



From: Broadcasting Board of Governors  
Date: October 13, 2011  
Subject: **Minutes of the BBG Meeting of October 13, 2011**

The Broadcasting Board of Governors (BBG) met today in Washington, D.C. The meeting was open and streamed on the BBG website.

The meeting was attended by the following Board members:

Chairman Walter Isaacson  
Governor Victor Ashe  
Governor Michael Lynton  
Governor Susan McCue  
Governor Michael Meehan  
Governor Dennis Mulhaupt

Governors Dana Perino, Enders Wimbush, and Ann Stock (Acting Under Secretary of State for Public Diplomacy and Public Affairs) were not in attendance at the meeting.

Other persons in attendance are listed at the end of these minutes.

The agenda of the meeting is set forth in Attachment 1.

Chairman Isaacson called the meeting to order and noted that the meeting was being held in compliance with the Government in the Sunshine Act. He stated that the presence of six (6) Board members satisfies the quorum requirement and thus, the Board may continue to conduct business based on majority vote, a quorum being present.

The Chairman said that the Board is reminded that the vital work of BBG journalists is often difficult and dangerous. The Board is aware of the sacrifices that BBG reporters make and considers their work to be extremely valuable. The Board continues to battle censorship and champion media freedom. The Chairman brought two recent cases of BBG-sponsored journalists being brought into harm's way to the Board's attention.

At the Chairman's invitation, Middle East Broadcasting Networks (MBN) President Brian Conniff updated the Board on a recent incident at Alhurra's studio in Cairo. Mr. Conniff showed a short video clip of an Alhurra news cast that was interrupted when armed men in uniforms entered Alhurra's Cairo studio. The invasion of the studio occurred during a live broadcast of Al Youm, Alhurra's nightly news magazine show, which was broadcasting live reports on the violent clashes between Copt demonstrators and soldiers in nearby Maspero.

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At the Chairman's invitation, Radio Free Europe/Radio Liberty (RFE/RL) President Steve Korn reported on RFE/RL's correspondent Dovletmyrat Yazkuliyeu who was sentenced to five years in jail after being convicted at a sham trial for an alleged charge of influencing or abetting an attempted suicide of a family member. Mr. Korn said that, according to Mr. Yazkuliyeu's family members, the charge is false and that the case was a pretext to silence Mr. Yazkuliyeu's reporting for RFE/RL. In response to Governor Ashe's questions, Mr. Korn confirmed that the U.S. Embassy in Turkmenistan had been fully briefed about the case and is doing everything to help. RFE/RL had offered legal assistance for Mr. Yazkuliyeu but cannot get a lawyer to represent him.

The Board considered the draft minutes of the September 15, 2011 Board meeting. Governor Ashe requested a correction to the September meeting minutes in order to reflect that he had voted against the revised grant agreements which the Board adopted at the meeting. Governor McCue asked the staff to confirm that the minutes accurately reflect her participation in the meeting. The Board voted to approve the minutes with amendments offered by both Governors Ashe and McCue.

The Board voted to adopt the revised BBG meeting schedule for the remaining 2011 calendar year by meeting on November 18 in the Cohen Building and canceling the December meeting with a possible telephonic meeting, if needed. With respect to the 2012 BBG meeting schedule, Chairman Isaacson noted that the Governance Committee has been requested to revisit and make recommendations to the plenary Board about the schedule.

Chairman Isaacson initiated a discussion of the conclusions of the year-long strategic review by the BBG Strategy and Budget Committee as stated in the Strategy and Budget Committee report which had been submitted to the Board for consideration. He stated that details will follow in separate communications from International Broadcasting Bureau (IBB) Director Dick Lobo and his management team. He also stated that open forums will be held and a strategy website launched in order to allow employees and the public to learn about and discuss the plan.

The Chairman announced the new BBG strategic plan called, "Impact through Innovation and Integration." The overarching strategy is to create one organization for United States international broadcasting with multiple brands. While the BBG has begun to move in that direction by consolidating the management functions of IBB and BBG front offices, the new strategy calls for substantial additional restructuring.

Therefore, the BBG will pursue the following: To further streamline network management functions; to consolidate the grantee entities into one organization based on a feasibility study by the management consultant; to explore de-federalization of the federal agency components; to end language duplication; to overhaul distribution in favor of the media BBG audiences prefer; to deploy news-gathering and reporting assets closer to the field in order to drive better local reporting and create a global news network; and to seek repeal of the legislative ban on domestic dissemination of Agency programs known as the Smith-Mundt Act. By restructuring, the Agency will create a new organizational identity with a new name, but keep the brands that the audiences have come to know and trust.

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The new mission statement is “to inform, engage, and connect people around the world in support of freedom and democracy.” The BBG will aggressively pursue this mission across the Middle East and North Africa and elsewhere as democracy movements emerge; in China, Iran, North Korea and Cuba and all the places that deny their citizens access to independent news and information; in Africa and elsewhere not only to provide humanitarian relief but also to aid democracy formation and development; and in the face of extremist propaganda and hate speech.

The overarching strategic objective is to become the world’s leading international news agency by 2016, focused on the Agency’s mission and impact. The quantitative performance goal is to reach 216 million in global weekly audience by 2016.

In conclusion, Chairman Isaacson stated that the Agency’s strategic narrative that provides the substance of what was just laid out will be released in the coming days. He added that the Agency will be in regular communication with employees, the public and the Hill, and be open about the process.

The Chairman invited the Board to discuss elements of the new BBG strategy stated in the Strategy and Budget Committee report.

Governor Meehan proposed an amendment to an element of the strategy dealing with the proposed consolidation of the grantees. He proposed that the Board should study the feasibility of the proposed consolidation before committing to it. Language to capture the proposed amendment was offered by the Chairman and Governor Meehan. An amendment was discussed and agreed by the Board without objection by the Board.

Following Governor Ashe’s comment on the projected \$1.3 million cost of the contractual agreement with the management consulting firm (Deloitte), Governor Lynton clarified that the Agency can stage payments to Deloitte and that further work would depend on Board approval of Deloitte’s recommendations based on the feasibility study of consolidation and blueprint of the implementation plan. Executive Director Jeffrey Trimble made a further clarification that the contract with Deloitte is for the overall advice on the implementation of the entire strategic plan, and is not confined to consolidation of the grantees. Chief Financial Officer (CFO) Maryjean Buhler stated that the scope of work of the management consultant includes a feasibility review for the new strategy as part of the implementation plan.

Governor Ashe expressed skepticism that a quality study could be done by November 10. He noted that while cost and benefits of consolidation are important considerations, other factors relating to the grantees, such as their respective special niches and their histories as broadcasting entities in particular regions should also be considered in deciding whether or not to consolidate. Governor Mulhaupt remarked that the management consultant has stated that it could meet the target date of one month to provide a report with recommendations to the Board, but acknowledged that it may take longer to complete its study. He noted that the Board has directed the management consultant to take the time it needs to do the job right.

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The Board voted to adopt the amended Report of the BBG Strategy and Budget Committee on the 2010-2011 Strategic Review and the Committee's recommendations for key elements of the BBG Strategic Plan for 2012-2016.

CFO Buhler reported that the Agency had successfully closed out Fiscal Year (FY) 2011. The CFO office is in the process of working with the Office of Inspector General and external auditors on the Agency's financial audit. For FY 2012, the Agency is currently operating on a second continuing resolution (CR) that will expire on November 18, 2011. Ms. Buhler asked that all networks be prudent with expenditures during the CR. Ms. Buhler noted a provision in the draft Senate appropriations bill regarding broadcast and transmission platform notification requirements for any reductions or increases to broadcast hours previously justified to Congress, including changes in shortwave, medium wave, satellite and television. She said that the pending Senate bill included \$2.5 million for Internet censorship circumvention, while the pending House bill included \$15 million for Internet censorship circumvention and for broadcasts to the Afghanistan/Pakistan border region.

In the IBB Director's report, Mr. Lobo reported that the Agency has retained Deloitte as a management consultant in order to assist in implementation of the new strategic plan, and their selection was done through a robust process with input from the network heads. He announced that MBN Vice President for Administration/Treasurer Kelley Sullivan will be working with Deloitte to serve as overall lead on the study of the possible consolidation of the three grantee organizations.

Mr. Lobo also announced that the 2011 Federal Employee Viewpoint Survey results were issued, and that the BBG was named one of the two most improved agencies in federal government. He noted that the 2011 Gold Medal Award ceremony took place on September 27, 2011 in the Cohen Building auditorium to recognize BBG, IBB, VOA and OCB employees who have made some of the most outstanding contributions to the BBG's mission over the past year. There were more than 300 nominations received from the 96 awards available. Mr. Lobo acknowledged the participation by Chairman Isaacson, Voice of America (VOA) Director David Ensor, and Office of Cuba Broadcasting (OCB) Director Carlos Garcia at the award ceremony.

Governor Ashe raised some concerns as a result of his recent visit to the VOA English-to-Africa service. He noted that contractors, representing 45 percent of the Agency's workforce, were not included in the recent Federal Employee Viewpoint Survey. He also noted that, according to one of the employees with whom he had spoken (Ms. Fredrica "Fritzi" DePew), contractors are not offered flu shots, which are available to federal employees. During Governor Ashe's visit to IBB Office of Training and Development, he also noted that while the Agency offers training to federal employees and certain contractors in the Cohen Building, training is not open to the employees of three grantee organizations. Governor Ashe suggested that the Agency should try to find a way to survey contractors and offer them flu shots, and to make training organized by the IBB Office of Training and Development available to the three grantee organizations, if possible.

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Terry Balazs, IBB Deputy for Engineering and Transmission Services, gave a brief transmission report, including the installation of a new FM transmitter in Benghazi, Libya for Radio Sawa programs, the launch of satellite broadcast service for VOA and RFA targeting China, the successful conclusion of the sale of the IBB property in Erching, Germany for 4.3 million Euros, and the consolidation of Content Management System across all of the networks except RFA.

Governor McCue described the kick-off event of the Commission on Innovation on September 22 in New York City. The participants discussed U.S. international media and the complex communications landscape. She cited some of the ideas surfaced by the participants such as smart content, social connection, and the Internet public. Governor McCue mentioned a list of members for the Commission on Innovation as set forth in Attachment 2.

OCB Director Garcia noted that OCB is connecting with the people in Cuba through various social media platforms and played a short video clip depicting the new media initiatives at OCB. Mr. Garcia described successful activities in text messaging as well as other efforts on Twitter, Facebook and the Internet.

VOA Director Ensor reported on VOA's multimedia strategy marking the 10<sup>th</sup> anniversary of 9/11 and highlighted a successful blog titled, "What's Your 9/11?" which engaged young audiences around the world by asking them to share a single event that shaped their lives. At VOA Director Ensor's request, Jessica Stahl of VOA English Web Branch presented sample collections of stories submitted by audio, video and other social media platforms. The program generated different perspectives and conversations surrounding the 9/11 event.

RFE/RL President Korn briefly described three examples of RFE/RL's impact through its coverage of a hunger strike by two female journalists to protest censorship in Uzbekistan, its broadcast of issues on Radio Free Iraq causing regular debate among Iraq's cabinet members, and its coverage of Eynulla Fatullayev's ordeals with the authorities by working as a journalist in Azerbaijan.

RFA President Libby Liu distributed DVD copies and USB cards of a two-part documentary film titled, "The Mekong." Following-up on recent developments in Burma regarding ease of restrictions on the media/press, Ms. Liu mentioned RFA's exclusive interview with Burma's head of Information in which he announced that he wanted to end press censorship in Burma.

Governor McCue announced a livestream of Pop!Tech event scheduled for October 21, 2011 in the auditorium of the Cohen Building that will feature VOA Persian News Network "Parazit" show and include presentations from RFA, RFE, MBN, OCB and VOA.

There being no other business, the Chairman adjourned the meeting.

The Broadcasting Board of Governors agreed to the following decision elements (all decisions were adopted by a unanimous vote unless otherwise indicated):

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1. Adoption of September 15, 2011 Minutes. Governor Ashe offered an amendment to the minutes, including his vote against approval of the revised grant agreement which the Board approved at the September meeting. Governor McCue offered an amendment to include her participation by phone. Governor Mulhaupt moved to adopt the minutes as amended. Governor McCue seconded. The Board then adopted the amended minutes of September 15, 2011 meeting as set forth in Attachment 3.
2. Revising 2011 BBG Meeting Schedule. Chairman Isaacson moved to adopt the revised BBG meeting schedule for the remaining 2011 calendar year by meeting on November 18 and canceling the December meeting. Governor Ashe seconded. The Board unanimously approved the revised 2011 BBG meeting schedule. The Board also asked the Governance Committee to revisit and make recommendations to the plenary Board about the 2012 meeting schedule.
3. Adoption of Strategy and Budget Committee Report on the 2010-2011 Strategic Review and Mission Statement (as amended).
  - a. The Board noted the comprehensive strategy review led by the Strategy and Budget Committee from September 2010 to May 2011. The process included a detailed study of the global environment in which the BBG operates, an examination of the Agency's mission statement, and consideration of the Agency's distribution and technology efforts. The review also included regional reviews with in-depth consultations engaging senior-management and language service heads and staff at each broadcast organization, as well as panels of experts who provided assessments of leading strategic and media factors in BBG's broadcast areas and the BBG's unique value and impact.
  - b. The Board noted the participation of all elements of United States international broadcasting throughout the many phases of the strategic review– from the discussion of the mission statement, to the IBB Coordinating Committee's efforts on distribution and technology issues, to participation in the many regional reviews.
  - c. Governor Meehan offered an amendment to the Committee's recommendation regarding consolidation of the grantees to clarify that the Board will undertake a study of the feasibility of consolidation. Chairman Isaacson moved to adopt the amendment. Governor Lynton seconded. The Board then adopted the amendment. Governor Lynton moved to adopt the amended Report of the BBG Strategy and Budget Committee on the 2010-2011 Strategic Review as set forth in Attachment 4. Governor McCue seconded. The Board then adopted the report, as amended.
  - d. The Board endorses the recommendations from the Committee Report and adopts the following recommendations as key elements of the BBG Strategic Plan for 2012-2016:

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1. **Consolidating/Streamlining Management:** The Board will make agency management more efficient and effective, pursuing ways to move from a stove-piped bureaucracy of separate, semi-autonomous entities to an integrated media network with multiple brands and a board of directors attending to broad strategic issues. Toward this effort:
  - The agency's part-time board of directors will attend to broad strategic issues, maintenance of the firewall to protect the independence and integrity of the agency's journalism, as well as oversight of the BBG mission; a CEO selected by the Board and subject to the Board's supervision will manage the agency's day-to-day affairs.
  - All senior administrative and management functions will consolidate into one, integrated network management operation.
  - The Agency has begun a study to explore the feasibility of consolidating the three grantee organizations (RFE/RL, RFA, and MBN), pending due diligence, into a single corporate structure sharing a unified administrative and legal framework, while retaining their journalistic missions. The due diligence will include a preliminary look at the short- and long-term financial ramifications and the other benefits and costs of consolidation.
  - The agency will begin a feasibility study to explore de-federalization of agency components, with the goal of optimizing flexibility, efficiency and compatibility with non-federal elements.
2. **Ending Language Services and Minimizing Language Service Duplication:** The Board will seek to end language services in countries with more developed, independent media, and that are no longer strategic priorities. Where the agency has two U.S.-funded media properties operating in a given country, they should cooperate, with shared bureaus, stringers, and distribution networks where feasible. Each will provide complementary, not duplicative, content.
3. **Rationalizing Distribution:** Noting the importance of reaching audiences on their preferred media, the Board will develop innovative methods for distributing content with limited resources. This approach should include devoting resources to the platforms global media-use strongly favors – television, internet, FM, and social media – as well as maintaining shortwave broadcasts in regions where it remains a critical platform. Where shortwave is vital, it will remain. Elsewhere, resource reallocations will support the platforms audiences use.
4. **Launching the Global News Network:** The Board will endeavor to harness the agency's original reporting now spread across 59 different language

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services to power an unprecedented Web-based global newsroom. The Global News Network will aggregate content from the agency's regional divisions and distribute branded news products – radio, television, website, social media/engagement, and enterprise products – for use by Voice of America, Radio and TV Marti, Radio Free Europe/Radio Liberty, Radio Free Asia, and Middle East Broadcasting Networks.

5. **Elevating and Expanding Social Media:** Recognizing the role information technology and access have played in empowering citizens to develop their own news and stories, the Board will promote the role of social media as a key component of U.S. international broadcasting through citizen discourse, peer-to-peer sharing, user-generated content, and other innovations.
6. **Combating Internet Censorship and Jamming:** The BBG will develop, obtain and enhance agency tools and programs to counter Internet censorship, to provide millions of users in China, Iran, Vietnam, and other countries unfettered access to the Internet.
7. **Deploying Forward:** The BBG will seek to forward deploy the agency's news gathering and reporting and program production assets toward its target markets. This effort will involve establishing regional hubs and expanding overseas bureaus in order to enable more comprehensive and timely coverage of local issues and events and drive the implementation of the Global News Network.
8. **Repealing Smith-Mundt:** The BBG will seek to repeal the ban on domestic dissemination contained in the 1948 U.S. Information and Educational Exchange Act ("Smith-Mundt" Act). Adopted in the age of cross-border communication via radio, this Act did not envision either the Internet or satellite broadcasting, which do not honor national boundaries. With all of the BBG's 59 language services available via the web, the agency cannot comply with this outdated statute. In addition, to the extent that BBG-sponsored programming should be available to significant expatriate communities in the United States, we are unable to do so without acting counter to the limitation. The BBG has proposed, and the Administration approved, draft legislation to repeal the Smith-Mundt domestic dissemination ban as it applies to the BBG.
9. **Mission Statement**
  - a. Noting that (i) information and engagement and (ii) free press and free expression will be the twin BBG mission pillars that equally serve to advance freedom and democracy, the Board adopts the following mission statement: *to inform, engage, and connect people around the world in support of freedom and democracy.*

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### 10. Strategic Objective & Performance Goal

- Consistent with the agency's strategic review and future direction, the Board adopt the following over-arching strategic objective for the agency: *to become the world's leading international news agency by 2016, focused on the agency's mission and impact.*
- In support of this strategic objective and as a principal measure of its accomplishment, the agency also set the following performance goal: *to reach 216 million in global weekly audience by 2016.*

**11. Implementation Plan.** The Board directs the IBB Director to develop a detailed implementation plan for the key tenets of the BBG strategic plan described in the Committee's report.

Other Attendees:

The following persons were also present during all or part of the meeting: International Broadcasting Bureau (IBB) Director Richard Lobo, Executive Director Jeffrey Trimble, Deputy General Counsel and Board Secretary Paul Kollmer-Dorsey, Chief Financial Officer Maryjean Buhler, Congressional Coordinator Susan Andross, Director of the Office of Strategic Planning & Performance Measurement Bruce Sherman, Senior Strategist Paul Marszalek, Special Projects Officer Oanh Tran, Director of Public Affairs Letitia King, and Board Operations and Policy Adviser Ashley Pyle; David Ensor, Director of the Voice of America (VOA); Carlos Garcia-Perez, Director of the Office of Cuba Broadcasting (OCB); Steven Korn, President of Radio Free Europe/Radio Liberty (RFE/RL); Libby Liu, President of Radio Free Asia (RFA); Brian Conniff, President of the Middle East Broadcasting Networks (MBN); Steve Redisch, VOA Executive Editor; Barbara Brady, VOA Chief of Staff; Jessica Stahl, VOA Audience Engagement Analyst; Gary Thatcher, IBB Director of the Office of Marketing and External Liaison; Phillip T. Balazs, IBB Deputy for Engineering and Transmission Services; Kelu Chao, IBB Director of the Office of Performance Review; Robert Bole, IBB Co-Director of Digital Innovations; Raina Kumra, IBB Co-Director of Digital Innovations; Diane Butts, IBB Special Projects Officer; Michael Marchetti, RFE/RL Senior Vice President of Finance/CFO; Elizabeth Portale, RFE/RL Chief of Staff/Director of Corporate Strategy; John Giambalvo, RFE/RL Deputy CFO; Anne Noble, MBN General Counsel; Kelley Sullivan, MBN Vice President for Administration/Treasurer; William Clancy, MBN CFO; and Lynne Weil, Senior Advisor to the Under Secretary for Public Diplomacy & Public Affairs.

Approved:

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Walter Isaacson  
Chairman

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Witnessed:

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Paul Kollmer-Dorsey  
Secretary

Attachments:

1. Agenda for October 13, 2011 Meeting
2. Members of the Commission on Innovation
3. Minutes of September 15, 2011 Meeting
4. Report of the BBG Strategy and Budget Committee on the 2010-2011 Strategic Review, as amended

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ATTACHMENT 1

### BROADCASTING BOARD OF GOVERNORS October 2011 Meeting Agenda

Thursday, October 13

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**3 - 4:00 Broadcasting Board of Governors' Meeting (BBG-IBB Conference Room)**

#### **I. Open Session**

Chairman's Remarks

- A. Adoption of Minutes of September 15, 2011 Meeting
- B. Revising BBG Meeting Schedule for Remaining 2011 Year
- C. Conclusion of Year-Long Strategic Review
- D. Year End FY 2011 & FY 2012 Budget Status
- E. IBB Director's Report
  - Management Consultant
- F. Distribution/Technology Initiatives
  - Transmission
  - Content Management System
  - Commission on Innovation
- G. Programming Initiatives/Program Development
  - OCB Director's Report
  - VOA Director's Report
  - RFE/RL President's Report
  - RFA President's Report
  - MBN President's Report
- H. Other Items for Consideration at Next Board Meeting

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### ATTACHMENT 2

#### MEMBERS OF THE BBG'S COMMISSION ON INNOVATION

Akhtar Badshah, Senior Vice President, Microsoft Global Community Affairs  
Alec Ross, Special Advisor for Innovation, US State Department  
Andrew McLaughlin, Executive Director, Civic Commons  
Andrew Rasiej, Founder, Personal Democracy Forum  
Anne-Marie Slaughter, Professor of Politics and International Affairs, Princeton University  
Ben Scott, Policy Advisor on Innovation, US State Department  
Chris Hughes, co-founder, Facebook  
Clay Shirky, Professor & Author, New York University, ITP  
Evan Williams, Co-Founder, Twitter  
Hari Sreenivasan, Correspondent & Managing Digital Editor, PBS NewsHour  
James Montgomery, Controller of Digital & Technology, BBC Global News  
Jan Chipchase, Executive for Global Insights, Frog Design  
Jeff Davidoff, Chief Marketing Officer, ONE  
Jonah Goodhart, Founder and Co-CEO, Moat  
June Cohen, Executive Producer for Media, TED  
Michael Maness, Vice President Journalism & Media Innovation, Knight Foundation  
Mark McKinnon, Public Strategies Inc.  
Mark Surman, Executive Director, Mozilla Foundation  
Paola Antonelli, Senior Curator, Department of Architecture & Design, MoMA  
Premal Shah, President, Kiva  
Randi Zuckerberg, CEO, R-Z Media  
Rebecca MacKinnon, Bernard L. Schwartz Senior Fellow, New America Foundation  
Rob Bluey, Director, Center for Media & Public Policy, The Heritage Foundation  
Rob Glaser, Founder & Chairman, RealNetworks Inc.  
Vivek Kundra, Fellow, Berkman Center for Internet and Society & Shorenstein Center on Press,  
Politics & Public Policy, Harvard University

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### ATTACHMENT 3

From: Broadcasting Board of Governors  
Date: September 15, 2011  
Subject: **Minutes of the BBG Meeting of September 15, 2011**

The Broadcasting Board of Governors (BBG) met today in the VOA Briefing Room at BBG headquarters in Washington, D.C. The meeting was open and streamed on the BBG website.

The meeting was attended by the following Board members:

Chairman Walter Isaacson  
Governor Victor Ashe  
Governor Michael Meehan  
Governor Dennis Mulhaupt  
Governor Dana Perino  
Acting Under Secretary of State Ann Stock

Governors Michael Lynton, Susan McCue and S. Enders Wimbush were not in attendance at the meeting.

Other persons in attendance are listed at the end of these minutes.

The agenda of the meeting is set forth in Attachment 1.

Chairman Isaacson called the meeting to order and noted that the meeting was being held in compliance with the Government in the Sunshine Act.

In support of the President's Open Government Directive, the Chairman said that the Board voted in the morning to make the transcript of Board's discussion of the Fiscal Year 2013 budget available to the public as soon as practicable. The discussion had been held during a morning session which the Board had voted to close, as disclosed in an advance Federal Register notice.

Chairman Isaacson commended Agency staff on the strategic narrative which explains the year-long strategic review and the strategy that the Board tries to develop, and that it informs the budget that would be submitted to OMB as part of the budget process.

The Chairman recognized the presence at the Board meeting of International Broadcasting Bureau (IBB) transmitting station managers, who had come to Washington for their annual

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meeting with the BBG Technology, Services and Innovation division. The Chairman thanked them for their service on the front lines of global distribution of BBG programming.

On behalf of the Board, Chairman Isaacson announced that the Board's intention to shine a light on the efforts of certain governments around the world to thwart media freedom and intimidate BBG-sponsored journalists. He then read a statement calling public attention to a string of disturbing incidents of repression and intimidation perpetrated against BBG journalists in recent months in Nepal, Azerbaijan, Cambodia, Burma and elsewhere.

The Board voted to approve the draft minutes of the July 14, 2011 Board meeting.

Governor Mulhaupt highlighted some issues that were covered in a meeting of the Governance Committee which was held on the day preceding the Board meeting. Governor Mulhaupt noted that the Committee considered two important steps to realize the Board's vision of a more unified, coordinated and effective structure for United States international broadcasting: (i) implementation of the Board's decision to merge the BBG Board staff with the International Broadcasting Bureau (IBB), under the leadership of the IBB Director and (ii) revision of the agreements between the Agency and its grantee organizations, Radio Free Europe/Radio Liberty (RFE/RL), Middle East Broadcasting Networks (MBN) and Radio Free Asia (RFA).

In the IBB-BBG merger update, Governor Mulhaupt informed the Board that the Agency had received Congressional concurrence on the reprogramming letter sent in August 2011 outlining the creation of new IBB offices following the merger of the IBB and BBG staffs under the leadership of the IBB Director. Chairman Isaacson congratulated IBB Director Dick Lobo and Executive Director Jeff Trimble for effectively working together on the merger.

Governor Mulhaupt briefed the Board on the revision of grant agreements. He noted that the Governance Committee voted by a majority to recommend that the Board approve the revised grant agreement. Upon a Board vote to adopt the Committee's recommendation, Chairman Isaacson thanked the grantees for their collaboration and recognized that compromises have had to be made in order to put together the best possible document.

Finally, Governor Mulhaupt reported that the Governance Committee also discussed the Committee's recommendation that the IBB Director should develop a protocol for disclosing information from closed Board meetings, taking into account that the Government in the Sunshine Act permits the Agency to close Board sessions based on defined statutory exemptions. The Committee recognized that there are likely times when materials from such closed meetings could be made public, to the extent that such a release would be lawful and prudent. The Board voted on the Committee's recommendation to direct IBB Director to develop a protocol.

Governor Perino acknowledged Governor McCue's absence and recognized her for spearheading the efforts in social media and other forms of digital innovation. Governor Perino announced the kick-off event of the Commission on Innovation on September 22 in New York City. The event will focus on the role of the commission and the BBG's overall innovation agenda. Another meeting of the Commission is scheduled for October 25 in Washington D.C.

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Robert Bole and Raina Kumra made a presentation on the BBG innovation agenda, including new news supply chain, global conversations, new voices and move communities forward. In support of the innovation agenda, they would be looking across the networks to put talents and tools together to provide more choices for the audience, proposing an office name change from the Office of New Media to the Office of Digital and Design Strategy, launching innovation series to bring outside innovators and cutting edge technology companies into the BBG, laying the foundations by implementing design reform and digital strategy reviews, creating new beats for the next generation, and attempting to forge partnerships.

Governor Meehan announced that he will step down from the BBG Strategy and Budget Committee to focus on the global Internet freedom efforts. Referencing his recent trip to Africa with Governor Perino and McCue, Governor Meehan expressed the Board's deep respect for the journalists' work and emphasized the importance of the Board's role to protect the journalistic integrity. Chairman Isaacson commented further that the Board is totally supportive of the efforts for free flow of information, is against censorship, and has fought against governments/regimes who try to censor. Voice of America (VOA) Director David Ensor thanked Governors McCue, Meehan and Perino for their dedication and efforts for VOA in Africa.

At IBB Director Lobo's invitation, Andre Mendes, IBB Director of the Office of Technology, Services, and Innovation, reported on the efforts to establish an FM station in Benghazi which had been stalled by local officials in Alexandria, Egypt over the release of the needed equipment. Mr. Mendes also reported on the sale of the IBB property in Erching, Germany for approximately \$6.2 million that would be available to the Agency as soon as the local German authorities have completed the required process, and the satellite broadcast service for VOA and RFA targeting China that would go into effect September 20.

IBB Director Lobo reported on a study of consolidation of BBG offices and bureaus as suggested by Governor Ashe. As a result of the study, progress on consolidation of news bureaus abroad is as follows: MBN and VOA staffs in New York and London as well as radio personnel in Cairo will be in shared facility by the end of the calendar year; MBN and VOA staffs in Cairo and Jerusalem will be collocated in spring of 2012; VOA and RFE/RL are working toward collocation in Moscow in 2012; and VOA and RFA management are working on collocation in Bangkok.

Mr. Lobo invited the Board members to participate in the 2011 Gold Medal Award ceremony that recognizes employees who have made some of the most outstanding contributions to the BBG's mission. The ceremony is scheduled for September 27, 2011 which 95 awards will be given based on the 297 nominations received.

Referring to the IBB Director's written report in the briefing book on the management consultant that would be hired to assist the Board in reviewing its strategic plan, particularly the consolidation of various entities, Governor Ashe asked if the management consultant would first review whether it makes sense and is desirable for the entities to be consolidate and, assuming

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that it is desirable, then develop a plan for implementation. Mr. Lobo replied affirmatively and stated that the management consultant would be selected in the coming days, and its priority would be to meet with the Board, network heads, and key personnel in order to discuss what the Board wants to do and that this would be one of the priority discussions.

MBN President Brian Conniff announced that Alhurra's weekly audience in Egypt had doubled to nearly 8 million according to recent survey results. A short video clip of Alhurra's coverage on the Libyan uprising was played. Mr. Conniff noted that MBN continues to share videos and reports with VOA to maximize resources on-the-ground. The Chairman commended MBN and VOA for their collaboration.

Office of Cuba Broadcasting Director Carlos Garcia described some programming initiatives, including changing the format for radio news, integrating social media, implementing proxy sites, installing a new TV studio set and among other efforts.

VOA Director David Ensor thanked the Board for the opportunity to serve for VOA and noted that it was his first Board meeting. He provided programming highlights including VOA correspondents reporting from North Korea and Burma, a joint VOA and Alhurra mini-documentary on the relationship between a Muslim mayor and an Orthodox Jewish deputy mayor (short video clip was played), a launch of Somali/Amharic special radio broadcasts to provide specific news and information to refugees impacted by the famine and drought in East Africa, and a new web video series, "OMG! Meiyu," that gives Mandarin Chinese speakers a fun and accessible window into the colloquial side of American English (A short video clip was played).

RFE/RL President Steve Korn reported that he had spent a full week in Prague with the staff there and will meet with all the language services in the coming days to learn and understand about their work. He expressed his appreciation for the journalists' courage and dedication to the mission of the organization.

RFA President Libby Liu thanked Mr. Bole and Ms. Kumra for their assistance in digital innovations. She alerted the Board about a changing media scene in Burma including the government's relaxation of Internet blocks of VOA, BBC and other websites and the disappearance of the government's criticisms of Western media.

Chairman Isaacson announced that the next Board meeting will be held at BBG headquarters in Washington, and that the Board tries to hold at least one meeting each year at the headquarters of each of the BBG-sponsored international broadcasting entities and thus, will be meeting at MBN headquarters in Springfield, VA in December.

There being no other business, the Chairman adjourned the meeting.

The Broadcasting Board of Governors agreed to the following decision elements (all decisions were adopted by a unanimous vote unless otherwise indicated):

## Minutes of October 13, 2011 Meeting

1. Adoption of July 14, 2011 Minutes. Acting Under Secretary of State Ann Stock made a motion for the adoption of the minutes of the July 14, 2011 meeting set forth in Attachment 2. Governor Ashe seconded. The minutes were adopted by the Board.
2. Adoption of Governance Committee Recommendations. The Board heard a briefing from Governor Mulhaupt regarding the Governance Committee meeting held on September 14, 2011, including the following recommendations by the Governance Committee:
  - a. Adoption of the July 13, 2011 Governance Committee Report. Governor Mulhaupt moved for the adoption of the July 13, 2011 Governance Committee Report as set forth in Attachment 3 its entirety, noting that the plenary Board had already adopted a number of the recommendations individually at the Board's July 14, 2011 meeting. Chairman Isaacson seconded. Governor Ashe abstained. The report was adopted by the Board.
  - b. Status of IBB-BBG Merger. The Board received a status update on the implementation of its April 2011 decision to merge the staffs of the International Broadcasting Bureau (IBB) and the BBG. Governor Mulhaupt moved to adopt the Committee's recommendation in b (ii). Chairman Isaacson seconded. The recommendation was adopted by the Board.
    - i. The Board noted that a reprogramming letter outlining the new IBB offices was sent to the Agency's Congressional oversight committees on August 26, 2011 and that Congressional concurrence was received the day before the meeting.
    - ii. The Board directs the IBB Director to create the offices contemplated in the reprogramming letter (and previously approved by the Board at its June 2011 meeting) in order to implement the IBB/BBG merger in compliance with applicable law and regulation.
  - c. Revision of Grant Agreement. The Board received a status update on revising the grant agreement. Governor Mulhaupt moved to adopt the Committee's recommendation to approve the revised grant agreement. Governor Ashe made a motion to amend the revised grant agreement to include "routine correspondence or communications" in Article IV(c)(4). Chairman Isaacson seconded the amendment. The Board adopted the amendment. Governor Mulhaupt moved to adopt the revised grant agreement as amended. Chairman Isaacson seconded. Governor Ashe voted "no". The Board then adopted the revised grant agreement as amended as set forth in Attachment 4.
    - i. The Board noted its September 2010 decision to revise the terms and conditions of the grant agreements to correspond to the operational realities of the relationships between the BBG and each respective grantee, the requirements of

## Minutes of October 13, 2011 Meeting

the U.S. International Broadcasting Act of 1994, as amended, and federal grant law.

- ii. The Board noted that IBB staff has worked with the legal and financial staffs of the grantees to prepare a revised grant agreement in order to satisfy the requirements of the September 2010 Board decision.
  - iii. The Board noted the advice of the BBG Office of General Counsel that the proposed grant agreement is consistent with the BBG's statutory authority and complies with applicable law and regulation.
  - iv. The Board approves the revised grant agreement in all material respects and directs the IBB Director to work with the grantees to finalize the agreements and issue them to the grantees for signature by no later than October 1, 2011.
- d. Release of Materials from Closed Board Meetings. Governor Mulhaupt moved to adopt the Committee's recommendation in (d)(i) to direct the IBB Director to develop a protocol. Governor Ashe seconded. The recommendation was adopted by the Board.
- i. The Board directs the IBB Director to develop a protocol for producing minutes for all future closed meetings of the plenary Board and releasing to the public such portions of the minutes as may be lawful and prudent to release.
  - ii. The protocol should involve a mechanism to allow interested Governors to review the minutes prior to their release.

### Other Attendees:

The following persons were also present during all or part of the meeting: International Broadcasting Bureau (IBB) Director Richard Lobo, Executive Director Jeffrey Trimble, Deputy General Counsel and Board Secretary Paul Kollmer-Dorsey, Chief Financial Officer Maryjean Buhler, Director of Communications and External Relations Diane Zeleny, Director of the Office of Strategic Planning & Performance Measurement Bruce Sherman, Special Projects Officer Oanh Tran, Director of Public Affairs Letitia King, and Board Operations and Policy Adviser Ashley Pyle; Steven Korn, President of Radio Free Europe/Radio Liberty (RFE/RL); Libby Liu, President of Radio Free Asia (RFA); Brian Conniff, President of the Middle East Broadcasting Networks (MBN); Carlos Garcia-Perez, Director of the Office of Cuba Broadcasting (OCB); David Ensor, Director of the Voice of America (VOA); Andre Mendes, IBB Director of the Office of Technology, Services, and Innovation; Robert Bole, IBB Co-Director of Digital Innovations; Raina Kumra, IBB Co-Director of Digital Innovations; and Lynne Weil, Senior Advisor to the Under Secretary for Public Diplomacy & Public Affairs.

## Minutes of October 13, 2011 Meeting

Approved:

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Walter Isaacson  
Chairman

Witnessed:

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Paul Kollmer-Dorsey  
Secretary

Attachments:

1. Agenda for September 15, 2011 Meeting
2. Minutes of July 14, 2011 Meeting
3. Governance Committee Report from July 13, 2011 Meeting
4. Revised Grant Agreement

# Minutes of October 13, 2011 Meeting

ATTACHMENT 4

## REPORT OF THE BBG STRATEGY AND BUDGET COMMITTEE

October 13, 2011  
BBG Headquarters, Washington D.C.

### Members

Governor Michael Meehan, Co-Chair  
Governor Enders Wimbush, Co-Chair  
Governor Dennis Mulhaupt  
BBG Chairman Walter Isaacson (*ex officio*)

### REPORT ON THE 2010-2011 STRATEGIC REVIEW\*

Under the direction of the Board, the Strategy and Budget Committee led a strategy review from September 2010 to May 2011. Below are details of the process; a summary, in the form of a narrative for the 2012-2016 BBG strategy, of the review findings; and recommendations to the Board.

We urge the Board adopt this report as the framework of its 2012-2016 strategy.

The Board, adopting this report, is expressing its fundamental belief that U.S. international broadcasting is up to the challenges. We believe we have the people and creativity and, if we restructure and reallocate resources strategically, the resources to be what we aim to be: the world's leading international news agency by 2016 with 216 million global audience, focused on the agency's mission and impact.

The BBG, in the size and scope of our news gathering and reporting, the daily broadcast hours, the number of language services, and many other criteria, is already a leading international news agency. Yet, due to inefficiency, redundancy, and lack of coordination, we have not lived into our potential. It is time to do so.

This is our call to action: ***Impact through Innovation and Integration.***

### Summary of BBG's 2010-2011 Strategic Review Process

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The comprehensive process covered all BBG language services and target regions. The review included a detailed study of the global environment in which the BBG operates, an examination of the agency's mission statement, and consideration of the agency's distribution and technology efforts.

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\* This report was adopted by the plenary Board at the October 13, 2011 meeting of the Broadcasting Board of Governors.

## Minutes of October 13, 2011 Meeting

The BBG also engaged in regional reviews that included in-depth consultations with senior management and language service heads and staffs at each of the BBG broadcast organizations. The regional reviews also involved panels of experts, who on *pro bono* basis offered their assessment of leading strategic and media factors in the BBG's broadcast areas as well as their views as to the language services' unique value and impact. Governors attended many of the review sessions.

The Strategy and Budget Committee called numerous meetings to hear interim reports and recommendations as the review proceeded, allowing senior broadcast management additional opportunities to express their views. The Committee then reported its findings to the full Board at its monthly meetings. This process has richly informed the formulation of the BBG's FY 2013 budget request.

Process details:

- **Global Operating Environment**

The strategic review launched with briefings from the National Security Council and State Department regarding the United States' national security and public diplomacy strategies. The Board also heard briefings and research presentations from the State Department, CIA, Gallup, and Intermedia on global, political, and media trends.

Broadcasting entities provided analyses of their strengths, weaknesses, opportunities, and threats (SWOT analysis) for each of their respective language services as a tool for understanding the environments in which each entity operates. The BBG completed a similar analysis for U.S. international broadcasting as a whole.

- **Mission Statement**

The Strategy and Budget Committee convened a special session in October 2010 to initiate a discussion of the Agency's mission statement and the roles of the BBG-funded broadcasting entities. The leaders of each entity (IBB, VOA, OCB, RFE/RL, RFA, and MBN) continued meeting on several occasions throughout the strategic review to shape a new mission statement for the BBG. Their hours of work incorporated feedback from the previous statement and lessons from the other elements of the strategic review as it progressed.

- **Distribution and Technology**

The IBB Coordinating Committee is required by the United States International Broadcasting Act of 1994, as amended, to "address operational strategies arising from the implementation activities of the elements of United States international broadcasting." The Board directed the Committee to focus its efforts on providing input to inform the BBG strategic review dealing with global distribution of programming and use of technology.

## Minutes of October 13, 2011 Meeting

In December 2010, the IBB Director presented a report to the Strategy and Budget Committee focused on the principles and methods for establishing a global distribution strategy. The IBB Coordinating Committee continued contributing to the strategic review throughout the process by attending the internal roundtables described below and providing data for each regional review on distribution challenges and opportunities, media use, modes of distribution, weekly reach, and annual distribution costs by each language service in the region.

- **Regional Reviews**

About 75 percent of the strategic review's meetings were devoted to regional reviews. The aim of the regional reviews was to pinpoint the political and media factors shaping BBG broadcast environments, to understand current BBG-sponsored broadcasting strategy and efforts, and to think expansively about future directions – all with a specific regional focus. Each regional review included a panel with external consultants, an internal roundtable with entity management and language service personnel, and a briefing book with detailed information specific to the region. Each external panel included between three and five experts from varied fields – area specialists, journalists, media professionals, etc. In total, the Strategy and Budget Committee held over 15 such panels with more than 75 experts.

Understanding the importance of internal and bottom-up feedback, the Committee also held internal roundtables for each region to solicit the views of management and language service personnel. The Committee spent more than 40 hours in 22 such roundtables. These meetings brought staff from different BBG entities operating in overlapping regions together for the first time for a strategic discussion. For instance, the regional reviews covering Iraq and Iran included management and language service personnel from VOA, RFE/RL, and MBN, as well as IBB.

The briefing books for each regional review remained consistent and contained the following background information to support the Board's decision-making:

- The United States' foreign policy and national security perspective in the region;
- Language service review profiles for each language service in the region;
- Performance plans or roadmaps for each language service in the region;
- The SWOT analysis for each language service in the region;
- A discussion draft of a strategy map for BBG broadcasting to the region;
- An analysis of the distribution challenges and opportunities in the region from the IBB Coordinating Committee; and
- Data on media use, modes of distribution, weekly reach, and annual distribution costs by each language service in the region.

About 20 briefing books, 15 devoted entirely to regional reviews, were produced to support strategic considerations.

## Minutes of October 13, 2011 Meeting

### Summary of BBG's 2010-2011 Strategic Review Findings

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#### *Impact through Innovation and Integration*

#### **BBG Strategic Plan, 2012-2016**

#### **Narrative**

(*Note:* The following lays out in brief narrative form the future strategic direction of the Broadcasting Board of Governors, consistent with the principles approved by the Governors at their July 2011 meeting. Supporting this document are supplemental papers that provide analysis and further action steps in the areas of distribution, regional and country plans, and specific future media initiatives.)

- **Our Impact in the World**

At the historic junction of global political and economic upheaval and a sweeping revolution in communications, U.S. international broadcasting faces exciting opportunities and critical challenges in its core mission to promote freedom and democracy. The global need for objective news, analysis and free debate has never been more timely or relevant:

- In the Middle East and North Africa, vibrant but uneven democratic transformation is being fueled by vital, instant news and information.
- Extremist propaganda – within or from Afghanistan, Iran, North Korea, Pakistan, Somalia, Yemen, and elsewhere – stokes threats to U.S. national security by inciting violence against America and its allies.
- Country after country, from Belarus to Burma to Russia, represses human rights and restricts free flows of information.
- Governments that censor the news and seek to control the media act with increasing impunity. From China to Cuba, countries have declared war against the Internet and traditional media, including increased jamming of radio and satellite broadcasts.
- Millions in Africa, Haiti, and elsewhere who suffer the ravages of famine, natural disasters and disease desperately need humanitarian information lifelines.

Our nation's overseas media outlets – Voice of America, Radio Free Europe/Radio Liberty, Alhurra TV and Radio Sawa, Radio Free Asia, and Radio and TV Marti – are vital, cost-effective national security assets whose impact is felt by some 166 million people weekly everywhere on the globe where critical U.S. interests are at stake. U.S. international broadcasting has evolved over six decades as broadcasting initiatives were created to meet national security challenges. To provide resources to increase our impact and meet future challenges, consolidation and rationalization are necessary.

U.S. international broadcasting supports societies in transition and in crisis. It provides an antidote to censored news; technologies to break through government information firewalls; and timely, life-saving information critical during humanitarian emergencies.

## Minutes of October 13, 2011 Meeting

With global press freedom at a two-decade low, our value-added is to support freedom of press and expression, essential to fostering and sustaining free societies. Promoting the development of these healthy, stable, democratic societies through credible, accurate journalism supports U.S. national interests.

Unconstrained by the demands of a commercial model – but fully independent editorially – BBG is responsive to U.S. foreign policy priorities. We reach people in their languages of choice; in countries where advertising revenue to support independent journalism is limited or not available; where there are severe obstacles to developing relevant programming and hiring and training journalists; and where governments jam broadcasts and censor the Internet. In short, we go where other media outlets are reluctant to go, and we leave when the media environment provides the population what they need.

- **The New Global Information Environment**

As vital as our mission is, retaining and increasing our audiences and our impact will not be easy in the face of intense competition from traditional media outlets and expanding digital and social media alternatives.

Across the world, commercial, cable and satellite TV and FM radio stations continue to proliferate. TV remains the world's dominant medium for news and entertainment. The Internet continues to grow. Social media usage is increasing geometrically. Ownership of mobile phones has reached near saturation levels in even the poorest countries.

It is crucially important that we reach audiences on their preferred media platforms. Almost always, this means using multiple platforms simultaneously. Yet we do not have unfettered access to these platforms or unlimited resources. Governments routinely deny access to local TV and radio broadcasting, or local media laws restrict the type of content foreign sources can distribute. Some countries – including Iran, China, North Korea, Cuba and Ethiopia – jam our broadcasts and block our Internet sites.

Information technology and access has empowered citizens to develop their own news and stories independently of traditional channels. Information and ideas now flow largely through networks, not hierarchies. Online communities and conversations abound amid growing information chaos and clutter. Going forward, it will be increasingly difficult for any one organization to drive the news or discussion agenda. Just getting heard will be hard.

Yet while the world is awash in media, press freedom stands at a two-decade low, according to Freedom House. More media does not necessarily mean better journalism. In many countries, the Internet is under wholesale assault. Reporters without Borders cites China, Cuba, Iran, Saudi Arabia, Syria, Turkmenistan, and another half-dozen countries as “enemies of the Internet.” The absence of free flows of credible information in many of our markets, despite the proliferation of media, further points up our relevance and opportunity.

## **Minutes of October 13, 2011 Meeting**

Against this backdrop are the activities of other government-sponsored international media. Western government-supported media are experiencing severe budgetary pressures leading them to eliminate language services, terminate distribution networks, and lay off journalists. At the same time, China, Russia, Iran, Qatar, and other countries are well-financed and expanding their international media efforts. China has a multi-billion dollar global information campaign underway, strengthening the Xinhua News Agency as well as China Radio International and CCTV. Qatar, building on the Al Jazeera brand in Arabic and English, is soon to launch services in Serbo-Croatian, Swahili, and Turkish.

Non-state actors, most notably those who support violent extremism, are also active in global media. Al Qaeda, the Taliban, and their affiliates carry out aggressive campaigns of disinformation and propaganda, not only in the Middle East and South Asia but in East and West Africa and around the world via the Internet.

Compounding the challenge is the burgeoning global youth population. In nearly every one of our markets, the median age of the population is between 18 and 30. New audiences have to come from among the hundreds of millions in this cohort. For the most part these people have never heard of our traditional radio and TV stations, or our Web sites. Their media use strongly favors digital platforms. Their interest in news, our traditional strength, is very limited.

- **The Urgency of Innovation**

We have to innovate as never before to remain strategically relevant in the current geopolitical context and to compete effectively in the new global information space. The innovation we need is not just about new content or products; it's about creating altogether new ways of doing business to accomplish the agency's mission.

Innovation means, for example, harnessing our original reporting now spread across 59 different language services to power an unprecedented Web-based global news network. It means developing automated translation that will allow users anywhere in the world to tap into this new network and consume our products in their native language. It means exploiting delivery technologies newly prominent in key markets, such as satellite-delivered video for China, Central Asia and Southeast Asia.

It means launching a prototype TV channel in Latin America that features crowd-sourced content targeted to youth. It means working with other elements of the U.S. Government, such as placing FM antennas at U.S. embassies in Africa as a low-cost, high-impact solution for badly needed additional distribution. And it means partnering with other Western international broadcasters in global research efforts to share research techniques and costs in ways that will expand our audience and market knowledge base to inform strategies.

- **A Leader in Internet Censorship Circumvention and Anti-Jamming**

For over 60 years U.S. international broadcasting has fought censorship in all its forms. Today, a key strategic priority for the BBG is to assist the world's citizens to gain access to information

## Minutes of October 13, 2011 Meeting

on all platforms, and in every place where governments routinely censor information for political purposes. BBG's efforts to counter Internet censorship have grown exponentially in the past few years, with significant results for the millions of users who now have unfettered access to the Internet. BBG also seeks to raise a strong voice on the international stage in order to expose the issues of satellite jamming, censorship and Internet blocking. BBG's efforts are complemented through close coordination with the State Department.

- **The Need for Integration**

Today's economic realities argue for correcting our organizational inefficiencies. The agency must be restructured and repositioned to provide a leaner, more streamlined and efficient entity to meet today's challenges and those that lie ahead.

The BBG is a complex amalgam of broadcast entities created at different points in time over the last 70 years in response to foreign policy challenges of the moment. It encompasses multiple media properties, some Federal and some non-Federal, with different legal and administrative frameworks; 59 languages but 83 language services with 40 percent overlap; nearly 4,000 employees; 50+ overseas bureaus; and 1,500 stringer reporters – all in organizational silos with little cross-cutting coordination.

The current structure complicates managing resources for highest impact as well as the integration and projection of core talents and capabilities. It obstructs efforts to transform the agency's assets into an integrated network that can take advantage of the wide-ranging, highly professional newsgathering activities done by each BBG entity. It also restricts our ability to merge our high-quality journalism with user engagement and peer-to-peer information sharing.

Integration must therefore accompany innovation as an operational imperative. We must break down a stove-piped bureaucracy of separate, semi-autonomous entities, and shape a robust, integrated, international media network with multiple brands targeted to markets where they still strongly resonate.

The BBG's year-long strategic review identifies a new organization through which a more effective broadcast organization can be built:

- The agency's part-time board of directors will attend to broad strategic issues, maintenance of the firewall to protect the independence and integrity of the agency's journalism, as well as oversight of the BBG mission; a CEO selected by the Board and subject to the Board's supervision will manage the agency's day-to-day affairs.
- All senior administrative and management functions including strategy, development, distribution, marketing, legal, communications, social media innovation, research and evaluation, will consolidate into one, integrated network management operation.

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- The Agency has begun a study to explore the feasibility of consolidating the three grantee organizations (RFE/RL, RFA, and MBN), pending due diligence, into a single corporate structure sharing a unified administrative and legal framework, while retaining their journalistic missions. The due diligence will include a preliminary look at the short- and long-term financial ramifications and the other benefits and costs of consolidation.\*
- We will explore de-federalization of the federal agency components, beginning with a feasibility study to assess key legal and administrative issues. Optimally, all BBG components will share the same legal and administrative framework to maximize operational flexibility and integration.
- We will end language services in countries with more developed, independent media, and that are no longer strategic priorities. Where we have two U.S.-funded media properties operating in a given country, now largely working in isolation of one another, they will cooperate, with shared bureaus, stringers, and distribution networks where feasible. Each will provide complementary, not duplicative, content.
- We will make wholesale changes to the way we distribute our content. We are currently configured largely as we were in the 1980s, with substantial resources devoted to shortwave broadcasting. Global media use now strongly favors TV, the Internet, and FM radio as well as social media. Shortwave is vital in a half-dozen countries. But elsewhere we will sharply draw down our shortwave capacity to reallocate the resources to the new platforms our audiences are using.
- We will forward deploy substantial news-gathering and reporting as well as program production assets away from Washington and towards the target markets, establishing strategic, efficient regional hubs and expanding overseas bureaus. This will enable more comprehensive and timely coverage of local issues and events which matter most to our audiences and will drive the planned global news network.
- We will seek the repeal of a decades-long ban on domestic dissemination contained in the 1948 U.S. Information and Educational Exchange Act (“Smith-Mundt” Act). Adopted in the age of cross-border communication via radio, this Act did not envision either the Internet or satellite broadcasting, which do not honor national boundaries. With all of the BBG’s 59 language services available via the web, the agency cannot comply with this outdated statute. In addition, to the extent that BBG-sponsored programming should be available to significant expatriate communities in the United States, we are unable to do so without acting

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\* This language contains an amendment adopted by the plenary Board at the October 13, 2011 meeting of the Broadcasting Board of Governors.

## Minutes of October 13, 2011 Meeting

counter to the limitation. To remedy this disconnect, the BBG has proposed, and the Administration approved, draft legislation to repeal the Smith-Mundt domestic dissemination ban as it applies to the BBG.

- **Our New Identity, Mission Statement, and Principal Goals**

By fundamentally restructuring and repositioning the agency we will create a new organizational identity with a new name. “Broadcasting Board of Governors” dates to our establishment as part of the now-defunct U.S. Information Agency in the mid-1990s. It is confusing, and fails to convey the diverse media operation we represent. The new identity will be corporate in nature. Our current brands will remain the public faces for our audiences, who have come to know and trust them.

None of the proposed restructuring and new identity changes our mission. It remains solidly to support freedom of press and freedom of expression. Yet, as our new direction makes clear, in today’s global information environment we can’t simply focus on generating great content, as important as it is. We must also embrace our audiences’ content and the conversations they want to have.

We capture this in the following revised mission statement:

*To inform, engage, and connect people around the world  
in support of freedom and democracy.*

We will aggressively pursue this mission across the Middle East and North Africa and elsewhere as democracy movements evolve and emerge; in China, Iran, North Korea and Cuba and all the places that deny their citizens access to independent news and information; in Africa and elsewhere not only to provide humanitarian relief but also to aid democracy formation and development; and in the face of extremist propaganda and hate speech from wherever they emanate.

Despite budgetary pressures, we will not accept that our audiences and our impact will shrink. Through the steps outlined here we intend to prepare and position the new agency for smart growth. Our strategic review of all agency broadcast operations over the last year has identified more than a dozen new media initiatives that will enable us to substantially expand global audience reach and impact.

Consistent with our review and future direction, we have set the following as our over-arching strategic objective:

*To become the world’s leading international news agency by 2016, focused on the agency’s mission and impact.*

In support of this objective, and as a principal measure of its accomplishment, we have also set the following performance goal:

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*To reach 216 million in global weekly audience by 2016.*

- **Implementation Challenges**

The goals we have set are ambitious given the intensely competitive global information environment, real-world limitations on our ability to report and disseminate the news from countries that deny our journalists visas and jam our broadcasts, and the difficult federal government budget environment.

While much of the world's media is not free, its sheer abundance clutters the marketplace and makes breaking through to new audiences difficult. And other media organizations, public and private, are just as determined as we are to succeed. Many of them enjoy competitive advantages due to funding, ideological and cultural affinities with target audiences, and other factors.

Change on the order we propose is inherently unsettling. There will be resistance within and outside the organization. Employees will naturally worry about their jobs; stakeholders will want to know about possible loss or diminution of service for specific countries. There will also be legitimate differences over strategies and tactics.

What would most keep us from achieving our goals, however, would be to perpetuate a system that traps resources in inefficiency and duplication, keeps people and programs stove-piped, and fails to leverage our collective strengths.

- **Gauging Success**

We will measure success in new as well as traditional ways. Audience reach, reflected in the 216 million goal, will remain a key success measure, as will audience perceptions of the reliability of our news and the degree to which we enhance our audiences' understanding of current events. However, impact can seldom be reduced to a single quantitative factor. Impact is ultimately about whether we make a difference in the lives of our audiences in ways that correspond to the larger aims of our efforts. With a new global research program to be in place in FY 2012, we will begin an assertive effort to measure performance using a robust set of new performance indicators, including whether we are driving news and discussion agendas in key markets.

- **Call to Action**

The Board, in setting forth the above actions and goals, is expressing its fundamental belief that the agency is up to the challenges. We believe we have the people and creativity and, if we restructure and reallocate resources strategically, the material resources to be what we aim to be: the world's leading international news agency by 2016 with 216 million global audience, focused on the agency's mission and impact.

The BBG, in the size and scope of our news gathering and reporting, the daily broadcast hours, the number of language services, and many other criteria, is already a leading international news

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agency. Yet, due to inefficiency, redundancy, and lack of coordination, we have not lived into our potential. It is time to do so.

This is our call to action: *Impact through Innovation and Integration.*

## Minutes of October 13, 2011 Meeting

### Summary of Preliminary Recommendations

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The BBG's Strategic Plan, 2012 – 2016, must address the critical challenges and new opportunities in a global broadcasting environment marked by political and economic upheaval and a historic communications revolution. The demand for objective news, analysis, and engagement remains high. The U.S. capacity to fill that demand – through the most dynamic media technologies and newsgathering strategies – must advance to meet both the nation's foreign policy requirements and audiences' information needs.

Based on its deliberations throughout the strategic review, the Strategy and Budget Committee makes the following preliminary recommendations to the plenary Board:

- **BBG Strategic Plan (2012-2016): Impact through Innovation and Integration**

The Strategy and Budget Committee recommends that the Board adopt the following elements as key tenets of BBG Strategic Plan for 2012-2016:

- **Consolidating/Streamlining Management:** That the Board will make agency management more efficient and effective, pursuing ways to move from a stove-piped bureaucracy of separate, semi-autonomous entities to an integrated media network with multiple brands and a board of directors attending to broad strategic issues. Toward this effort:
  - The agency's part-time board of directors will attend to broad strategic issues, maintenance of the firewall to protect the independence and integrity of the agency's journalism, as well as oversight of the BBG mission; a CEO selected by the Board and subject to the Board's supervision will manage the agency's day-to-day affairs.
  - All senior administrative and management functions will consolidate into one, integrated network management operation.
  - The Agency has begun a study to explore the feasibility of consolidating the three grantee organizations (RFE/RL, RFA, and MBN), pending due diligence, into a single corporate structure sharing a unified administrative and legal framework, while retaining their journalistic missions. The due diligence will include a preliminary look at the short- and long-term financial ramifications and the other benefits and costs of consolidation.\*

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\* This language contains an amendment adopted by the plenary Board at the October 13, 2011 meeting of the Broadcasting Board of Governors.

## Minutes of October 13, 2011 Meeting

- The agency will begin a feasibility study to explore de-federalization of agency components, with the goal of optimizing flexibility, efficiency and compatibility with non-federal elements.
- **Ending Language Services and Minimizing Language Service Duplication:** That the Board will seek to end language services in countries with more developed, independent media, and that are no longer strategic priorities. Where the agency has two U.S.-funded media properties operating in a given country, they should cooperate, with shared bureaus, stringers, and distribution networks where feasible. Each will provide complementary, not duplicative, content.
- **Rationalizing Distribution:** Noting the importance of reaching audiences on their preferred media, that the Board will develop innovative methods for distributing content with limited resources. This approach should include devoting resources to the platforms global media-use strongly favors – television, internet, FM, and social media – as well as maintaining shortwave broadcasts in regions where it remains a critical platform. Where shortwave is vital, it will remain. Elsewhere, resource reallocations will support the platforms audiences use.
- **Launching the Global News Network:** That the Board will endeavor to harness the agency’s original reporting now spread across 59 different language services to power an unprecedented Web-based global newsroom. The Global News Network will aggregate content from the agency’s regional divisions and distribute branded news products – radio, television, website, social media/engagement, and enterprise products – for use by Voice of America, Radio and TV Marti, Radio Free Europe/Radio Liberty, Radio Free Asia, and Middle East Broadcasting Networks.
- **Elevating and Expanding Social Media:** Recognizing the role information technology and access have played in empowering citizens to develop their own news and stories, that the Board will promote the role of social media as a key component of U.S. international broadcasting through citizen discourse, peer-to-peer sharing, user-generated content, and other innovations.
- **Combating Internet Censorship and Jamming:** That the BBG will develop, obtain and enhance agency tools and programs to counter Internet censorship, to provide millions of users in China, Iran, Vietnam, and other countries unfettered access to the Internet.
- **Deploying Forward:** That the BBG will seek to forward deploy the agency’s news gathering and reporting and program production assets toward its target markets. This effort will involve establishing regional hubs and expanding overseas bureaus in order to enable more comprehensive and timely coverage of local issues and events and drive the implementation of the Global News Network.

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- **Repealing Smith-Mundt:** That the BBG will seek to repeal the ban on domestic dissemination contained in the 1948 U.S. Information and Educational Exchange Act (“Smith-Mundt” Act). Adopted in the age of cross-border communication via radio, this Act did not envision either the Internet or satellite broadcasting, which do not honor national boundaries. With all of the BBG’s 59 language services available via the web, the agency cannot comply with this outdated statute. In addition, to the extent that BBG-sponsored programming should be available to significant expatriate communities in the United States, we are unable to do so without acting counter to the limitation. The BBG has proposed, and the Administration approved, draft legislation to repeal the Smith-Mundt domestic dissemination ban as it applies to the BBG.
  
- **Mission Statement**
  - Noting that (i) information and engagement and (ii) free press and free expression will be the twin BBG mission pillars that equally serve to advance freedom and democracy, that the plenary Board adopt the following mission statement: *to inform, engage, and connect people around the world in support of freedom and democracy.*
  
- **Strategic Objective & Performance Goal**
  - That, consistent with the agency’s strategic review and future direction, the Board adopt the following over-arching strategic objective for the agency: *to become the world’s leading international news agency by 2016, focused on the agency’s mission and impact.*
  - That, in support of this strategic objective and as a principal measure of its accomplishment, the agency also set the following performance goal: *to reach 216 million in global weekly audience by 2016.*
  
- **Implementation Plan**
  - That the Board direct the IBB Director to develop a detailed implementation plan for the key tenets of the BBG strategic plan described in this Committee’s report.