

Jamaica Debates Commission

FACING THE ELECTORATE

***A Manual for the Staging of General Election Debates
Policies and Procedures***

NOT FOR PUBLICATION, SALE OR RE-SALE

January 2010

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CHAPTER 1

Foreword

Political Debates facilitate the examination of issues that are of interest to an electorate. Unlike political rallies, debates constitute a platform for candidates seeking public office to address issues so that viewers and listeners are better able to compare positions. Unlike political rallies too, candidates have less room to distort the positions of their opponents as these opponents have the opportunity to challenge any perceived inaccuracies on the spot.

Political debates also encourage candidates to focus on details. The time constraints of formal debates and the specificity of direct questions, arguably lead participants to hone their messages carefully, and reduce the opportunities for loose, inconclusive exchanges.

A primary objective of the Jamaica Debates Commission since its formation in 2002 has been the encouragement of a culture of civility and a culture of debate in the political process. Regrettably, both inside and outside of Parliament, exchanges have too often been characterized by personal attacks, dissemination of unsubstantiated rumours, and exaggerations of the records or positions of opponents. In such an environment, the electorate is encouraged to make decisions regarding support on a tribal basis rather than after due assessment of proposed policies or positions on issues of importance. While no society may have achieved such an ideal, it nonetheless remains an ideal worth approximating.

The manual set out hereafter, reflects many of the practices that the JDC has carried out in the staging of political debates during the general election cycles of 2002 and 2007 and attempts to cover the main areas that should be considered in the staging of political debates. Some activities implemented in 2002 were refined, revamped – or even discarded - during the 2007 debate cycle, based on the feedback from the 2002 event. Undoubtedly, further modifications will take place in the debates leading up to the next general elections that are constitutionally due by or during 2012.

While the JDC has deliberately restricted its activities to the general election cycle, some of the recommendations may be applicable to other levels of political debates.

We wish to thank our generous sponsors over the past two debate cycles, as well as the US Commission for Presidential Debates in Washington D.C. and the National Democratic Institute for their invaluable technical support.

This manual was prepared by Trevor Fearon of EastWestConsult (Trevor.fearon@gmail.com) for the Jamaica Debates Commission courtesy of a grant from the Canadian High Commission. Special thanks are also in order for Gary Allen, Deputy Chairman, Jamaica Debates Commission, for technical advice and editorial assistance.

**The Jamaica Debates Commission
January 2010**

CHAPTER 2

Planning for Political Debate

The greatest challenge faced by those proposing to stage general election debates in countries that employ the Westminster model, is that General Elections are called as and when the party in power (and more specifically, the Head of Government) deems it in its best interest to do so. In the case of Jamaica, a term in government may not exceed 5 years, but the Prime Minister may call an election anytime within that period, and is only constitutionally required to give approximately three weeks' notice¹ of such.

As, naturally, a government aims to derive political advantage from the timing of general elections, such timing is closely guarded – and it is not uncommon for governing parties to send unclear signals so as to keep opposing parties off-balance.

In effect, debate organizers may have as little as two to three weeks to finalize specific arrangements and stage the event. As challenging as is this prospect, it is not insuperable. The prerequisite is that a Core Team must be in place **ahead of the setting of the election date** and that a range of preparatory activities has been undertaken.

The Organizing Team

The composition of the team that is put together for the organizing of debates is important. The Organizers will comprise individuals who formulate the **policies**. Their implementation will require a Secretariat of sorts, comprising individuals who will spend a significant portion of their time executing the policies and implementing the decisions.

In Jamaica's case, the 2002 and 2007 debates were organized by the Jamaica Debates Commission (JDC), a partnership between the Media Association of Jamaica (MAJ) representing the ownership of the nation's media houses and the Jamaica Chamber of Commerce (JCC) a membership association comprising businesses engaged in a range of industries. The Commissioners (an equal number from each body) are senior executives nominated by the leadership of both bodies. Once selected, the Commissioners then appoint a Chairman and a vice-Chairman from among their members.

The logic of this partnership is that in the modern context, general election debates are of limited value if they are not accessible, broadly speaking, to as wide a cross-section of the electorate as possible. Accordingly, the broad involvement of the media houses and the utilization of their various electronic and print channels, are indispensable. Similarly, the resources of the private sector must be mobilized to meet the expenses involved in the staging of debates. Ideally therefore, where the organizers comprise a partnership, the partners should be brought to the table with clearly defined roles, e.g. fundraising, promotion, facilities, programming etc. as well as roles for which joint responsibility is preferred. Main responsibility for fund-raising has normally been that of the Jamaica Chamber of Commerce, while main responsibility for production rests with the Media Association of Jamaica.

¹ i.e., a minimum of 5 “clear” days between the announcement of elections and Nomination Day, plus a minimum of 16 “clear” days between Nomination Day & Election Day.

In 2007 the regular on-going committees and their responsibilities were –

Name of Committee	Members must include a representative of :	Portfolio
Production	Finance Committee	Staging (including design), themes, format, rules, documentation, moderators, questioners
Marketing	Finance Committee	Public relations, sponsors' advertising entitlements, terms of sponsorship contracts, cost estimates, presentations to sponsors
Finance	Production Committee Marketing Committee	Identifying sponsors, presentations to sponsors, financial control, financial reporting, treasury

Ad hoc committees of the Commission handle other matters, including the critical task of Negotiations with the Political Parties.

While the Commissioners determine policy, the day-to-day implementation resides in a secretariat. Key positions in such a Secretariat comprise:

- **Manager** or **Coordinator**. This person is the nexus of communications and operations throughout the entire planning and implementation process.
- **Treasurer**. This person handles all aspects of finances.

Early on in the planning process, the Organizers will wish to identify:

- **Director**. In the modern context, General Election Debates are made-for-electronic-media events, and it is the job of the Director to deliver the event.
- **Producer**. Handles the on-site arrangements for the event.

While all these positions are crucial, most of the functions noted (except for those assigned to the Manager/Coordinator) may be carried out on a part-time basis up to the point where the election date is announced. From that point on, particularly if more than one debate is scheduled, these persons will spend increasingly more time on the matters pertaining to the event.

It is useful to view the work programme of the Organizers in three phases, namely *Preliminary Activities*; *Main Activities* (*i.e. those taking place after the Announcement of the Election Date*); and *Post-Debate Activities*.

CHAPTER 3

Preliminary Activities

As implied, in the Westminster context, planning for the general election debates is primarily a matter of assessing the political environment to determine when the preliminaries should begin - with the clear understanding that once the election date is announced, the activities will go into over-drive! At the same time, it is acknowledged that the organizing entity cannot indefinitely consume or tie up resources by engaging too early. It is a delicate balancing act. Nonetheless, there are key activities that must take place during this period, among the most important of which are:

- *Determining and Communicating the Criteria for Participation of Political Parties in General Election Debates*
- *Commencing Negotiations with the Political Parties that meet the Criteria*
- *Commencing Fund-raising*
- *Short-listing moderators and panellists and other key personnel*
- *Identifying potential venues*
- *Commencing set design*
- *Commencing web-site design (if considered necessary)*
- *Identifying persons to fill key roles such as Manager, Producer, Director etc.*

Determining and Communicating the Criteria for Participation of Political Parties in General Election Debates

- *Which parties will qualify for participation in the debates?*

This will probably always be a vexatious issue. Post-independence Jamaica has been dominated by two political parties, and although other parties have been formed over the years, none has ever won a seat in Parliament. Many third-party candidates have lost their deposits by managing to secure fewer than the requisite number of supporters on Nomination Day. Given such a track-record, should they be invited to participate in general election debates?

The position adopted by the Jamaica Debates Commission is that the debates are open to all parties **providing** they meet certain criteria regarding their **level of public support** (as determined by recent polls); their organizational capacity (as determined by the existence of essential political infrastructure); **their ability to form a government** (determined by their fielding of candidates in a plurality of constituencies); and **their presentation of a policy platform** (indicated by a manifesto or similar publication). The Criteria used for the 2007 General Elections are spelt out in **Appendices A and L**.

As the Commission evolves, it may modify these criteria to reflect the possibility that a Jamaican 3rd party could, in theory, join forces with another party to form a coalition government. In other Commonwealth jurisdictions where Proportional Representation is employed in determining parliamentary representation, other criteria may also be considered.

It should be acknowledged that in the dominant two-party system, the traditional parties are likely to be opposed to the inclusion of 3rd parties! Parties with a realistic chance of governing, or which have formed governments, this argument goes, know the limitations

of government, and are thus restrained from making unrealistic promises. Third Parties, by this reasoning, have little incentive to do so.

3rd parties, on the other hand, have countered by claiming that many of their ideas, despite initial rejection by the dominant parties, have subsequently been absorbed in the wider political agenda of dominant parties.

There are good arguments on both sides, but even the most vociferous proponents of inclusiveness would likely agree that political debates, particularly at the level of general elections, could not hope to give equal time to all would-be participants. It cannot be the role of a debates organizing body to provide a platform for a political party to attract a national audience that the party has been unable to do on its own.

Negotiating with Political Parties

Political parties must be persuaded to commit to participating in debates. One axiom of political debates is that the parties out of power are usually more eager for debates than are the parties in power!

The process of persuading the political parties generally begins with formally contacting the Party Secretariats to indicate an intention to stage debates in the period between the announcement of the election date and the staging of the election itself, and requesting that the parties designate contact persons with whom discussions may be held. It may be appropriate, after confirmation that the letters have been received by the parties, to publicize the fact. This may contribute to generating public interest and anticipation. As the party seeking office is likely to respond affirmatively – and promptly – it may encourage the ruling party to respond likewise.

While it would be useful if the representatives appointed by the parties had the authority to make binding commitments on behalf of their parties/candidates, experience has been that this rarely happens. Generally they may express their opinions, but it is to be assumed that they will consult with the leadership group in their parties before any commitments are made. The necessity for such consultations underscores the importance of gauging the political temperature/timetable accurately enough to have these take place sufficiently ahead of elections.

The importance of properly constituting the negotiating team can hardly be over-estimated. In the best of all worlds, the representatives of the political parties will work harmoniously with each other and with the Organizers to ensure that the discussions are productive and focussed. The job of the negotiating team (in Jamaica's case, the Commissioners) is to secure agreements between the political parties regarding the staging of the debates, e.g. number of debates, debate format, ground rules, location etc. etc. This can prove a long, tedious and complicated process, requiring considerable give-and-take and a clear vision by the organizers as to what comprises a useful debate.

At the end of the day, without an agreement by the political parties, there will be no debates!

It is sometimes argued that by involving political party representatives in the discussions on the above subjects, the impact of debates may be vitiated as the political parties will be inclined to prefer to have debates that are as tame as possible. The JDC takes the pragmatic view that particularly in countries where debates are not a political fixture – and thus parties may judge that the risk of a public backlash if they choose not to

participate is minimal - it is preferable to work alongside the parties and devise agreements that meet key objectives of all concerned.

The negotiating team must be constantly prepared for any number of eventualities as many issues will surface: some easily anticipated, others not. Notwithstanding the assumption that debates have the greater good in mind, party representatives are likely to see their roles more narrowly as ensuring that their candidates are not placed – or are not perceived to be placed – at any disadvantage. **At all stages, agreements on specific items should be formally signed-off and every effort must be made not to re-visit at a later date, matters agreed earlier.**

Of paramount importance in this process is the fact that the participants must view the Organizers as a neutral person, whose activities are characterized by transparency and even-handedness. Accordingly no meetings with political representatives are held without representatives from all the political parties being present. The JDC has gone further and has developed a Code of Conduct (See **Appendices C and L**) that precludes the participation of members in any activities that could be construed as indicating support of any political party.

Fundraising

Similarly, the expenses associated with the staging of debates must be met as, notwithstanding any agreements with the parties, if the costs are not under-written, there will be no debates. The process of identifying potential sponsors begins the moment the organizers decide to stage debates. From the onset too, the Manager and the Treasurer are required to develop a budget reflecting the anticipated costs leading up to and during the event. Expenses that must be met include advertising, production of material, website development or upgrade, set development, location rental, production of inserts, make-up etc. etc. **Appendix I** provides a listing of potential budget heads & sub-heads.

Where political debates are not institutionalized, and in situations where firms may have real or imagined fears that their support for either party may have negative consequences should that party lose in the general elections, some potential sponsors take the cautious view that they will not support any activities that may be construed as being even vaguely political. The task of the fundraising team (generally comprised of Commissioners and their designates, with the back-office support of the commission's Secretariat) is to convince them that the issue is one of promoting and reinforcing democratic principles and that their corporate image may be strengthened by their identification with these principles.

Debate production has some fixed expenses. Sponsorship is the only way to meet these. Sponsorship implies a quid pro quo and for the sponsor, the issue is the visibility to be derived from association with the event.

In negotiating with sponsors, the preferred path is to ensure that such promotional visibility – sponsorship entitlements - does not detract from or devalue the debate itself. Sponsors may select for their entitlements either (a) a discrete mix of corporate and product advertising or (b) or corporate advertising only. **Appendix K**, provides examples of sponsors' advertising entitlements.

The budget for the event will determine the value of the sponsorship required. It is preferable to keep the number of sponsors to a minimum, ensuring that the entitlements during the course of the broadcast are kept to a minimum. Ideally, all sponsors would

provide the same level of support and thus receive the same entitlements. Realistically, it may be worthwhile to offer a range of sponsorship options with the entitlements scaled according to the option purchased. For instance, a gold sponsor, whose contribution is twice that of a silver sponsor, will receive twice the level of entitlements granted to the silver sponsor.

With the collaboration of the media houses, there is a range of inducements that might be considered in developing sponsorship packages, outside of the period of the broadcast. The Sponsors may be noted in all pre-event publicity, event publications (e.g. supplements), placements on the web-site etc.

It should be established early and reinforced unequivocally, that Sponsors have **no input** in debate matters, e.g. selection of venue or moderators, development of questions and similar matters!

Identifying/short-listing moderators & panellists & production team

Regardless of the format eventually agreed, a moderator will be required. In some cases the moderator will also be the person asking the questions of the debaters. In other cases a panel of questioners will be utilized. It is prudent to begin the process of identifying these persons well ahead of the staging of the event.

Experience has shown that a moderator in a made-for-television event is ideally someone used to the medium, and who is seamlessly able to use a teleprompter, listen and effortlessly respond to directions in an earpiece, while following the on-stage discussions sufficiently well so as to intervene if necessary in a totally unbiased manner. If the moderator is also the person who poses the questions, s/he is also required to keep on track of the responses, alert the speakers when their time is up, request clarifications if necessary, handle the sponsorship breaks... and so on. If a panel of questioners is employed, the moderator has to ensure that the questions are routed appropriately, adjudicate whether follow-up questions are merited, or press for greater clarity in either the questions or the responses (depending on the ground rules in place). It is not as simple as it may sound.

The issues faced in selecting panellists are similar in some respects. In thematic debates, it will be expected that the persons raising the questions are well-informed on the subject areas being discussed. It may also be prudent to assess whether, in their delivery they are able to avoid circumlocution as evidenced in questions that are so tortured in their construction that no debater – or member of the public for that matter - could be expected to understand them much less respond to them. In this respect, panellists & moderators are usefully briefed to ask concise, clear & relevant questions, within a set time-frame. Too, civility is a two-way street. The organizers may pause in considering questioners who have a reputation of hyper-combatitiveness or pugnacity. At the same time, few viewers are likely to find much interest in a debate characterized by “gimme” questioning. Guidelines for the moderator and questioners are provided in **Appendices F and L**.

Where media partners are involved in the organizing of the debates, it is reasonable to expect that they will anticipate the use of their journalists on such panels.

Should the political parties have any involvement in the selection of moderators, questioners, production team and others involved in the production and delivery of the debates?

The JDC is of the view that in the interests of transparency, the main personnel involved in the production of the debates should be disclosed to all participants in the negotiations leading up to the debates. **The political parties should, however, have no powers of veto over the selection of persons invited to fill these roles.**

It is understandable that the political parties will have a keen interest in knowing the identity of the individuals in these key roles. Their interest, experience suggests, is that persons whose sympathies are perceived to be closely identified with – or against - a political party may, by design or neglect, place the opposing representatives in an unduly favourable or unfavourable light during the conduct of the debate. Whether or not such fears have any basis is debatable, but that they exist is unquestionable. The responsibility of the organizers is to ensure that their invitees to perform in these capacities have a track-record of impartiality and professionalism.

Handling the issue of the moderator and questioners for a political debate in Jamaica is as delicate as handling the format and structure of what is proposed to the political parties. There are diverse views within media of what should be accommodated. Media consists of columnists, writers, talk show hosts, reporters, producers, among other professionals.

To find a model that secures their acceptance is challenging, from on the one hand being the “objective” reporter asking questions to on the other hand being the “opinionated” journalist who must pin these politicians down to give you a specific answer.

The functions are separated when being discussed. Moderators are viewed quite separately from questioners. The selection of moderators for political debates is one of the most critical. It is probably more critical than the selection of the questioners in the debate.

Some key elements have to be considered, including the stature of the moderator; the moderator’s ability to manage the various aspects of television, the likelihood of being able to raise questions, the skill to properly introduce and summarise segments to the debate (with components that cannot be scripted), and the absolute ability to operate to strict instructions of the producer and director. Above all the moderator has to secure before hand or within the opening minutes, the acceptance of the audience, as the authority figure in the debate – a debate that will include leaders in the country.

For the Jamaican debates, the stature of the moderator is key. The person must command the respect of the media industry and the political directorate. There is no point in pretending that anyone who is named will be the choice. Politicians are integral to the process and so too are questioners. The producer and executive director should never cede to the politicians the final right to determine who the moderator will be. However, the producer and executive director must also acknowledge that politicians’ views are important, and must start the process with this in mind.

Relative unknowns are not good prospects for being a moderator. Inexperienced media persons are also generally poor candidates.

Consultation With Editors

In the Jamaica Debates Commission's approach, we are not keen on the person having to be a journalist but the person should be media savvy.

It is useful to present the political representatives with a pool of potential moderators and to get feedback from them. In doing so, you do not commit to including or excluding anyone but the feedback process will inform how one manoeuvres.

If there is a series of debates, there is the added complication of which moderator is suitable for which debate. However, we have found that once the pool is settled, the assignments are relatively easy.

There are two other very sensitive issues to be determined: should the moderator be allowed to ask questions or "just direct traffic" and should the moderator be allowed to ask follow up questions.

The JDC took the position that there were enough questioners and so there was no need for the moderator to be a questioner. However, we noted that the moderator is at an advantage in judging whether or not debaters answered questioners – and in that regard the moderator was authorised to allow four follow up questions in each debate.

Moderators must be scripted as far as is practicable and moderators must rehearse. This is not something one can show up and do flying by the seat of the pants.

With those broad positions, the JDC process was to invite members of the Press Association of Jamaica and representatives from all Newsrooms in the National Media to discuss the matter. The format options and moderating options were presented and comments sought. From that session, names of potential moderators were also solicited.

Consensus building is attempted, always with the proviso that the Commission reserves the right, without consultation to make the final decision, bearing in mind all the facts.

From the consensus building a set of names, probably twice what is needed is taken forward for consideration. After the Commission's deliberations, the discussions with the politicians, and the final decision making by the Commission, letters of invitation, including the terms of proposed engagement are sent to the first choice moderators. If they accept, it is made public to the politicians and the media. If they do not accept, then the Commission makes new choices, probably event-shifts persons and makes a second offer.

Selecting Questioners

The selection of questioners is done along similar lines as moderators with a few exceptions.

One exception is that if there are debates on say the economy or on social issues and so on, the persons chosen would need to be able to handle those disciplines. This does not mean that a good all-round journalist would not be asked to question on a specialist area of say finance.

There is always a debate as to whether or not reporters or experts (financiers, criminologists or health professionals) should be selected to question on sector specific areas. The JDC takes the view that it should have the latitude to make the final decision on that, depending on how issues appear to be developing in the lead-up to elections.

We note that sometimes specialists are so wedded to their views that a debate develops between a debater and a questioner (an undesirable situation) or worse a debater dismisses a questioner because of the known position from which the questioner always comes (another undesirable position).

Questioners are entirely independent of influence. The Commission does not attempt to influence them and actively takes steps to prevent others from influencing them.

Identifying/Short-listing locations

The choice of location of the debate(s) will depend on the size of the budget, the agreed format – and the space available on the agreed date(s). Thus, ideally, if, say, three debates are scheduled over a five-day period, the space should preferably be available for a minimum of eight to ten days. This location should also have the facilities necessary to house a sizeable studio audience, pre-existing or easily-adaptable transmission capacity, holding areas, parking facilities and other features.

Given their importance as tools in the process of democratic governance and civic strengthening, one thought is that debates should be held, wherever possible, in institutions of learning. While a number of such institutions have lecture-hall or theatre facilities that may prove appropriate, their availability may only be guaranteed over academic break periods, given their normal heavy use during the school year and the fact that many institutions now attempt to boost their finances by renting out their facilities during academic breaks, mean that few spaces may even then be available when needed, given the short period between the announcement of election date and the finalization of the dates for debates.

The constraints regarding the staging of debates at different locations island wide are similar. For instance, while it would be useful to have the debates spread around the country, the expenses involved in moving a production set, team, setting up and dismantling production facilities, etc., might make it preferable to have the debates in one location, particularly if the debates are staged within a few days of each other. The ideal location is one where the set can be installed, the necessary technical shakedown conducted, dry-runs staged, the candidates (or their proxies) being able to walk through and familiarize themselves with the layout, lighting, camera positions, etc. with everything left in place for the duration of all debates.

One option of course is the staging in the television studios of a media partner. However, experience suggests that in situations where a coalition of media houses is involved in the transmission of debates, it may be advisable for the debates to be held in a neutral location. At the same time, a political party might perceive of individual media houses as being hostile to its objectives and will raise objections to the staging of such a potentially pivotal event in a venue that may be viewed as being biased towards the opposing candidate.

CHAPTER 4

The Main Event

How Many Debates?

The 2002 and 2007 Debates each anticipated three debates. In order of their staging, these were:

- i. Social Issues Debate (focussed on crime, employment, social policy etc.)
- ii. Economic Issues Debate (focussed on economic development, debt management etc)
- iii. Leadership Debate (Debate between the Prime Ministerial aspirants)

Due to a number of difficulties, in 2002, only two debates actually took place. The first debate incorporated both Social and Economic Issues, while the second and main debate was focussed on leadership. In 2007, the three debates were staged.

In general terms, the fewer the debates, the wider will be the range of issues that will be covered in those that take place.

Who debates?

The organizer's role only goes as far as to secure an agreement regarding the number of debates and their general themes. While ministerial or shadow ministerial portfolio responsibilities might seem to dictate who may be best suited to represent the party in thematic debates, it is the responsibility of the political parties to determine who will represent them.

Open for discussion with the parties too, is the possibility of utilizing - with the exception of the debate between the party leaders - teams rather than individuals in the earlier debate(s). The final decision will have minimal impact on the format.

When will the debates be staged – and over what period?

Given the limitations noted earlier, debates in Westminster model jurisdictions are realistically possible only in the period between the announcement of general elections and the staging of the election itself. In practical terms, this has been further limited to the period between Nomination Day and Election Day, a period that can be as short as 16 days. As this is also the period when parties compete in the staging of major public rallies, it is important that an early agreement is reached regarding the dates and times of the events.

In the Jamaican experience, it has proved useful to agree on the timing of the Leaders' Debate first and then work backwards to the staging of the other debate(s). For instance, given the superior television viewership numbers on Saturday nights, it was agreed in 2007 that the last Saturday before the election would be the date of the leaders' debate. This was a major agreement as traditionally, general elections are preceded by major political rallies by both parties in Kingston and Montego Bay on the final weekend. The parties having agreed to this, it was then relatively easy to agree that the Economic

Issues Debate would be held two nights before (Thursday night) and the Social Issues would be held another two nights before (Tuesday night). It was considered important to have all the debates slotted for the same time period (9:00 p.m. to 10:30 p.m.) on each of the three nights.

What format?

There are as many possible formats as there are debates. More often than not, each format has advantages and disadvantages, and the choice that is ultimately made is usually the format that best minimizes perceived disadvantages.

Options include:

- Moderator poses all questions to the debaters (Moderator as Questioner)
- Moderator administers the debate and questions are posed by a selected panel or solicited from the floor (Moderator as Traffic Policeman)
- Both moderator and panellists pose questions (Hybrid)

Within these general formats, debaters may also be permitted to pose a limited number of questions to each other, or to include questions emanating from the general public through such vehicles as the internet or via telephone or text messaging. **Appendices D and L** note the format used in the 2007 Debates.

What Ground Rules?

The debates are meant to provide a forum for the presentation of issues and are meant to be conducted in a civilized manner. Accordingly, debaters are expected to agree beforehand on certain ground rules. For instance, do debaters address each other as "Prime Minister" or "Opposition Leader" or by their surnames "Mr. X" or "Mrs. Y"?

One school of thought is that as the debates are staged following the dissolution of Parliament, the debaters should address each other by their surnames. This though may not be agreeable to the governing party as the Prime Minister remains Prime Minister until a new government is installed.

Other rules include an agreement on the time each debater has to respond to a question and the remedy if a debater speaks longer than his/her allotted time; the time allowed for rebuttal (if any); whether the questioner (moderator or panellist) is allowed to pose follow-up questions if in the view of the questioner/moderator, the answer given was not appropriate or sufficient; whether opening and closing remarks are permitted, and if so, the order in which they are made; the order in which the debaters enter or leave the debate facility (usually determined by coin-toss)... All of these are determined through the negotiation procedure and the respective parties should confirm, in writing, their agreement with these rules.

The debates may also vary in set-up, with the competitors standing behind lecterns - or seated adjacent to each other; they may or may not be permitted to have notes or briefing papers; and they may or may not be permitted to consult with their advisers during programming breaks.

If standing, they are generally not allowed to move outside a defined space (that is, a debater is not allowed to walk across to another debater's lectern etc). **Appendices B and E** list the ground rules agreed by the partners in 2007.

Appendix E refers to a need for facial make-up of debate participants. Make-up artists are provided by the JDC for moderators and questioners/panellists. Political parties are free to use their own make-up artists provided JDC is advised at least 48 hours in advance for security and logistic purposes.

Debate Broadcast

Choosing & negotiating with partners

The negotiation with the electronic media is critical as the debates are primarily electronic media events. Accordingly, the organizers should determine with the media whether the event will be broadcast live and at what time. A policy regarding re-broadcast should also be determined, as the production itself must be viewed as the property of the organizers and re-broadcast should only be done with their consent. The agreement with the media, must for instance, reflect the fact that the material cannot be edited and that only news pieces can be shown in say, news summaries. The political parties may also be urged not to use excerpts or images from the debate production in political advertisements etc. This, though, may be unenforceable.

Time of broadcast

The broadcast should be simulcast on television and radio. Prime-time television viewership time is desired since the production is largely intended for television audiences and participating radio stations will only need to take a feed for the broadcast location.

Editorial Integrity of broadcast

To preserve the editorial integrity of the broadcast, there should be no back announcing or commentary during the period for broadcast. Stations must in no way alter or edit the broadcast product whether by commentary, advertising, crawls/tickers, bugs or any other means. Commentary is allowed after the debates have been concluded.

Online Access

To ensure that the diaspora is able to benefit from the debates it is desirable to stream the content (exactly as what is broadcast locally) live on the internet. An online archive should also be established to allow persons to view the content for a minimum of thirty (30) days after the initial broadcast.

Debate Promotion

Promotional Strategies & techniques re Stimulating & maintaining interest

A thorough promotional programme is mandatory in order to stimulate interest in the debates. Again, the importance of including the media in the partnership is reinforced. It is useful to have a marketing communications professional allied to or as a part of the organizers, even in an advisory capacity.

There will be several opportunities for news to be made before the debates themselves, viz.

- Announcement of intention to stage debates by the organizers
- Signing of agreement between the parties for x debates
- Announcement of moderators/panellists/director/telecast carriers etc.
- Announcement of debate dates(s), time and location.
- Signing of sponsorship agreement(s).
- Web-site launch

Some Commissioners have also periodically participated in radio and television shows to share information on the preparations for the event.

The development of a media kit is indispensable. The intention is to ensure that journalists/commentators etc. are kept abreast of developments as they arise, so as to be able to assist in the process of disseminating information. Among the information pieces to be included are:

- Ground rules for the debates
- Criteria for participation in the debates
- Code of Ethics
- Sponsors

Debate Production

Site selection

It is highly preferable, to stage debates in a neutral location. That is, rather than a specific participating media house, if the debates are to be transmitted by several media houses, it is preferable that the debate not be staged in the facilities of any one media house.

The drawback is that given the time between the announcement of the election date and the actual election itself, access to appropriate venues may be difficult to ensure. For instance, the JDC has long felt that debates should be staged in educational institutions as a means of deepening democracy – but if elections are held during the school year, it may be difficult to ensure that lecture halls etc. are available for the period that may be required before the actual debate itself.

Over the past two debate cycles, the JDC has partnered with the Creative Production and Training Centre, a media training and production entity, to use its facilities in the production and broadcast of debates.

Sets

Sets should be done by professional set designers whose design choices are informed by television requirements – and, at times, by party conventions! For instance, Jamaica's two major parties have adopted the green & orange as their respective party colours. Set designers were cautioned early not to use either colour in their set or studio dressing!

Audience

Beforehand, agreements must be secured with the parties regarding the number of seats that will be allocated to each party (each party must receive the same number of seats). Other seat allocations must be made to the Sponsors, and the organizers. Depending on the size of the auditorium, other considerations may be made for students, civic leaders, diplomatic representatives etc. It is stipulated to the political parties beforehand that no promotional literature, party paraphernalia or similar material will be allowed in the debating arena. Before each debate begins, the assembled audience is reminded that it is not allowed to participate in any way and that any non-conforming person will be removed from the room and not replaced. The JDC found it useful to have each political party to designate a senior party official to assume responsibility for ensuring that their audience representatives observed all these rules of conduct.

One important component of the audience will be the working media. The JDC found it useful to provide a media hospitality room for accredited members of the news media. While it is primarily an electronic media event, it is important to fully involve the print media. Their photographers are to be provided photo opportunities on the debate set with the candidates up to a specified time before the debate begins. No photography is permitted during the debate itself.

Volunteers

The use of volunteers at the debate event is important. While most will primarily be involved in ushering, it will prove quite useful to have designated liaison persons

appointed for each of the debating teams (and their handlers) at the debate location. The function of these individuals is to liaise with the Commission representatives, production team etc. in the case of any concerns raised by the debating teams. While the members of the Commission took part in all meetings with the party representatives and officially greeted the party officials and representatives at the debate location, it was stipulated that the production team would not interact with the political parties or the debaters – except during the walk-throughs for each of the parties (See Briefings & Rehearsals).

In 2007, the liaisons assigned to both parties were seasoned journalists. The other volunteers were recruited from tertiary institutions, with the express intention of encouraging students to develop an interest in the political process.

Security

The police should be involved in the planning meeting earliest. In the case of the JDC, the police will assess the venue beforehand, conduct sweeps and sterilize the venue and thereafter only properly identified personnel with specific duties will be allowed to access the key areas.

In addition to the police, the JDC engages a private security firm to assist the police.

Checklists

All functional areas will find it useful to develop and work with detailed checklists. A 90-minute debate, telecast on a variety of platforms and characterized by world-class production values, is the culmination of dozens of detailed tasks performed successfully. The Production Run Sheets listed in **Appendix G** is illustrative, as is the fact that many of the tasks listed therein, have their own checklists.

Protocol

Protocol considerations should be borne in mind early. Who greets whom, where, when and how, or who sits where during the debate might be of minor import to many. Not so to VIPs. Ushers should be in place to escort the VIPs to their seats.

Briefings and rehearsals

On-site rehearsals and familiarization walk-throughs are indispensable and experienced debaters, moderators and journalists will easily be convinced that a live event does not forgive stumbles and hesitations that could have been avoided through professional humility. The walk-through times should be staggered so that rival candidates and/or staff don't run into each other. The camera, lighting and sound crews should be on hand to work with the candidate and their teams to individually check and adjust the technical setup. In a basic three- or five-camera set-up, each speaker (or team) will have one camera exclusively devoted to him/her/them. It is very important that the speaker or team knows where that camera is sited and understand that the main audience is the television audience and not the studio audience. A speaker who is intent on working the studio audience may leave the camera team scrambling to catch up!

CHAPTER 5

Post-Debate Activities

Evaluation and Follow-up

Reports to sponsors, opinion polling etc.

It is a good idea for all sponsors to be provided with a report as soon as possible after the end of the event. Where possible, such a report should indicate the audience size and opinions etc (see **Opinion Polling**). The sponsors should also be provided with a copy of the auditors' report. Financial transparency is important for credibility and avoiding charges of bias.

Opinion Polling

In the 2007 debate cycle, the JDC commissioned an extensive survey of likely viewers/listeners both before (to assess intention to view/listen to the debates) and after (to indicate whether the debates were viewed, whether the issues raised were considered valuable to them etc.) the event. The results (see **Appendix H**) were not only invaluable in terms of establishing a benchmark for future debates, but are also likely to prove useful in future overtures to sponsors. It is similarly useful to develop compilations of the press coverage, editorial commentary etc. as well as audio-visual recordings of the debates themselves for future sponsorship presentations.

Debriefings/Lessons Learned

Wrap-up meetings are critical. If more than one debate is held, it is critical that the organizers arrange to meet after each debate to evaluate the previous one and to see where, if any, improvements can be made. Any modifications must be communicated to all members of the team. Please note that as the debates take place within the ground rules agreed by the parties, NO modifications should be made to these ground rules without the explicit agreement of the parties.

CHAPTER 6

Financial Control & Reporting

- *Budget Preparation*

One of the earliest tasks of the Organizers is the development of a budget. This will unquestionably go through various iterations as it is rare for all costs to be fairly accurately gauged up-front, and for sponsorship commitment to be tied up early. Some typical budget heads are noted in **Appendix I**.

Experience suggests that some sponsors will stipulate that their funding will be applied for specific purposes. It is important to note that where sponsors may be bilateral or multilateral entities, such funding may not, by virtue of bilateral arrangements, be used to pay any taxes. It is important that this be ascertained upfront, and arrangements made to meet expenses without such funding being used to pay, for instance, any consumption taxes.

- *Auditors*

Standard practice is to provide TOR to no less than three auditing firms, soliciting their interest in auditing the financial records of the organizing entity. The entity will choose the audit firm based on such criteria as it considers fit.

- *Distribution of Audited Financial Statements*

Primary recipients will be the sponsors and the institutions responsible for the organizing of the debates

- *Format of Financial Statements*

A format is exhibited in Appendix J.

APPENDIX A: CRITERIA FOR PARTICIPATION IN GENERAL ELECTION DEBATES***Eligibility Criteria For Political Party Participation***

For inclusion in the debates, each party must:

- Have published documents which outlined its beliefs, vision and positions on a wide range of national issues
- Have conducted valid internal democratic elections of officers
- Have established national organizational structures with registered offices
- Have registered a showing of at least 10% in two nationally recognized opinion polls
- Be actively campaigning with a recognized election team.

For inclusion in the leadership debate(s) each party must demonstrate the potential to form the next government by nominating at least 30 candidates to contest the election.

APPENDIX B: BRIEF SUMMARY OF GROUND RULES

The agreements negotiated with the political parties will stipulate a number of explicit and implicit "ground rules" that will range across various aspects of the debate event. These will include such aspects as security arrangements, protocol, pre-debate activities etc. Some of these are noted as below:

- The debaters will be greeted at the entrance to the facility by the Commissioners and escorted directly to their "green rooms".
- No political paraphernalia, including banners, signs, literature etc. will be allowed in the debate facility or its immediate environs. Supporters in the audience are not allowed to wear party-branded clothing or accessories.
- Each party is allowed the same number of supporters in the debate hall. A designated officer of each party is required to prepare and provide a list for admission purposes, and while replacements may be made at the instigation of this officer, the total allocation of seats will NOT be changed from that agreed beforehand.
- Each debating team will have a private dressing room. The rooms will be provided with similar facilities. Choice of dressing room will be determined by a coin toss. These green rooms will be checked by the security teams and closed off prior to the arrival of the candidates. The security teams will determine access to these rooms in the period leading up to the event and the departure of the candidates.
- Coin tosses will also determine the sequencing of studio "walks", lectern positions and order of speaking per debate.
- Time limits on the responses will be strictly observed. Timing mechanisms will be visible to participants and will indicate how much time is left for a response. Participants who exceed their allocation will be interrupted by the moderator.
- Candidates are not to interrupt each other.
- No flash photography is permitted during the debates.
- The formulation of questions is the SOLE responsibility of the panel of questioners, and sponsors or the Commission are specifically precluded from any attempt to influence such.
- The debates will last 90 minutes each and will have specific breaks of 2 minutes' duration at intervals 20 minutes, 45 minutes and 70 minutes into each debate. During the breaks, the cameras trained on the debaters and the microphones used by the debaters will be powered down².
- Candidates are required to be at the venue one hour before the start of the debate and are required to be on-stage 15 minutes before the start of the debate.
- Audience members are required to be seated one hour before the scheduled start of the debates.
- Neither entry nor exit will be permitted into or from the debate hall as of 10 minutes before the start of the debate except by members of the liaison teams who are allowed to enter and exit during the sponsorship breaks.

- Participants are encouraged to make themselves available for interviews with the media after the debates. Separate facilities will be made available to accommodate such.

² Not specifically noted in the ground rules, but considered of importance, is the fact that all microphones are also killed before and after each debate.

- Each party will have a liaison room for use by party advisors. These rooms will be equipped with a television set that will show the broadcast as seen by the general population (i.e., not fed directly from the studio).

APPENDIX C: THE DEBATE COMMISSION'S CODE OF CONDUCT

The Commission's Object

The staging of debates between Jamaican political parties is the Commission's primary reason for being.

Sine Qua Non of Success

Without the unreserved confidence of the contesting political parties in the Commission's constant impartiality, the Commission would fail in the pursuit of its object.

In order to preserve this confidence, it is imperative that at all times appearances should project and reflect the reality of non-partisanship.

Rules

Accordingly, each of the Commissioners and their spouses will fully observe all of the following Rules of Conduct in letter and spirit.

Commissioners will, in relation to any Jamaican political party, refrain from:

- i. Being a member
- ii. Providing support (in any capacity) on a public platform for any party or candidate
- iii. Making, facilitating, or allowing to be made, any public statement for or against any party or candidate
- iv. Making personal contributions to the funding of any party or candidate
- v. Attending any of its fund raising events or that of any of its candidates
- vi. Participating in the design of any party's or candidate's campaign
- vii. Authoring, editing, contributing to scripts of announcements, pronouncements, manifestos or policies
- viii. Offering, extending, promising or arranging for any preference or advantage over any other party or candidate
- ix. Discriminating in favour of or against any party or candidate
- x. Being a candidate for election
- xi. Disclosing their own voting intentions or on how they voted in the past

- xii. Making public comment on (a) any matter likely to affect voting outcome and (b) the likely outcome of voting, after the election date has been announced

Undertaking

The following persons by their signatures undertake to observe the foregoing Rules of Conduct.

Name	Capacity	Signature	Date
	Commissioner		
	Resource Assistant		
	Resource Assistant		

APPENDIX D: DEBATE FORMAT

The debates which will be staged under the auspices of the Jamaica Debates Commission are for the benefit of the Jamaican people. The main purpose of the debates is to help persons in making informed choices among candidates for office.

The debates shall be produced as "made for television events" by format, meaning that they will run as a TV programme would. Notwithstanding, all debates will be done in a manner accommodating all media, thereby ensuring that print and other electronic media are not at a disadvantage.

The format will be as follows:

- i. Each debate shall be 90 minutes in duration.
- ii. Debates will commence at 9.00 PM.
- iii. Debates will be on specific subject areas, and any question relating to those areas will be allowed as being relevant.
- iv. Except for the leader's debate where each party will have one debater, each participating political party will be permitted up to two debaters per debate.
- v. In the event that there are two debaters representing a party, it shall be the responsibility of the party to establish who will address each question posed to the party in the timeframe allowed for answers.
- vi. In addition to the "top and tail" commercials, there will be three commercial breaks of two minutes duration at 20-minutes, 45 minutes and 70 minutes in the debates
- vii. The countdown of time to answer each question, rebut or make opening/closing statements will be displayed for the debaters to see. Either the traditional green, amber and red lights will be used or a clock positioned for easy visibility of the time elapsing will be provided.
- viii. The moderator will direct the flow of the debate, assisted by a time keeper and guided by the instructions of a producer;
- ix. A panel of three other journalists will ask questions of the debaters.
- x. The Jamaica Debates Commission will have no role or influence in determining any of the questions asked and the questions posed will be entirely at the determination of the individual questioners.
- xi. Debaters will have a maximum of 90 seconds to answer the question posed to him/her. Each debater will be allowed a maximum of 45 seconds to rebut the answer given by the other debater
- xii. The moderator will have the latitude to raise follow up questions for clarification only. Questioners will be allowed a follow up question to their primary question on only two occasions during the entire debate. Follow up questions will be permitted

at the discretion of the moderator. Where a follow up question is asked, the debater shall have 30 seconds to provide the answer. Where a follow up question is asked it shall not interrupt the sequence of questions posed to the respective debaters.

- xiii. While the debater is responding, one reaction shot of no longer than 5 seconds is allowed of the other debater. This shall be a close up shot.
- xiv. Debaters are not allowed to ask questions of the moderator and questioners except in a rhetorical manner.
- xv. If a debater chooses, s/he can combine answers as a means of further rebuttal, that is, in answering a question, the debater may chose to give a succinct answer and to say that in relation to the previously made point or asked question s/he would like to say further..... However, in doing so an answer must be given to the specific question posed to the debater.
- xvi. Debaters are to refer to their opponents courteously by name (not as Prime Minister and Leader of the Opposition).
- xvii. The debate will require pre-debate acknowledgement and post debate acknowledgement by each debater of the other, at minimum, a respectful handshake.
- xviii. Debaters should arrive at the decision on who will speak first, by the tossing of a coin (possibly by their authorized representatives) at least 24 hours prior to the debate; the person winning the toss will determine who gives the first opening statement. For the closing statement, the debater who was the first to give the opening statement will yield to the other debater to speak last.
- xix. Debaters will each have a 2-minute opening statement after the introductory comments of the moderator
- xx. Debaters will also each be allowed closing remarks of two minutes duration.
- xxi. Towards the end of the debate, both debaters will be allowed to ask their opponent one question of their choosing, to which they are both obliged to give an answer within 45 seconds. The answer given in this case can be rebutted but in no longer than 30 seconds
- xxii. Debaters must be at the venue at least one hour prior to the start of the debate.
- xxiii. Debaters will be asked to stand for the duration of the debate, but can sit during breaks, as long as the floor manager concurs at the time that the sitting is during the breaks.
- xxiv. The debater who is responding to a question is permitted to move no more than two feet away to the left, right or further behind the podium during their response.
- xxv. Each participating political party will be allowed not more than three support persons with whom they can consult during the breaks.
- xxvi. Debaters can consult their support team during the breaks but support teams must leave the stage 30 seconds before the start of a segment or at any time on the instruction of the floor manager

- xxvii. A studio audience of up to 100 persons will be allowed. The studio audience will be comprised of 25 persons invited by each participating political party, 25 invited sponsors and 25 persons invited by the Jamaica Debates Commission.
- xxviii. Debaters are asked to note that they are speaking to a wider audience than those persons in the room. References to members of the audience should therefore be avoided.
- xxix. The audience is not allowed to participate in any way and any person who does not conform to this regulation will be removed from the room and will not be replaced.
- xxx. Camera shots of the audience will not be done except when going to breaks or returning from them.
- xxxi. Members of the audience are not allowed to wear material branded in support of anyone.
- xxxii. During the debate, reaction shots in the audience will not be shown.
- xxxiii. The political parties are not responsible for the costs and expenses related to the staging of the debates.

APPENDIX E: DEBATES PRODUCTION RECOMMENDATIONS
(To the Debaters)

The Jamaica Debates Commission is the Executive Producer of the debates. The Commission at its discretion will appoint a producer and other members of the production team.

- i. The Jamaica Debates Commission will make arrangements for each participating political party to separately visit the location beforehand to get a feel of the physical environment.
- ii. The name of the producer will be made public and provided to the political parties at least two weeks before the debates.
- iii. The Jamaica Debates Commission will identify a production liaison assistant who will be the sole production and technical link between the parties and the production team.
- iv. On the day of the debate, participants should arrive at least an hour beforehand to have make-up done, have microphones installed, have sound and other checks completed
- v. It is advisable to wear solid colours. Stripes, dots and combinations of these are visually distracting on television
- vi. It is suggested that you prepare your opening and closing remarks beforehand
- vii. Have your staff request and have prepared beforehand, the drink you wish to have (water, juice)
- viii. A notepad and pencil will be provided at the podium. These are the only items allowed on the podium.
- ix. Debaters can have a team of up to three advisors. These advisors can be consulted during the breaks and must end the consultation on the instruction of the Floor Manager who will be instructed by the Director who is about to resume transmission.
- x. Debaters should note the time allocations for opening and closing remarks, questions posed to them or rebuttals being given to questions posed to their opponents. Appropriate "timing lights" or countdown clocks will be used for their guidance.
- xi. The rules of the debates request that each debater accommodates a question from the other debater. Each person is obliged to answer the other's question.
- xii. The debate will require pre-debate acknowledgement and post debate acknowledgement by each debater of the other: at minimum, a respectful handshake.
- xiii. Debaters are permitted from time to time to refer to notes. Debaters are not expected to ask questions of the moderator and questioners, except by way of occasional rhetorical reference.

- xiv. Each participating political party will be allowed one observer representative. The observers for both parties would be accommodated in a separate room away from the sensitive production areas. The observers cannot give instructions or impact in any way, the proceedings of the debates. The observers would however form part of the maximum of three persons permitted to advise the debater during the breaks.

APPENDIX F: GUIDELINES FOR THE MODERATOR AND QUESTIONERS

- i. The key role of the moderator is to facilitate and ensure a smooth flow and balance in the process and conduct of the debate.
- ii. The moderator shall function by the agreed upon production procedures (guided by the producer and director) given before and during the debates.
- iii. At the beginning of each debate the moderator will explain all relevant and salient issues related to the conduct of the debate to the listening and viewing public.
- iv. The moderator is required to be in sync with colleague questioners and have a sense of when questions are not answered in order to facilitate follow up if necessary.
- v. Follow up is also to be facilitated when new and important matters have been raised or if a question is not answered by the candidate at the discretion of the moderator within the time format.
- vi. Opening statements and breaks that are scripted must be adhered to.
- vii. The moderator is not generally allowed to ask questions, but is permitted to ask follow up questions for the purpose of clarification only.
- viii. The moderator can allow a questioner to ask follow up questions on only two occasions during the entire debate. There shall however be no more than one follow up question per primary question.
- ix. Questions can be placed in a context but speeches are not allowed. For guidance, primary questions must not exceed 30 seconds in duration and follow up questions should not exceed 15 seconds in duration.
- x. Questioners must ask questions. Therefore, statements are not to be made followed by a request to react to the statement.
- xi. The moderator and the questioners are encouraged to write down their questions to better ensure that clarity is established
- xii. It is best not to read the questions verbatim, as this could prove overly "formal" or "stiff".
- xiii. If quotations are used, ensure that (a) the quote is accurate (b) it is stated where the quote starts and where it ends and (c) dates and location (publication) of the quote are identified.
- xiv. Refrain from any reaction (facial or otherwise) to anything that happens in the conduct of the debate.
- xv. Do not wear striped clothing (including ties), distracting or dark glasses, white clothing unless the white clothing is under jackets.
- xvi. Refer to the debaters by name as Mr., Ms. or Mrs. Do not use the terms Prime Minister, Opposition Leader, Minister or Spokesperson. They all appear as candidates.

- xvii. Do not use Honourable or Most Honourable, etc., even where O.J., O.M or O.N. has been awarded.

APPENDIX G: PRODUCTION PLAN & RUN SHEETS

Two Weeks before 1 st Debate		
ITEM	ACTIVITY	FUNCTIONAL AREA
1	Prepare Opening Montage Scripts	JDC, TV Production
2	Record V/O for Opening Montage	TV Production
3	Source Music for Opening Montage	TV Production
4	Secure Sponsors Logos/ Artwork	JDC
5	Design Opening Montage Graphic Layout	TV Production
6	Commission Graphics House	JDC, TV Production
7	Develop Credit List	JDC, TV Production
8	Review Set Construction	TV Production
9	Develop Lighting Plan	TV Production
10	Develop Wardrobe Plan	JDC, TV Production
11	Secure Sponsors Commercials	JDC
12	Confirm Install & Debate Production Schedule	JDC, TV Production
13	Secure Timing Equipment	JDC, TV Production

5 Days before 1 st Debate		
ITEM	ACTIVITY	FUNCTIONAL AREA
	SET INSTALLATION	
1	Load In TV Set	JDC, TV Production
2	Layout Set Elements	TV Production
3	Block Positions	TV Production
4	Fine Tune Set Position	JDC
5	Paint Set & Complete Installation	TV Production
	PRODUCTION ELEMENTS	
6	Revise Promo Graphics Based On Dates	JDC, TV Production
7	Transfer Audio	
8	Build Opening Montage Sequences	TV Production
9	Build Bumpers	TV Production
10	Secure TV Commercials	Director, Producer, Manager/Coordinator
11	Prepare Credit Roll	Director

Pre-light: Approx 4 Days before 1st Debate		
ITEM	ACTIVITY	FUNCTIONAL AREA
1	Complete Set Build & Fine Tune Set Layout	SIM & National Outdoor
2	Complete Set Lighting	CPTC, TV Production
3	Pre Test Camera Angles	CPTC, TV Production
4	Finalise Moderator Scripts	Gary Allen, JDC, TV Production
5	Prepare Running Order	TV Production
6	Prepare Graphics Schedule	TV Production
7	Load Timing Graphics on Computers	TV Production
8	Complete Credit Roll	TV Production
9	Select Stand-Ins for Rehearsals	JDC, TV Production
10	Prepare Questions For Rehearsals	JDC, TV Production
11	Develop Rehearsal Emergency Preparations	JDC, TV Production

FINAL CHECKS: 2 DAYS BEFORE 1st Debate		
ITEM	ACTIVITY	FUNCTIONAL AREA
1	Review Operational Procedures	Director, Producer, Coordinator
2	Facility Walk Through	Director, Producer, Coordinator
3	Complete Lighting & Equipment Set Up	TV Production
4	Complete Post Production Elements	TV Production
5	Review Credit Roll & Finalise	JDC, TV Production
6	Review Chyron Lower Thirds Design	TV Production
7	Panellist Walk Through & FAM Trip	JDC, TV Production
8	Test Computers with Timing Software	TV Production
9	Review Accreditation Procedure	Director, Producer, Coordinator
10	Review Crew List For Accreditation	Director, Producer, Coordinator
11	Review Event Check List	Director, Producer, Coordinator
12	Review Moderator Scripts	Director, Producer, Coordinator
13	Review Rehearsal Procedures	Director, Producer, Coordinator

Rehearsal Day: 1 Day to 1st Debate					
<i>Item</i>	<i>Time</i>	<i>Running Clock</i>	<i>Activity</i>	<i>Location</i>	<i>Functional Area</i>
Meetings, Camera Blocking and Pre Checks					
1	9:00AM		Jamaica Debates Commission Meeting	CPTC	ALL
2	10:00AM		Crew Call	CPTC	ALL TECHNICAL
3	10:00AM		Phase Three Install Timing Display Equipment	CPTC WB Studio	
4	10:00AM		Install LED Lighting	CPTC WB Studio	
5	10:30AM		Producers Meeting	CPTC Conference Room	Director, Producer
6	11:15AM		Production Meeting	CPTC WB Studio	ALL TECHNICAL
7	12:00AM		Camera Blocking	CPTC WB Studio	CAMERA TEAM, Floor Mgr.
8	1:30PM		LUNCH	CPTC	ALL TECHNICAL
9	2:30PM		Pre Check and Run Through Montage, Credit Roll and Taped Inserts	CPTC Control Room	Director, Producer
10	3:00PM		Prepare For Pre Rehearsals	CPTC Control Room	ALL TECHNICAL
Pre Rehearsals					
10	3:15PM		Pre Rehearsal # 1	CPTC WB Studio	ALL TECHNICAL
11	4:00PM		Pre Rehearsal # 2	CPTC WB Studio	ALL TECHNICAL
12	4:45PM		Pre Rehearsal # 3	CPTC WB Studio	ALL TECHNICAL
13	5:30PM		Prepare For Moderator Rehearsals	CPTC WB Studio	ALL TECHNICAL
Moderator Rehearsals					
14	6:00PM		Rehearsal # 1 with Moderator # 1	CPTC WB Studio	ALL TECHNICAL
15	7:15PM		Rehearsal # 2 with Moderator # 2	CPTC WB Studio	ALL TECHNICAL
16	8:30PM		Rehearsal # 3 with Moderator # 3	CPTC WB Studio	ALL TECHNICAL
17	9:30PM		Final Checks & Wrap	CPTC WB Studio	ALL TECHNICAL

EVENT DAY (1st Debate)					
<i>Item</i>	<i>Time</i>	<i>Running Clock</i>	<i>Activity</i>	<i>Location</i>	<i>Functional Area</i>
Pre Production & Preparation					
1	8:00AM	13:00	Jamaica Debates Commission Meeting	CPTC Conference Room	ALL
2	9:00AM	12:00	Producers Meeting	CPTC OC Room	Director, Producer
3	9:30AM	11:30	Security Sweep & Checks	CPTC WB Studio	JDC & Police
4	9:30AM	11:30	Crew Call	CPTC	ALL TECHNICAL
5	10:00AM	11:00	Check & Review Production Elements / Secure & Label Tapes For Recording	CPTC Edit Suite	Director, Producer
6	10:30AM	10:30	Production Meeting with Crew	CPTC WB Studio	Director, Producer
7	11:30AM	09:30	Lighting, Camera & Production Studio Check	CPTC WB Studio	Director, Producer
8	1:00PM	08:00	LUNCHTIME	CPTC Canteen	ALL

Equipment Testing					
9	1:45PM	07:15	Check Timing Equipment	CPTC WB Studio	Timing Team
10	2:30PM	06:30	Micro Wave Link & TV / Radio Station Testing & Press Box / Monitors	CPTC WB Studio	ALL TECHNICAL
11	4:30PM	04:30	Final Studio Check / Confirm Final Credit Roll	CPTC WB Studio	ALL TECHNICAL
12	5:00PM	04:00	Rehearse Opening and Closing Sequence & Breaks	CPTC WB Studio	ALL TECHNICAL
Pre Broadcast					
13	6:00PM	03:00	Studio Break	CPTC WB Studio	ALL TECHNICAL
14	6:00PM	03:00	Final Production Review	CPTC Conference Room	ALL
15	7:00PM	02:00	Bars & Tone & Debates Commission Slate ON AIR	CPTC Control Room	Engineering
16	7:00PM	02:00	Moderator & Panellists Arrive	CPTC Green Room	JDC, Director, Producer
17	7:30PM	01:30	ALL CREW IN POSITION	CPTC WB Studio	ALL TECHNICAL
18	7:30PM	01:30	Doors Open / Arrival of Invited Guests and Studio Audience	CPTC WB Studio	JDC
19	7:45PM	01:15	Audience & Guests Clear Security & Move to Holding Area	CPTC Patio	JDC & SECURITY
20	7:45PM	01:15	CANDIDATES ARRIVE	CPTC Green Room	JDC & SECURITY
21	7:50PM	01:10	Candidate # 1 Tours WB Studio For Briefing	CPTC WB Studio	JDC, Director, Producer
22	8:05PM	00:55	Candidate # 2 Tours WB Studio For Briefing	CPTC WB Studio	JDC, Director, Producer
23	8:15PM	00:45	Audience Escorted Into Studio Seating	CPTC WB Studio	JDC & Ushers
24	8:15PM	00:45	Master Control Station Check	CPTC Control Room	TD / Engineering
25	8:30PM	00:30	All Audience Seated / Final Briefing / CELL PHONE TURN OFF ANNOUNCEMENT	CPTC WB Studio	Director, Producer
26	8:30PM	00:30	Moderator & Panellists In Position		
27	8:35PM	00:25	Still Photographers In Position	CPTC WB Studio	Director, Producer
28	8:40PM	00:20	Candidates On Set For Photo Op.	CPTC WB Studio	JDC & Security
29	8:45PM	00:15	Microphone Installation & Audio Check	CPTC WB Studio	Audio Team
30	8:54PM	00:06	Candidates In Position	CPTC WB Studio	Floor Manager
31	8:55PM	00:05	Live Image to Master Control	CPTC Control Room	Director
32	8:55PM	00:05	Floor Manager Pre Warns Studio	CPTC WB Studio	Floor Manager
33	8:58PM	00:02	Countdown Slate to Master	CPTC Control Room	Director
34	8:59:30PM	:30	Black To Master	CPTC Control Room	Director
BROADCAST TIME					
35	9:00PM	00:00	Opening Montage Into Programme / Programme Run	CPTC Control Room	Director, Producer

36	10:30PM	01:30	Programme End	CPTC Control Room	Director, Producer
37	10:35PM	01:35	Candidates Depart for Interviews		JDC
38	10:40PM	01:40	Moderator & Panellists Depart followed by Audience	CPTC WB Studio	JDC
39	10:40PM	01:40	Label & Check Tapes / Deliver to Kirk J.	CPTC Control Room	Director, Producer
40	10:45PM	01:45	Shut Down & Post Programme Analysis	CPTC WB Studio	JDC, ALL TECHNICAL
41	11:30PM	02:30	WRAP		
42					

APPENDIX H: Post-Debate Poll Report

To Assess the Impact of the three National Debates
August 2007

**Prepared by the Boxill Poll Team for
The Jamaica Debates Commission
September 2, 2007**

January 2010

(i)

Background

This report is based on a poll that was conducted prior to hurricane Dean, August 18 and then after Dean, August 23-27, 2007, for the Jamaica Debates Commission (JDC). This survey attempts to assess the impact of the three national debates based upon the following questions identified by the Commission. The questions include:

- Did the debates address important issues?
- Did the debaters adequately address the issues of importance to the voter?
- Did the debaters adequately address issues of national importance?
- Have the debates helped the voter in determining which party to vote for?
- Did the debates help to clarify, for the voter, the position of each party on critical issues?
- Were the debates useful?
- How were the debates useful?
- For those who planned not to vote, have the debates helped to convince them to vote for either party?
- What improvements would be recommended for future such debates?

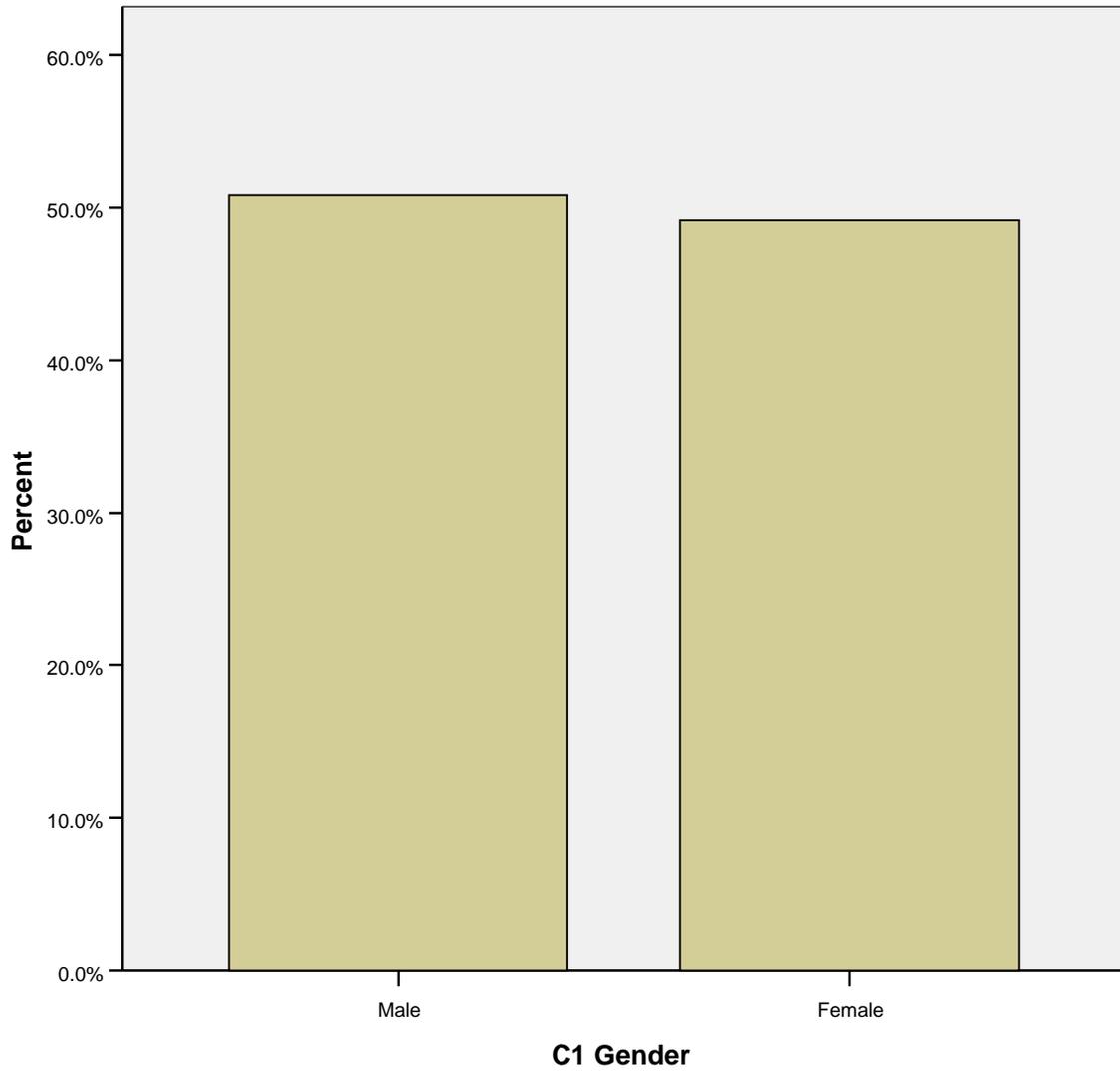
The debate on social issues was held on August 8, while the one on economic and financial issues took place on August 10. The final leadership debate was held on August 11.

The Sample

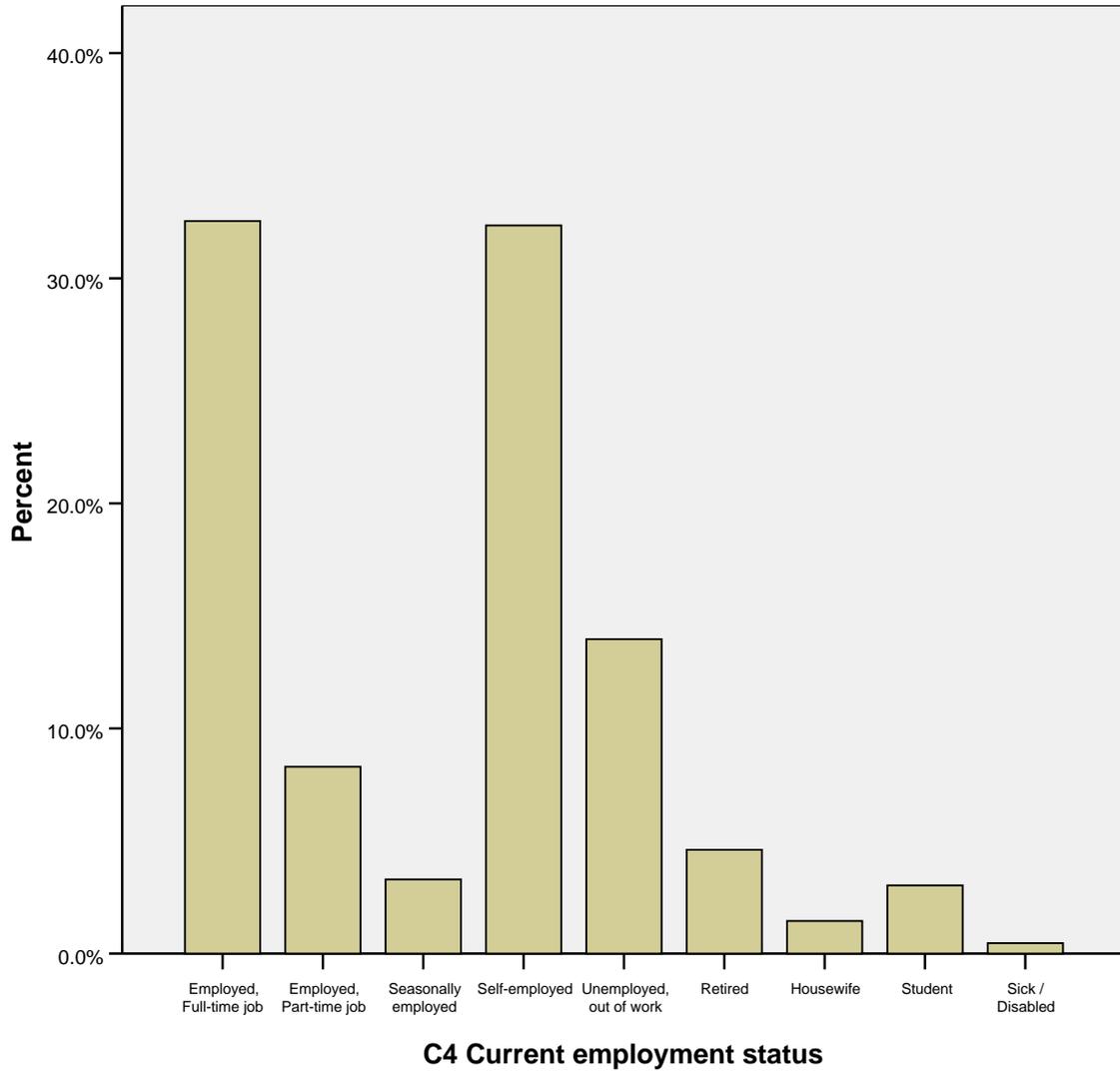
This report used a representative sample of 1550 eligible voters, with a margin of error of plus or minus 3 %. The results are based on only those who said that they intended to vote.

The sample comprised almost equal proportions of men and women over the age of 18 years (C1). Most people in the sample were employed full time or self employed (C4). The majority of the interviewees had voted in the 2002 elections and indicated that they would definitely be voting in the upcoming elections (q4).

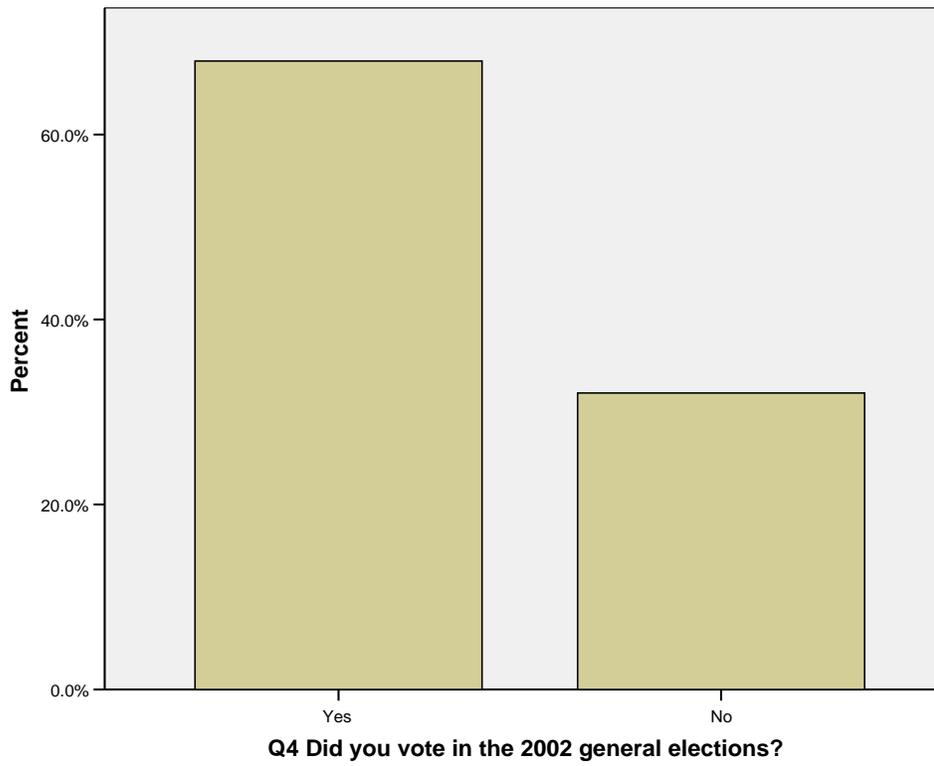
(ii)



(iii)



(iv)



Overview

The post debates poll showed that there was variation in the number of persons who viewed or listened to the three national debates leading up to the 2007 general elections. The largest viewership / listenership was recorded for the 'Leaders Debate' with 60.3% of respondents following the debate on television (Table 1).

Table 1: Did you happen to follow the debates on either radio or TV?

	Debate #1 Social Issues (%)	Debate #2 Economic and Financial Issues (%)	Debate #3 Leaders Debate (%)
Watched the debate on TV	32.1	40.5	60.3
Listened to the debate on radio	2.9	1.6	3.8
Did not follow the debate	65.0	57.9	35.9

Over seventy percent of those who followed the debates indicated that they watched or listened to the entire debate (Table 2). The debate on economic and financial issues had the largest proportion of respondents who indicated they followed the entire debate.

Table 2: Did you follow the whole debate or just part of it?

	Debate #1 Social Issues (%)	Debate #2 Economic and Financial Issues (%)	Debate #3 Leaders Debate (%)
Whole debate	71.6	76.2	73.1
Part of it	28.4	23.8	26.9

Most respondents who watched or listened to the debates indicated that they felt the three national debates adequately addressed the issues of national importance to some degree. Approximately 38% said that the debates definitely addressed the issues, and 40.9% indicated that the issues were somewhat addressed (Table 3).

Table 3: Overall, would you say that these three national debates adequately addressed the issues of importance to you?

Response	Percent
Yes, definitely	37.6
Yes, somewhat	40.9
No	17.4
Don't know or did not watch all debates	4.0

Even though most respondents felt that the debates addressed issues that were important to them, not all of the debates were equal in this regard. In regard to the 'Leaders Debate' between Mrs. Portia Simpson Miller and Mr. Bruce Golding, almost all of those who followed it said that it addressed important issues that mattered to them (Table 4). The main national issues that matter most to respondents are education, unemployment, crime and violence, and health, followed by the economy and corruption (Table 5).

Table 4: Did either leader make important points in the debate on national issues that matter to you?

	Percent
Both Leaders made important points that matter to me.	98.0
They did not make important points that matter to me.	2.0

Table 5: What are those national issues that matter most to you?

National Issue	Percent
Education	24.6
Unemployment	18.5
Crime / violence	16.3
Health	15.6
Economy	5.5
Corruption	4.3

The results of questions on the 'Social Issues Debate' between Dr. Ken Baugh and Dr. Peter Phillips show almost 91% of respondents indicating both candidates made points on social issues that mattered to them (Table 6). The main social issues that matter most to respondents are crime and violence, health, education and unemployment (Table 7).

Table 6: Did either candidate make important points in the debate on national issues that matter to you?

	Percent
Both candidates made important points that matter to me.	90.8
They did not make important points that matter to me.	9.2

(vii)

Table 7: What are those social issues that matter most to you?

Social Issue	Percent
Crime / violence	29.5
Health	28.5
Education	16.9
Unemployment	11.1

In the 'Economic and Financial Issues Debate' between Mr. Audley Shaw and Dr. Omar Davies, 96.2% of respondents indicated that both candidates made important points on issues that mattered to them (Table 8). The main economic and financial issues that matter most to respondents are unemployment, the economy, education, foreign debt and financial issues (Table 9).

Table 8: Did either candidate make important points in the debate on national issues that matter to you?

	Percent
Both candidates made important points that matter to me.	96.2
They did not make important points that matter to me.	3.8

Table 9: What are those economic and financial issues that matter most to you?

Economic and Financial Issues	Percent
Unemployment	19.3
Economy	17.4
Education	12.2
Foreign debt	9.1
Financial issues	6.7

In responding to the question on whether the debates helped them overall in determining which party to vote for, 38.3% of respondents indicated that the debates definitely helped, while 23.4% said that the debates helped somewhat (Table 10).

Table 10: Overall, would you say that these three national debates helped you in determining which party to vote for?

Response	Percent
Yes, definitely	38.3
Yes, somewhat	23.4
No	35.0
Don't know or did not watch all debates	3.4

With reference to specific debates, the question was asked whether the debates had changed respondents' minds about who they will vote for, or whether they would be voting the same as before.

Of the three debates, the largest percentage of respondents indicated that they would vote the same as before based on the 'Social Issues' debate (78%). Of the respondents who followed the 'Leaders Debate', 68.7% indicated that they would vote the same as before, while 73.6% were recorded for the 'Economic and Financial Issues Debate' (Table 11).

Of those who were more likely to change their minds about which party they would vote for, 24.8% said they would change their minds as a result of the leadership debate, 15.7% as a result of the debate on social issues and 19.4% as a result of the debate on economic and financial issues. For all three debates 5%-6% of the respondents were undecided. Clearly, the leadership debate had the most impact on voter preferences.

Table 11: Did the debates change your mind about who you will vote for, or will you be voting the same as before?

Response	Leaders Debate	Social Issues	Economic and Financial Issues
	Percent		
Will vote same as before	68.7	78.0	73.6
More likely to change	24.8	15.7	19.4
Remain undecided	5.6	5.0	5.9

In relation to the question of whether the debates helped respondents to clarify the position of each party on critical issues, 47.5% said the debates definitely helped, and 31.6% responded that the debates helped somewhat (Table 12).

Table 12: Overall, would you say that these three national debates helped you to clarify the position of each party on critical issues?

Response	Percent
Yes, definitely	47.5
Yes, somewhat	31.6
No	16.9
Don't know or did not watch all debates	3.9

Respondents recommended some improvements for future debates which are grouped into categories below. General comments were also provided.

Questions

- Questions should be more pertinent
- Questions should be more straightforward and easy to understand
- Questions should be tougher
- Debaters should ask each other more questions
- Ensure that candidates answer the questions asked

Length of debate

- More time should be given to candidates to address issues

Frequency of debates

- Debates should be held more frequently

Panel

- Neutral panellists should be selected
- Member of public should sit on the panel
- Neutral analysts should be selected (may refer to post debate discussion)

Participation of public

- Public should be allowed to participate
- Public should be involved in questions asked

Participants

- All MPs should debate
- Ministers and Shadow Ministers should debate

Format

- Debate format should be more active
- Debate teams should be used
- Traditional debate style should be used

Specific issues should be included

- Agriculture
- 'Poor people's issues'
- Investment

(x)

- Crime
- Employment
- Youth / elderly
- Education
- Exchange rate
- Tourism

APPENDIX I: BUDGETING

I - 1

Samples of spreadsheets and a Budget versus Actual Report are exhibited on pages I - 2 to I -7.

ACTUAL COMMITMENTS VERSUS BUDGET SPREADSHEET SPECIFICATIONS

Prepare a separate spreadsheet for each of three debates.

LEGENDS

<u>Column</u>		<u>Description</u>	<u>Means</u>
D	Doc T	Document Type (e.g., Purchase Order)	
E	Doc #	Serial # of Document	
F	C Ent	\$ commitment entered	
G	C Inc	\$ commitment increase	
H	C Red	\$ commitment reduced	
I	Bud Bal	\$ Budget balance = (+) uncommitted or (-) overcommitted	
J	+ Variance	\$ Final cost less than budget	
K	- Variance	\$ Final cost more than budget.	
L	Recon	\$ Amount obtained from the budget	
M	C Net	\$ = F + G - H	
N	\$ Paid	\$ payment against C Net (Column M)	
O	Date Paid	Date of payment	
P	Unpaid	Unpaid balance of C Net (Column M)	

EXCEL SPECIFICATIONS

I = Lag I - F - G + H

J = Cut final row positive balance from I and paste in J

K = Cut final row negative balance from I and paste in K

Periodically sum to a total each of F, G, H, J, K and P

(The sum of L must agree with the total in the budget)

DATA ENTRY

At start, populate A, B and L from data in the budget.

Consider each supplier as a separate account.

Receipts & Payments Spreadsheet SpecificationsLEGENDS

<u>Column</u>	<u>Description</u>	<u>Means</u> _____
D	A/c #	Bank account (other than the General Bank Account)
E	A/c #	Ditto
F	A/c #	Ditto
G	Received	\$ amounts received
H	Paid	\$ amounts paid
I	Balance	\$ Bank balance or <overdraft>
G to I	General Account	The main bank current account.

EXCEL SPECIFICATIONS

$I = \text{Lag } I + G - H$. (Distinguish negative balance in I).

Jamaica Debates Commission
August 2007 to April 30, 2008
Expenditure: Budget versus Actual Report

Item	Budget \$	Actual \$
Media Costs		
CPTC - Production	754,920	1,145,825.00
SIIM Set	664,050	595,000.00
		1,740,825.00
TVJ - TV	2,239,386	1,922,250.00
CVM - TV	1,502,850	1,446,930.00
TV Credits	116,500	
Total for TV	5,277,706	3,369,180.00
Hot 102 FM - Radio	215,030	215,029.88
RJR 94 - Radio	594,150	594,150.00
Power 106 - Radio	209,700	209,700.00
Total for Radio	1,018,880	1,018,879.88
Gleaner - Press	628,373	723,087.54
Observer - Press	428,837	380,955.00
Herald - Press	125,214	125,214.20
Total for Press	1,182,424	1,229,256.74
Gleaner - Suppl.	871,933	620,293.10
Star - Suppl.	308,608	308,608
Observer - Suppl.	431,842	428,836.50
Herald - Suppl.	506,923	381,770.50
Design & Art - Suppl.	167,760	247,808.37
Total for Suppl.	2,287,066	1,987,316.47
Total for Media	9,766,076	7,604,633.09
Studio Operation		
Director	139,800	142,712.50
Producer	52,425	45,000.00
Voicing	23,300	20,000.00
Moderator/Question	113,588	10,364.74
Hostess	26,212	65,000.00
Ambulance	10,485	24,000.00
Stand-by Generator	157,275	
Technician & Equipment	145,625	
Additional lighting	87,375	29,125.00
Catering	174,750	300,395.25
Novelty Parts Rentals	81,072	149,842.30
Old Mountain - Décor	230,670	230,670.00
Total for Studio	1,242,577	1,017,109.79
Operations	1,242,577	1,017,109.79
Public Relations		
Press Advt. Prod.	218,438	187,500.00
Features for Debates	233,000	239,800.00
Press Conference	44,837	45,474.00
Photography	101,355	83,000.00
Dinner for NDI	13,759	
Copies of Debates	20,970	20,970.00
Website	570,577	363,666.40
Total for Public Relations	1,202,936	940,410.40

**Jamaica Debates Commission
August 2007 to April 30, 2008
Expenditure: Budget versus Actual Report**

Admin. Expenses		
Resource Persons	174,750	150,000.00
Policy & Procedures		
Manual	58,250	50,000.00
Audit	174,750	
Registration and		
Copyright	4,078	
Post-Event Survey	-	575,000.00
Bank Charges		3,159.60
Miscellaneous	291,250	60,667.47
Total for Admin.	703,078	838,827.07
Debates Watch		
Facilitators	-	84,900.00
Stationery	-	25,191.08
Total for Debates Watch	-	110,091.08
Grand Total	12,914,667	12,251,896.43

Appendix J – Format of Financial Statements

J - 1

Statement of Assets & Liabilities

As at April 30, 2008

	<u>\$</u>	<u>\$</u>
<u>Assets</u>		
Cash in bank	3,007,653	
Sponsorship fee receivable	<u>338,487</u>	
Total	3,346,140	
 <u>Liabilities</u>		
GCT Refundable	990,000	
Accrued expenses	<u>60,000</u>	
Total	<u>1,050,000</u>	
 <u>Excess of assets over liabilities</u>	<u>2,296,140</u>	

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Philmore Ogle, Chairman

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Gary Allen, Deputy Chairman

Appendix J – Format of Financial Statements

Receipts & Expenditure Statement

August 3, 2007 to April 30, 2008

<u>Receipts</u>		\$
Sponsorship fees		13,983,361
GCT (To be refunded) (Note 1)		990,000
Sale of DVDs		42,000
Interest		
<u>76,962</u>		
Total		<u>15,092,323</u>
<u>Expenditure</u>		
Studio rent and cost of set		1,740,825
Media costs:		
Television	3,369,180	
Radio	1,018,880	
Press	1,229,257	
Newspaper supplement	<u>1,987,316</u>	
		7,604,633
Studio operation		1,017,110
Debates watch	110,091	
Public relations		940,410
Administrative expenses		<u>838,827</u>
Total		<u>12,251,896</u>
<u>Net receipts</u>		2,840,427
<u>Balances</u>		
At December 31, 2005		<u>167,226</u>
At April 30, 2008 (Note 2)		<u>3,007,653</u>

Notes

(1) The Commissioners are advised that the Jamaica Debates Commission is considered an end-consumer, and not required to charge or receive GCT.

Amount \$

(2) Payments remain to be made as follows:

To refund GCT	990,000
For accrued administrative expenses	<u>60,000</u>
	<u>1,050,000</u>

.....
Philmore Ogle, Chairman

.....
Gary Allen, Deputy Chairman

Appendix J – Format of Financial Statements

Segmental Information

August 3, 2007 to April 30, 2008

The Commission classifies segments by source of funds. The following is a Receipts & Expenditure Statement for funds provided by the **Canadian International Development Agency**.

<u>Receipts</u>		<u>Jamaican Dollars</u>
Part of Sponsorship fee (Note 1)		4,106,996
Interest income		<u>65,335</u>
Total		4,172,331
<u>Expenditure</u>		
Studio rent and cost of set	1,705,875	
Media costs – newspaper supplement	2,441,277	
Public relations – website	<u>363,666</u>	
Total		<u>4,510,818</u>
<u>Net expenditure</u>	(Note 2)	(<u>338,487</u>)

Notes

(1)\$4,106,996 is amount so far received as an advance.

(2)The amount of net expenditure is to be received from the sponsor.

.....
Philmore Ogle, Chairman

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Gary Allen, Deputy Chairman

Appendix J – Format of Financial Statements

Segmental Information

August 3, 2007 to April 30, 2008

The Commission classifies segments by source of funds. The following is a Receipts & Expenditure Statement for funds provided by the **United States Agency For International Development.**

<u>Receipts</u>			<u>Jamaican Dollars</u>
Sponsorship fee			3,876,364
 <u>Expenditure</u>			
Media costs –	television	2,892,000	
	radio	874,575	
Debates Watch –	facilitators	84,900	
	stationery	<u>25,191</u>	
Total			<u>3,876,666</u>
<u>Net Expenditure</u>	(Footnote)		<u>(302)</u>

Note
The \$302 overspent was met from the Commission’s general funds.

.....
Philmore Ogle, Chairman

.....
Gary Allen, Deputy Chairman

APPENDIX K: SPONSORS' PUBLICITY ENTITLEMENTS

APPENDIX L: NEWSPAPER SUPPLEMENT WITH SCORECARD