

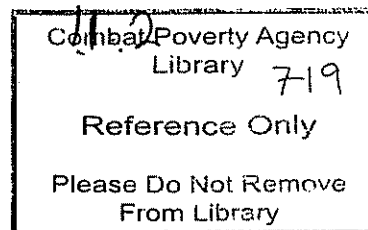


Policy Submission

**Submission to the
Commission on
the Newspaper Industry**

November 1995

REF/CPA



**SUBMISSION TO THE COMMISSION ON THE NEWSPAPER
INDUSTRY**

**Combat Poverty Agency
8 Charlemont Street
Dublin 2**

November 1995

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1. WHY A COMBAT POVERTY AGENCY SUBMISSION

1.1 Introduction

The Combat Poverty Agency (the Agency) welcomes the opportunity to make a submission to the Commission on the Newspaper Industry.

The Combat Poverty Agency Act, 1986, outlines four general functions for the Agency. These are:

advising and making recommendations to the Minister for Social Welfare on all aspects of economic and social planning in relation to poverty in the State;

the initiation of measures aimed at overcoming poverty in the State and the evaluation of such measures;

the examination of the nature, causes and the extent of poverty in the State and for that purpose the promotion, commission and interpretation of research;

the promotion of greater public understanding of the nature, causes and extent of poverty in the State and the measures necessary to overcome such poverty.

1.2 The Agency's View of Poverty

Poverty, in the Agency's view, is best understood as exclusion from the general standard of living and way of life prevailing in society. Thus tackling poverty is about much more than just ensuring that everyone has access to an adequate income. It is also about addressing those institutions, arenas and relationships in the social and cultural domain which maintain the patterns of inequality and exclusion created by economic poverty. Any attempt to tackle poverty has to examine and address social and cultural inequality and exclusion as well as economic deprivation.

Poverty is not just an issue for individuals. There are a number of groups and communities in the population who are at risk, for example, the unemployed, small farm households, family households especially large families, lone parents, Travellers, gays and lesbians, homeless people, people with disabilities.

The extent of poverty in Ireland is unacceptably high. It is estimated that 867,000 people¹ are surviving on incomes below the minimally adequate rate. The strong

¹ Projecting the Costs of Social Welfare (unpublished), Combat Poverty Agency 1994

correlation between unemployment and poverty has been well documented². Half (133,098) of those registered unemployed are long-term unemployed and a quarter are unemployed for three years or more. Furthermore, long-term unemployment is forecast to worsen in the immediate future to 142,000 and will account for a constant half of all unemployed. Even the most positive economic forecasts do not predict any dramatic fall in unemployment figures in the next few years. Thus, unemployment levels seem set to remain amongst the highest in Europe.

People living in poverty experience multiple disadvantage. They suffer the constraints and limitations of economic poverty. In addition, more often than not, public services such as education, the arts, health, housing, transport, legal services and the information, education and entertainment services provided by the media, are lacking or provided in an inferior way. At an individual and community level, the consequence of poverty and unemployment is that many people and communities feel marginalised and powerless.

Combating poverty involves overcoming such powerlessness and marginalisation. It means responding to people's alienation and rejection which often results in feelings of hopelessness, failure and inadequacy. It involves rebuilding self-confidence and overcoming dependency. It means ensuring that those affected by poverty have access to the services and opportunities that the rest of society enjoys. Combating poverty, however, also means challenging the structures, institutions and public services which serve to reinforce and institutionalise economic poverty and social exclusion. In the case of the print media, it means ensuring that services reflect the reality that:

- * the 20 to 30% of people in Ireland who live in poverty and the over 300,000 unemployed are full citizens with rights equal to any other group in society;
- * people living in poverty have an equal right to be provided with the information, education and entertainment that they want;
- * they have equal right of access to communicating ideas and information through the print media;
- * they have equal right to be represented fairly.

1.3 Defining Anti-Poverty Work

Based on its work to date and its contacts with community and voluntary groups involved in tackling poverty and disadvantage, the Agency identifies the following as

² Whelan CT, Hannan DF and Creighton S (1991) Unemployment, Poverty and Psychological Distress, ESRI General Research Series No. 150 Dublin

four core principles which might usefully inform anti-poverty work. These are: reducing inequality; promoting empowerment and participation; fostering partnership and a multi-dimensional approach and advancing social rights and combating discrimination³.

1.4 The Agency's Interest In Making a Submission

The Agency believes that future policy in relation to the newspaper industry should include an adequate and fair anti-poverty focus.

Key issues it could address are:

- * promoting greater inclusion;
- * maximising participation;
- * seeking to integrate the community and voluntary sector in decision-making;
- * ensuring social rights and addressing intolerance, discrimination and racism.

Newspapers performs a multitude of public service roles including information dissemination, image and opinion-formation and are a medium of both one-way and two-way communication. It is also an industry providing significant levels of employment. It is an important agent of change and development and can have an essential role in developing social cohesion and in developing communities.

Newspapers are essentially about communication and communication is first and foremost a bridge-building exercise. However, people's participation in such a exercise is not something which can be "mobilised" or created from the outside. It is based on people's right to decide for themselves and that very often depends on the resources available to them, the opportunities created for them to do so, the meaningfulness and appropriateness of those opportunities and the value of the impact of that participation.

1.4.1 The National Anti-Poverty Strategy and the Strategic Management Initiative

The government is, for the first time, committing itself to set out an across-the-board national strategy to address all aspects of poverty and social exclusion under the National Anti-Poverty Strategy⁴. All government departments and state agencies will be expected to include the reduction and prevention of poverty as key objectives in the development and implementation of their policies and programmes. They will also be required to consult and involve people affected by poverty in this process. The Strategy is to be put in place by the end of 1996.

The government has also made a commitment that the Anti-Poverty Strategy will be reflected in the Strategic Management Initiative currently being undertaken in the public

³ see Agency Annual Report 1994 and Strategic Plan 1992-1995 for further discussion

⁴ National Anti-Poverty Strategy Information Brochure, Department of the Taoiseach, July 1995

administration system. Anti-poverty objectives therefore can be assessed against set targets and departmental actions subsequently reviewed.

1.5 Recommendation

In the context of the National Anti-Poverty Strategy, legislation, regulations and policy in relation to the newspaper industry should take account of how it can contribute to the reduction and prevention of poverty and social exclusion.

2. SOCIAL EXCLUSION AND THE NEWSPAPER INDUSTRY

2.1 The Communication Rights Issue

The 1948 United Nations Universal Declaration of Human Rights does not specifically refer to the right to communicate. It does, however, include the right to express oneself and the right to information, which in combination surely imply a right to communicate. In an effort to explore the right to communication, UNESCO established the International Commission for the Study of Communications Problems under the presidency of Sean MacBride in 1977. Three years later, UNESCO adopted a resolution which presented the right to communication as a right not only to the individual but also to society, to the region and the nation. The resolution drew attention to a number of issues including:

- restrictions in sources and channels of information;
- the need for improvement in communications infrastructure;
- the right of individuals and groups to access to information and to active forms of communication;
- respect for cultural identity.

Writing in *The Crane Bag* in 1984, Richard Pine comments on the challenge that the MacBride Commission presented to Ireland at that time. Pine saw those challenges as:

"that national communications policies must be developed, integrated with overall social, economic and cultural development objectives;

that imbalance, disparity and inequality must be eliminated (particularly in information flows and cultural dominance);

that democratisation of communications must be recognised as inter-related with community development (especially in regard to participation in decision-making).

The premise from which these recommendations emanate is the recognition of the inherent individual right to communicate..⁵

This right is inherent in providing for civil, political and social rights⁶. Civil rights, those rights considered necessary for individual freedom, include liberty of the person, freedom of speech, thought and faith, the right to own property and the right to justice. Political rights centre on participation in the exercise of political power and are most

5 Pine R, After MacBride: Ireland and the New World Communication Order in *The Crane Bag* Vol.8 No.2 1984

6 *Making Social Rights a Reality*, Combat Poverty Agency, Dublin, 1992

commonly represented by a person's rights to vote and to stand for election.

2.1.2 Social Rights

Social rights generally include the right to a minimum of economic welfare and security, the right to a share in the full social heritage of one's society, the right to live a civilised life according to the standards prevailing in the society. Social rights, which have been compared to a set of entry tickets to participation in society, derive from our shared citizenship which in turn is closely related to the idea of the common good: that there are common values over and above individual interests and backgrounds.

As citizens, each of us is entitled to claim whatever privileges spring from being a member of our society and, in return, we are required to undertake certain duties. At its essence, the concept of citizenship suggests not that everyone should be the same but that there is some common floor or package of rights to which people are entitled and with respect to which they are equal because they are members of the same society. While there is no universal set of principles ordaining which rights and duties should comprise citizenship, two underlying principles would appear to be widely shared: justice and equality or fairness. While poverty impedes an individual's right to participate in society as an equal citizen, social rights are conferred so as to reduce the inequality.

The way the newspaper industry is legislated, regulated and monitored needs to take account of how it can protect and promote the social rights of the socially excluded.

2.2 Newspapers and the Public

Large scale social organisation involves differing communities and therefore, a broad range of identities. The interpersonal relations of even small communities of identity are knitted together through larger scale networks, particularly the media and it is generally accepted that the prerequisite for building and linking shared identities is the opportunity to assert and define cultural difference.

Thus it is within this sphere that opportunities are provided for groups and communities to both assert cultural difference, to communicate and to discuss differences and commonalities in order to come to common meanings.

In modern capitalist societies the mass media are one of the most critical sites in which disagreements can be aired and agreements formed, even if such agreements are provisional⁷. While the commercial media system is primarily devoted to profit maximisation, which in effect has meant segmenting markets, rather than building public links among diverse communities, it is up to media forms with a public interest

⁷ op.cit Friedland 1995

to construct a public sphere which:

- cuts across different communities;
- serves as a link for the formation of common identities;
- serves as a site for the exchange of views and interests;
- develops the broad cultural and political understandings that can lead to the forging of social agreements.

2.3 Newspapers, Poverty and Social Exclusion

The extent of poverty and social exclusion in Ireland would imply that it should be a central political, social, economic and cultural concern. However the defining characteristics of poverty and social exclusion include disempowerment and lack of participation and resources, along with commercial and political forces, conspire against a greater public consciousness of poverty.

In the European Commission study on perceptions of poverty⁸, when asked about the way the media informs about poverty and social exclusion about one-third of Europeans (national figures not cited) considered that the media did not provide enough information about poverty or that the way they do it is not satisfactory.

The mass media makes an important contribution to shaping attitudes and opinions on issues or groups with whom there is limited contact or interaction. Therefore, newspapers along with radio and TV are important sources of belief and values from which people build up pictures of wider society and groups within it⁹.

The newspaper industry could potentially play an important role in:

- * promoting public discussion and understanding of the value of anti-poverty work, highlighting the contribution that anti-poverty initiatives can make to improving the social, economic, political and cultural life of wider society;
- * encouraging and maximising serious and informed public discussion on the causes, extent and nature of poverty and social exclusion
- * promoting the vision of a more socially just society
- * facilitate the self-expression of disadvantaged groups
- * sensitively portraying and avoiding negative labelling of the socially excluded and

8 op. cit. Eurobarometer No. 40, Brussels, 1995

9. For a discussion on this see B. Troyna, *Public Awareness and the Media, A Study of Reporting on Race*, Commission of Racial Equality, London, 1981)

their experience.

2.4 Recommendations

2.4.1 That socially excluded groups and individuals are represented and portrayed fairly and justly in all aspects of the newspaper industry.

2.4.2 That programme-makers should directly consult with those who have the knowledge and experience of poverty and social exclusion to better inform the accurate portrayal of issues relating to poverty and social exclusion.

3. ACCESSIBILITY OF THE NEWSPAPER INDUSTRY TO LOW INCOME GROUPS

Newspapers have a potentially vital role in the stimulation of a society-wide dialogue from which a more democratic, participatory and mutual society might be constructed. The following recommendation, passed as a Resolution at the Fourth European Ministerial Conference of the Council of Europe on Mass Media Policy¹⁰ outlines a common set of programming requirements for public service broadcasters. It is also relevant to and could be adapted to the newspaper industry. The Agency considers that it offers a framework for a more progressive, inclusive definition of how the media can serve the public interest, better able to meet the needs of the socially excluded. The Resolution proposes that public service broadcasters should:

provide, through their programming, a reference point for all members of the public and a factor for social cohesion and integration of all individuals, groups and communities. In particular, they must reject any cultural, sexual, religious or racial discrimination and any form of social segregation;

provide a forum for public discussion in which as broad a spectrum as possible of views and opinions can be expressed;

broadcast impartial and independent news, information and comment;

develop pluralistic, innovative and varied programming which meets high ethical and quality standards and not to sacrifice the pursuit of quality to market forces;

develop and structure programme schedules and services of interest to a wide public while being attentive to the needs of minority groups;

reflect the different philosophical ideas and religious beliefs in society, with the aim of strengthening mutual understanding and tolerance and promoting community relations in multi-ethnic and multi-cultural societies;

contribute actively through their programming to a greater appreciation and dissemination of the diversity of national and European cultural heritage;

ensure that the programmes offered contain a significant proportion of original productions, especially feature films, drama and other creative works, and to have regard to the need to use independent producers and co-operate with the cinema sector;

extend the choice available to viewers and listeners by also offering programme services which are not normally provided by commercial broadcasters.

10 The Media in a Democratic Society - Political Declaration, Resolutions and Statement, Fourth European Ministerial Conference of the Council of Europe on Mass Media, Prague, December 1994

3.1 Access Points

The media can only be as democratic, free and pluralistic as the society within which they exist and no model exists to suit all situations. There is a need to provide access points through which diverse groups can tell their own stories in their own way and develop their own public voice in the public sphere.

For example, newspapers could be requested to support community initiatives either financially, technically or with professional expertise.

There remains an abundance of community segments under-served by existing media, many of whom are most at risk from poverty, such as the urban and rural poor, children, lone-parents, Travellers, elderly people. In order to develop a pluralist, participatory and democratic society, these communities need to have access to media tools and become involved with media for themselves.

This process has already shown itself to be a key aspect in community development. For example, community newspapers and magazines are an important tool in validating the experiences and identities of local areas and/or communities. Ways should be found for a fair and equal access to production resources such as equipment, training and skills, which does not exclude by virtue of poverty or minority.

3.2 The Newspaper Industry as an Employer

3.2.1 Job Creation and Job Maintenance

Bearing in mind the link between poverty and unemployment, careful consideration must be given to the impact of technological development and rationalisation on jobs. It is imperative that any plan on the newspaper industry adopts "job creation" and "job maintenance" policies.

3.2.2 Training for Participation

Currently, journalists working in newspapers are likely to have passed through third level education and most unlikely to have come from low-income households.

As journalist Colm Rapple¹¹ has commented:

"It is also true in the republic that few journalists come from poor backgrounds. This possibly reflects the fact that very few people from poor backgrounds in the south managed to get a third-level education in the past." (Fortnight Magazine, July/August 1995, p. 12)

Measures should be put in place to support access to the media as employment for those

¹¹ Fortnight Magazine, July/August 1995 p.12

on low incomes. For example, supporting locally-based training programmes geared to the needs of participants could be developed.

3.3 New Technology

According to Miles and Gershuny¹², the key issues relating to new technology include the *distribution* of information resources and the *design* of information technology. The distribution refers to the provision of facilities for social groups disadvantaged by restructuring is of considerable importance. The design needs to take account of how far do the technologies permit interactivity rather than just expand the transmission of information in hierarchical structures? There is a need for much greater discussion on these issues before the systems applying in Ireland are developed and installed.

Firms and telecommunications authorities, in Ireland and elsewhere, are busily designing and building but there is no debate. The public should be part of that debate, the community and voluntary sectors should have a part in shaping how the technologies are used to ensure that all citizens have a stake in these resources.

With its widespread use, information and communication technology has spawned new ideas, new creations, new communications. The speed with which these new ideas come and are then embraced by commercial organisations looking for profits is rapid. In a structure of social inequality, process of technical change unevenly benefits people at different locations in that structure. Therefore the target of reducing major inequalities should be explicitly incorporated in the design of information and communication systems.

New media technologies are being developed in such a way, and are being implemented in a manner which is likely to deliver us, as consumers, to international advertisers. However, while the commercial companies are using global and national resources to make profits, government legislation can legislate in order that they compensate the public for that privilege. Safeguards can and must be put in place to improve media diversity, accessibility and accountability.

One way of encouraging a plurality of voices and of ensuring that the resources develop for and with its national audience is to set in place opportunities for partnership with the community and voluntary sector. It is recommended that ways for the community and voluntary sector are encouraged through consultation. Partnership can include valuing information, expertise and experience as an important resource for promoting cultural diversity in the newspaper industry.

The whole area of information and communication technologies is a fast moving resource. Very few people understand its implications. If the best use is to be made

12 Miles, I. and Gershuny, J. Social Economies in Information Technology p.34 in Ferguson, M. (ed), New Communication Technologies and the Public Interest, London 1986

of the new technology and the interests of all citizens are to be protected, far greater consultation is required between the technical experts, the policy makers and the community and voluntary sector.

3.4 Recommendations

3.4.1 That media production centres and skills training opportunities be adequately resourced to promote fair and equal access to production facilities for the disadvantaged and socially excluded.

3.4.2 That measures be identified and put in place to support access to the media as employment for those on low incomes.

3.4.3 That the design of information technology and the distribution of information resources take account of the needs of the socially excluded.

3.4.4 That the community and voluntary sector be facilitated and resourced to participate in the design and building of such new technologies.

3.4.5 That the impact and implications of new technology, specifically for people living in poverty, be researched and disseminated to the wider public.

4. ADDRESSING ISSUES OF REPRESENTATION AND PORTRAYAL

4.1 The Influence of Newspapers

"...because there are many different and conflicting ways in which meaning about the world can be constructed, it matters profoundly *what* and *who* regularly and routinely gets left out; and *how* things, people, events, relationships are represented. What we know of society depends on how things are represented to us and that knowledge in turn informs what we do and what policies we are prepared to accept."¹³

The media is a prime source of information for people and plays a vital role in the forming of public opinion, social meanings and definitions. The media can either challenge or reinforce stereotypical images, attitudes and behaviour of minority groups. For example, in Ireland many people get their information about Travellers from the media¹⁴ and European evidence highlights that current media presentation of ethnic minority issues perpetuates a negative image of communities¹⁵. This experience raises questions about the nature of media coverage and the responsibility of the media in the fair representation of Travellers and other socially excluded groups.

While, news and current affairs is of crucial importance in creating and reinforcing images, what gets said and by whom is becoming more and more restricted. For example, internationally, a half dozen news agencies and television news services, all of them based within the Northern hemisphere, control the vast majority of international news.

4.2 Constructing the News

For those outside the media production process, the making of news and current affairs is a key point of debate. It is the way a story is told and constructed that is crucial. Many would argue that it is constructed through interactions between and among workers in legitimated institutions, including news workers' interactions with one another. To meet the imposed deadlines and inflexible timetables, news workers are far more likely to use either sources of information in bureaucracies which can be

13 Hall, S, *Media Power and Class Power* in Curran J., Ecclestone J. et al *Bending Reality: The State of the Media*, p.8 Pluto Press, London 1986

14 Public Broadcasting Policy and the Social Exclusion of Travellers, Submission of the Department of Arts, Culture and the Gaeltacht, Pavee Point Dublin, unpublished, November 1994

15 European Parliament Committee of Inquiry on Racism and Xenophobia, Report of the findings of the inquiry, rapporteur: Mr Glyn Ford, 1991

legitimated and which are centralised¹⁶. Facts produced by centralised bureaucratic sources are assumed to be essentially correct and objective. The person in the street gives colour while facts promoted by organised people in voluntary and communities groups are "soft", "non-objective" and "have an agenda". Thus crime is defined by the police; the impact of inflation is defined by government statisticians and the monthly unemployment figures are explained by the politicians¹⁷.

This reliance on centralised authority and sources, to the exclusion of organised voluntary groups and communities, forces a certain type of behaviour on groups and individuals to ensure newsworthiness.

Community and voluntary organisations not only have little access to news workers, unless they have a personal contact, but additionally, they seek to promote issues by offering facts contrary to those of centralised sources: they challenge the news-frame. Accordingly, to compete for a space on the news reporting, they must assemble in the wrong place at the wrong time to do the wrong thing otherwise they remain invisible to reporters and editors¹⁸.

Ireland has additional limitations on its news and current affairs constructions. Ireland is a close-knit society and:

"politicians and public figures on the screen are not only well-known members of the community but are also usually very accessible, both at constituency and national level. Irish current affairs is therefore comparatively much more highly personalised than in Britain, France or Germany, for example."¹⁹

Furthermore, the small number of news correspondent encourages a one-person view of any topic. Due to the nature of the work, there are undoubtedly close, personal relations between those correspondents and their main sources which ultimately can have the effect of creating an elite and possibly reduce the critical or objective nature of the reporting. News can end up being constructed around individual proclivities and professional understandings.

16 Fishman M., *Manufacturing the News: The Social Organisation of Media News Production*, University of California, Santa Barbara, unpublished PhD thesis, 1977 as quoted in Tuchman, G., *Myth and The Consciousness Industry: A New Look at the Effects of the Mass Media in Mass Media and Social Change*, New York, 1978.

17 Submission on the Future of Irish Broadcasting, INOU, Dublin 1995

18 Tuchman G., *Television News and the Metaphor of Myth in Studies in the Anthropology of Visual Communication*, pp56-62 Fall 1978

19 Feeney, P 1985, p.4

result in regional stories rarely receiving equal and fair reporting and, like the community and voluntary organisations, have to fit into an already constructed news-frame.

4.3 Developing a Fairer System

Recognition of how news is constructed allows for the development of checks and balances that will deliver a fairer and more equal news reporting system. Mechanisms to achieve this should be developed from the perspective of considering newspaper readers as citizens with rights and should allow for the involvement of socially excluded groups in reports/features that focus on issues that affect them.

Other mechanisms could include: increase in specialised training for journalists on reporting on poverty issues; a broader range of access points; meaningful access to the technology and skills for community and voluntary groups through locally-based training; greater consultation and participation in decision making.

To ensure that the newspaper industry recognises its roles and responsibilities to groups affected by social exclusion, recommendations from the Task Force on the Travelling Community (July 1995) in this area should be consulted. The Agency considers that these recommendations, while specifically drafted in response to the issue of Travellers and the media, can equally be applied to enhancing the experience of other socially excluded groups in society. In particular these recommendations in relation to public service broadcasting are also valid and could be adapted for the newspaper industry. The Task Force recommends that the government:

highlight the role and responsibility of public service broadcasting in the development of interculturalism and anti-racism

point to the need for programmes which promote respect for cultural diversity, and the rights of minorities including Travellers

emphasise the importance of a code of practice and guidelines which encourage broadcasters to avoid sensationalism and negative stereotypical images of Travellers and other minority groups

encourage education programmes which challenge intolerance, racism, xenophobia and discrimination and which provide a voice for Travellers and other communities experiencing exclusion

broaden the concept of equal opportunities to include minority groups such as Travellers

encourage and support Traveller groups and other organisations representing

communities experiencing exclusion, to have access to the production and delivery of public service broadcasting.

Specific measures to increase the accessibility to newspapers for people with different needs should be explored; in particular, the needs of people with disabilities could be enhanced. Disabled people are poorer as a group than the general population and people living in poverty are more likely than others to be disabled²⁰.

4.4 Consultation

As has been shown, news is embedded in the processes of its production thus it is essential that those who know and understand the issues being represented have the opportunities to influence the process of production.

According to the Ford Report (1991):

"Members of (ethnic) minorities should be involved in the communication process at all levels, in the elucidation of what information is needed, through planning how information is to be collected, presented, packaged and distributed, through active participation in those decision making processes involved in the production and distribution of information and cultural productions".

An on-going process of consultation between the newspaper publishers, journalists and community and voluntary sector representatives should be initiated which allows for debate on the newspaper industry.

4.5 Recommendations

4.5.1 That training for new and prospective entrants to journalism should include training on reporting on poverty and related issues. That this training should also be available to existing journalists.

4.5.2 That the recommendations from the Task Force on the Travelling Community, discussed should inform the development of policy and legislation governing the newspaper industry.

4.5.3 That an on-going process of consultation between newspaper publishers, journalists and the community and voluntary sector be established.

4.5.4 That an independent media monitoring project be established to review, either on a once-off or ongoing way, how issues of poverty and social exclusion are addressed in the media including newspapers.

²⁰ Poverty Briefing No. 4, Disability, Exclusion and Poverty, Combat Poverty Agency, Dublin 1995

To: Joan, Maria
From: Helen
Re: Use of Consultants by Research Section 1994 & 1995
Date: 20 November 1995

1. Please find attached a list of consultants used by the Research Section in 1994 and 1995, for Goodbody Consultants, as requested.
2. I have some difficulty with the definition of "consultant". For example, in 1995 it could be argued that the only consultants we have engaged are David, Larry and Mel - the others have all been engaged to do a piece of work, as defined in the work programme. Because a person is paid through a PAYE contract, does that mean they are defined as a consultant?
3. I would like to have an opportunity to discuss this list, and ensure that my interpretation of "consultant" is consistent with the interpretation of the other sections, before passing this list to Goodbodies.

BREAKDOWN OF BUDGETS

1986 - 1994

	1986	1987	1988	1989	1990	1991	1992	1993	1994
INCOME									
Grant	660,409	1,000,000	1,000,000	1,000,000	1,100,000				
Grant-in-Aid					1,100,000		1,350,000	1,480,000	1,612,000
Other Income			3,434	15,461	11,215	62,651	293,975	584,168	503,696
Cash Surplus returned to D.S.W.		(378)							
Total Income Recd.	660,409	999,622	1,003,434	1,015,461	1,111,215	1,162,651	1,643,975	2,064,168	2,115,696
Surplus (Def) C/F			3,984	5,424	10,950	(3,733)	(6,174)	18,187	7,727
INCOME & SURPLUS TOTAL C/F	660,409	999,622	1,007,418	1,020,418	1,122,165	1,158,918	1,637,801	2,082,355	2,123,423
EXPENDITURE									
Administration	15,973	80,397	83,957	89,665	101,291	116,008	120,255	123,533	148,876
Board & Staff Overheads	21,388	152,805	203,891	203,161	216,769	242,028	341,000	351,121	362,463
Community Projects	574,548	651,946	536,899	575,691	654,174	635,072	1,007,527	1,442,068	1,293,251
Research	48,500	107,950	134,997	85,546	76,695	77,311	73,830	80,987	96,834
Information, Education & Resource Material	-	2,540	42,250	55,872	76,969	94,673	77,002	76,919	136,013
TOTAL EXPENDITURE	660,409	995,638	1,001,994	1,009,935	1,125,898	1,165,092	1,619,614	2,074,628	2,037,437
Surplus/(Deficit) B/F		3,984	5,424	10,950	(3,733)	(6,174)	18,187	7,727	85,986