BBC Trust

Operating Licence:
BBC World Service

Draft for consultation

25 June 2013

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BBC World Service

> This Operating Licence defines the characteristics of BBC World Service, including how it contributes to promoting the BBC's public purposes. The licence aims to provide certainty for audiences and stakeholders about what BBC World Service should provide.
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> The BBC Trust will use this Operating Licence as the basis for its performance assessment and as the basis for its consideration of any proposals for change to BBC World Service from the BBC Executive. BBC World Service may not change in a way that breaches this Operating Licence without Trust approval. The Trust will take such steps as it considers appropriate to assess whether any proposed change is justified in terms of public value. The Trust may decide to consult publicly on any proposed change.

1.   Remit

BBC World Service broadcasts and distributes accurate, impartial and independent news and content in a range of genres aimed primarily at users outside the UK. The editorial agenda of the World Service should provide a global perspective on the world, not one based upon any national or commercial interest. BBC World Service should contribute to the BBC's international news mission to address the global gap in provision of trusted international news, by providing accurate, impartial and independent news and analysis of the highest quality. In developing countries the World Service aims, through journalism that contributes to accountability and good governance, to improve the welfare and economic development of citizens. It should aim to provide a distinctive service tailored to its audience's need, and maximise reach of all services in their target markets, subject to value for money. BBC World Service should make a significant contribution to promoting the BBC's public purposes.

2.   Scope of BBC World Service[1]

BBC World Service should provide services in 28 languages around the world across a range of different platforms including radio, television, and digital media, with each service deployed on platforms most appropriate for meeting the needs of its target audiences.

BBC World Service defines its language services within three categories:

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[1]   Annex III lists the target audience and minimum scope of each language service. It should be read in conjunction with section 2 (Scope) of this Operating Licence, which sets out the permissible scope of all World Service language services. In particular, it should be noted that all language services may produce television bulletins and programmes.

- <u>Global English</u> – authoritative international news, current affairs and analysis of global themes.

- <u>Other major languages</u> – services operating in competitive markets which build upon the BBC's global news offer and contribute distinctive journalism for both local and global audiences.

- <u>Languages of particular need</u> – services combining the BBC's global news with a specific tailored offer that meets the needs of audiences with the least access to high quality, impartial news.

BBC World Service radio services may be made available on analogue or digital platforms, either through the BBC's own transmissions, or through other broadcasters. Language services may produce programming for third parties that is only distributed via those parties and not on a BBC World Service platform.

BBC World Service should provide two television channels, in Arabic and Persian, and other language services may provide television bulletins and programmes.

Every BBC World Service language service should provide online content which may be offered on its own sites and platforms, and via third-party sites and platforms. All BBC World Service audio and television output may be made available online to international audiences, both live and on-demand.

Within the UK, all BBC World Service audio and television output may be made available online to UK audiences, both live and on-demand. BBC World Service's English output should also be made available in the UK as a digital service, and on existing FM platforms overnight.

Condition:

BBC World Service should provide services in 28 languages.

(See Annex III for details of each language service).

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3.   Service budget

Licence fee funding for BBC World Service will be £245 million in 2014/15, of which £210 million is the combined content and distribution budget.

Any planned or actual change in the licence fee-funded content and distribution budget of more than 10% in real value will be regarded as a significant change and requires approval from the BBC Trust, and may entail variation of this operating licence.

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In addition to its licence fee budget, BBC World Service should seek non-licence fee sources of funding (including commercial funding) where appropriate and within regulatory requirements.

BBC World Service can distribute content provided by or co-produced with BBC Media Action on its services, provided these are consistent with the BBC's editorial independence, the BBC's Editorial Guidelines, and any other applicable regulatory requirements.

4. Contribution to the promotion of the BBC's public purposes

BBC World Service creates public value by contributing to the promotion of the following four public purposes.

4.1 Bringing the world to the UK and the UK to the world

BBC World Service, as part of the BBC's portfolio of international news services, should make a significant contribution to this purpose by providing accurate, impartial and independent news, analysis and current affairs, covering international and national developments to audiences around the world.

BBC World Service should provide a range of debates, interactive content and interactive programming to drive a 'global conversation' with and for its audiences.

BBC World Service should make the global material it generates, including debates, discussions, features and analysis of international events, available to UK audiences online.

BBC World Service should reflect the UK – its people, cultures and national life – as part of its international news output.

BBC World Service should work with the BBC's domestic services by adding international depth to the domestic news and factual output. BBC World Service should use its global network and correspondents overseas reporting in local languages to increase and enhance the range and breadth of the BBC's service to licence fee payers.

4.2 Sustaining citizenship and civil society

BBC World Service should contribute to this purpose by encouraging a shared sense of global citizenship. All services should provide up to date, accurate, impartial and independent news and information on issues of global interest. It should also support debate and involve audiences with interactive programming.

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BBC World Service should help audiences build a greater understanding of the world, by providing global news and current affairs in an engaging way, delivering an international perspective and making stories relevant to the target market of each language service.

4.3 Promoting education and learning

BBC World Service should play its part in delivering this purpose to its audiences via the provision of trusted news and information on a range of topics such as business and economics, science and technology and health.

4.4 Emerging Communications

The BBC's sixth public purpose is defined in the Charter as "in promoting its other purposes, helping to deliver to the public the benefit of emerging communications technologies and services". BBC World Service should increase the impact of the BBC's digital offer by providing high quality on-demand and multimedia services.

BBC World Service forms part of the BBC News division. BBC World News and bbc.com are run by BBC Global News Ltd and, as commercial services, have different governance arrangements to BBC World Service and must abide by the protocols that govern the BBC's commercial services. As far as is relevant, the editorial standards that apply to the BBC's UK Public Services apply equally to the BBC's international services.

5. Annexes to this Licence

5.1 Annex I – Objectives, priorities and measurable targets agreed between the BBC Trust and the Foreign Secretary

The objectives, priorities and annually measurable targets to be fulfilled by BBC World Service have been agreed with the FCO and are set out in Annex I.

5.2. Annex II – Performance assessment

The performance of BBC World Service will be assessed by the Trust using the framework described in Annex II. BBC World Service's compliance with any conditions will also be measured on an annual basis and reported in the Annual Report and Accounts.

The BBC Trust will expect BBC World Service to comply with the commitments described in this licence. The BBC Trust will monitor compliance with these commitments retrospectively as part of its periodic service reviews and/or on an exceptional basis if there is evidence of non-compliance.

5.3. Annex III – Language services

A list of the 28 language services provided by BBC World Service, their target audience and scope.

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Annex I: Objectives, priorities and targets agreed between the BBC Trust and the UK Foreign Secretary

BBC World Service: objectives, priorities and targets

It is a requirement of the Agreement that the BBC has with the UK Government, that the "objectives, priorities and targets" for the World Service be agreed between the BBC Trust and the Foreign Secretary. It is also a requirement that the BBC Trust and the Foreign Secretary agree the languages in which the World Service is to be provided.

This annex sets out the objectives, priorities and targets agreed between the Trust and the Foreign Secretary. Annex 3 provides a list of language services agreed between the Trust and the Foreign Secretary; it also provides additional information used by the Trust to regulate the service.

For these purposes an "objective" is a medium- to long-term ambition for the World Service, expressed in general terms; a "priority" is an expression of the relative importance of such objectives; a "target" is a measurable criterion of the public value delivered by the World Service (based, in particular, on the reach, quality, impact and value for money that it achieves), which must be consistent with the objectives and priorities set for the Service

Objectives

The objectives of BBC World Service are

- To be the most trusted international news provider in the world

- To provide an accurate, impartial and independent news service covering international and national developments

- To provide inspiring and engaging programmes and content that help its audiences understand the world and their place in it

- To reflect the UK – its people, cultures and national life

Priorities

The first priority of BBC World Service is to sustain and increase its reputation as the most trusted international news provider in the world.

The second priority of BBC World Service is to maximise the reach of all services in the specified target markets, subject to value for money and affordability, while delivering the objectives set out above.

The third priority of BBC World Service is to ensure that its services adapt to changing audience behaviours, while providing a distinctive service tailored to audiences' needs.

The objectives and priorities listed above are for the period 1 April 2014 until the expiry of the BBC's current Royal Charter (31 December 2016).

Targets

The agreed targets for BBC World Service (to be delivered by 31 Dec 2016) are as follows:

Target 1:   To rate higher than its international competitors for 'most trusted international news'

Target 2:   To rate higher than its international competitors for 'helps to keep me informed'

Target 3:   To reach an estimated weekly global audience of at least 200 million adults across all platforms, including its core radio service.

Target 4:   To reach 60 million weekly viewers to its television services.

Target 5:   To reach 25 million weekly users to its online content.

The BBC will report annually against the objectives, priorities and targets agreed between the BBC Trust and the Foreign Secretary.

In addition to the language services listed at Annex 3 and these objectives, priorities and targets, which are agreed between the BBC Trust and the Foreign Secretary, the BBC is able to enter into an agreement with the UK Government to undertake particular defined projects connected with BBC World Service (e.g. emergency and/or lifeline language services). Any such project would be funded and governed by the arrangements agreed in clause 64C of the BBC Agreement.

Agreed between the BBC Trust and the Foreign Secretary on 10 June 2013

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Annex II: Performance measurement framework

The BBC Trust has the function of assessing the performance of the Executive Board in delivering the BBC's services and activities and holding the Executive Board to account for its performance.[2] It uses the framework described below as the basis for its assessment of BBC World Service.

The framework uses a range of metrics[3] based around the drivers of public value, modified slightly from the framework for UK public services to reflect the particular mission of BBC World Service and the creation of international public value:

- Quality
- Impact
- Reach
- Value for money

Performance should be assessed both globally and in high priority markets facing particularly severe shortfall in the provision of trusted, impartial news.

The Trust can amend this framework without this constituting a formal variation to this operating licence.

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[2] BBC Royal Charter, article 24(1)(c) and, specifically with regard to BBC World Service, article 64(4) c

[3] Quality and Impact measured by the BBC Brand Tracker covering 10 markets with c. 350 per market, all consuming more than one international news broadcaster.

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Annex III: BBC World Service Language Services[4]

Language Service	Target Audience	Scope[5]
Annex III lists the target audience and minimum scope of each language service. It should be read in conjunction with section 2 (scope) of this Operating Licence, which sets out the permissible scope of all World Service language services. In particular, it should be noted that all language services may produce television bulletins and programmes		
Global English		
Aims: Should aim to meet the needs of audiences interested in international news and current affairs, plus a selected mix of other genres such as business, health, technology, sport and interactive content.		
World Service English Including a targeted stream for Africa	Should be available to English-speaking audiences around the world. A targeted service is available to English-speaking audiences in Sub-Saharan Africa, particularly Kenya, Ghana, Nigeria, Uganda, Zambia and Malawi.	BBC World Service English is a large-scale service operating on radio and digital media (via bbc.co.uk and bbc.com). A tailored radio and television offer is available for African audiences
Other major languages		
Aims: Should aim to meet the needs of audiences interested in international news and current affairs, plus a selected mix of other genres; and to offer local and global audiences a distinctive, more international perspective on issues affecting them.		
Arabic	Should target Arabic-speaking audiences in the Middle East and North Africa, and be available to Arabic-speaking	A large-scale service operating on radio, television, and digital media.

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[4] The language services (listed in bold) are agreed between the BBC Trust and the UK Foreign Secretary. The aims, target audience and scope included in this annex are stipulated by the BBC Trust and are used by the Trust to regulate the World Service.

[5] Within the scope section of this annex – which sets out the minimum scope of each language service – the following terms apply:
- 'radio' describes distribution of audio content via traditional broadcast radio technology (e.g. short-wave, medium wave or FM)
- 'digital media' is a broad term describing the provision of content and service via IP technology and may contain text, audio and video content, distribution via social media, and other platforms as appropriate.
- 'small scale' indicates a limited amount of original output, often only on a single platform
- 'medium scale' indicates a greater breadth of output on at least two platforms
- 'large-scale' language services deliver a significant amount of original output across multiple platforms.

	audiences around the world	
Chinese (Two separate services: **Mandarin** and **Cantonese**)	Should target audiences in mainland China, Hong Kong and Taiwan, and be available to Mandarin- and Cantonese-speaking audiences around the world	A small-scale service operating on radio (Cantonese) and digital media (Mandarin and Cantonese)
Hindi	Should target Hindi-speaking audiences in India, Nepal and Bangladesh, and be available to Hindi speakers around the world	A medium-scale service operating on radio and digital media
Indonesian	Should target audiences in Indonesia, and be available to Indonesian-speaking audiences around the world	A small-scale service operating on radio and digital media.
Portuguese for Brazil	Should target audiences in Brazil, and be available to Portuguese speakers around the world	A medium-scale service operating on digital media with some radio
Russian	Should target audiences in Russia, Ukraine, Former Soviet Union (FSU) countries, and be available to Russian speakers around the world	A medium-scale service operating on digital media, including a television bulletin distributed via partners
Spanish	Should target audiences in Latin America, and be available to Spanish speakers around the world	A medium-scale service operating on digital media
Swahili	Should target audiences in Tanzania, Kenya, eastern DRC, Uganda, and be available to Swahili-speakers around the world	A medium-scale service operating on radio and digital media and providing television through partner services.
Turkish	Should target audiences in Turkey, and be available to Turkish speakers around the world	A medium-scale service operating on digital media and providing television through partner services.
Ukrainian	Should target audiences in Ukraine, and be available to Ukrainian speakers around the world	A small-scale service operating on digital media.

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Languages of particular need		
Aims: Should meet the needs audiences by providing a distinctive mix of local, regional and international news and current affairs, plus a selected mix of other genres; and to provide journalism and expertise to global audiences where relevant.		
Azeri	Should target audiences in Azerbaijan and Russia	A small-scale service operating on digital media.
Bengali	Should target audiences in Bangladesh, India, and Nepal and neighbouring countries	A medium-scale service operating on radio and on digital media.
Burmese	Should target audiences in Burma and be available to Burmese speakers around the world	A medium-scale service operating on radio and on digital media.
French for Africa	Should target Francophone audiences in Africa, particularly in DRC, Guinea, Cote d'Ivoire, Chad and Togo	A medium scale service operating on radio and on digital media.
Hausa	Should target Hausa-speaking audiences in Nigeria, Niger, Ghana, Chad, Sierra Leone and Hausa speakers around the world	A medium scale service operating on radio and on digital media.
Great Lakes (Kinyarwanda/ Kirundi)	Should target Kinyarwanda/ Kirundi-speaking audiences in Rwanda and Burundi, and the wider Great Lakes region	A small scale service operating on radio and on digital media.
Kyrgyz	Should target audiences in Kyrgyzstan and Russia, and be available to Kyrgyz-speaking audiences around the world	A small-scale service operating on radio, digital media and television
Nepali	Should target audiences in Nepal and India and Nepali speakers in neighbouring countries	A small- scale service operating on radio and online.
Pashto	Should target audiences particularly in Afghanistan and Pakistan and be available to Pashto speakers around the world	A medium-scale service operating on radio and on digital media

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Persian	Should target audiences in Iran, Afghanistan and Tajikistan and be available to Persian speakers around the world	A large-scale service operating on radio, television, and digital media.
Sinhala	Should target Sinhala- speaking audiences in Sri Lanka	A small-scale service operating on radio and on digital media
Somali	Should target Somali-speaking audiences in Somalia, Ethiopia and Kenya and neighbouring countries	A medium-scale service operating on radio and on digital media.
Tamil	Should target Tamil-speaking audiences in India and Sri Lanka	A small-scale service operating on radio and on digital media
Urdu	Should target Urdu-speaking audiences in Pakistan, India and Nepal and be available to Urdu-speakers around the world	A medium-scale service operating on radio, digital media and television through partner services.
Uzbek	Should target Uzbek-speaking audiences in Uzbekistan and Afghanistan	A medium-scale service operating on radio and digital media.
Vietnamese	Should target audiences in Vietnam and be available to Vietnamese speakers around the world	A small-scale service operating on digital media