



The Process of Gate keeping in Broadcast Advertising:
A Case Study of the Ethiopian Radio and Television
Agency (ERTA)

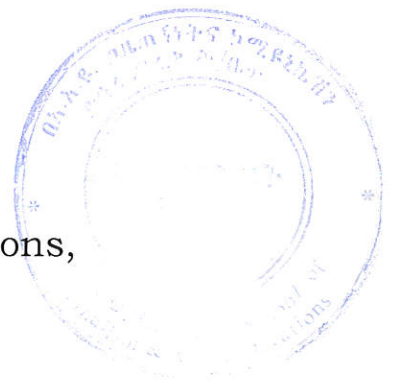
By: Daniel Berhanu

Advisor: Dr. Gebremedhin Simon

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(ERTA)

BY
DANIEL BERHANU TESHOME



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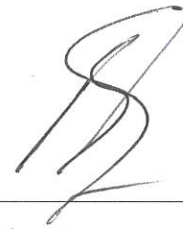
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Chairman, Department Graduate Committee

Signature

Getnetachew T. Simon (Ph.D)

Advisor



Signature

PROFESSOR ABAYI R. FELEK

Examiner



Signature



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*It would have been so difficult without the support of my friends,
thank you so much!*

*I would like to thank every one of you who welcomed me to your offices;
and of course many thanks to my family.*

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ABBREVIATIONS

ERTA - Ethiopian Radio and Television Agency

ETV - Ethiopian Television (sometimes interchangeably use with ERTA)

DACA - Drug Administration and Control Authority of Ethiopia

ABSTRACT

This study examines the gatekeeping process of broadcast advertisements. It tries to explore the basic principles of gatekeeping of the broadcast advertisements in Ethiopian Radio and Television Agency (ERTA), identifies the major challenges in the process and explores how ERTA defines its media responsibility role in relation to selection criteria of advertisements.

I use the qualitative research methodology for the data analysis. Purposive and snow ball sampling techniques used in the research. In-depth interview, observation and documents are main data gathering techniques that I used for the research. Social responsibility theory is the major theoretical frame work used for the research, which *"emphasized freedom, it holds that responsibility is necessarily a partner to freedom in institutional behavior"*. In the advertisement selection process, the gatekeepers in ERTA refer to the advertising manual of the institution. Legal and ethical frameworks; marketing concerns and respect to institutional policies are the grounds for advertising gatekeeping of ERTA.

The major forms of gatekeeping are categorized as reviewing advertising content, checking production quality, cost of air-time and placement. Un-updated advertising manual, lack or limited training, the pressure of the customers on the gatekeepers, dominated personal interpretations, problem of technical quality control, the disparity of execution between advertising manual and editorial policy of ERTA are some of the challenges of advertising gatekeeping.

The research findings show that there are inconsistent decisions over advertisements; some contents and forms of advertisements do not have the parameter in the advertising manual of the institution; the advertisers and advertising agencies give little or no attention to ethical and legal obligations; ERTA did not publicize its advertising manual to its customers; unhealthy relation between advertising agencies and ERTA; no code of advertising ethics; and the absence of advertising law at the national level are among the findings of the study.

CHAPTER ONE

1.1 BACKGROUND

It's believed that media have responsibility to maintain social values and the rights of the audience against irresponsible advertisements. Because ". . . at a minimum media audiences demand information unencumbered by deliberate falsehoods, regardless of whether the source is a journalist or an advertising agency." (Day, 2003,25). Advertisement is one of the media productions which governed by media regulations. Biagi (1999) confirmed that "advertising and public relations are governed by legal constraints and by regulation . . . (p.p. 329). According to Biagi these regulation "comes from government agencies that oversee aspects of the media business." (p.337). Based on these legal constraints and regulations media houses deriver their own criteria of selection of advertisement.

The issue of gatekeeping on advertising is controversial among different parties. Rodman (2006; 428) wrote that

advertisers believe that their messages should be treated like any other form of speech, but courts and legislators have in certain cases decided that the paid, persuasive nature of advertising calls for some limits.

As Alvin Day (2003;254) recommends that "*the ethical pragmatist must search for accommodation between the role of advertising as an*

expression of corporate self - interest and the institutional moral imperative of social responsibility. "

It is believed that media have responsibility to regulate advertisements before broadcasting for the sake of social welfare. As Wells, William and Moriarity (1998; 72) wrote, *"the media attempt to regulate advertising by screening and rejecting ads that violate their standards of truth and good taste. . . . "* Wright, Winter, and Zeigler (1982;459) also agreed that *"all advertising media reserve the right to reject any advertising submitted if it is considered objectionable to their readers, listeners, or viewers."* Wells et.al (2000;54) confirmed that *"each individual medium has the discretion to accept or reject a particular ad".*

The advertising business has become the subject of the Ethiopian media since long. Tseday Wubshet considered (2006) that the Ethiopian Radio and Television Agency (ERTA), as a pioneer in entertaining broadcast advertisings in the country (p.2). Even though, ERTA *"has gone in different situations in different regimes in relation to ownership, accountability, and administering its purpose"* (Gebremedhin, 2006, 20), the institution still runs the advertisements judging their ethical and legal perspective.

Currently, ERTA covers about 42.7% of the country in its TV broadcast.¹ Doubtlessly, a significant number of audiences are exposed to the advertisements. It is unquestionable that the media in such a country with demographically heterogeneous society needs gatekeeping of media productions. Advertisement production is one of the media output.

Many studies conducted on the advertising issues referring Ethiopian Radio and Television Agency. Most of them focused on the audience perception and others examined the cultural aspect of these advertisements broadcast. Some focused on portrayal of Women in those advertisements. This study differs from the previous ones in its perspective: studies the internal system of gatekeeping process of ERTA. This paper expects to find out the practice of selection of advertisements related to institutional principles other than the Broadcasting Proclamation and other laws; and it would explain that how ERTA plays its media responsibility role that expected from.

1.2 STATEMENT OF THE PROBLEM (Personal Observation)

There are many complaints on the broadcast advertisements of ERTA. "Violation" of social values, exaggerations; untruthfulness of these advertisements are some of the reasons to complaints. So that it might be so important to study the regulatory system of the media houses.

¹ Ethiopian Radio and Television Agency: Public and International Relations Section, (brochure).

. . . It is particularly important to analyze the content of the advertisements in an advertising environment where the social responsibility is left to the advertisers and there are no regulations guiding them (Tsedey; 2006;6).

The Promotion and Marketing Directorate of ERTA is responsible to check and regulate advertisings before broadcast. The advertising manual of ERTA urges the advertisements to be ethical. Only those of advertisements that comply with the policies of ERTA are allowed to be broadcast on TV.

On other hand, the advertising agencies complained that the regulation system of ERTA dominated by personal experience and perception rather than written policy articles. Some argued that, the Promotion and Marketing Directorate of ERTA is in flux in its advertising standards. Many considered the gatekeeping process of advertising as a censorship.

Based on these arguments, this study will try to answer the following questions:

- what are general ethical and legal principles of advertising?
- what are the major challenges in gatekeeping of advertisements in ERTA?
- how does ERTA define its media responsibility role in relation to selection criteria of advertisements?

1.3 GOALS OF THE STUDY

The study has the following goals:

- identifies basic principles of selection of advertisements of ERTA;
- explores relationship between the process of gatekeeping and media responsibility,
- bridging the gap among the different parties in the business in describing the importance of gatekeeping of advertisements in relation to media responsibility.

1.4 OBJECTIVE

The general objective of the paper is to examine and to interpret the media responsibility role of ERTA, focusing on the advertising selection system.

Moreover, the study will pin down the most frequent problems of advertising that considered against the media responsibility and audience will. Looking at the existing practical internal codes and regulations of advertisements (in ERTA) would be helpful to amend or to generate the new one.

1.5 SIGNIFICANCE OF THE STUDY

In most cases, the advertising business in our country does not assisted by academic output. Practitioners in the business are working with sympathy to the business; some have been working in media, some are experienced in writing and performing play, and many are unaccustomed to media's internal dynamics. I believe the onset of the gap is that the minimal acquaintance of media of many advertising producers and the requirement of the media to be ethical and responsible. The significance of this study is making clear responsibility of the media in broadcast advertisements.

1.6 SCOPE AND LIMITATIONS OF THE STUDY

ERTA has purposes of educating, informing and entertaining the public through its different programs and news coverage. In addition to these, it serves the public in broadcast public service announcements. Since public service, announcements considered as the non-commercials and informative, according to ERTA these may not need critically reviewed as paid commercials. Hence, this study limited only to the paid commercials or advertisements rather than including all types of non-commercial advertisements.

In addition, this specific study will focus only on the commercials that are not produced in-house because it is believed that the commercial section of ERTA sticks to the editorial and advertising policy of the institution to produce advertisements in-house.

CHAPTER TWO

REVIEW OF RELATED LITERATURE

2.1 GATEKEEPING

2.1.1 General Concept

The word 'gatekeeping' is familiar within the media institutions. It has a meaning of opening or closing a door for information flow. In its origin,

the word gatekeeping is essentially a sociological term used in mass communication research. . . [which] coined by Kurt Lewin in 1947 in *Human Relations* to describe the process by which news item, traveling through channels, gains clearance checkpoints along the way (Hibert, Ugurait and Bohn, 1979; Shin, 2004).

Williams (2003) wrote, "*David Manning White introduced the concept of the 'gatekeeper' in to the theoretical lexicon of mass communication research*" (p.100). According to Williams, White believed that

no aspect of communication is so impressive as the enormous number of choices and discards which have to be made between the foundation of the symbol in the mind of communicator and the appearance of a related symbol in the mind of the receiver.

Mc Quail refers White, Shomaker, Rease and Balliy to explain that

the term 'gate keeping' has been widely used as a metaphors to describe the process by which selections are made in media work, especially decisions regarding whether or not to allow a particular news report to pass through the "gates" of a news medium in to the news channels. (2000,276; 2005, 308)

Gatekeeping involves "*selecting, shaping, displaying, and withholding messages*" (Shin, 2004).² Rotzoll and Haefner explain the basic principle for selection of media content as:

The basic premise that the media use in rejecting news or advertising material is the 'best interest' principle. Presumably, materials that are not in the best interest of the particular media vehicle or the public it serves should not be used. (1996, 151)

Williams (2003) is "*arguing [that] media content is determined by the decision of the individual media worker accords with the common-sense assumption of media audience and the self-image of many of those working in the media*" (p. 100).

Hibert, Ugurait and Bohn (1979) explained that "*in mass communication process gatekeepers take many forms*" (1979, 115): "*economic control, individual taste or bias, or value system*" are among the forms of gate keeping (1979,118). They explained

Economic control can exist in the form of broad policy. This would place restraints on content and how it was presented. It takes the form of simple space/time restrictions . . . the individual personality means of gate keeping is the most common and most visible form of gate keeping. . . . There will always be key people in any media organization who will shape and influence media content The influence of an ideology or value system is a little more difficult to recognize but is perhaps the most powerful gate keeping method. (Hibert, et. al, 1979).

² http://www.sage-ereference.com/publicrelations/Article_n181.html>. accessed on April 3/2010.

In general, the concept of "gatekeeping" relates to the decision making on media content to let or not to let be broadcast or print to the public.

2.1.2 Gatekeeper vs Regulator

In some cases, the words "gatekeeper" and "regulator" used interchangeably. In fact, Hibert, Ugurait and Bohn (1979) agreed on that both are functioning as a check to media outlets; *"the regulator and gatekeeper roles are similar in one respect – both can stop message from reaching audience."* (p. 123). However, the two words are different in their essence. Hibert, et. al explained these differences as *"gate keepers are part of the media institutions and share basic value systems; regulators exist outside the media and operate on different value systems"* (p. 116) and *"certain people or positions function more often and with greater influence as gatekeepers than others"* (p. 119).

The most common regulators of the media

such as courts, government commissions, consumers, professional organizations, and public pressure groups, are external in the sense that they function outside the media institution. Their regulation consists of laws, rules, restrictions, and informal pressures that control both the content and structure of the media. (Hibert, Ugurait and Bohn 1979,26).

2.1.3 Gatekeeping vs. Censorship

Some argues that the practice of "gatekeeping" and "censorship" are the same, and their ultimate goal is restraining of information. Others argue that the two practices are different in their function.

Censorship:

defined differently by different people and therefore includes a wide range of behaviors. For a legal pursuit, [it] involves prior restraints, that is, forbidding or restricting a form of expression before it is made. For some, governmental prosecution of communications activity after the fact is also a form of censorship. For others censorship includes any restriction of communications activity, whether or not on the part of government right of free speech are too serious to be ignored no matter who commits them. For some media practitioners, any criticism of the media is considered a form of censorship (Rodman, 2006, 28 - 29).

But it's believed that "*the mass media tend to operate to some degree, as 'instruments of control' in society to reinforce the status quo to develop social cohesion and to maintain stability by reinforcing conventional norms*"³. According to Grossberg, Wartella and Whitney (1998) there are different types of censorships: "*authorities can prevent the publication of anything critical of or offensive to the government, a second and related form of censorship is licensing, a third form of censorship comes in punishing the publisher after something is published*" (p. 78).

³ Ross, Susan Dente. "*Their Raising Voices*": A study of Civil Rights, Social Movements, and Advertising in New York Times. Journalism & Mass Communications. Vol. 75 No. 3 Autumn 1998.

The purpose of gatekeeping is, as Rodman believed, "*ethically, it is considered wrong to present something to an audience that would have a harmful effect on them*" (2006, 30), rather than restraining information from audience with any type of censorship.

2.2 MEDIA AND ADVERTISING

Media and advertising strongly linked to each other. As Richards and Murphy in "*Readings in Advertising, Society and Consumers Culture*" (2007), "*media companies are businesses. Most contemporary media have chosen to finance their business by selling ad spaces or time*" (p. 162). McQuail (2000, 194) agreed on that "*a more fundamental line of economic division in the media business is between the consumer market for media products and services and the advertising market, in which a service is sold to advertisers in the form of access to the audience*". As many scholars commented that media's "*primary function is to attract and hold a large audience for advertisers.*" (Jamison and Campbell, 1992, 127, Grossberg, Wartella and Whitney;1998,89).

Advertising revenue covers the cost of media houses. According to Croteau and Hoynes (2001,26), "*broadcast television and radio, at the other extreme, as free to customers and rely entirely on advertisers for revenue. Other forms of media have dual revenue streams but usually rely mostly on advertisers*".

The advertisers' interest to reach the mass audience makes the media more important in the business. Sometimes the advertisers' pressures become greater in media content. This makes the regulation over advertising in media houses necessary.

2.3 THEORETICAL FRAMEWORKS

SOCIAL RESPONSIBILITY THEORY

The debates over advertising ethics and responsibility have been arisen throughout the years. On one hand libertarian advocate that

the notion of freedom without enforced responsibility . . . [and] also resisted government regulation of advertising, believing that in a free market economy autonomous consumers should cultivate their own sense of wariness and skepticism concerning commercial appeals (Day,2003).

On the other hand, social responsibility theory supporters "*emphasized freedom, it holds that responsibility is necessarily a partner to freedom in institutional behavior*" (Day, 2003,36). Historically, "*the rise of broadcasting made the government a major contributor of the theory of social responsibility*" (Siebert, Peterson and Schramm, 1963, 84), Also "*the rising sense of professionalism led to the development of a social conscience among media practitioners, a belief that responsibility should be a welcome companion to press freedom*" (Day, 2003,37). Fred S. Siebert, wrote that "*freedom of the press was not absolute but was subject to limitations*" (Siebert, Peterson and Schramm, 1963,49). Curvan and Seaton (2003, 367) stressed that "*broadcasting was so*

important it was seen as essential that permission to transmit, and the matter to be transmitted should be subjected to public authority".

Arens (1999) defined "social responsibility" as *"doing what society views as best for the welfare of people in general or for specific community of people"* (p. 57).

Peterson wrote that *"the radio and television codes were drawn up by an industry regulated by the government and required to perform in the public interest, convenience, and necessity. . "* (Siebert, Peterson and Schramm, 1963 ,86).

Mc Quail (2000, 161; 2005, 185) mentioned Nordenstreng to explain a social responsibility paradigm as *"the right to freedom of publication is accompanied by obligation to the wider society that go beyond self - interest. A 'positive' notion of freedom, involving some social purpose, is envisaged"*.

OPERATIONAL THEORY

The operational theory refers to the media works. It emphasizes on the practical ideas and application of media organizational and professional settings. Mc Quail explained that the theory applied by media practitioners in the conduct of their own media work. As Mc Quail (2000,8),

In the case of media it helps to organize experience of many questions such as how to select news, please

audiences, design effective advertising, keep within the limits of what society permits, and relative effectively to sources and audiences.

2.3 CONCEPT OF ADVERTISING

Advertising associates with mass media, which is essential to reach the vast audience. Media are market potential for advertising. As Croteau and Willam explained, *"One reason: the media industry is different from other industry in its unique market situation"* (2001, 26).

Advertising can be defined according to the different intentions and proximity. Most writers on the subject define advertising as a *"paid, non-personal communication forms used with persuasive intent by identified sources through various media"* (Sandage, Fryburge and Rotzoll, 2004; Arens, 1999; Dunn and Barban, 1986; Jethwany, 1999; Wright Winter, and Zegler, 1982; Silverblatt, 1995).

Dr. Jethwany also refers Dorothy Cohen to define advertising as:

a business activity, employing creative techniques to design persuasive communication in mass media that promote ideas, goods and service in a manner consistent with the achievement of the advertiser's objectives, the delivery of consumer satisfaction and the development of social and economic welfare (1999, 1).

Arens wrote that:

Today, definitions of advertising abound. Journalists, for example, might define it is as a communication, public

relations, or persuasion process; business people see it as a marketing process; economists and sociologists tend to focus on its economic, societal, or ethical significance (1999;7).

Advertising also defined as "*controlled information . . . within the bounds of legality the advertiser determines what is said, and pays to have his or her message put on the air or in a print ad*" (Adler; 1989; 2). As Wright, Winter and Zeigler agreed that "*advertising is a powerful communications force*" (1982;8).

There are arguments on the advertising concepts of being a communication or not. Joel Smith (1995, 153 - 154) is one of the writers who argue against that:

. . . though successful advertising usually is equated with effective communication, my approach requires treating it as successful influence rather than as communication. . . . although advertising and communication are distinctly different phenomenon, the affinity of two is real and intentional. . . every aspect of communication is employed in creating and disseminating advertisement, but the process is not communication. . .

On the other hand, there are scholars who believe in the communication aspect of advertising. Arens disagrees with Joel Smith in believing that "*advertising is communication - a special kind of communication. . . . Advertising's most basic function is to communicate; thus, it becomes . . . an important vehicle for communicating facts and impressions about*

products and services" (1999, 8 - 10). Silverplate also commented on that *"in many respects, advertising is an extraordinarily personal form of mass communications"* (1995,185).

The concept of advertising became broader along with the advancements of technology and social changes. Cook (2003, 9) observed, *"advertising was transformed in character and became much more various than the simple dictionary definition suggests."*

2.4 MEDIA GATEKEEPING FOR ADVERTISING

According to Russell and Lane (2002, 632) there are three primary constitute on advertising: *1) law and regulations of legally constituted bodies; 2) control by the media trough advertising acceptability guidelines and 3) self-regulation by advertisers and agencies through various trade practice recommendations and codes of conduct.* The gatekeepers are the one who control the advertising through *acceptable guidelines.*

Gatekeeping is one of mechanisms in media houses to check the advertisings before broadcast. Mc Quail (2005, 329) explained the gate keeping function in media organization that *"tend to reproduce selectively according to criteria that suit their own goals and interests"*. It is common for the media houses to *"exercise their gatekeeping function when it comes to traditional advertisements"* (Rotzoll and Haefner, 1996, 152). Russell and Lane agreed on that: *". . . the media that carry the millions of print and broadcast messages created by those advertisers are*

a major gatekeeper advertising process. The public has long expected the media to act on their behalf by prohibiting fraudulent and misleading advertising" (2002, 648).

Mc Quail also explained that (2000, 153):

Beyond the area of news journalism, there is extensive evidence of regulation in the form of voluntary codes designed mainly to protect the public from some possible harm or the industry from outside pressure. Advertising is nearly everywhere subject to various self - imposed restrictions and guides.

In case of advertising, all advertisers may not be socially responsible or may not respect the state or the media laws and regulations. Some advertisements may not respect some social norms, may offend the audience. Adler wrote that:

there are many criticisms of advertising which are based on the violation of social norms by advertisers. Some have claimed advertising is immoral because of these criticisms. Others find it a question of test in the presentation of production information. (1989,12).

Even though, the advertisers support most of the media houses, the stations may not accept whatever the advertisers try to impose on the media houses. According to Mc Quail (2003) to access media channels one of the four has taken as legitimate. These are:

- relevance (interest) to the audience,
- money,

- an appeal to an agreed and fundamental social or cultural norm,
- some form of social power.

He commented, ". . . *these are widely discrepant and do not in equal degree support any claim for access*" (p. 129).

The media houses may have their own additional criteria to select contents, "*media sometimes find it advantageous to avoid certain content. . . . At times media alter content for benefit of their customers, the readers or viewers*" (Hovland, Wolburg and Haley; 2007, 162). According to Arens (1999, 72) "*many commercials are returned with suggestions for changes or greater substantiations and some ads are rejected outright if they violate policies.*"

Zengler and Howard (1984, 99) strengthen this:

many stations today maintain a real crusade against the advertising of questionable products . . . all such commercials may be refused by station management, regardless of whether or not the respective advertisers' businesses are legitimate and, in fact, advertised through other media.

As Mc Quail (2003, 46), mass media have some obligations to gatekeep to save the potential damage of these advertisements. Mass and Roman believed that "*the first responsibility goes to advertisers: protecting the consumers; advertising should be regulated by someone, and that*

someone is primarily the advertising industry, which must regulate itself. . . . Broadcasters, publishers, and educators must be part of the process" (1992, 141 & 147). Gordon and Kitteross assign the media as a responsible institution "to monitor and keep their own business and advertising activities ethical, and to guard against offending their audience." (1999,251). Rotzoll and Haefner (1996) commented on "materials that are not in the best interest of the particular media vehicle or the public it serves should not be used" (p. 151). This would be practical through the assigned gatekeepers.

The gatekeepers are assigned personnel in the media houses "in charge of advertising acceptability . . . judge advertising messages as well as product" (Gordon and Kitteross, 1999, 252). They check the content of advertisements according to the criteria set.

Although, it is said "the gatekeepers function is to evaluate media content in order to determine its relevance and value to audiences" (Hibert, Ungurait and Bohn, 1979, 115), they may not be free of bias to judge according to the criteria. Because, "the more that the same criteria are applied at successive stages of decision - making, the more pre- existing biases of form and content are likely to endure while variety uniqueness and unpredictability will take second place" (Mc Quail, 2005; 329).

Gatekeepers refer to the *"regulatory documents concerning what media may and may not do together with formal rules and procedures for implementing the provisions of any regulations"* (Mc Quail, 2005, 212).

2.5 LEGAL ASPECTS OF ADVERTISING

The legal aspect of broadcast advertising links with policies, laws and regulations. Government, media houses and other parties may generate and apply those laws and regulations. The institutions obliged to enforce the policy and regulations in the respective offices.

The need to have policies, laws and regulations is to maintain harmony among the public, to manage claims arise from different parts of the society. Mc Quail (2000, 184) explained that these rules and regulations *"should be to create and maintain the conditions for free and extensive intercommunication in society and advance the public good as well as to limit potential harm to legitimate private and public interests"*.

Laws and regulations are relevant for three main reasons: *for protection of individuals, for property rights and for prevention of harm to the state and social order* (Mc Quail, 2003, 253). Mass and Roman (1992) stressed that *"advertisers have extralegal responsibilities, and they need to take these just as seriously as they do legal ones"* (p. 137). In addition, *"advertisers are influenced by formal regulation from government agencies and by agencies created by industry to pre-empt and forestall*

government regulation" (Jamieson and Campbell, 1992, 210). Vivian (2003, 317) explained the need and advantage of self-regulation as:

the advertising industry itself has numerous organizations that try, through ethics codes. . . to eradicate falsity and deception. Besides the explicit purpose of these self-policy mechanisms, advertising people can cite their existence to argue that their industry is able to deal with misleads itself with a minimum of governmental regulation.

Edelstein (2007,241) explicate the primary purposes of self-regulation is that:

. . . to ensure that 1) advertising is truthful, accurate, and not misleading or deceptive, 2) all claims are adequately substantiated, and 3) there is compliance with federal, state, and local laws and regulations In addition, self-regulation helps maintain high standards of truth and accuracy in advertising.

"The primary justification for advertising regulation is [also] the protection of consumers from false claims that would mislead them. This justification dates to the late 1700's, when newspaper and other print media carried advertisements for patent medicine" (Folkerts, Lacy and Davenport, 1988,372).

As Rotzoll and Haefner (1996) explained that *advertising substantiation, corrective advertising, and redress of consumer injury, affirmative disclosure and uniqueness claims* are some of legal impositions on advertising by the government (p.p. 177 - 178).

The advertisers should be socially responsible to do their jobs. Still the media houses also have responsibility to administer laws and regulations on advertisements. Arens confirmed, *"almost all media review ads and many people think that the media are more effective regulators than the government"* (1999, 72). Usually, *"the mass media have rules of conduct guaranteeing that the advertisers able to communicate what they want at the time or in the space purchased"* (Jamieson and Campell, 1992, 159). So that *"most ads accepted by the media will not overstep what the media consider to be the standards of decency and test of the audience"* (Jamieson and Campell, 1992,224).

Although *"many laws govern advertisement, many situations are not covered by written rules regulations. Numerous advertising related issues are left to the secretion of advertisers and are based on ethical considerations"* (Wells, Burnett and Moraiarty, 2000,30).

But Mc Quail indicated that:

It has been observed that laws and regulations are often ineffective, hard to enforce unpredictable in their wider and long - term effects and hard to change or remove when they become out of date. They can become part of a system of vested interest (Mc Quail, 2000, 185).

According to Schultze who refers to Romer, *"a combination self-regulation and legal regulation of advertising established the pattern for all later developments in advertising ethics"*.⁴

2.6 ETHICAL ASPECTS OF ADVERTISING

The concept "Ethics" is defined as *"a society's notion about the rightness or wrongness of an act and the distinction between virtue and vice"* (Day, 2003,3; Lee and Johnson, 1999,32).

The advertising ethics is one of controversial issues among different parties in the business. Gordon and Kittross commented that (1999, 239) *"advertising ethics – a term that some see as an oxymoron – have been a source of controversy almost advertising began"*. Gordon and Kittross (1999) noted that to evaluate ethical standard, one must notice the difference of advertising from the news and entertainment media (p. 239). Day pointed that (2003, 49) *"a system of ethics is essential for serving as a moral gatekeeper in apprising society of the relative importance of certain moral values."*

The advertisers should stick to some ethical elements. Dunn and Barban (1986) listed some of the ethically pointed interests of advertisings that *"mostly areas of control in advertising are "deception, obscenity and bad test, advertising to children, unfair competition,*

⁴ Journal of Communications. Spring 1981. Vol. 31. Number 2. p.66

information to advertising, right to privacy and copyright" (p.p. 125 - 126).

Vivian (2003, 317) mentioned American Association of Advertising Agency that ethical advertising production would never include:

- *false, misleading statements or exaggerations, visual or verbal, including misleading price claim;*
- *testimonials from acknowledged people;*
- *unfair disparagement of competitive products;*
- *distorted or insufficiently supported claims;*
- *anything offending public decency.*

Schultz commented that maintaining these areas of ethical interest in advertising codes help *"to legitimize the activities of practitioners to solidify the occupations economic position and to elevate practitioner's social statues"*⁵

⁵ Journal of Communications. Spring 1981. Vol. 31. Number 2. p.69

2.7 BRIEF HISTORY OF ADVERTISING IN ETHIOPIA

In Ethiopia, commercial advertising has begun to be exercised in the 19th century. Advertisements and other public announcements have been addressed to the public in the market place traditionally. Tsedey Wubshet (2006;1) referring K. Fekede explained the historical development of advertising in Ethiopia as:

Commercial advertisements appeared for the first time in Ethiopia in the 19th century, during the reign of Emperor Menelik. The earliest forms of advertisements existed in the form of word-of-mouth whereby the merchants had their products announced in public or some carried their products and sold by advertising its name and fame.

Ato Wubshet Workalemahu is a pioneer in Ethiopia's modern advertising history. He mentioned that (personal communication) in early days advertising was carried out by thumping drums in the market place to herald the arrival of different products to be sold. In early 1960's, he started to advertise Lottery on live radio broadcast on Radio Ethiopia for the first time. Afterwards, there were advertisements of Philips, Perfumes, and other products on radio.⁶

The market economy orientation in the reign of Emperor Haileselassie has created a favorable condition to advertising industry. It can be taken as an era of advancement in advertising history.

⁶ Wubshet Workalemahu, Interviewed on May 22/2010.

During Emperor Hailesilassie's era the few businesses that existed used the broadcast and the print media in the country to advertise their products. These were largely advertisements for beverages, household appliances and other commercials. As a result, a few advertising agencies emerged (Tsedey, 2006; 2).

After the 1974 revolution, "Advertising and Distribution" department has established in 1977 under the Ministry of Information. After two years, the duties and responsibilities of the department transferred to the agency called "Ethio - Marketing".

The command economic system, during the Dergu regime (1974 - 1991), hindered the development of advertising industry. Only public service announcements were allowed to broadcast. The Ministry of Information re - established the "Advertising and Distribution" department. It's duty was mainly producing public service announcements for radio, TV and newspaper.

After 1991, with the transformation of the economic system, the advertising sector resurrects. The Federal Government passes different media laws to support the sector. *This allowed the TV and Radio stations to produce advertisings since the promulgation of the laws*⁷ (translated), and help to flourish the advertising agencies.

⁷ Ethiopian Radio Advertising and other revenues manual, Undated.

2.8 OVERVIEW OF HISTORICAL DEVELOPMENT OF ADVERTISING BROADCAST SERVICE OF ETV

To explore the historical development of advertising service of ETV, it's better to look at brief history of the establishment of the station itself.

2.8.1 Attempts to establish TV station in Ethiopia:

Conceiving idea and attempts to establish Television station went through six attempts. The first attempt took place in 1956 G.C (1948 Eth.Cal.) (Leykun, 2005,1; 1994, 1). Leykun explained this historical event:

In Ethiopia, the concept of television was initiated when silver jubilee exhibition took place in 1948 E.C [1956 G.C] via Telecommunication Pavilion near Old Air Port. This exhibition was carried out by British Broadcasting Corporation /BBC Television/.

According to Leykun's study, *"1952 to 1953 E.C [1960 - 61 G.C] Dejazmach Daniel Abebe attempted to establish commercial television station in Ethiopia"* that rejected by the Council of Ministers because *"television station should be opened by the government if it is necessary"*; which Leykun considered in his study as the second attempt.

Leykun studied that *the Ethiopian Telecommunication Authority had a plan to establish commercial station, but did not implement due to different reasons. As Leykun in 1963 Radio Voice of Gospel had desire to establish television station privately and submitted proposal to the*

Council of Ministers, but rejected (p. 3). These were the third and fourth attempt to establish a television station in Ethiopia.

The year 1963 considered as the *"year of new innovations in mass communication specially for using Television"*. On the founding of the Organization of African Unity (O.A.U), there *"was the temporary closed circuit television system to enable the masses of people to follow the proceeding of the meeting on monitors fixed on the lobby at the open space in front of African Hall."* (Leykun, 1997 2).

After those different attempts *"the Ethiopian Television has begun its broadcast on November 2, 1964"* (Leykun, 1997, 16; Population Media Center, 2006, 11). Leykun commented, *"the broadcasting television or the existing Ethiopian Television well organized as a government service"*. "Right from its establishment, ETV has remained under government ownership" (Birhanu, 2009, 193).

2.8.2 Historical Development of Advertising Service of ETV:

It's believed that ETV has been broadcast advertisements since its establishment. At it's launching day, it has been clearly indicated that *"the television station has got income from advertising and license fee which will help the development of the organization"*⁸ (translated). Leykun (1997 E.C.) also wrote that *"the Ethiopian Television is supported by the*

⁸ የኢትዮጵያ ሬዲዮና ቱሌቪዥን ፕሮግራም ክፍር እስከ ነሐሴ 1957 ዓ.ም፣ ቱሌቪዥን መጣ፣ ገጽ 5። (Ethiopian Radio and Television Schedule, 1964, p. 5)

government subsidy, revenue from advertising, and annual viewers license costing Eth. 50 birr per set". "Revenue for the service used to come from advertising and the government. . . . ETV's broadcasting is financed from annual license fee, government subsidy, income from advertising and program sponsorship". (Population Media Center, 2006, 12 & 24)

Ethiopian Television has gone through different organizational reforms through its course of history. All organizational reforms (except the organizational reform during the Dergu regime) consider Advertising Section as one of the essential departments among Engineering, Management & Finance, and Program Section.

Through the course of its development, the station has been considered as *"one of the modern TV media led by department head that had responsibility to ensure that all programs and advertisements are transmitted on this time."* (Leykun; 1997 E.C ; p.p 50 – 52). Leykun also noted that the Advertising section has responsibilities:

- to sell the air time to defined customers in order to advertise their organizational activities;
- to limit the air time for every commercial to be broadcast in the given time;
- to set – up the appropriate day for any commercial to be transmitted;
- to study and improve the air time when it is necessary;

- to control traffic activities;
- to plan the way in which any income source can be obtained;
- to limit the amount of money to be paid for broadcasting any commercial per minutes; (p.p 31 - 32).

Moreover, the Advertising Section had additional responsibilities along with the development of the station. Some of the additional responsibilities that included in the third organizational structure of the section in 1991 G.C (1983 E.C) are:

- *prepare commercials and public advertisements;*
- *prepare running order to every advertisement;*
- *supervise and control all advertisements and check whether they are broadcast accordingly.* (Leykun, 1997, 113 – 114)

The need to have Advertising Section was unquestionable in the course of ETV's history. For the first time, ERTA has adopted a manual in 2003 that has been using as a guide for selection of advertisements. Currently, the BPR document of the institute has recognized the existence of the section and listed responsibilities of the section. Among the lists: *conducting market research and promotional activities, in house production of advertisements and review the content and quality of produced advertisements before broadcast, are some of the responsibility of the section.*⁹

⁹ የኢትዮጵያ ብሮድካስቲንግ ኮርፖሬሽን አገልግሎት አሰጣጥ ሰነድ ፤ የኤ.ዲ.ቲ.ሪ.የል፣ የአድቨርቲሪ.የል፣ የሚ.ዲ.ያ ተከናሎጂ አገልግሎት፣ ፕሮ 2001 ዓ.ም፣ 33። (BPR document of the Institute, 2009)

2.9 LEGAL FRAMEWORK FOR GOVERNING ADVERTISING in ETHIOPIA

2.9.1 FDRE Constitution:

In the Federal Democratic Republic Ethiopia (FDRE) constitution, the democratic rights are adopted. Article 29 is one of the articles that explain about the Rights, Thought, Opinion and Expression. Article 29 (2) says that:

Everyone has the right to freedom of expression without any interference. This right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any media of his choice.

But this freedom can be limited by law. Article 29 (6) says that:

These rights can be limited only through laws which are guided by the principles that freedom of expression and information cannot be limited on account of the content or effect of the point of view expressed. Legal limitations can be laid down in order to protect the well-being of the youth, and the honor and reputation of individuals. Any propaganda for war as well as the public expression of opinion intended to injure human dignity shall be prohibited by law.

2.9.2 Broadcast Service Proclamation No. 533/2007

The need for this proclamation is to revise the former Broadcast Proclamation law of broadcasting service (No.178/1999). The proclamation has 6 parts and 50 articles. This specific proclamation

contains articles which are addressed the issue of advertising: Article 33 explains about Advertisements, Article 34 is about Prohibited Advertisements, and Article 35 is about Allocation of advertisement Period.

Article 33 stated that:

1. An advertisement shall be transmitted in a manner that clearly differentiated it from other programs. It shall not also affect the contents of other programs.
2. Commercial advertisement shall be truthful, not misleading and publicize lawful trade activities.
3. The transmission of malicious or undermining advertisements on the products and services of others is prohibited.
4. Broadcasting advertisements by interrupting any program the transmission time of which is not more than 20 minutes or children's program shall be prohibited.

Article 34 stated broadcasting the following advertisements shall be prohibited:

1. Any advertisement that violates gender equality and that disregards the dignity and human rights of women;
2. cigarette and cigarette related advertisements;
3. advertisements related to narcotic drugs;

4. advertisements of liquors with more than 12% alcoholic content;
5. advertisements which encourage users to buy medicine which cannot be administered without medical prescription;
6. Other advertisements prohibited by law.

Article 35 stated that:

Unless it is an advertisement broadcasting station, any broadcasting station shall not allocate more than 20% of its daily transmission time for advertisement.

2.9.3 Guidelines for the Regulation of Promotion and Advertisement of Drugs (DACA).

Drug Administration and Control Authority of Ethiopia (DACA) issued specific guidelines for the regulation of promotion and advertisement of drugs in 2008. It has three parts: general description of the guidelines; the structure of the executive body; and the regulation of promotion and advertisement of drugs.

According to the regulation of DACA, the General provisions of the regulation in Article 9 are:

- only those drugs registered by the Authority shall be promoted.
- No one shall carryout promotional activity unless approved by the Authority.

- Samples of informational and promotional materials must be submitted to the authority for approval prior to any promotional activity.
- All informational or promotional material must be consistent with the information provided in the product monograph approved by the Authority.
- New information, other than those submitted at the time of registration, must be submitted to the Authority for approval before being disseminated to health professionals.
- Any drug, drug products, active ingredient or substance shall not be advertised for purposes that cause danger to life or health of the public.
- Promotional materials should be prepared in English and/or Amharic and if possible in other national Languages as well.

Article 161 of the regulation says, "*If the application [application to approve the information to be promoted] is accepted, the authority shall write an approval letter to the concerned media on which the drug is to be promoted.*"

Claims and comparisons are governed under Article 12 of the guideline:

- Advertising claims shall be consistent with the body of scientific and medical evidence pertaining to the product.

- Advertising claims shall not be presented exaggerating the advantage of a drug nor imply that the drug has no disadvantage unless this can be substantiated.
- Advertising material must not misuse research results or quotations from the scientific literature to support such claims.
- Comparisons of products must be factual, fair, and capable of substantiation.
- The products or services of other companies should not be disparaged either directly or implication.

In the guidelines, article 10 is all about "*mode of advertising*"; article 11 is about "*application for advertising drugs in mass media on special condition*" ; article 13 is about "*advertising to health professionals*"; article 14 is about "*advertisement intended for the general public*"; article 18 is about "*advertising pharmaceutical companies and plants*". Some sub - articles emphasize on the approval of the promotional and advertisement activities by the authority to media before broadcast or print (article 8, 11, 18/ 18.3).

Currently, DACA is authorized to regulate advertisements for food and other medical services which was the responsibility of the Ministry of Health before.

2.9.4 Regulations of the National Lottery Administration

National Lottery Administration is one of the stockholders in advertising regulation in Ethiopia. The administration has implemented several rules to regulate the truthfulness of advertisements on promotional activities. Among these regulations: the regulation no. 2/2003; the regulation no. 24/2005, and the regulation no. 48/2008 are some of the guidelines for the regulation of promotion involving drawing a lottery.

In all regulations of the Administration written that, getting permission to promote products is a precondition. The permission will be issued when a client is legally accepted by the administration to do his/her promotional activity (-ies). The certificate would be a guarantee to all parties in the advertising business.

2.9.5 Other regulations

Other governmental institutions regulate advertising business indirectly. Ethiopian Quality and Standard Authority, Office of the Ethiopian Intellectual Property, Sector Bureaus of Trade and Industry, Ministry of Culture and Tourism (and its sector bureaus), and Ministry of Education or sector bureaus, are among the governmental regulatory bodies. These bodies may not review the advertisements, but they recognize the respective services of the customers, assuring authenticity of the certificates given, issue certificate of recognition or renew their certificates. In necessary, those governmental bodies inspect the legality of some services and product advertised.

2.10 ADVERTISING PRINCIPLES OF ERTA

2.10.1 Editorial policy of governmental media

Editorial policy of governmental media adopted in 2002. In this document, there are general principles that set to govern advertisements on governmental media. According to the document, for advertisement on any governmental media (translated):

- allocation of time and space on these media should not be equal or more than the allocation of other media out puts;
- advertisements and editorials on every governmental media should be distinctly separate;
- these media are entitled to supervise the decency of advertisements before broadcast or print;
- there would be control over the diction, extreme nudity in advertisements and in content that may promote unrest among the nationalities;
- there would be control over advertisements to protect the welfare of family specially of children;
- governmental media in Ethiopia will accept advertising ethics that are practical internationally in non - commercial public media. Every media will adopt its own advertising manual according to the nature of the specific media;
- every governmental media in Ethiopia will not accept advertisements of products that are forbidden by law.

2.10.2 The Advertising Manual

For the first time, ERTA has adopted a manual in 2003 that has been using as a guide for selection of advertisements. The manual adopted from the FDRE Constitution, the Broadcast Proclamation, the Editorial Policy of Governmental Media, Editorial Policy of the Institution and other related laws.

The manual regulates three major aspects: ethics of the advertisement, legal acceptance of the advertisements and its relevance in harmonizing the market. For this specific research, the ethical and legal aspect of the manual would be reviewed.

2.10.2.1 Ethical aspects of the advertising manual:

The manual stressed on that advertisements should be socially responsible, decent, truthful and not to be deceptive. There are listed bullets that explain the criteria of ethics of advertisements. These are:

- ETV believed that advertisements should be truthful and all claims mentioned in the advertisement should be substantiate,
- customers who claim standard or quality of their advertised products should be certified by the Ethiopian Standard and Quality Authority.
- any advertiser should not use directly or indirectly that of others name and identity determinately; if any dares to do so, that would be liable.

- ETV forbids those advertisements that undermine audience's dignity.
- ETV forbids comparison of products in their price, illegal lottery, advertisements which announce free distribution of products and announcement of uncertain warrant for the purchased products, advertisements which promote products in believing that they heal boldness, infertility, impotence and other health problems;
- the purpose of comedy and humor in advertisements should be clear to the audience;
- testimonials and endorsements should be unambiguous, truthful, can be tested at any time and should be update.
- ETV does not accept advertisement which provokes unrest among ethnics, advertisement which have intentions or potential to distract international relations of the country;
- ETV is responsible to be sure, that advertisements are not use children's vulnerability to promote products and services. Advertisements that encourage children to use with deadly weapons, and electrical appliances are strictly forbidden;
- ETV does not air advertisements with a problem of copyright;
- Advertisements which abuse the National Flag are not acceptable.

- The re - produced advertisements in foreign languages in voice over are not acceptable. Ethiopians should produce those advertisements.
- ETV does not accept indirect promotions in a single ad; if it is necessary to do so, the advertiser would be charged additionally;

2.10.2.2 Legal aspects of the advertising manual

ETV accepts and airs only those advertisements that comply with the laws of the country. Moreover, advertisements that promote forbidden products will not be accepted by the station. Among them:

- tobacco and other narcotics;
- liquors with more than 12% alcoholic content;
- advertisements that promote administering drugs without prescription;
- advertisements for cosmetic products which promote the healing nature should be certified by Ministry of Health; (even the ministry certifying the healing nature of these cosmetics, ETV won't accept to put on air.)
- advertisements of formula milk powders would be rejected;
- ETV does not accept any religious advertisements, unless they promote the contribution of the institutions to developmental activities;

- any programs up to 20 minutes duration may not be intercepted by advertisements;
- ETV allocates about 20 % of its air time for advertisements;
- any advertisements which the law forbids to be advertised would be rejected;
- ETV does not accept advertisements of health centers with images and identities of the customers and medical professionals.

The advertising manual urges the customers come with their certificate of recognition or their trade registration to be sure that they are legal. Sometimes they should come with the certificate of competence from the respective regulatory governmental bodies.

CHAPTER THREE

RESEARCH METHODOLOGY

This particular study on *"The Process of Gate keeping in Broadcast Media Advertising"* focuses on the advertising reviewing system of The Ethiopian Radio and Television Agency. The analysis depends on qualitative methodology. As Maxwell indicated (2005;23) *understanding the meaning, and understanding the particular context are among the goals of qualitative studies.*

Since the study tries to examine and explain the internal system of ERTA's gatekeeping process of advertisements, the appropriate research method would be qualitative; because the ". . . qualitative methods are suitable for addressing certain questions about culture, interpretation and power. . ." (Lindof; 1995;10). A researcher uses qualitative methodology to explain and interpret the regulatory environment and gatekeeping culture of the ERTA,

3.1 Research Design:

Case Study: The research bases on selected cases, which are recorded in advertising section of ERTA. The research examines the advertisements that were rejected or commented to change their form or content. It is believed that these cases help to show the clear picture of the gatekeeping process in ERTA. According to Wimmer and Domminick (2006):

case studies are conducted when a researcher needs to understand or explain a phenomenon. . . . The case study method also affords the researcher the ability to deal with a wide spectrum of evidence. Documents, historical artifacts, systematic interviews, direct observations, and even traditional surveys can all be incorporated in to a case study" (p.p 136 - 137).

3.2 Sampling:

The purposive sampling is major sampling technique for the study. All recorded cases in the advertising section of ERTA, and suggested further cases studied in depth. And the informants for the interview selected purposely according to their position in the institutions or by the suggestion that a researcher recommended frequently in the industry which is known as "snowball sampling". *"The term snow ball sampling is most often used in academic research. A research may find that the sample consists only of respondents from a club, organization or group"* (Wimmer and Domminik, 2006, 99 - 100) and *"is often used to find and recruit 'hidden populations,' that is, groups not easily accessible to researchers through other sampling strategies"*. (Mack, Natasha. et, al. 2005,7).

The data gathering process was chained. For the study, the researcher spent days in the Commercial Section of ERTA for observation. During the observation, cases collected and conducted interview with the gatekeepers. The result of the discussion and observation has led to the

specific advertising agencies and advertisers and come back to the gatekeepers again and to other regulatory bodies of the government. It is a snow - ball process of data gathering.

3.3 Data Collection:

"Data collection in qualitative research involves a variety of techniques: in-depth interviewing, document analysis and unstructured observations" (Jensen and Jankowsk, 1991, 59). In addition, Wimmer and Domminick agreed on that *documents, interview and observation are among the data sources* (2006, 139).

3.3.1 Document Analysis:

Document analysis is one of the information sources for the research. Those documents are guidelines for the processes in ERTA, proclamations and written regulations. Also there are other records which indicate the dynamics of the commercial section of the ERTA and its relation with advertising agencies and other customers. I looked memos, notes on decisions, etc in- depth as a data source.

3.3.2 Observation:

There are interactions of reviewing and commenting on advertisements in the Commercial Section of ERTA. Observing the routine task of the section was part of the data collection techniques. This data gathering technique *"often helps the researcher to define basic background information necessary to frame a hypothesis and to isolate independent*

and dependent variables" (Wimmer and Domminick, 2006,122). The observation took place in a given time to look closely how advertisements are accepted or rejected in the section and study the attitude of the customers. It gave opportunity to make clear certain practices in the Commercial Section of ERTA.

3.3.3.1. In-depth Interview:

One of the research techniques in qualitative method is in-depth interview. Bauer and Gaskell (2000,38) explained *that "qualitative interviewing refers to interviews of a semi-structured type with a single respondent (the depth interview) or a group of respondents (the focus groups)".* As Wimmer and Domminck (2006,135), this specific method *"provides detailed background about the reasons why respondents give specific answers. Elaborate data concerning respondents' opinions, values, motivations, recollections, expectations, and feelings are obtained".* Bauer and Gaskell wrote that *interviewing may play a vital role in combination with other methods* (2000, 39).

In this case, the interviewees are the gatekeepers in ERTA, the head of the Commercial Section in ERTA, selected advertising agencies, the selected advertisers and regulatory bodies outside ERTA. The questions are semi - structured and flexible at the time of conducting the interview. Wimmer and Domminick agreed on the flexibility of the questions that *"qualitative research uses a flexible questioning approach. Although basic*

set of questions are designed to start the project, the researcher can change questions or ask follow - up questions at any time" (p. 116). As Joey Reagan confirmed that "Data collection is achieved by asking the participant a couple of questions and letting the answers guide the discussion" (2006,76).

CHAPTER FOUR

DATA ANALYSIS AND FINDINGS

4.1. INTRODUCTION

This research bases mainly on the qualitative methodology that involves in-depth interview, referring documents, and a researcher has spent weeks in Commercial Section of ERTA to observe the dynamics and to record data.

Nine advertising agencies, five major regular customers of ERTA among advertisers, three gatekeepers and two governmental regulatory bodies were purposely selected to conduct in-depth interview. Although about 154 advertising agencies registered in Promotion and Marketing Directorate of ERTA to be commission agents, only very few are actively working (or monopolize). For this specific research, with the help of the Promotion and Marketing Directorate the most active agents were selected purposely. Among them nine were accessible to conduct the in – depth interview. These are (in alphabetical order):

1. Debol Promotion
2. Haleta Advertising and Media Entertainment
3. Lion Advertising and Public Relations Organization
4. Master Film Production
5. Serawit Multimedia PLC
6. Tamru Multimedia Production PLC.

7. Tesfaye Film Production and Promotion
8. Tilahun Guggsa Advertising and Artistic Promotion PLC
9. Yenebeb Tamru Advertising Agency

A researcher interviewed the advertising gatekeepers in ERTA, including the head of the section, as well as the TV broadcast that the Director of Promotion and Marketing of ERTA interviewed.

The advertisers were selected due to their direct contact with ERTA rather than coming through the advertising agencies. These advertisers are regular customers of ERTA since long (at a minimum 8 years and above). A researcher has got lists of these regular advertisers among many of ERTA's customers which are purposely selected for this research. The in-depth interview with the advertisers includes (in alphabetical order):

1. Don Dental Clinic
2. National Theatre
3. Selam Baltina
4. Teklehaimanot higher Clinic
5. Unity University Collage

In addition, the information has been collected by conducting in – depth interview with the regulatory bodies. These are Drug Administration and Control Authority of Ethiopia (DACA) and National Lottery Administration. In the case of DACA, the mandate to control and assure

the competence of the health, food and drug advertisements has been given to this institute by the newly practiced reengineered business process. Before, Ministry of Health was responsible for the control over such advertisements.

4.2 ADVERTISING GATEKEEPING PROCESS IN ERTA

In newly applied reengineered business process (BPR) in ERTA, all the duties and responsibilities of the promotional activities given to the Promotion and Marketing Directorate. There are several heads of units in the structure. One of the units is responsible for Promotion that includes handling advertising issues, sponsorship, and other promotional duties. In this specific process, any advertiser or advertising agency would have a direct contact with sales officers in this unit. Those officers have responsibility of welcoming the customers and receive orders.

A customer may order in - house commercial production, or may come with produced advertisement on mini-DV tape. The in-house production (which is not a focus of this research) process goes in its way. In the case of the produced advertisement, it should go through the gatekeeping process to be accepted or rejected. Here the gatekeepers would review and check the advertisements according to the different regulations. If the production complies with the regulations, it would be accepted and would be ready for broadcast. But if it does not comply with the

regulations, it would be commented to be edited, or would be totally rejected.

If the customers want to complain over the decision of the gatekeepers, they can go through the next echelons to discuss.

4.3. ADVERTISING GATEKEEPING PRACTICE IN ERTA

4.3.1 WHY ERTA GATEKEEPS ADVERTISEMENTS?

ERTA broadcasts advertisements within the limited air -time to all parts of the society indiscriminately, which makes gatekeeping very essential. Because, *advertising is a special kind of communication* (Arens, 1995,185). The intention and the purpose of the specific advertisements should be clearly studied before indiscriminately broadcast to audience. That is why Adler (1989,2) said that *advertising is a 'controlled information'*. As Rotzoll and Haefner (1996, 151) explained "*the basic premise that the media use in rejecting news or advertising material is the 'best interest' principle. Presumably, materials that are not in the best interest of the particular media vehicle or the public it serves should not be used*".

In order to check that whether *the advertiser determined what is said in the advertising within the bounds of legality* (ibid) there should be responsible and assigned personnel that we call gatekeeper. "*The gatekeeper [should be] part of the media institutions and share basic value systems*" (Hibert, Ugurait and Bohn, 1979,116).

ERTA governed advertisements with reference to different media rules and regulations, and believed that it is socially responsible. As Arens (1999) defined "*social responsibility*" as "*doing what society views as best for the welfare of people in general or for specific community of people*" (p. 57). These media rules and regulations would expect to function according to the public's "best interest".

According to the Director, Promotion and Marketing Directorate, Ato Mulat Gezahegn (broadcast, Feb 7/2010) and Head of the Promotion Unit, Zineth Mohammed (personal communications) ERTA gatekeeps advertisements to:

- protect consumers from untruthful and indecent advertisements,
- protect unfair competition among advertisers,
- maintain the quality of the station's standard
- guide the advertising agencies and practitioners to ethical and legal track of advertising industry,

ERTA's management, the Promotion and Marketing Directorate, and the gatekeepers believed that ERTA is socially responsible "*to create and maintain the conditions for free and extensive intercommunication in society and advance the public good as well as to limit potential harm to legitimate private and public interests*" (as Mc Quail commented (2000, 184).

Some advertising agencies agreed on the principle of gatekeeping that obscene advertisements should not be broadcast, the production quality should make a difference, and ERTA should protect the copyright of the advertisement productions.

However, some of the advertising agencies strongly disagree with the principles of gatekeeping reasoning that the duty of ERTA should be only broadcast the advertisements. They believed that advertising agencies are social responsible as ERTA is. They added that the society should not be undermined its capability of value the advertisements.

Most of the media scholars agreed that media institutions are the most responsible to protect the potential harm, so that they should have to gatekeep media productions which is different from the censorship. The basic principle which differs gatekeeping from censorship is that *"ethically, it is considered wrong to present something to an audience that would have a harmful effect on them"* (Rodman, 2006,30). In addition, some scholars believed that *". . . the media that carry the millions of print and broadcast messages created by those advertisers are a major gatekeeper advertising process. The public has long expected the media to act on their behalf by prohibiting fraudulent and misleading advertising"* (Russel and Lane, 2002, 648).

Since ERTA is one of the broadcast media institutions in Ethiopia that is socially responsible, it is acceptable to have gatekeepers in its system for advertisements.

4.3.2 ERTA - WHAT HAS BEEN GATEKEEP? - CASES TO BE DISCUSSED.

- i) The following cases are selected from the in-depth interview with advertising agencies. The Cases explain the comments of the interviewees in their point of view.**

Case 1

Advertisement for Commercial Bank of Ethiopia: A scene shows traditional drink "tela" which is similar to "tej" (another local drink) in its color. The gatekeepers in ERTA commented to cut the frame that "tej" is seen. *"The reason was its alcoholic content may exceed 12% which the law forbade in advertisement."* But at the end, all came to agreement that the scene is traditional "tela" which usually prepared in the northern part of Ethiopia.

The advertising agency commented that how can the advertisement portray the culture?

Case 2

Advertisement for a certain sanitary product for ladies:

In the production, a man is looking for an office on the corridor and a girl is shown with books in her arms. In the story, the girl directs him lifting her leg to the direction where he is looking for. The gatekeepers rejected the production that a girl should not be seen lifting a leg wearing a skirt.

The advertising agency disagreed with the reason given by the gatekeepers, but modifies the production in other way since it should have to be broadcast.

Case 3

Advertisement for Commercial Bank:

The advertisement was best wish for an Easter. The gatekeepers rejected for a reason that the advertisement is religious oriented and tries to impose religious ideology on the general non - Christian audience of the station.

The advertising agency agreed with reason since the TV service is the only one to serve all the audience.

Case 4

Advertisement for Cosmetics:

The models are shown on the stage as if they are on fashion show. They are partially nude at their waist. The gatekeepers rejected the advertisement reasoning that nudity is prohibited on TV advertisements.

The advertising agency disagreed with the reason that the nudity was decent to be seen on the screen. And the same TV covered the fashion show contest on its entertainment program on which extreme nudity has been shown. The gatekeepers said that a program on TV and an advertisement is different in their aim and purpose.

Case 5

Advertisement for chewing gum: it has a scene that shows a girl chews a gum. The gatekeepers rejected the advertisement reasoning that chewing a gum on the manner that seen in the advertisement is against the culture of most of the audience, especially at the time of dinner.

The advertising agency disagreed that there was an advertisement to ORS (Oral Rehydration Salt) with the character who suffers with diarrhea, which was on - air at the time of dinner.

Case 6

Advertisement for edible oil: there are characters of a family who were not interested in their mother's choice of edible oil. Finally, the mother has chose advertised oil for her family. The gatekeepers rejected the advertisement saying that the country is not in a position to have such a kind of family with lots of choices.

The advertising agency disagreed that the rationale behind is not logical and is pessimistic.

Case 7

Advertisement for Aliance Transport Share Co.: which has information that says 42.4% of profit would be received in short period of time. The gatekeepers commented that the audience has the right to know the source of statistical information; in order to make it clear and confirm it is honest.

The advertising agency disagreed on that since the company wants to put the information in the advertisement, ERTA does not the right to claim the proof of the statistical data. The advertising agency complained that to indicate the source of the data in the production, it would take additional 10 seconds which incurs the production costs.

Case 8

An advertisement for Corn flour: in which an old man herald the coming of the corn flour in modern way. The then gatekeepers rejected the advertisement

for the reason that an old man could not herald the coming of the corn flour, because it is not logical that in his life time corn was not a favorite meal.

The advertising agency disagreed and confronted the gatekeepers in every step of the ERTA structure and finally they let the advertisement on air convinced that the culture of the meal should be changed.

Case 9

Advertisement for hotel: in which customers are shown in bedrooms. The gatekeepers rejected the advertisement reasoning that customers should not be seen in bed rooms, especially on/in their bed.

The advertising agency disagreed that since the advertisement did not show that the customers doing something against the culture of audience on/in the bed, it should not be rejected.

Case 10

Advertisement of Et-fruit (a company for fruit distribution): the ad associated the sweetness of an orange fruit with the action of kissing. The gatekeepers rejected the advertisement.

The advertising agency agreed on the measure that ETV has taken because it violates the cultural norm.

Case 11

Advertisement for telecommunications: in which the candle is shown with number to indicate the character's birthday. The number on the candle associated with the day of rally called by one of the political parties. The

gatekeepers rejected the advertisement thought that the advertisement promotes the political rally along side with Telecommunications message.

The advertising agency disagreed because it was the gatekeeper's perception and interpretation than referred written law.

Case 12

In advertisement of a product that aired before had "tej" (traditional drink) in its production. The reason was that the alcoholic content of "Tej" thought to be higher than 12%.

The advertising agency disagreed that no evidence for the reason or laboratory tests results.

Case 13

Advertisement for Beer: shows excitement and dances of the crowd. But the gatekeepers restrained the advertisement for the reason that the production abuses women (nude women were seen among the crowd).

The advertising agency disagreed: there are other liquor advertisements on air in the same way that shown nude women.

Case 14

Advertisement for a company: in which there is a wide shot of bunches of flowers. The gatekeepers rejected the advertisement reasoning that it is associated with one of the emblem of the opposition parties.

The advertising agency disagreed that the shot is wide and not intentional to promote those parties.

Case 15

Advertisement for Great Run: there were many other logos on the pressboard behind the person shown on the advertisement. The gatekeepers considered those logos as indirect promotion.

The advertising agency disagreed that there is no rules that is explicit to the customers and it leads to subjectivity.

Case 16

An advertisement for a dry cell: in which the dry cell represented by solders. The gatekeepers rejected the advertisement for the reason that it could be interpreted as defamation of the National Defense.

The advertising agency disagreed that it is the gatekeeper's intention to interpret in this way rather than referred rules.

Case 17

Advertisement for chewing gum: in which a teacher tests and chews in front of students in the classroom. The gatekeepers considered that is not ethical for teachers to show such activities in classroom.

The advertising agency disagreed that the advertisement aims to promote the chewing gum rather than teaching ethics in classroom.

Case 18

Advertisement for "Yebahr ber" film: ERTA rejected for the reason that it violates its policy.

The advertising agency disagrees that it could be reproduced without text and dialogue, but they insist not to accept.

Case 19

Advertisement of hair paraffin with the introduction of

" ስጡኝ መሳሪያዬን ካጠገቧ ልቁም
 ጸጉሯን ብትሰራው ባንድቀን አያልቅም"

(it is a poem in which the character says that he would like to guard his girl with the rifle until she comes out of hair salon, because her hair is exceptional).

The gatekeepers rejected the advertisement. The reason was that the advertisement is nostalgic; it is not the era to guard a woman with a weapon.

The advertising agency disagreed: the creativity in the advertisement aims to emphasis the quality of the product.

ii) the following cases are collected from ERTA Commercial Section which list rejected or commented advertisements.

Cases	Date	Advertiser/Advertisement for	Reasons
20	09/03/02 (M)	-	Violation of Human right - the ad has pictures that show a bitten child with wound
21	09/03/02 (M)	Fura College	It has a phrase like "Fura is a head in knowledge " (ፋራ የዕውቀት አውራ) which should be justified by authorities.
22	08/03/02 (M)	Zeleyman Production	- children living with HIV shown. it's commented that to cover their face or to cut out the frames in order to protect the children from social pressure.
23	27/02/02 (F)	Microlink Business College	The recognition Certificate is not renewed
24	25/02/02 (F)	Oromia Trade and Industry Office	The ad has indirect promotion of other services
25	25/02/02 (M)	Dr. Emebet Higher Dental Clinic	The ad says that "we are the pioneer to introduce the new technology" needs substantiation.
26	- (T)	Highland Spring Water	Parental consent is needed for the child shown on the ad.

27	24/02/02 (M)	Aben Gust House	- customers are shown in bedrooms, - it says the service is "European standard" – should be substantiated by the Eth. Quality and Standard Authority
28	23/02/02 (F)	Vista Soap in Tigrigna	Incorrect Tigrigna Calligraphy.
29	23/02/02 (F)	ANNBCAN Ethiopia (NGO working with Children)	There are Drinking Houses "Tej bet", there are children, there are mourners, [which is considered as not relevant].
30	20/02/02 (F)	Amharic Film "Manenet"	The National Flag does not have emblem.
31	19/02/02 (F)	Action Professionals Association	The National Flag does not have emblem.
32	19/02/02 (F)	International Cardinal Hospital	The phrase "we're internationally competent". – needs substantiation
33	17/02/02 (M)	Addis Chamber	Certificate for Permission to the exhibition.
34	13/02/02 (T)	Seham Trading	- Says: <i>the product has cured several health problems</i> , – should be substantiated by the health Authority, - is it imported or produced domestically? (there no justification)
35	12/02/02 (T)	Debut Global Bank	Exaggeration - ተደርጎ በማይታወቅ ሁኔታ አክሲዮን ሸጠ:: Like: <i>the share has been sold never seen in history.</i>
36	12/02/02 (M)	Mesfin Flate Soup Factory	Certificate for liquid soup – imported/produced domestically
37	11/02/02 (F)	Film "menta Nefs"	Scene: cigarette smoking part
38	11/02/02 (T)	Film – "Yewondoch Guday 2"	says " <i>the best of the films in the year</i> " – should be substantiate by film rating authority.
39	09/02/02 (F)	Mars Engineering College	- The National Flag does not have emblem, - says that " <i>the only college that deserves awarded in the region, is the only one that has standard class rooms and teaching materials, and the</i>

			<i>college is best of the bests in every respect</i> – all claims should be substantiated by the authority.
40	17/02/02 (M)	Century Promotion	Indirect promotion – it shows Alsam, Photo service and Coca Cola in addition to the major theme of the advertisement.
41	05/02/02 (F)	New Abesha (S.Co.)	no license for the educational service.
42	04/02/02 (T)	P.E.N.E – Ethiopia	- it quotes statistical data says that: "50 thousand people die everyday world wide." - there is a problem in sound production, - technically there is a problem in editing the pictures.
43	04/02/02 (T)	Office of Intellectual Property right	There are indirectly promoted services in the ad.
44	04/02/02 (T)	Kibre Higher Clinic	Needs film rating Certificate from the Authority
45	29/01/02 (F)	Unity University College	- the recognition Certificate is not renewed, - it has a motif of promoting additional service.
46	17/02/02 (M)	Haleta – Ad for Tyre	It says that the product received the ISO 9001 – should be substantiate by document
47	04/02/02 (T)	Ministry of Serana Ketema Limat	The National Flag does not have emblem.
48	04/02/02 (T)	Customs And Revenue Authority	Problem in Production – cut jerks the picture.
49	04/02/02 (T)	SNNP Development Asso.	- the sound is muffled, - The National Flag does not have emblem.
50	(T)	Film - Samrawi	Exaggeration – "ለማየት ዐይን መርገብብ የሚቆምበት" (your eyes would be stopped blinking)
51	12/04/02 (M)	Konka - refrigerator	Sound problem
52	12/04/02 (M)	Film – Tila	- scene - cigarette smoking, - No Film Rating Certificate from the authority,
53	12/04/02 (F)	Letay Mesfin (music Record)	Sound problem
54	14/04/02 (F)	Doli Hotel	- there are customers in bedrooms, - there is indirect promotion of "Mineral Water"

55	01/04/02 (T)	Lafto Higher Clinic	<ul style="list-style-type: none"> - need Certificate of Competence, - there are customers of the clinic and medical professionals in the ad, - sound problem - calligraphy should be seen clearly on the screen
56	29/03/02 (M)	Rohbot – Tigrigna	- incorrect calligraphy.
57	28/03/02 (T)	Film - selanchi	It promotes the award given to the client – should be substantiated by the document
58	28/03/02 (T)	Film – Bermuda	there is a cigarette scene
59	24/03/02 (M)	Motuma Battery	Exaggerated phrases.
60	23/03/02	Film – Sameawi	<ul style="list-style-type: none"> - there is a cigarette scene - problem of sound
61	23/03/02 (F)	Film – Adenat	<ul style="list-style-type: none"> - cigarette, alcohol in a scene - problem of sound
62	17/03/02 (M)	Sheba Style S.C.	Parental Consent is needed for the child in the ad production
63	16/03/02 (M)	Fikat	<ul style="list-style-type: none"> - Parental Consent is needed for the child in the ad - double promotion
64	16/03/02 (M)	Rehobot Promotion	<ul style="list-style-type: none"> - Error in Calligraphy, - identified victims, - a journalist reads (not allowed), - Tigrigna calligraphy mixed in Amharic Ad.
65	14/03/02 (M)	Theatre – 'Rubguday'	Sound Problem
66	15/03/02 (M)	Oromia Intrn. Bank	Calligraphy error.
67	15/03/02 (M)	Children Exhibition	<ul style="list-style-type: none"> - Claim to broadcast the ad in English on Amharic air time. - need certificate of competence
68	18/06/02 (M)	Merry joy	the word "id Mubarek" (religious concept)
69	22/06/02 (M)	Emrael International	Need for Certificate of Competence- the ad is all about facilitating the scholarship for Ethiopian students
70	18/06/02 (M)	Wegagan Bank	<ul style="list-style-type: none"> - Phrase - "Alahu Akber" (religious concept) - Copyright of picture (copied from other channel)
71	22/06/02 (M)	EWLA	Should be corrected Cities Like Awassa –Hawassa, Nazerat – Adama;

72	29/06/02 (M)	Abisiniya Baltna	Comparison words-"ይለያል" ," ይበልጣል" (Different from All, The most quality Product)
73	29/06/02 (T)	Kirkos Sub city	has indirect promoted service
74	25/06/02 (T)	Shady Lega	it announces the product is spicy- should be certified by authority
75	-	Amdehun General Trading	- "Orion" condemns "Oriqon" – Defamation of other product which is not allowed. - exaggeration - which pronounces the taste.
76	25/06/02 (T)	Tamesol Communications	identified children living with HIV,
77	25/06/02 (T)	Film – Aldewelem	- poor quality of picture, - says the film awarded – needs substantiation
78	16/07/02 (T)	Cool Ice- Ice cream	It compares the price with similar product.
79	16//04/02 (T)	Film – 'Yehiwot Kimemu'	there is a Cigarette scene
80	15/07/02 (F)	Film Festival	- There are World leaders in the commercial production, - Film Rating Certificate
81	26/06/02 (M)	Ethiopias Collage	- there is a double promoted service, -needs certificate of competence
82	07/07/02 (F)	Music Concert	Poor quality of Picture
83	08/07/02 (T)	13 th Months of Sunshine	Ambiguous Saying: <i>law should not be above the man.</i>
84	18/07/02 (T)	Orthodox Church	Call for Preaching
85	(F)	Wagmet Woreda	Poor quality of Picture
86	15/07/02 (F)	Planet School	- Sound Problem - Background Music is in high volume
87	07/07/02 (F)	Film – Kleb	- nudity, - Film Rating Certificate
88	09/07/02 (F)	Amara Water Construction	Poor sound and picture quality
89	09/07/02 (F)	Tetrod	has double promoted service
90	29/07/02 (F)	Fair And Lovely Cosmotics	Need certificate of Competence
91	29/07/02 (F)	Book on Beauty	Says it is the first – need to substantiate
92	01/08/02 (F)	Music Concert	Question of sponsorship.

From the cases listed above, we can generate categories of basic gatekeeping philosophy of ERTA. Among the categories:

- protecting – rights of individuals
- protecting – unfair competition among the advertisers
- religious contents
- protecting copyright (few cases)
- protecting violation of cultural values
- exaggeration
- Prohibited items /alcohol, cigarettes, . . ./
- Technical production quality
- Substantiation /certificate of competence/recognition/
license/ film rating from respective authorities,
- indirect promotion/double promotion
- policy /governmental, intuitional/

One can note that there are some cases that may not be fit in either of the listed categories due to several reasons.

4.4 GROUNDS FOR ADVERTISING GATEKEEPING IN ERTA.

i) Legal Grounds

The advertising gatekeepers in ERTA refer mainly to the advertising manual along with the editorial policy of the institution. ERTA believes that the FDRE Constitution is a basic document for all laws including governing advertising. The gatekeepers are also obliged to refer to broadcast proclamation, different policies of the government and other advertising guidelines of stakeholders. As Folkerts, Lacy and Davenport

(1988) explained, "*the primary justification for advertising regulation is the protection of consumers from false claims that would mislead them*" (p.372). And media houses would accept advertisements that "*the media consider to be the standards of decency and test of the audience*" (Jamieson and Campell, 1992,224).

The gatekeepers need the advertising agencies or the advertisers to be legal. Trade license, certificate of competence from respective sector institutions (it is optional for certain products/services), renewed recognition (optional) are some of the legal preconditions to accept the advertisement

Some governmental regulatory bodies have direct authority over regulating process of advertisement, for example, DACA reviewed and checked the content of drug, food and pesticide advertisements before giving certificate of competence to the advertisers that directly sent to ERTA. Unless DACA sent the approved letter of the authority and a copy of advertisement to the ERTA, the gatekeepers will not accept the advertisers' claim to broadcast on TV.

Other governmental bodies indirectly regulate advertisements. The Ethiopian Quality and Standard Authority, Addis Ababa City Culture & Tourism Bureau, Ministry of Education or sector bureaus are among the indirect regulators of the advertisement in their sector. The gatekeepers

confirm the licenses and the approval of those regulatory bodies in addition to the content and form of the advertisements.

The gatekeepers refer to the institutional advertising manual which adopted in 2003 in which legal and ethical standards; institutional and market interests are incorporated. The legal aspect of the advertising manual comprises with international conventions on advertising and different domestic consents over social, political and institutional norms. Defamation, unfair comparisons of products/ services, promoting prohibited products/ services are legally restricted in the advertising manual of ERTA.

Among the previous categories, the followings are considered as legal aspects of gatekeeping in ERTA. These are:

- protecting copyright (few cases)
- Prohibited items /alcohol, cigarettes, . . /
- Substantiation /certificate of competence /recognition / license/ film rating from respective authorities,
- policy /governmental, intuitional/

ii) Ethical Grounds

In ethical part of advertising "*mostly areas of control in advertising are deception, obscenity and bad test, advertising to children, unfair competition, information to advertising, right to privacy and copyright*" (Dunn and Barban,1986,125 - 126). Advertising gatekeepers in ERTA

refer to those ethical parts of the advertising that are universal in most of the practices. ERTA believes that any advertisement should be truthful, decent, socially responsible, and should respect social and cultural norms of the society. The ERTA believes in that the consumers should be protected from exaggerations, abuse of the dignity of children and women and other violations of social values. According to the Constitution and the ERTA's advertising manual, any advertisement should not provoke ethnic or religious unrest. The gatekeepers are responsible to check the violation of any rules and policies.

Among the previous categories, the followings are considered as ethical categories of gatekeeping in ERTA. These are:

- protecting – rights of individuals;
- protecting – unfair competition among the advertisers;
- Violation of cultural and social values;
- Exaggeration

iii) Marketing Grounds

Marketing ground is one of the bases in the gatekeeping process of ERTA. This motive of the advertising service of the station is guided by written rules and regulations described in the advertising manual. In this guideline, ERTA promotes the market economy in which everyone has the right to compete fairly in the market. Even though ERTA promotes the market economy system in reserving the air - time for advertisers, it

is not allowed for everyone who dares to misuse the medium through its advertisement.

In the application of marketing principle of gatekeeping, ERTA prioritizes promoting the domestic products rather than imported products. The air - time price would be plus for imported products. There is a classification of pricing for imported products that divided in to three levels. These are most important product for the society, level for less important product than the first classification and level for luxury products. The air - time cost would increase according to the levels.

ERTA also set a rule for indirect promotion, i.e. additional promotion of product or service within a single advertisement production. ERTA believes that a given time is allocated for a single advertisement that aims to promote a single product or service. It costs a price of single given air - time. Sometimes advertising agencies would like to promote two or more products or services in a single air -time cost. ERTA charges additional cost for the additional product(s) or service(s) promoted together in a single advertisement production.

Among the previous categories, *indirect promotion/double promotion* is an example of the marketing grounds of gatekeeping in ERTA.

iv) Institutional Policy

There are advertising rules that promote institutional policy of ERTA. These rules may or may not be inclusive in the advertising manual. Apart from checking the advertisements from the ethical and legal perspectives, the gatekeepers might be entitled to maintain the station's interest.

As Mc Quail (2005, 329) explained the media organization "*tend to reproduce selectively according to criteria that suit their own goals and interests*". As Wells, Burnett and Moriarty (2000, 30) believed "*many laws govern advertisement; many situations are not covered by written rules regulations.*" Some of the institutional policies of ERTA may or may not be formally adopted as a rule. At times, there might be rules that are generated from any part of the management of the media institution.

The indirect promotion concept of gatekeeping, prohibiting advertisements that have emblems of political parties in their production during election rally, prioritizing of domestic products in making difference in price, etc. are parts of institutional policy that govern the gatekeeping process.

Among the previous categories the followings are considered as institutional grounds of gatekeeping in ERTA. These are:

- Technical production quality standard,
- Substantiation /certificate of competence /recognition / license/ film rating from respective authorities,

- indirect promotion/double promotion
- policy /governmental, intuitional/.

4.5 FORMS OF ADVERTISING GATEKEEPING

Hibert, Ugurait and Bohn (1979) described, "*in mass communication process gatekeepers take many forms*" (p. 115). They classified these forms as "*economic control, individual taste or bias, or value system*" (p. 118). In ERTA reviewing advertisement content, checking production quality, cost of air – time, and placement are some of additional forms of advertising gatekeeping.

a. Reviewing Advertising content

ERTA reviews advertisement before broadcast. Here the gatekeepers value the content, according to different parameters. The intention of reviewing content is to check the advertisement whether it complies with different policies, legal and ethical regulations of the institutions. Here legal documents, certificate of competences, renewed recognition, and other documents crosschecked along with the advertising productions. Usually it bases the institutional and governmental policies.

b. Checking Production Quality

ERTA has technical standards for the best of its quality. In the commercial production section, the technical quality of the advertisement thought to be tested. According to the standards:

- any Standard Definition (SD) video should be in wave form monitor (WFM) and should meet the following qualities when it measures with oscilloscope;
 - RGB color : -5% to 105%,
 - Luminance: 1% to 103%,
 - Chrominance: 105% max,
 - System Standard: PAL B/G
 - Interlaced Standard: 625/50

- any analogue video should be in wave form monitor (WFM) and should meet the following qualities when it measures with oscilloscope;
 - picture: 0.7v
 - sync: 0.3v
 - color bust: 0.3v
 - Black Level: 0.02v

- Synchronization of the audio - video should be less than 60 micro seconds.¹⁰

c. Placement

ERTA prioritizes the advertisements according to the content and the type of advertisers. The air -time for advertisement divided in to prime time 1, prime time 2, normal time 1, and normal time 2. Usually, the governmental announcements prioritized than commercials. The public service announcements broadcast in prime time than any other

¹⁰ Audio -visual quality control manual, ERTA. December 2009.

placements; the theatre and Film advertisements are allowed to be broadcast at normal time during the evening transmission.

There are times that the placement determined by price rating which directly related to the advertisers' capacity to afford the air - time cost in each placement. ERTA believes that all customers are served in two types: according to its precedence and by importance to the public. In fact, according to the ERTA principle, those who have a strong purchasing power to place their advertisements at prime time would not always be allowed to be placed prior to other governmental and public service announcements.

d. Cost of air - time

ERTA has given advertising service in different price rates. These rates are different in terms of placement and the types of products. Cost of air - time uses as a gatekeeping mechanism to scatter the advertisers' pressure on the media due to different price rate. Since 2003 (the advertising manual developed), ERTA has revised its price list at least three times.

Until June 2009 the price for prime time (for domestic products) was 46.66 birr per second (without tax), for other placements the price list for a minute were ranges from 38.33 birr per second to 25 birr per second. From June 2009 to January 2010 ERTA has revised its price for the second time since 2003. The price for domestically produced products ranges from 53.33 birr to 27 birr per second according to the different placements.

Since January 2010, ERTA implements the revised price for advertisement. Here the price for domestically produced products ranges from 66.33 birr to 30 birr per second. The principle of pricing favors domestic products and services. The following tables illustrate the rising cost of air – time.

Table 1 Price list at ETV1 main channel
. Domestic Products and services

TYPE	DOMESTIC PRODUCTS	
	per sec	60" with VAT
PT1	46.66	2,800.00
PT2	38.33	2,300.00
NT1	33.33	2000.00
NT2	25.00	1500.00
SR	66.66	4000.00

TYPE	DOMESTIC PRODUCTS	
	per sec	60" with VAT
PT1	53.33	3680.00
PT2	42.16	2909.50
NT1	36.66	2530.00
NT2	27.50	1897.50
SR	66.66	4600.00

since 2003 to June, 2009.

from June, 2009 to Jan. 2010.

TYPE	DOMESTIC PRODUCTS	
	per sec	60" with VAT
PT1	69.33	4784.00
PT2	54.82	3782.35
NT1	47.66	3289.00
NT2	30.25	2087.25
SR	86.66	5980.00

Price list uses from Jan. 2010

PT - Prime time;

NT - Normal Time;

SR - Special Rate (for holidays)

4.6 CHALLENGES IN ADVERTISING GATEKEEPING PROCESS

The advertisement gatekeepers face different challenges in the process. These challenges shadowed the process. The challenges will be discussed below.

i) advertising manual is not update:

The manual was adopted for the reason that the ERTA should be governed lawfully, ethically and responsibly. It is appreciated to adopt the manual as media institution. And it has been working for the last seven years except revising the advertisement price in Feb. 2010. Its obvious there would be many changes and societal transformations. These transformations would have impact on the advertising business. But the advertising manual did not updated accordingly. The gatekeepers sometimes discussed among themselves to make decisions. They rely on their experience to fill the gap. Mc Quail (2005) defines this phenomenon as *"the more that the same criteria are applied at successive stages of decision - making, the more pre- existing biases of form and content are likely to endure while variety uniqueness and unpredictability will take second place"* (p. 329).

This makes the advertising agencies to comment that ERTA should not have gatekeep the advertisements in un-updated rules and regulations. They commented that ERTA should have been forerunner in advertising communication.

ii) Lack or limited training:

The assigned gatekeepers and some other personnel in the structure have the experience of at minimum a year to nine. Exceptionally, there is a person in the structure who spent more than 15 years in the section. But none of them have got training. The only trainings that the gatekeepers mentioned are the *customer handling training* that was organized by one of the educational institutions in Addis Ababa, the general awareness training on the governmental policies organized by ERTA, and the training on Ethics and Anti-corruption organized by the Ethics and Anti-corruption Commission. The limited or no training for gatekeepers hampered the gatekeeping process.

iii) the pressure of the customers on the Gatekeepers:

Sometimes the customers try to pressurize the gatekeeping process to be in their favor. They attempt to bribe the gatekeepers and trying to pressurize gatekeepers to avert their decisions through the top management are the most frequent forms of pressures on the process.

iv) Domination of personal interpretations:

The advertising agencies strongly commented that the gatekeepers review the advertisements according to their perception rather than using the written rule. They say that words that connote "*uniqueness of their product/service*" or all words that have intentions of comparison are not

totally allowed. However, sometimes in any situations those words could be accepted by the gatekeepers to be used in advertisements. It makes the advertisers or the advertising agencies to doubt that whether the regulation prohibit those words from using in the advertisement or the gatekeepers are not likely interested in those comparison words. The agencies believed that the gatekeepers interpret the rule of "*protecting unfair competition*" in their own way of understanding and interpretations. Williams (2003) commented on that, "*media content is determined by the decision of the individual media worker accords with the common-sense assumption of media audience and the self-image of many of those working in the media*" (p. 100).

The advertising agencies complained that in situations like political rally, the gatekeepers become more curious in every words and images for fear of connoting something against the existing system or against the parties. The gatekeepers argued that they do have responsibility to gatekeep advertisements measuring on the current political, economical or social fever.

v) Problem of Technical Quality Control for Advertisement Production:

ERTA has set technical standards for broadcast. But advertising agencies complain about the degrading quality of their production on air. Sometimes poor production quality advertisements broadcast on TV. The

comments are that the standards set by the ERTA are not applicable to the gatekeeping system.

The problem lies on the malfunction of technical equipments in editing rooms. Any production quality is not measured in oscilloscope because of either the devices are out of order or the audio - visual editors are not using the equipment properly. The video editors evaluate the quality of advertisement productions using their experience and perception.

vi) Considering that conventional ethical/legal frameworks and media advertising policy are the same and one:

According to different scholars *gatekeeping function in media organizations tend to reproduce selectively based on the criteria that built their own goals and interests.* (Mc Quail, 2005, 329). It is common that the media houses exercise their gatekeeping policy. There is a great tendency among the advertising agencies/ advertisers that only the conventional ethical/legal regulations of advertising should govern the media. The advertising agencies argue that since the ethical/legal frameworks are universal, ERTA should always be governed only by these universally accepted rules.

But media houses have the right to set criteria of their own to accept or to reject the advertisements come to their stations. Mc Quail (2003, 129) explained minimum requirements for being on-air on any media. Those

criteria are referred to the media houses' purpose and ultimate goal. The media houses cannot be forced to accept to broadcast advertisements of which out of the criteria they set. As Hovland, Wolburg and Haley (2007) "*media sometimes find it advantageous to avoid certain content. . . .at times media alter content for benefit of their customers, the readers or viewers*" (p. 162). Most of the advertising agencies /advertisers do not accept the right of media houses to select advertisements in their own criteria and policy. Arens agreed that (1999, 72) "*many commercials are returned with suggestions for changes or greater substantiations and some ads are rejected outright if they violate policies.*" In case of selection of advertisements or gatekeeping, media houses can set very different rules for their own according to the purpose of the institutions. As wells, Burnett and Moriarity (2002) confirmed that *the media attempt to regulate advertising by screening and rejecting ads that violates their standards of truth and good tests.*

vii) The disparity of execution between Advertising Manual and the Editorial Policy of ERTA.

ERTA governed by its different policies. These policies comprise with guidelines that could govern the institution. The editorial policy and advertising manual (policy) are mentioned among the ERTA's policies. The advertising manual (policy) is similar to the editorial policy in promoting the ERTA's vision and goals.

According to Jamieson and Campell, "*most ads accepted by the media will not overstep what the media consider to be the standards of decency and test of the audience*" (1992,224). In the case of advertising gatekeeping, the gatekeepers comment or reject those advertisement productions which they considered as extreme nudity, violence, the untruthfulness, unacceptable exaggerations, etc. However, the advertising agencies commented that one could watch footages prohibited in advertisements, in any other editorial productions of ETV. They question that since the public is the same as the audience of advertisements, why not the editorials do not edit and gatekeeped that controlled in advertisement productions.

The disparity lies on the execution of the advertising and editorial policies of ERTA within the institution.

4.7 FINDINGS

ERTA has been gatekept advertising since its establishment. The assigned gatekeepers, who are part of the institutional system, mainly refer to the advertising manual that ERTA adopted in 2003. The manual uses as a guideline to accept/reject advertisements. Since this research focuses on the gatekeeping system of ERTA, it finds out the following:

a) Inconsistency:

Even though, there is an advertising manual since 2003, the advertising regulatory system of ERTA is inconsistent in its execution of the manual. Some decisions emanate from personal motive in the structure, which are not recognized by the institution and vary every time.

The gatekeepers are inconsistent in their decisions especially the advertisements that may not have guidelines in the manual.

The other reason for inconsistency arises from institutional motive. Here there are some rules that are not written in any other documents, but are flexibly used in the Commercial Production Section of ERTA at time of conditions.

b) Some contents and forms of advertisements do not have the parameter in the manual;

The advertisement productions come to be reviewed in the ERTA production section ranges from simple text reading to creatively

animated productions. The content also ranges from retail advertisements to the idea promotion. Since the advertising manual did not update, all contents and forms of advertisements may not be governed according to the advertising manual.

According to the advertising agencies, without any further reviewing ERTA accepts those advertisements with no creativity in the production or in their approach. The gatekeepers defend the complaint that whenever the advertising agencies are trying to be creative, most of the time they make the ethical and legal contemplation secondary. And the gatekeepers would decide according to their experience and background to accept or reject the production. Sometimes the gatekeepers discussed among themselves to decide over the advertisement.

c) Little or no attention given to rules and regulations:

There are different regulations and rules of different sector institutions that govern advertisements in Ethiopia. The Broadcast Service Proclamation No. 533/2007 is one of the proclamations concerning advertising. There are conventional ethical and legal rules in ERTA's advertising manual. And there are others stakeholders in advertising controlling system that have direct or indirect responsibilities in controlling the advertising message disseminated; like Drug Administration and Control Authority of Ethiopia, National Lottery Administration, Ministry of Education, Ethiopian Quality and Standard

Authority, . . . are among different stakeholders in advertising control system of the country. The ERTA is referring to all those documents to gatekeep the advertisements.

Even if most of the advertising agencies included in this research have general awareness of advertising ethics, they mentioned only some of them as *advertising production should not violate the constitution, should not provoke unrest among ethnic groups and should not violate cultural norms of the society*. None of the advertising agencies and advertisers are accustomed to those formal documents on advertising. *This makes the gatekeeping process of ERTA hard and arguably.*

d) ERTA did not publicize its advertising manual:

Most of the ERTA's direct customers are advertising agencies. They are expected to stick to the rules and regulations of the institution. Even if, there is an advertising manual that uses as a guideline to govern the gatekeeping process since 2003, ERTA did not disclose to any of the customers. This makes the advertising agencies and other customers to think that the gatekeepers are working in their personal perception rather than based on written laws and regulations. Moreover, the customers believed that unrevealing the document gives room to the gatekeepers to interpret the articles in their personal favors.

e) The unhealthy relation between advertising agencies and ERTA:

ERTA believes that it gatekeeps advertisements for the sake of social welfare and to promote the market fairly. Moreover it believes that it serves the public responsibly.

In the gatekeeping process, I observed that the advertising agencies are not ready to accept the comments or the reasons to reject their advertisement production. They considered that ERTA gatekeeps advertisements because of its monopolizing opportunity of the TV broadcast service of ERTA.

Indeed, ERTA withholds commission of the agencies; and this became additional reason to bring the relation unhealthy. Moreover, the agencies already have an image of ERTA's Commercial Production Section as governmental compitator that snatches advertising production business to its own.

f) No code of ethics:

In the advertising business, it is believed to have code of ethics that govern all parties in the sector. The advertising practitioners are working according to their understanding of ethics and their client's interest. This makes great difference to come together to the point where all advertising agencies and media agreed upon.

The advertising code of conduct is necessary for self-regulation, to encourage the public to have part in regulating the advertisements and to have a common ground for media, advertising agencies, advertisers and the public.

The absence of code of ethics makes the gatekeeping process hard and arguably.

g) Absence of advertising law or policy at the national level;

The gatekeeping of advertisements have been done by ERTA since long. ERTA has adopted the advertising manual in order to use it as a guideline that governs the advertisement before broadcast on TV. It is more or less comprehensive and inclusive of conventional legal and ethical frameworks. Still there is no advertising law or advertising policy at national level which can govern all sectors similarly. The absence of such law brings discrepancy in the understanding of the need and advantages of gatekeeping in media houses. The major gap that the researcher perceives between ERTA and the advertising agencies arises from the absence of the national advertising law.

CHAPTER FIVE

5.1 CONCLUSION

In data analysis and findings chapter, it has been mentioned that there are different forms of gatekeeping in ERTA. Challenges that face the gatekeeping process arise from either the internal system of ERTA or from the gap in awareness or less concern for the importance of gatekeeping on the external community. According to different media scholars it's believed that media gatekeeping is very important. This study examines the process of gatekeeping process of Ethiopian Radio and Television Agency (ERTA) in relation to media responsibility. The researcher uses the qualitative research methodology.

Different parties in the advertising business have taken the concept of gatekeeping of advertisement as one of the media duties. But they share different stands on its practicability. The attitude of the ERTA tends to serve the public truthfully and responsibly. The advertising agencies are arguing that ERTA controls the business information flow through advertisements rather than consulting to fit to its policy to be responsible. The researcher believed that the gatekeeping is one of the media responsibilities to ". . . operate to some degree, as 'instruments of

control' in society to reinforce the status quo to develop social cohesion and to maintain stability by reinforcing conventional norms". ¹¹

Some of the advertising agencies and advertisers take this concept of gatekeeping as "censorship", rather than benefiting for social welfare. But the two concepts are totally different. Gatekeeping is a duty of media to filter information for the best interest of the audience in acceptable way, and censorship is restraining of information totally from being on air or print. As Gordon and Kitteross believed that the media as a responsible institution has *"to monitor and keep their own business and advertising activities ethical, and to guard against offending their audience."* (1999, 251).

ERTA has adopted the advertising manual since 2003. It is incorporate conventional ethics of advertising and legal grounds. More over it explains the institutional stands on promoting advertising. The manual has been serving as the guideline to gatekeep the broadcast advertisements.

There are some challenges in gatekeeping process of ERTA. The use of un-updated advertising manual, lack or limited training for gatekeepers, the pressure of the customers on the gatekeeping process, imposition of personal interpretations, problem of technical quality control for

¹¹ Ross, Susan Dente. *"Their Raising Voices": A study of Civil Rights, Social Movements, and Advertising in New York Times.* Journalism & Mass Communications. Vol. 75 No. 3 Autumn 1998.

advertisement production, considering the ethical/legal regulations and media advertising policy are the same and one; the disparity of the execution of Advertising Manual and the Editorial Policy of ERTA are among many challenges that the gatekeepers face.

I believe that ERTA is trying to be socially responsible with all mentioned drawbacks and hindrance to be absolute. There are some measures that ERTA should take to manage the gatekeeping process smoothly and more efficiently. In fact, ERTA has taken the advertising business partners as irresponsible; but since it is the only TV medium and pioneer in broadcast in the country, it should have take action to guide them.

ERTA has been gatekeep advertisements since long, but not supported by national advertising law. Its manual is not working outside the institution to set codes universally, so that it has to be supported by the advertising law which should be promulgated at the federal level. This would have the solution for the doubts that many advertising agencies and advertisers believing in that ERTA is gatekeeping the advertisements because it monopolizes a TV service. In addition, the advertising law would be a common guideline to all in the business.

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Appendix 1: Guide line questions for gate keepers of Advertisements in ERTA

- 1) What is (are) your major duty (duties) in ERTA advertising section?
- 2) What do you refer to select/ accept advertisements that come to the section?
 - a) _____
 - b) _____
 - c) _____
 - d) _____
 - e) _____
 - f) _____
- 3) What are main elements that you are looking for in advertisement productions to select or to accept?
- 4) What kinds of ads are usually rejected? (what are the reasons?)
- 5) Is (are) you reference (s) updated?
- 6) Do you think the reference lists in the reference document are exhaustive?
 - a) if yes, please elaborate:
 - b) if no, please elaborate:
- 7) According to the experience of the section, what are the major arguments arise during selection process?
- 8) Are there any hierarchical decisions on ads which may not comply with the advertising selection rules and regulations?
 - a) if yes, mention the type of the ads and when. . .
- 9) What are the reaction of the customers whose advertisements would not be accepted due to several reasons?
- 10)As a staff of the section, what is (are) the importance of the gate keeping of advertisements?
- 11) how do you update yourself on the subject matter, on the rules and regulations, different policies and laws related to advertising whether they are institutional or nationwide?
- 12) Additional comment (if any).

Appendix 2: Guide line questions for Advertising Agencies

1) Which laws, rules or regulations are you refer to produce advertisements?

- a) _____
- b) _____
- c) _____
- d) _____

2) What are your references for your ads to be accepted by ERTA?

3) According to your experience, what kinds of advertisements are accepted or rejected in ERTA?

4) What are the reasons given by ERTA concerning unacceptability of some advertisements?

5) How do you explain the advertising section of ERTA, concerning selection of ads?

6) What is your comment on ERTA's advertising manual?

7) What would you do on those advertisements which ERTA reject or comment to change in some way?

8) How ERTA advertising section should function in selection of advertisements?

9) Additional comment (if any).

Appendix 3: Guide line questions for Advertisers.

- 1) What are your principles to order advertising agencies to produce advertisements for you product/service?
- 2) What is/are your comment(s) on the advertisements before taking to ERTA?
- 3) Would you mention other governmental institutions that concern the advertisements to have permission other than ERTA?
- 4) Would you mention about the rejected advertisements?
- 5) What are major challenges at ERTA, concerning the reviewing of your advertisements?
- 6) What is your comment on ERTA's advertising reviewing section?

Appendix 4: Guide line questions for Advertising Regulatory Bodies.

- 1) What is the purpose of your institute to regulate advertisements?
- 2) What are major principles to regulate advertisements?
- 3) What is the procedure?
- 4) How the institute establish contact with ERTA, concerning advertisement regulation process?
- 5) How do you control those of advertisers who did not pass through the regulatory process?
- 6) Is there any of guidelines of the institution to be governed by? Where does it find?
- 7) Does ERTA know about those guidelines of the institution? And Does ERTA works accordingly?
- 8) Any comment to be added.