”. Theoretically, there should be equal engagement from all stakeholders involved.

According to Icasa (2012) “following the most recent round of public consultations, the Authority took into consideration the submissions from interested parties and published the

revised final Digital Migration Regulations, 2012." This process follows the widely accepted process of including the opinions of all interested parties when it comes to policy and decision making. Although there is public consultation throughout these processes, it does not necessarily mean that government will accept all submissions and advice.

The role of decision making institutions is critical in this process and the ultimate regulations geared at either universal access or geared more towards that of corporate profit making and not benefitting the South African citizen. The decision making process is interlinked with the model of government as well as the socio-economic context which we find in South Africa.

This research has identified that from a political perspective, South Africa is considered as having adopted a democratic system. If we look at the economic systems, South Africa is considered to have 'neo-liberal' characteristics. The neo-liberal perspective places much of the decision making power in the hands of corporations. However, due to the democratic nature of South Africa, public policy processes are in place. If we look at the process ICASA undertook for the public hearings of the digital migration policy process, this is indeed evident.

Starks (2007: 3) argues that "the whole development of digital television, from its early experimental stage through to completion of the planned technology substitution, involves a complex interplay between technology, commerce and politics. Digital switchover could never have been planned without a major government role and the decision to undertake it was a political one". Here Stark (2007) interlinks the given relationship between commercial entities, technology and governments role in the digital migration process, arguing that one institution cannot undertake the entire process alone. The process is one which requires participation from all stakeholders involved. So, if this is the case, how does one know who actually makes the decisions in such a process?

There are two main public decision making bodies in South Africa, these are the government (Department of Communications), and the Chapter 9 Institution, the Independent Communications Authority of South Africa (Icasa). According to Nijzink (2003) Chapter 9 institutions "have a key role in ensuring that constitutional democracy is strengthened. They occupy a unique position: being statutory entities whose existence and independence is protected by the Constitution, they carry a significant degree of legitimacy and status". Nijzink (2003)

explains that Chapter 9 institutions have an important role to play in ensuring that the Constitution is upheld in and extended to across all citizen oriented activities.

In this case, the Chapter 9 institution, ICASA, is regarded as a body which ensures the broadcasting industry as well as all other public services relating to the ICT industry are geared at maintaining democracy and making policy decisions which are in line with the South African Constitution. More specifically, the Constitutional right of access to information is the critical component for this research paper.

The neo-liberal perspective places much of the decision making power in the hands of corporations. However, due to the democratic nature of South Africa, public policy processes are in place. If the process that ICASA undertook for the public hearings of the digital migration policy process is examined, it is indeed evident. According to an ICASA policy document (2012): "After the publication of the Fourth Draft DTT Regulations which were published for further public consultations, they then received twenty submissions from interested industry players and members of the general public…following the publication of the Fifth Draft DTT Regulations, the Authority received twenty submissions from interested industry players and members of the general public". When examining the dynamics of the digital migration, one should consider who the stakeholders are who are involved in the process.

This is a very complex process involving a variety of interested parties, as well as the ultimate policy makers, government. The question examines the reasoning behind why certain decisions are made. Who benefits from these decisions? It is understood that the South African Department of Communications is the final decision maker when it comes to the role of policy in the digital migration. The structure of the South African government allows for 'Independent Regulatory bodies'. These bodies influence policy decisions, but ultimately are created to ensure that the regulatory framework of the policy is adhered to by stakeholders. Icasa is the regulatory body responsible for ensuring the digital migration policy is adhered to. Icasa also advises on what is the best policy needed for these processes.

Various decisions have been made within the Independent Communications Authority of South Africa. Policy decisions have also included decisions around the Set Top Box, such as "as set out

above, the amended Ministerial Policy indicates that STB's will include features allowing for the provision of such services. However, although the socio-economic rationale for the provision of e-government services is clear, it seems that the manner in which such services must be provided is primarily something to be dealt with by government, which is driving the STB process. Further Ministerial policy determinations will inform the Authority's regulatory approach to e-government services."

Although there was public consultation during the course of policy making, it should be taken note of which stakeholders were involved and how accessible the public hearings were to the general public. From a policy perspective, there are still many gaps in the documentation which need to be urgently addressed if South Africa is to meet the deadline of complete migration by June 2015.

In South Africa, there have been a noticeable amount of 'hiccoughs' during the past few years whilst developing the policy requirements for the digital migration process. This can be seen especially within the Ministerial choices, specifically, the South Africa Department of Communications. The decision making process can be said to be the most important process of not only the digital migration, but to any legislative change in a process which affects a nation. According to Hills (2003: 39) the structure of the domestic market as well as broadcasting policy is determined by government. Hills (2003: 39) it is the government's role to make the decision about how many stakeholders will participate in which industries. These decisions are then put into effect through legislative process.

Although there are public hearings and the policy making process is supposed to be a consultative one, the final decision is made by the Minister of Communications. Thus it needs to be questioned as to what role the public hearings make and how much influence public opinion has in the final stage of decision making. In South Africa, there have been a noticeable amount of 'hiccoughs' during the past few years whilst developing the policy requirements for the digital migration process. This can be seen especially within the Ministerial choices, specifically, the South Africa Department of Communications. This section of the study attempts to hi-light those choices made, why they were made and the impact they had on the migration process.The

decisions made by the Department of Communications have been viewed as indecisive and having no clear understanding of the process which is needed.

According to an article in the Sunday Times (2013) this trend of short terms with the Communications Minsters definitely has a negative impact on finalising the digital migration process. The current Minister of Communications, Minister Dina Pule, has served her term alongside much controversy and negative publicity. The Sunday Times (2013) is an example of the bad publicity and the exposure of various decisions which have been criticised.

The constant changes not only in the Communication Ministers but changes in decision making, has had a damaging effect on the process of digital migration.This also shows that the Department of Communications has been very unstable and ineffective regarding the policy process. There can be no stability and trust that a process such as this will run correctly if there is not stability as trust in the government Department that is responsible. Not only has the regulation policy been affected, but also the fundamental aspect of the migration, that of the Set Top Box policy. This proves that there is a definite interest in the capability of the chosen manufacturer to be capable of manufacturing Set Top Boxes for other African countries. It is a huge business opportunity.

Although theoretically government should in fact be the overall decision maker, in an ideal society the government includes a substantial amount of citizen participation. Where there is not adequate citizen participation, it becomes a one way decision making process instead of a consultative one. Given the South African context, it is clear that the Department of Communications has definitive decision making authority. However, it seems as though there is large influence emanating from industry and corporate companies.

7.4 The interplay of power dynamics

Critical political economy of the media can be examined from a Marxist perspective. Marx, cited in Williams (2003: 75) maintains that the key characteristics of political economy are the ownership and control of the means of production by a small number of people. This means that

the economic power of a state was controlled by a minority group. This minority group is more commonly known as the 'bourgeoisie'. When media organisations or any organisation functions in a capitalist market, the main aim is to generate profit. One of the main purposes of this research is to identify the power relations which govern the process of digital migration. These power relations are formed between Government, Corporations, Civil Society, Chapter 9 Institutions, broadcasters, suppliers, manufactures, and ultimately, the citizenry. According to Freedman (2008: 24) "media policies are not merely technologically determined or economically inevitable, but are the products of systematic interventions into media systems based on a complex range of political values and objectives".

If one considers the power dynamics at play within the digital migration, the theory of the neo-liberalist state needs to be unpacked. Giroux (2005: 2) maintains that "the belief that the market should be the organising principle for all social, political and economic decisions, neo-liberalism wages an incessant attack on democracy, public goods, and non-commodified values. Under neo-liberalism, everything either is for sale, or it is plundered for profit". Giroux (2005: 2) states that corporations within a neo-liberalist state do not only control the economic sphere, but also have control over the political sphere, which has little interference from government. According to an interview, "government it its own policy making processes, parliament in its own legislative processes, and Icasa in its own compliance processes has created this very technocratic alienating environment where principle issues affecting end users, which is their role ultimately" (Phamodi: 2013) also defines the ideal role of the government institutions.

Murdock (1995: 233) explains that the control of the media is of vital importance to both academics and politicians because of the role the media plays in "shaping social consciousness" (Murdock, 1995: 233). Giroux (2005: 2) maintains that "the belief that the market should be the organising principle for all social, political and economic decisions, neo-liberalism wages an incessant attack on democracy, public goods, and non-commodified values. Under neo-liberalism, everything either is for sale, or it is plundered for profit". Giroux (2005: 2) states that corporations within a neo-liberalist state do not only control the economic sphere, but also have control over the political sphere, which has little interference form government. This is critical in examining the policy process and decision making by the state.

When discussing power dynamics within media policy, Duncan (2009) examines the African National Congress's (ANC) media policy document, linking it to policy and to critical political economy. Duncan (2009: 10) refers to an article titled "Media in a Democratic SA" (ANC 2002). This article is used to explain the "phenomenon of an expanding media without diversity, which can be explained using political economy theory (ANC 2002). This can be seen in the digital migration process whereby the focus of the digital migration seems to be more aligned to the technical and broadcasting quality advantages than to that of citizenry advantages. A very good example of the way in which corporations are able to concentrate power over the policy making process is the example of the legal battle between ETV and the Department of Communications. The battle was regarding the access control of Set Top Boxes.

Tech Central (2013) explains what the issues around the access control in Set Top Box are, and why e.tv felt it needed to take the Department of Communications to Court. According to Wilson (2013):

"Conditional access (CA) requirements will have to be administered by a CA vendor. Sentech, which was instructed by minister Pule in May last year to manage the CA system…however, free-to-air broadcaster e.tv took exception to Pule's decision to appoint Sentech, successfully suing the minister in the high court last year".

Anagnostou; Smith and Psychogiopoulou (2010: 6) describes the media policy making process as an inherently politically conflicted process and policy making involves competing corporate interests which seek to dominate how policies should be structured and how industries should operate. Another example of how corporations are able to maintain power over decision making is where we see Sentech stating that "the current broadcast frequency plan is capable of ensuring only 85% population coverage, and that such coverage obligations should remain an obligation of the broadcasters and not the electronic communications network services licensees". We are able to take note that even though the digital migration process is a decision made by the South African government, corporations and other stakeholders involved are able to make decisions and 'call the shots' over the kind of policy they would like to see involved in the process.

We are able to take note that even though the digital migration process is a decision made by the South African government, corporations and other stakeholders involved are able to make

decisions and ‘call the shots’ over the kind of policy they would like to see involved in the process. Through the distinct events during the course of the migration it is clear that there is a significant amount of influence over government from industry and corporations.

7.5 Perceptions of Digital Migration

The perceptions gathered regarding the South African digital migration are really perceptions of the policy process. Rhodes (1990) cited in Freedman (2008: 10) suggests that media policy, as suggested in political literature, is focused around the actions of governments, civil society, regulators and experts. Rhodes (1990) cited in Freedman (2008: 10) explains that the “legally enforced rules” go through a process of meetings involving a variety of stakeholders. Stakeholders include the state, regulators, civil society, corporations and the public.

There have been mixed perceptions about the way in which the digital migration has been conducted by government and the relevant authorities. Murdock (1995: 233) explains that the control of the media is of vital importance to both academics and politicians because of the role the media plays in “shaping social consciousness” (Murdock, 1995: 233).

It is evident that the Department of Communications is the final decision making entity in this process. The perceptions however, show that the department is not fulfilling this role. “There has been quite a number of inconsistencies, the biggest has been how the initial DTT policy had a very end user oriented emphasis…the emphasis on this current policy has been about incentivising broadcasters” (SOS: Support Public Broadcasting Coalition: 2013). It is clear from a statement in a press report from tech Central “the road to digital migration in local television is paved with good intentions, vested interests, legal battles and delays (Tech Central, 2015), that there are entrenched challenges within this process. It is also clear that market and industry have in some circumstances, overpowered ministerial decision making, asking the question about who is really in control of this process.

This process has also clearly lacked management regarding time allocations and deadlines. This begs the question of who is really in control of this process. The process of digital migrations has

not been clearly defined and structured. There has been a lack of planning and correct implementation. There has been no clear understanding of the process both from industry as well as key stakeholders. There are many unanswered questions being asked dealing with the digital migration. It is also clear that many of the stakeholders have experienced a frustrating process where it has been difficult to maintain adequate participation needed to understand the process from the Department of Communications.

7.6 Who will benefit from Digital Migration

According to Freedman (2008: 24) these policies are able to be identified as actions which have been created in order to promote organised public life, defending of national security, to increase the flows of market services as well as to ensure mechanisms are produced to make these aims a reality. Freedman (2008: 24) maintains that these policies are a result of the combination of multiple political party visions and are more than often short lived. Freedman (2008: 24) explains that there are far more structural influences which can have an effect, including but not limited to business, civil society, the media as well as the public

From a technological perspective, there seems to be a trend in the opinion that this process may develop many advantages of a technical nature. According to Sadiba (2012) analogue broadcasting signals are inefficient and unable to deliver the technology the “modern day consumer” demands. It is assumed that digital broadcasting will allow the provision of multiple new services and will also provide far more efficient use of the available radio frequency spectrum. According to a broadcaster’s perspective, “analogue broadcasting doesn’t offer a future”. This statement substantiates the perspective of not only Sadiba, but of many organisations who believe this is the case between analogue and digital broadcasting. Starks (2007: 1) maintains that there are multiple benefits to digital broadcasting which include better quality technology, better capacity as well as many more channels for more programmes.

If one considers the power dynamics at play within the digital migration, the theory of the neo-liberalist state needs to be further unpacked. The findings of this research identify multiple

benefits of migrating to digital broadcasting. The problem we face though is that although there are benefits to the migration, we are not yet in a position to identify exactly what those will be. When discussing critical political economy, the state in relations to media ownership as well as the concept of universal access is raised. If one examines the aspects of power relations within the South African digital migration, it is clear that there are challenges of critical political economy challenges.

Despite the claim that the digital migration will "provide not only the space within which new and cutting-edge technologies can be developed, but more importantly, it has the potential to directly contribute to socio-economic development and the improvement of the quality of life of all the people in South Africa" (ICASA: 2011), it is the very South African socio-economic context that is a major obstacle to the successful achievement of this process.

If we are only talking about broadcasting (radio and television) the findings suggest that the disadvantages may outweigh the advantages. It is evident from multiple press reports, policy documents as well as interviews that corporate and industry will benefit from the process of digital migration. It is clear that there is an instance where the economic powers are evident. This is evident of a typical neo-liberal style economy.

7.7 Shortcomings and challenges of the Digital Migration

In the process of the migration to digital broadcasting, there have been significant challenges which have been identified. These include challenges regarding the funding and support as well as shortcomings within the government department itself. There have already been multiple noticeable challenges which have had an impact on the progression of the digital migration. These challenges include financial constraints as well as ministerial challenges regarding the stability of the department. The challenges will be unpacked in further detail in the following sections.

7.7.1 Funding and support

According to McChesney (2000) there are two dimensions in the study of critical political economy of the media. Firstly according to McChesney (2000) critical political economy deals with the characteristics of the relationship between the communications and media industries. McChesney (2000) explains that critical political economy of the media examines the way in which communication systems reinforce, challenge or influence existing class and social relations.

Secondly, critical political economy of the media looks at the way in which ownership, government policies as well as the support mechanisms influence behaviour and content. Golding and Murdock (2000) state that a central question that needs to be addressed by political economy is the extent to which specific forces exercise control over cultural production and distribution and how these limit or liberate public debate. Street (2001: 125) explores the notion that owners of large media companies do have control and power within the media institutions. This idea has implications for the media's influence on democracy. Street (2001: 127) maintains that government is able to declare various restrictions on the market when examining the ownership of the media.

The DA Shadow Minister of Communications explains that, "although Sentech has implemented the infrastructure, there is not an adequate budget for the SABC from the department of communications to ensure success of DTT" (Shinn: 2013). This indicates that funding is a major challenge and has not been dealt with particularly well.

It is clear that there have been significant shortfalls within the process of allocating funding and support, mainly to the public broadcaster. This displays the extent of control which government in fact does have over the South African public broadcaster and media in general.

7.7.2 Government shortcomings

Throughout the process of the digital migration in South Africa there have been clear challenges within the Department of Communications. Critical political economy critically examines the result of the effect the relationship of those in power has on the production process. In this case, the relationship between those in power and not only the production process, but the entire infrastructural process as a whole. Mosco (1997: 12) cited in Duncan (2009: 23) describes one definition of critical political economy as the involvement of the study of power relations which "mutually constitutes the production, distribution and consumption of…communication resources".

Golding and Murdock (2000) state that a central question which needs to be addressed by critical political economy of the media is the extent to which specific forces exercise control over cultural production and distribution and how these limit or liberate public debate. According to Schumann (2012) even "economically advanced South Africa is making slow progress, and judging by its December 2011 publications on high-demand spectrum its policymakers have not yet considered the possibility of the 700MHz band becoming available in the medium term". The challenges experienced by the number of different Ministers have definitely not gone un-noticed in the industry.

Odendaal (2012) explains that "multiple Ministerial changes...as well as amended Broadcasting Digital Migration legislation and DTT regulations requiring public consultation, hampered the digital roll-out, resulting in further delaying the digital switch-on from a new date of April 2012 to September." The constant delays in the migration process are not only a sign of instability within the decision making process, but of the ministerial structure as a whole. Hills (2003: 39) maintains that the government structures have the responsibility to determine overall policy, including that of broadcasting policy as well as the shape of the domestic market regarding policy decisions. Hills (2003: 39) explains that the government has to decide how many players there will be in which technologies, and where they should be located.

There can be no stability and trust that a process such as this will run correctly if there is not stability as trust in the government Department that is responsible. This indicates that

theoretically, government should be the leading stakeholder in decision making processes; however, in the South African context we have seen much more intervention from corporations and industry and not from the relevant decision making authorities.

7.8 Advantages of the digital migration

Digital migration policy will ultimately determine whether there will be significant advantages of the digital migration. Freedman (2008: 24) states that policies within the media landscape are not only determined by the economy or technical aspects but are “the products of systematic interventions into media systems based on a complex range of political values and objectives” (Freedman, 2008).

It may be assumed that digital broadcasting carries with it many advantages, not only for citizens but for the stakeholders involved. The findings of this research have emerged as describing digital broadcasting to come with not only advantages, but also disadvantages and challenges. Some of the advantages include technological advantages, access advantages as well as the advantage of diversity of content. One of the biggest questions surrounding the process of analogue to digital broadcasting is whether or not this process will benefit the South African population. The theme examining the advantages of digital broadcasting, including bridging the digital divide and the release of the digital divided, will be discussed and analysed in the following section. The South African Broadcasting Act of 2008 stated that advantages of the Digital Migration process include the provision of these channels will enhance the diversity of our content. The opportunity to upgrade our aging broadcasting as well as overcoming the country's perennial broadcasting coverage.

Markus (1987: 491) argues that universal access is the ability to reach all members through a medium. This is an important outcome for any community for which an interactive medium is newly introduced. Universal access is important for various reasons firstly, if the medium use is spread out to only some communities, this would risk the disintegration of that community. Secondly, reduced communication also implies less universal access which results in higher

maintenance costs. One of the biggest questions surrounding the process of analogue to digital broadcasting is whether or not this process will benefit the South African population. The South African Broadcasting Act of 2008 stated that advantages of the Digital Migration process include the provision of these channels will enhance the diversity of our content. The opportunity to upgrade our aging broadcasting as well as overcoming the country's perennial broadcasting coverage.

Blake & Tucker (2004: 222) define the term digital divide as the existence of a large difference in the development of the information society in developing societies. It is considered to be the growing gap which exists between those who have access to this kind of technology and those who are do not have such access due to a cultural objective view of the divisions in the society's education, handicap, poor digital infrastructure or lack of appropriate technology and infrastructure. According to the data analysis, in particular policy documents, there will be an advantage to socio-economic development in the form of infrastructural development.

Both civil society and industry believe that apart from the challenges experienced in digital migration, there are also advantages, including that of increased quality and diversity of programming. It may also be assumed that digital broadcasting carries with it many advantages, not only for citizens, but for the stakeholders involved, as well as the state. The findings of this research have emerged as describing digital broadcasting to come with not only advantages, but also disadvantages and challenges. Some of the advantages, which will be explored further, include technological advantages, access advantages as well as the advantage of diversity of content.

A policy document from ICASA (2012) states that: "Among the benefits that will be realised through the migration of the analogue terrestrial television services to digital it's the release of the 'digital dividend', being those frequencies previously utilised for the purpose of analogue broadcasting". Although there is much optimism about the possibilities of the digital dividend, there is also some pessimism around how long it will take for South Africa to get to the stage of utilizing the digital dividend. This is referring to the advantages which will become available through the telecommunications switch over to digital frequencies. It seems as if the advantages of Digital Migration and ultimately Digital broadcasting will be more prevalent within the telecommunications industry, not necessarily broadcasting.

7.8.1 Infrastructural and technical advantages

Analysis of the data found that one of the major benefits of migrating from analogue broadcasting to digital broadcasting is the release of what is known as the ‘digital dividend’. Grove & Picot (2011: 8) explain that compared to the transmission of analogue signals, digital terrestrial broadcasting will allow the transmission of television signals with a better quality spectral efficiency. Grove & Picot (2011: 8) explains that this means for the same number of broadcast television programs that currently operate less spectrum is needed for these channels on digital terrestrial broadcasting. This fact is known as the “digital dividend” for the same number of television channels les spectrum is needed and the respective frequencies can be made available for other uses.” Beutlar (2011) examines the notion of the “greater efficiency and compression of digital media have endowed broadcasters with a “digital dividend” of spare transmission capacity over and above the requirements of terrestrial broadcasting”. The question which needs to be discussed is, who will use it, and how will it be utilised?

This spectrum that will be left behind is known as the ‘digital dividend’. According to Grove & Picot (2011) there have been countless options as to how best divide the spectrum that is left over. When discussing the digital dividend, the discussion around the digital divide has been increasingly dealt with. Grove & Picot (2011) explain that the term ‘digital divide’ refers to the lack of fast speed broadband connectivity in rural areas. Grove & Picot (2011) maintain that it is politicians are hoping to use the digital dividend (freed up spectrum) to attempt to close this gap. Politicians have also stated that they are planning to implement fast speed internet connections in these rural areas. According to an interview, Kantor (2012) states that “you will see it there more than in the broadcasting space, you know broadcasters will continue to try and develop channels which will draw audiences but hopefully in the telecommunications space you will see some quite radical things happening”Universal access is a key concept when discussing the digital divide. Markus (1987: 491) argues that universal access is defined as the ability to reach all members through a particular medium.

In South Africa, the discussion around what will happen to the digital divided is currently taking place. According to ICASA (2012) “in line with the ITU recommendations, part if the digital

dividend will be set aside for mobile communications services and government will also consider opportunities to facilitate the introduction of Video on Demand and digital audio broadcasting services. In particular, two metropolitan networks of frequencies designated for the provision of mobile broadcasting services will be made available".The Position Paper on Digital Migration Regulations (ICASA 2013) states that: "Among the benefits that will be realised through the migration of the analogue terrestrial television services to digital it's the release of the 'digital dividend', being those frequencies previously utilised for the purpose of analogue broadcasting."

There needs to be clear policy decisions in place and this process needs to be headed by the South African government. Schumann (2012) argues that "African governments may have to begin considering creative approaches to the digital switchover and the digital dividend". Schumann (2012) explains that theoretically it may be possible to utilise the digital dividend spectrum before actually finalising the switchover of analogue transmission to digital transmission. Schumann (2012) continues to explain that "these policymakers will need to pay particular attention to the important role that liberalisation of the broadcast sector can play in promoting switchover". From a technological perspective, there seems to be a trend in the opinion that this process may develop many advantages of a technical nature.

Starks (2007: 1) maintains that there are multiple benefits to digital broadcasting which include "increased robustness, resulting in technical quality improvements and increased capacity, giving the option of many more programme services". It is clear that the concept of the digital dividend is advantageous. It is also clear that unless the digital dividend is dealt with from the perspective of enhancing universal access that industry will benefit from this infrastructural advantage. The digital dividend has the potential to address a few of the challenges of the digital divide in South Africa, but unless government adheres to the best public interest, corporate and industry may take advantage of this space at the expense of the citizenry.

7.9 Universal access and democracy

Curran (2000: 148) explains that there are certain characteristics which the media should display when functioning in a democratic society. Curran (2000: 148) states that the media should "empower people by enabling them to explore where their interests lie" (Curran, 2000: 148), as well as represent the collective interest. The media should, according to Curran (2000: 148) be apprehensive and watchful of government institutions and centres of power and also encourage societal debate amongst citizens. These characteristics are essential for the media to entrench or encourage a democratic society.

Curran (2000: 128) further explains that the media has a role to play as a 'watchdog' of the state or rather, government. Curran (2008: 128) argues that the watchdog ideal characteristic of the media assumes that a democracy is supposed to produce citizens who are informed and who participate in society. Curran (2008: 128) continues to explain that the debate occurring within the public is expected that it would produce "rational and just outcomes if it takes account of different views and interests" (Curran, 2008). This is one of the reasons that it is imperative that citizens have access to information within a democratic society.

According to Moe (2010: 100) in complex societies, the media should disseminate relevant information to the public. Democratic theory defines the public as "a body made up of members of a polity". When the public act as a collective, they ideally control the decision making processes within structured society. Moe (2010: 100) explains that in order to understand the role of the media in a democratic state, one can neither look at formally recognised political issues in isolation, nor limit ourselves to "rational deliberation". One needs to consider many different options of how other forms of communication facilitate or hinder opinion formation and the way in which this affects the construction of the public's identities as citizens.

Markus (1987: 491) argues that universal access is the ability to reach all members through a medium. This is an important outcome for any community for which an interactive medium is newly introduced. Universal access is important for various reasons firstly, if the medium use is spread out to only some communities, this would risk the disintegration of that community.

Gerhard Petrick from the South African Digital Broadcasting Association (Sadiba), who says "terrestrial broadcasting as in the policy makes sense but needs to be supplemented with satellite broadcast services in order to provide universal access at 100% of the population at a total combined network costs that can be funded by the public! The terrestrial network costs escalate very quickly to a level where it will be unsustainable". (Petrick: 2012).

The state now makes a grim alignment with corporate capital and transnational corporations. Steinmetz (2003: 337) cited in Giroux and Giroux (2006: 22) states that "gone are the days when the state assumed responsibility for a range of social needs". This statement reflects one of the main questions of this research: the question regarding whether the process of digital migration is in fact aimed at universal access and social equality, or is it simply another endeavour which aids corporate profit making.

Marx cited in Williams (2003: 75) argues that when the economic power rests in the hands of a few, they will use this power to extend their interests which more often than not is to gain more and more profit which is usually done at the expense of the other classes in the given society. Ownership of the media is one of the primary mechanisms by which the bourgeoisie maintain its power. McKinley (2003) states that the challenge has been that other constitutional rights such as the right of access to information (Section 32 of *The Constitution*), have taken a backseat and been generally viewed as secondary human rights, artificially detached from the realisation of the more 'central' rights. According to the Preamble of the South African Constitution:

> "…adopt this Constitution as the supreme law of the Republic so as to – Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights; lay the foundations for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law…"

According to a Parliamentary statement examining the digital migration, "the process must benefit historically disadvantaged communities including Blacks, Coloureds and Indians as the primary beneficiaries in job skills transfer and manufacturing opportunities, and right through the value chain". This statement not only deals with the specific advantages aimed at benefiting previously disadvantaged South Africans, it also touches on the question of universal access in South Africa. Blake & Tucker (2004: 233) argue that the South African digital divide grows out

of a history of division and historical backlogs for large groups of people, a particular South Africa version of colonial history. According to an interviewee, “digital broadcasting should be used as a means to develop and disseminate local content in all eleven official languages.” This statement supports the notion that digital broadcasting should include, and be accessible to each and every South African citizen, no matter their race or language. This is a responsibility that the Public Broadcaster should uphold.

According to Garnham (1983: 13) cited in Hills (2003: 45) an ideal model of public service broadcasting has emerged. The definition of this is as follows:

> “a means of providing all citizens, whatever their wealth or geographical location, equal access to a wide range of high quality entertainment, information and education, and as a means of ensuring that the aim of the programme producer is the satisfaction of a range of audience tastes rather than only those tastes that show the largest profit”.

With the advent of democracy in 1994, successful attempts were made to grow the economy. Oyedemi (2009: 154) continues to argue that the inequality within information and telecommunications industry inequality is not the only inequality experience across the various social industries across South Africa. Oyedemi (2009: 154) maintains that “all of these things are crucial in the development of a citizen orientated democracy. We need to be able to communicate with each other and the State if we are to be able to access and exercise our rights. And this requires improved and affordable info and communication technologies”.

Although it has been stated that access to information is one of the most important aspects of this process, according to Kantor (2012) “this means nothing without improving access to and knowledge in ICTs”. If citizens do not have access to Information and Communication technologies, there is no a lot of validity for the promotion of access to information. It is a practical process which needs to be addressed by not only government, but corporations as well.

Democratic theory defines the public as “a body made up of members of a polity”. When the public act as a collective, they ideally control the decision making processes within structured society. Moe (2010: 100) explains that in order to understand the role of the media in a democratic state, one can neither look at formally recognised political issues in isolation, nor limit ourselves to “rational deliberation”.

One needs to consider many different options of how other forms of communication facilitate or hinder opinion formation and the way in which this affects the construction of the public's identities as citizens. Although the argument from the broadcaster's perspective come across as a noble one, it is clear that they are losing viewers due to the expensive decoders needed for the digital broadcasting. This case also supports the notion that digital broadcasting will indeed have a negative impact on the already existing challenge of universal access.

7.9.1 Universal access and the digital divide

As previously discussed, the digital divide is the growing gap that exists between those who have access to the Information Society and those who are deprived of such access due to cultural bias in the applications and contents, gaps in the their education (e.g. literacy), personal handicap, poor digital infrastructure or lack of appropriate computer equipment. Moyo (2009: 123) maintains that "academics have generally defined the digital dived as being primarily about the gap that exists between people who have access to the digital media and internet and those who do not have any access".

According to Grove & Picot (2011: 3) human communication as well as interactions socially, have both changed significantly due to the availability of new technologies. Grove & Picot (2011: 3) explain that this new technology has given society the opportunity to close the spatial gaps and distances therefore having an impact on the growth of the economy. Grove & Picot (2011: 3) maintain that this experience has formed the new term, information society, producing services for the majority of citizens. Grove & Picot (2011: 3) explain that if particular citizens find themselves not able to access the internet, they are ultimately cut off from this information society, therefore cut off from the modern form of communication.

This is what is known as the digital divide. Discussing the advantages of digital broadcasting in addressing the digital divide in South Africa, the SOS Campaign explains that the process of digital migration is "really only a platform to get this going". Media researcher, Phamodi, speaks about multiple barriers which have been created as a result of digital migration. He says "when

you talk about the geographical access, it's about the theoretical access, theoretically how many people are able to have access" (Phamodi: 2013), as well as "we have now introduced a new barrier to access, the set top boxes and aerials" (SOS: Support Public Broadcasting Coalition: 2013).

According to Blake & Tucker (2004: 222) the 'information divide' is a break-away concept from the 'digital divide'. It is the growing gap that exists between those who have access to the Information Society and those who are deprived of such access due to various economic and cultural constraints. Due to the concept of the 'informational divide' and other socio-economic challenges, the South African government has proposed various subsidisation models for the funding of the set top box decoders (Amendments to South Africa Broadcasting Digital Migration Policy 2008).Mbatha & Lesame (2012) continue to explain that the Government Gazette No. 31408 – Republic of South African (2008), claims that it is of fundamental importance in the emerging information society and knowledge economy, in which access to information and knowledge is regarded as a prerequisite to economic and societal development, that South Africa migrate to digital broadcasting.

Markus (1987: 491) argues that universal access is the ability to reach all members through a medium. This is an important outcome for any community for which an interactive medium is newly introduced. Universal access is important for various reasons firstly, if the medium use is spread out to only some communities, this would risk the disintegration of that community. The quest for Universal Access is apparent in the policy making process of the South African digital migration. One of the ways to achieve this is identified in what is known as the 'digital dividend'. This concept will be explored in more detail in the following theme. However, the 'digital dividend' does relate to the notion of closing the gap of the digital divide in South Africa. Grove & Picot (2011: 20) explain that there are in fact major restrictions for the ability of the Digital Dividend to close the Digital Divide in industrialised areas, however, in rural areas, the case is slightly different.

According to Kantor (2012), "perhaps even more important is that we get off the spectrum that we are on, that spectrum is to allow for additional competitors in the telco space". This statement reflects that broadcasting may not necessarily be the correct vessel aimed at bridging the digital

divide, rather the aim is at broadband and telecommunications industries, more specifically, the mobile industry. There are many policy decisions which affect the use of the digital dividend. There are many questions around who will use the remaining spectrum, how it will be used and which industry will be allocated what. According to an interviewee, “the big prize is the spectrum that we leave and the regulator choosing to license that”. The way in which the decisions are made will ultimately determine how South Africa chooses to address the digital divide.

In developing countries and rural areas in particular, the best possible scenario would be to auction the digital dividend to existing mobile operators to create more bandwidth for mobile operators, thus increasing local communication. Grove & Picot (2011: 10) maintain that the spectrum allocation is based on the ITU Radio Regulations, which the respective national regulatory bodies put into national law. In this case, the respective regulatory body would be the Independent Communications Authority of South Africa (ICASA).

Grove & Picot (2011: 10) explain that there have been discussions to figure out how to make use of the digital dividend, stemming from these discussions various options have been discussed for the redistribution of the particular. Grove & Picot (2011: 10) argue that from the regulatory perspective there are three approaches which are theoretically possible. These possibilities include spectrum allocation for an individual group, general spectrum allocations for public use as well as spectrum allocation for both individual use as well as group use. Grove & Picot (2011: 10) maintain that for the digital dividend, the following market participants and services are under consideration, these include: Mobile Cellular communication, other broadband services, terrestrial broadcast services, wireless media equipment and consumer equipment communication and wireless local area networks.

There are many policy decisions which affect the use of the digital dividend. There are also, more importantly, multiple questions around who will use the remaining spectrum, how it will be used and which industry will be allocated what. The way in which the decisions are made will ultimately determine how South Africa chooses to address the digital divide. There are many questions which have remained unanswered in this process. It is continually clear that there is inadequate explanation regarding all aspects of the digital migration, the digital dividend and

particularly around the subsidisation of the set top boxes. These are important aspects of the digital migration in its entirety and without clear explanations one cannot assume that universal access is on top of the agenda, which in a democratic society, is where it should be.

8. Chapter Eight: Summary of Findings, Recommendations and Conclusions

Critical political economy of the media as well as theories of universal access and theories of media policy were used to analyse the data collected. The study explored the following questions: Who are the key stakeholders in the decision and policy making process of the South African Digital Migration? Will the Digital Migration contribute to the development and / or the entrenchment of democracy within the South African context? Who is benefitting from the policy and digital migration process in South Africa? The findings of the study will follow in this chapter.

8.1 Summary of findings

In this chapter, findings will be summarised and recommendations made. This research study explored how universal access to communication and information is impacted by the infrastructural roll-out and funding of the process of migration from analogue to digital broadcasting in South Africa. Due to the extreme nature of socio-economic inequality in South African, the neo-liberal economic context as well as the role of corporate capital, this digital migration is fraught with challenges at an individual, institutional and structural level. The study examined the complexities of the power relations in the policy making processes and explored the role of various stakeholders in the South African digital migration process. By using a qualitative research approach and also having examined socio-economic concepts such as the 'information divide', 'distributive justice' and 'universal access', the study has reached the various conclusions which are presented below.

8.2 Policy process and stakeholder engagement

The decision making process is interlinked with the model of government as well as the socio-economic context which exists in South Africa. From a political perspective, South Africa is considered a ‘Democratic State’ however, if the economic systems are considered, South Africa is considered to have ‘neo-liberal’ characteristics.

Although there was public consultation during the course of policy making, who was involved in these public consultations and how accessible these were to the general public, should be considered. Policies, processes and final decisions have not yet been made. There are still a great number of regulatory procedures that must occur in order for the digital migration to finally take place. This extended process follows the widely accepted process of including the opinions of all interested parties when it comes to policy and decision making. This indicates that although stakeholders attempt to engage in policy making, it is very difficult to do so due to various barriers which exist. Therefore, there is noticeable participation from industry; however, the extent to which civil society and the public participate is much less noticeable.

Although there is public consultation throughout these processes, it does not necessarily mean that government will accept all submissions and advice. From a policy perspective, there are still many gaps in the documentation which need to be urgently addressed if South Africa is to meet the deadline of complete migration by June 2015. This is a clear indication that the democratic process of policy making is flawed given the lack of participation. The South African context is not a reflection of the ideal state of the media and democracy.

It is recommended that policy and decision making bodies such as the Department of Communications and ICASA must ensure that the process is completely accessible to all interested parties. There should be opportunity for stakeholders who are not able to access the public hearing venues to participate and attend. Government should ultimately be transparent every step of the policy process.

8.3 Unstable Department of Communications

The constant delays in the migration process are not only a sign of instability within the decision making process, but instability of the ministerial structure as a whole. The constant changes in not only the Communication Ministers but changes in decision making, has had a damaging effect on the process of digital migration. Not only has the regulation policy been affected, but also the fundamental aspect of the migration overall. Legislatively, government should be the leading stakeholder in decision making processes, however, in the South African context we have seen much more intervention from corporations and industry and not from the relevant decision making authorities.

Given the South African context, it is clear that the Department of Communications has definitive decision making authority. However, it seems as though there is large influence emanating from industry and corporate companies.

As government is the ultimate decision maker in the policy process, it is of utmost importance that the Department of Communications runs a stable, trustworthy office. It is recommended that the Minister of Communications makes every effort to ensure that this process is a smooth, transparent and efficient one.

8.4 Unclear, indecisive and problematic nature of the process

There has been no clear understanding of the process both from industry as well as stakeholders. There are many unanswered questions being asked dealing with the digital migration. It is also clear that many of the stakeholders have experienced a frustrating process where it has been difficult to maintain adequate participation needed to understand the process from the Department of Communications. The findings of this research identify multiple benefits of migrating to digital broadcasting. The problem we face though is that although there are benefits to the migration, we are not yet in a position to identify exactly what those will be. If we are only

talking about broadcasting (radio and television) the findings suggest that the disadvantages may outweigh the advantages.

The study finds that the potential benefits outside of the 'broadcasting' environment, looking at broadband and telecommunications. It is continually clear that there is inadequate explanation regarding all aspects of the digital migration, the digital dividend and particularly around the subsidisation of the set top boxes. These are important aspects of the digital migration in its entirety and without clear explanations one cannot assume that universal access is on top of the agenda, which in a democratic society, is where it should be.

This process has been unclear, confusing and inconsistent with the ideal. It is recommended that there is clear communication at all times throughout the process as well as clear public participation and easy access to policy and regulation.

8.5 Universal access and democracy versus corporate gain

The financial subsidisation plans have been drafted, however there are many other challenges dealing with these decoders that have not been considered in order to adequately address issues of universal access. If these issues are not addressed, digital broadcasting will not be accessible to citizens already socio-economically disadvantaged in South Africa, leading to further discrimination and disadvantage. This component of the digital migration and digital broadcasting creates an environment that does not address universal access. Ultimately, the component of digital broadcasting benefits not only corporations, the state, but also broadcasters. The findings of the study show that South Africa is indeed not completely ready for the process of digital migration. South Africa may be ready from an infrastructural perspective, however, there are many unanswered questions relating to various policies which hinder the readiness of the massive project. The South African Broadcasting Corporation (SABC) is obliged, as the public broadcaster to ensure universal access and would therefore hold the responsibility to achieve this.

Given the existing policies in place and the process undertaken throughout the digital migration, legal battles and overall stakeholder participation, it is clear that corporate players have significant power over the Department of Communications and the process overall. Due to the neo-liberal nature of South Africa's economic system, it is clear that there is an obvious advantage for corporations to migrate to digital broadcasting.

There are numerous new kinds of equipment which needs to be manufactured and sold. This creates an industry or rather this creates the demand necessary for corporations. The study finds that due to the power of the corporations in influencing policy, it would prove to be very difficult to manage to balance addressing universal access and the challenges which rise from corporate profit making.

It is important that the interest of corporations is taken into consideration. Their interests should not overpower the interests of any other stakeholders, particularly those that are intended to be recipients of information and media through the digital forms of broadcasting. Corporate stakeholders and individual citizens should have equal influence over the policy making process. It is recommended that the Department of Communications as well as other key policy making bodies ensure that individual stakeholders know that their voices do in fact count during the policy process.

8.6 Shortcomings and challenges of the digital migration process

This study has shown that the migration to digital broadcasting is only a small step towards addressing the digital divide. There is opportunity to address this challenge which involves more telecommunications that actual television broadcasting. The rate at which technology is advancing presently gives room to integrate communication and information devices. This process however is limited as there are many other challenges which need to be addressed such as education, poverty and ultimately, access.

The digital dividend refers to the 'left over' spectrum from the old analogue broadcasting space. The study has shown that the telecommunications industries utilising the 'digital dividend' are at

an advantage, leading to a positive impact for citizens as well. It seems as if the advantages of Digital Migration and ultimately Digital broadcasting will be more prevalent within the telecommunications industry, not necessarily broadcasting.

It is essential that the challenges around the digital divide n South Africa are addressed with a more hand on approach from government and decision making bodies. It is clear that although these issues have been addressed, there is definitely not enough attention focused on Universal Access in South Africa. This case also supports the notion that digital broadcasting will indeed have a negative impact on the already existing challenge of universal access.

8.7 Advantages of digital migration

The study concludes that there will definitely be an advantage regarding technology systems, broadcasting quality and more diversity regarding channels and choice. This advantage does come with higher cost implications, which ultimately will be financed through tax payers' contributions. It may be deduced therefore that this creates an environment which is not particularly orientated around citizen advantage but rather targeted towards benefitting corporations. The benefit to broadcasters has not been made very clear. This conclusion can be made due to the obvious profit benefits for infrastructure manufacturers, as well as corporations selling the merchandise. However, on the part of citizens and broadcasters, the benefits are not as clear.

Regarding one of the main components of digital broadcasting, the set top box decoder, the study finds that there is no adequate plan for the longer term use of the decoder. The readiness of South Africa to migrate to digital broadcasting is vitally important to the success of the migration as a whole. According to analysis, there are two main aspects to the readiness of the migration, mainly, the infrastructural readiness and the policy readiness. There are various aspects which relate to either infrastructural landscape, or the economic landscape, and some aspects which relate to both. Without readily available infrastructure, and a solid economy, the migration to digital broadcasting and digital broadcasting ultimately will be affected.

8.8 Conclusion

In conclusion, the research study has explored the following questions: Who are the key stakeholders in the decision and policy making process of the South African Digital Migration? Will the Digital Migration contribute to the development and / or the entrenchment of democracy within the South African context? Who is benefitting from the policy and digital migration process in South Africa? The findings of the study will follow in this chapter.

The key stakeholders in the digital migration process include government and Chapter 9 institutions (Department of Communications and ICASA), civil society, industry, corporate and citizenry. The study can conclude that it is unlikely that digital migration will enhance universal access in South Africa. Although there are many advantages which the digital migration presents, it is clear that corporate and the private sector will benefit above the citizenry. The study has also found that the policy process which included public hearings is not reflective of a transparent and accessible process which is key to a democratic society.

Reference List

Abraham, T. 1991. Collection Policy or Documentation Strategy: Theory and Practice. American Archivist. Vol. 54.

Ahmed, A. 2012. Broadcasting reform in Ghana: A critical analysis of Broadcasting Policy and Regulatory change 1994 – 2008. University of the Witwatersrand.

Aldridge, M; Hadland, A and Ogada, J. 2006. Re-visioning Television: Policy, Strategy and Models for the Sustainable Development of Community Television in South Arica. HSRC: South Africa.

Altech UEC. 2010. Established manufacturers view on migration to digital terrestrial television. Taken from www.sadiba.co.za

Altheide, D. 1996. Qualitative Media Analysis: Qualitative Research Methods Series 38. A Sage University Paper: California.

Anderson, A. 1997. Media, culture and the environment. UCL Press: London.

Anagnostou, D, Smith, R and Psychogiopoulou, E. 2010. The formation and implantation of national media policies in Europe and their relationship to democratic society and media freedom and independence: A theoretical and analytical frame for the MEDIADEM project. Seventh Framework Programme: Socio-economic Science and Humanities: European Commission.

Amendment of Broadcasting Digital Migration Policy Issued – August 2011

Armstrong, C & Collins, R. 2004. Digital Dilemmas for South African TV.

Armstrong, C & Collins, R. 2010. Digital Turmoil for South African TV. Learning Information & Networking Centre. University of the Witwatersrand: South Africa

Arbatano, T; Khajeheian, D and Labafi, S. 2012. Conceptualizing media policy: The factors, process and venue. In *Interdisciplinary Journal of Contemporary Research in Business*. Vol 4 (5).

Baker, G. 2007. Media concentration and democracy: Why ownership matters. University of Pennsylvania Law School: Cambridge University Press.

Banda, F. 2009. Zambia - teaming up for public interest communication. In *Beyond Broadcasting: The future of state-owned broadcasters in Southern Africa*. Friedrich-Ebert-Stiftung: Namibia.

Beutlar, R. 2004. Frequency Assignment and Network Planning for Digital Terrestrial Broadcasting Systems. Kluwer Academic Publishers: Boston.

Berger, G. 1998. Media and Democracy in Southern Africa. In Review of African Political Economy.

Berger, G. 2010. Challenges and perspectives of digital migration for African media. Panos Institute of West Africa: Senegal.

Beutlar, R. 2010. Digital Terrestrial Broadcasting. Springer: New York.

Beutlar, R. 2011. The Digital Dividend of Terrestrial Broadcasting. Springer: New York.

Blake, E and Tucker, W. 2004. User interfaces for communication bridges across the digital divide. Springer-Verlag.

Bond, P. 2002. Local Economic Development Debates in South Africa: Municipal Services Project. Occasional Papers. No. 6.

Bond, P. 2003. Against Global Apartheid: South Africa meets the World Bank, IMF and International Finance. UCT Press: South Africa.

Bryman, A. 1984. The debate about quantitative and qualitative research: A question of method or epistemology? In The British Journal of Sociology. Vol 35 (1).

Burger, G. 2009. Challenges and perspectives of digital migration for African media

Burger, G. 2009. Beyond Broadcasting: the future of state-owned broadcasters in Southern Africa

Burkey, D. 1999. The economic realities of Digital Migration

BusinessTech. (n/a). BusinessTech by MyBroadband. http://businesstech.co.za/forum/showthread.php/1725-Altech accessed on 30 January 2013.

Business Day, 20122. SABC asks for more cash. www.bdonline .co.za. Accessed June 2012.

Cave, M & Nakamura, K.2006. Digital Broadcasting Policy in the Americas, Europe and Japan. Edward Elgar Publishing. USA.

Cammaerts, B. 2011. Power Dynamics in Multi-Stakeholder Policy Processes and Intra-Civil Society Networking. In, Mansell, R & Raboy, M. 2011. *The Handbook of Global Media and Communication Policy*. Blackwell Publishing: United Kingdom.

Chalaby, J and Segell, G. 1999. The broadcasting media in the age of risk: The advent of digital television. In *New Media and Society*. Sage Publications: London.

Constitution of the Republic of South Africa. 1996. www.info.gov.za.

Curran, J. 2000. Rethinking Media and Democracy. In Curran and Gurevitch (eds) *Mass media and society*. London: Arnold

Denzin, N and Lincoln, Y. 2000. The sage handbook of qualitative research. Thousand Oaks. Sage.

De Lanerolle, I. 2013. Don’t hold your breath for the digital dividend. http://indradelanerolle.blogspot.com/2013/02/dont-hold-your-breath-for-digital.html. Accessed on 13 March 2013.

Duncan, J. 2009. South Africa migration underway. In *Beyond Broadcasting: The future of state-owned broadcasters in Southern Africa*. Friedrich-Ebert-Stiftung: Namibia.

Duncan, J. 2009. The uses and abuses of political economy: the ANC's media policy. www.history.ukzn.ac.za/ojs/index.php/transformation/article/.../83. Accessed on 10 February 2013.

DuPlooy, G. 2009. Communication Research: Techniques, methods and applications. Juta and Company: South Africa.

Elliot, J. 2005. Using narrative in Social Research: Qualitative and Quantitative approached. Sage: London.

Fairclough, N .2003. Discourse and Representation of Social Events. In *Analysing Discourse*. London: Routledge.

Flew, T .2003. New Media: An Introduction. Oxford: Oxford University Press.

Flick, U. 2014. An introduction to qualitative research. Edition 5. Sage Publications: London.

Fokane, T. 2003. The transformation of broadcasting in South Africa: A history of the campaign for Open Media (COM) and Campaign for Independent Broadcasting (CIB)/

Freedman, D. 2006. Dynamics of power in contemporary media policy-making. In *Media Culture Society*. Vol. 28. http://mcs.sagepub.com/content/28/6/907. Accessed on 18 February 2013.

Freedman, D. 2008. Theorising Media Policy. Paper presented to the Media, Communication and Humanity conference, LSE. University of London.

Gardner, S. 2003. The Effect of Commercialisation, Privatisation and Liberalisation on Universal Access in South Africa. Rhodes University: South Africa

Galperin, H. 2004. Beyond Interests, Ideas, and Technology: An Institutional Approach to Communication and Information Policy. *The Information Society*. Taylor and Francis Group.

Gillwald, A. 2003. National convergence policy in a globalised World: Preparing South Africa for next generation networks, services and regulation. LINK Public Policy Research Paper, South Africa

Giroux, H. 2005. The Terror of Neoliberalism: Rethinking the Significance of Cultural Politics. In, College Literature. (32).

Giroux, H and Giroux, S. 2006. Challenging Neoliberalism's New World Order: The Promise of Critical Pedagogy. In, Cultural Studies – Cultural Methodologies. Sage Publications.

Golding and Murdock. 2000. 'Culture, communications and political economy'. In Curran and Gurevitch, (eds) *Mass media and society*. London: Arnold.

Government of the Republic of South Africa (1996). The Republic of South Africa Constitution Act, No 108 of 1996. Pretoria: Government Printers.

Grove, N & Picot, A et al. 2011. Why the Digital Dividend will not close the Digital Divide. Inter Media. Vol. (39). Institute for Information, Organisation and Management. Munich School of Management, LMU.

Growth, employment and redistribution: A macroeconomic strategy. 1996. www.info.gov.za. Accessed on February 2012.

Gurnstein, M.2000. Community Informatics: Enabling Communities with Information and Communication Technologies. Technical University of British Columbia. IDEA Group Publishing: London.

Hacker, L. & Mason, M. 2003. Applying Communication Theory to Digital Divide Research. In, *IT & Society*. Stanford University.

Harilall, K. 2012. Altech UEC Set to Benefit from Move to Digital TV. The Witness Newspaper. 9 August 2012.

Hesmondhalgh, D. 2002. The Cultural industries. Thousand Oaks and New Delhi: London.

Hills, J. 2003. Broadcasting Policy and Practice in Africa: Regulatory Models for Broadcasting in Africa. Article 19: Global Campaign for Free Expression.

Hoffstatter, S; Rose, R and Wa-Afrika, M. 2013. Pule's Unlawful Ruling Swayed TV-Signal Deal. In The Sunday Times. 3 March 2013.

Independent Communications Authority of South Africa. 2012. Digital Migration Regulations. No. 1070. Government Gazette. Department of Communications.

Independent Communications Authority of South Africa. 2013. Position Paper on Digital Migration Regulations. No. 119 of 2013. Government Gazette. Department of Communications.

Independent Producers Organisation. http://www.ipo.org.za/Reports/DigitalMigration/SABC_DTT_FAQ.pdf. Accessed on 18 September 2011.

Inglis, F. 1990. Media theory: An introduction. Oxford UK and Cambridge USA: Blackwell

ITU: Committed to Connecting the World: A Brief History of the ITU. http://www.itu.int/en/about/Pages/default.aspx. Accessed on 20/10/2011.

Joffe and Yardley .2004. Research Methods for Clinical and Health Psychology. Sage Publications: London

Körmendy-Ékes & Lengyel Consulting. 2007. Hungarian Switchover Act on Digital Switchover and Amendment of the Broadcasting Act. http://merlin.obs.coe.int/iris/2007/8/article23.en.html. Accessed on 25 January 2013.

Levy, D. 1999. Europe's Digital Revolution: Broadcasting Regulation, the EU and the Nation State. Routledge: London

Lloyd, L. 2009. Public broadcasting in South Africa: Beyond Protocols and Rhetoric. A Review. Background paper prepared for Friedrich Ebert Stiftung workshop. "*The state of public broadcasting in Africa."* Cape Town. 2009.

Machado, Z. 2009. Mozambique: Progress by many players, in *Beyond Broadcasting: the future of state-owned broadcasters in Southern Africa.* Friedrich-Ebert-Stiftung: Namibia.

MacRae, D. 1979. Concepts and Methods of Policy Analysis. In *Policy Analysis Explosion.* Vol 16, no 6. Springer-Verlag.

Mansell, R. 2004. Political Economy, Power and New Media. In, *New Media and Society*. Sage Publications.

Markus, M. 1987. Toward a "Critical Mass' Theory of Interactive Media: Universal Access, Interdependence and Diffusion. In *Communication Research* Vol. 14. No. 5. Sage Publications.

Mawson, N. 2012. Digital dividend to open up market. http://www.itweb.co.za/index.php?option=com_content&view=article&id=60781. Accessed on 10 March 2012.

Mbatha, B and Lesame, B. 2011. New media in information society. University of South Africa: South Africa.

McChesney, R. 2004. The Political Economy of International Communications. In Thomas P. N, and Nain, Z. (eds) *Who owns the media? Global Trends and Local Resistance*. London and New York: Zed Books.

McKinley, D. 2003. The State of Access to Information. Centre for the Study of Violence and Reconciliation.

McQuail, D. 2010. The Public Service Broadcasting Alternative, In. *McQuails Mass Communication Theory*. Sage Publications: London.

Merriam-Webster Online Dictionary. www.merriam-webster.com/dictionary/.

Mochiko, T. 2013. SA Stuck in Debate on Control of Set Top Boxes. Business Day Live. http://www.bdlive.co.za/business/technology/2013/02/25/sa-stuck-in-debate-on-control-of-set-top-boxes. Accessed on 14 March 2012.

Moe, H. 2010. Notions of the Public in Public Service Broadcasting Policy for the Digital Era. In Gripsund, J & Moe, H. 2010. *The Digital Public Sphere*. Nordicom: Sweden.

Moyo, L. 2009. The digital divide: scarcity, inequality and conflict. In Creeber, G and Martin, R (eds) *Digital cultures: Understanding new media*. England: Open University Press

Mukundu, R. 2009. Namibia: moving amidst uncertainties, in *Beyond Broadcasting: the future of state-owned broadcasters in Southern Africa.* Friedrich-Ebert-Stiftung: Namibia.

Mutula, S. 2004. Peculiarities of the Digital Divide in sub-Saharan Africa. Department of Library and Information Studies, University of Botswana: Botswana.

Mwakyusa, A. 2013. Tanzania: Govt Says No Going Back to Analogue Broadcasting. http://allafrica.com/stories/201303190100.html. Accessed on 19 March 2013.

Naranen, P. 2005. European Regulation of Digital Television. In, Brown, A and Picard, R. 2005. Digital Television in Europe. Laurence Erlbaum Associates, Inc: New Jersey.

Nijzink, L. 2003. Code of Good Practice: Guiding Chapter 9 Institutions in their Interactions with the South African Parliament. Department of Public Law. University of Cape Town. www.publiclaw.uct.ac.za/usr/public_law/staff/CSAP.pdf.

Nyman-Metcalf, K. 2003. Broadcasting Policy and Practice in Africa: Equitable Frequency Allocation. Article 19: Global Campaign for Free Expression.

Organisation for Economic Co-operation and Development. 2001. Understanding the Digital Divide. www.oecd.org/internet/ieconomy/1888451.pdf.

Odendaal, N. 2012. Digital migration may lay platform for new content-rich broadcasting era. In *Engineering News*. http://www.engineeringnews.co.za/article/digital-migration-could-herald-new-content-rich-broadcasting-era-2012-09-21. Accessed on 14 March 2012.

Oyedemi, T. 2009. Social Inequalities and the South African ICT Access Policy Agendas. International Journal of Communication 3. University of Massachusetts.

Parliament of the Republic of South Africa. 2012. State of Readiness of Digital Migration. http://www.parliament.gov.za/live/content.php?Item_ID=1702. Accessed on 10 March 2013.

Roux, L. 2002. Public policy-making and policy analysis in South Africa amidst transformation, change and globalisation: Views on participants and role players in the policy analytic procedure. In *Journal of Public Administration*. Vol 37 (4). University of Pretoria: South Africa.

Savadis, A & Stephanidis, C. 2001. Universal Access in the Information Society: Methods, Tools and Interaction Technologies. Springer-Verlag.

Sentech. 2011. www.sentech.co.za

Seekings, J and Nattrass, N. 2005. *Class, race and inequality in South Africa.* New Haven: Yale University Press.

Schumann, R. 2012. Second digital dividend in Africa: hurry up and slow down. http://www.analysysmason.com/About-Us/News/Insight/Digital-dividend-Africa-Apr2012/. Accessed on 14 March 2013.

South African Department of Communications. 2008. ICASA Broadcasting Digital Migration Policy South Africa.

South African Department of Communications. 1999. Independent Communications Authority of South Africa (ICASA) Broadcasting Act of 1999.

South African Digital Broadcasting Association. 2010. Notes on Digital Terrestrial Television. www.sadiba.co.za.

South Africa Broadcasting Digital Migration Policy. 2008.

South African Institute of Race Relations. 2013. South African Institute of Race Relations: South Africa's Leading Research and Policy Organisation. http://www.sairr.org.za/profile/history. Accessed on 12 February 2013.

Smith, L. 2013. Social work education: Critical imperatives for social change. Unpublished PhD Thesis. University of the Witwatersrand. Johannesburg, South Africa.

Springett, M, Rice, M and Griffiths, R. 2011. Towards inclusive digital television. Universal access in the information society.

Starks, M. 2007. Switching to Digital Television: UK Public Policy and the Market. Intellect Books: United Kingdom.

Street, J. 2001. Mass media, politics and democracy. New York: Palgrave.

Tashajjari, A.1998. Mixed Methodology: Combining Qualitative and Quantitative Approaches. Applied Social Research Methods Series. Vol. 46. Sage Publications: United Kingdom

Teer-Tomaselli, R and Tomaselli, K. 1994. Reconstituting public service broadcasting: Media and democracy during transition in South Africa. Communicare 13 (2).

Tellis,W. 1997. Introduction to Case Study. *The Qualitative Report,* Volume 3. (http://www.nova.edu/ssss/QR/QR3-2/tellis1.html)

United Nations Educational, Scientific and Cultural Organisation, 2012. Empowering citizens through universal access to information.

Universal Service and Access Agency of South Africa. www.usaasa.org.za.

Universal Service and Access Agency of South Africa. 2012. Qualifying Criteria for the Set Top Box Scheme of Ownership and Support. Government Gazette. Notice 1036 of 2102. Department of Communications.

Wilson, C. 2013. South Africa: SA's unfolding digital TV nightmare. In Balancing Act: TechCentral. http://www.balancingact-africa.com/news/broadcast/issue-no149/regulation-policy/south-africa-sa-s-un/bc. Accessed on 14 March 2013.

Yu, L. 2006. Understanding information inequality: Making sense of the literature of the information and digital divides. Nankai University China: Sage Publications.

Appendix One

Interview Schedule

1. What is your overall view on how the process of digital migration has developed?
2. What is your opinion of universal access in South Africa?
3. What do you believe is the greatest impact on the SABC resulting from digital migration?
4. What will be the particular benefits for the SABC?
5. Do you think that the process has benefitted the stakeholders involved in this process?
6. Regarding the policy process of the digital migration, do you think that all South Africans have been adequately represented in the public hearings?
7. Do you think that the current policy deals with the challenges of universal access in South Africa?
8. Will this process benefit the larger general public?

Interviewee Participant Information

Participant Name	**Participant Position**	**Brief Biography**
Marian Shinn	DA Shadow Minister of Communications	Marian Shinn is a South African politician, and the Shadow Minister of Communications. She was previously a Democratic Alliance Parliamentary member
Sekoetlane Phamodi	Media Researcher	Sekoetlane Phamodi works for the SOS Coalition and is an independent media researcher and activist. He holds an Honours degree from Rhodes University.
Carol Mohlala	SOS Coalition Coordinator	Carol Mohlala is the coordinator of the SOS Support Public Broadcasting Coalition. She is studying towards an Honours Degree through the University of South Africa. She previously worked at Media Monitoring Africa as a Policy Researcher
Lara Kantor	Etv Head Regulatory Affairs	Lara Kantor holds an Honours Degree in Drama and Film from University of the Witwatersrand has worked in various senior positions in the South African

		broadcasting industry. Previous positions include broadcasting policy at the Independent Broadcasting Authority, Executive Director of the National Association of Broadcasters until 2002 and General Manager of Digital Policy at the SABC.
Gerhard Petrick	Deputy Chair of South African Digital Broadcasting Association	Gerhard Petrick is currently Manger of Research and Development at Multichoice but at the time of the interview he was Deputy Chair of the South African Digital Broadcasting Association
Robert Nkuna	Adviser to the Minister of Communications	Currently advices the Minister of Transport. Previously, he was an advisor to the Minister of Communications. Between 2006 and 2010, he served a full term as a councillor at the Independent Communications Authority of South Africa (ICASA).

Appendix Two

Participant Information Sheet and Consent Form

Universal access or corporate gains: Researching the infrastructural implications of the South African digital migration

PARTICIPANT INFORMATION SHEET

Dear colleagues

My name is Thandi Smith and I am a Media Studies Student at the University of the Witwatersrand. I am conducting a Masters research with a proposed study titled "Universal access or corporate gains? Researching the infrastructural implications of the South African digital migration"

This research study will analyse the infrastructural roll-out and funding of process of the South African migration to digital broadcasting. The process of switching over from analogue broadcasting to digital broadcasting has commonly been termed the 'Digital Migration'. The study will adopt a combination of qualitative and quantitative approaches, using an exploratory and descriptive research design. Interviews will be conducted with relevant stakeholders and documentation analysis will be done on various policy documents and legislative frameworks regarding the process of digital migration. Areas of exploration will include the 'information divide', 'distributive justice' and 'universal access'.

If you do decide to participate, you may choose to withdraw from the study at any stage and this will not lead to any negative consequences. You may also refuse to comment or respond to a specific question or discussion, and request that a particular response not be used in the research report. With your permission, the interview will be audio-taped for purposes of transcription. These tapes will be kept locked in the researcher's office, and after completion of the project they will be destroyed. Transcriptions will be kept until after the completion of the study.

No names of participants will be disclosed and it will not be possible to link you with any specific responses or data unless you give permission for your identity to be disclosed.

The topics to be discussed will be of an academic nature and should therefore not lead to any emotional distress. The results will be presented in the form of a thesis which will be submitted to the University of the Witwatersrand. The results will also be used for academic publication purposes.

Please feel free to discuss any questions or concerns about the study, or if you would like to have more information in order to decide about participation.

Thank you for taking the time to consider participating in the study.

Yours Sincerely

RESEARCHER: THANDI SMITH

0734707306

thandismith@gmail.com

CONSENT FORM FOR PARTICIPATION IN STUDY

I hereby consent to participate in this research project. The purpose and the procedures of the study have been explained to me. I understand that my participation is voluntary and that I may withdraw from the study at any time or refuse to comment on particular issues, without any negative consequences. I understand that my name will not be used and I will not be able to be linked to any specific responses in the research report unless I give permission for my name to be known in the research report.

Name of participant_____

Please circle response below:

I give permission/I do know give permission for my name to be used in the research report

Date_____

Signature_____

I have explained the purposes and procedures of the study as well as the rights of the research participants. I agree with the conditions in the Participants' information sheet and consent form and undertake to adhere to them.

Name of researcher_____

Date_____

Signature_____

CONSENT FOR AUDIO-TAPING OF THE INTERVIEWS

I hereby consent to the audio-taping of the focus group discussion. I understand that my right to confidentiality will be respected at all times and that the tapes will be destroyed after completion of the study.

Name_____

Date_____

Signature_____