CONCEPTUALIZING MEDIA POLICY: THE FACTORS, PROCESS AND VENUE

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Abstract
Given the significance of conceptualization and clarification of media policy-making as well as the lack of serious studies in this regard, the present research aims to conceptualize the idea of policymaking in media and offer a theoretical framework to shed lights on components and the nature of such policymaking. To reach this goal, the researcher carried out deep interviews with a group of elites including five academic members, eighteen PhD students majoring in public policy-making, media and communications, strategic management and political sciences; and fifteen media practitioner and manager. The data collected from the interviews as well as the related literature were used to sign a theoretical framework for conceptualization of media policymaking. According to the findings, a new conclusive definition on media policymaking and its status in the hierarchy of policies was proposed and steps to codify it were identified. The components of the procedure were studied too and finally some suggestions for further study were put forward.

Keywords: Media governance, Media Policy, Policy Making, Media management.

Introduction
Policy-making plays an important role in the sphere of public media and shapes the sphere of communications in any society. The content and structure of the media and particularly their understanding about the role they should play is under influence of the dominant policy with regards to compiling the rules and regulations pertaining to the country’s media; therefore, the complicated and ever-changing governmental rules and regulations have significant consequences for the future of the media. Basically, policy-making orients the activities and objectives of the media in country. Media management is in practice not possible without considering the major policy that governs the media sector. This policy determines the objectives and path for the media manager and thus understanding the policy is one of the most fundamental issues which need to be considered in media management. Based on what has been said, the study of the process of policy-making of the media and the way a proper policy could be made so to accomplish the goals, expectations and wishes is a necessary issue in the area of media studies.

In spite of the importance of this issue, few studies have been conducted with regard to media policies, while it seems increase in those studies could improve our knowledge about Media Policy and it could also pave the way for compiling correct management programs in the media. Therefore, conducting a fundamental study for understanding policy-making in the media, finding the contributory criteria and providing a framework for having a more expansive study of the different aspects of this phenomenon constitute the significance of this study.

Research Problem
Given the need for research in the field of media policy, the problem of this study is:
What elements involved in Media policy and what is its position in media management?
To address this issue should answer following questions:
What is definition of media policy?
- What elements are involved in media policy?
- What steps are necessary to develop media policy?
- Which of new technologies will affect media policy?

Literature review

An extended search on the studies conducted in the areas of media policy was indicative of the fact that only a few studies have ever been conducted. These studies have considered media policy within the framework of a certain government’s policies with regard to their own media and have merely dealt with the rules and regulations that a government has imposed on the media. None of them has regarded policy-making as a scientific framework or has provided a scientific pattern or model for these policies. In spite of broad review of literature, no study has been found on the principles and foundations of policies made in the media and thus, conceptualization for media policy has not been in a way that it could be area of science on which studies can be conducted. According to this situation, we study literature to use it for attaching different part of media policy model.

Before review the publications on Media Policy, we require to define what the media policy is. There are some definitions about Public Policy. Taslimi (2009) has defined Public Policy as manifesto, procedure and the method to control and supervision. He recognized Policy as superior on procedural decisions, and as a determinant of actions and plans in any organization. Birkland (2001) defines it as collection of decisions which regulated by government as public interest issue, and act in the form of regulations and orders and has direct on citizens’ life, either direct or indirect.

A review on researches published on public policy in media, reveals that the major subject is the dominant role of government in policymaking. Ward (2008) describes media and television policy under intense influence of government and the atmosphere of political regime in the country. He believes that the media firms not to act on vacuum, but they operate in political and historical context which forms the nature of their activities and shape the structure of television and media. So, the political regime has a considerable affect on media industry and its operation. Graham (1992) argued that social responsibility of governments drive them to regulating and controlling the television and media industry and aims to selecting a method to dominate the public regulation on media market as a mechanism for pervasive distribution of media products with diversity and quality necessary for society.

Smith (2009) investigates the media policy of British government against television. He believes that in past two decades media policy of British government against television has changed, and development of digital broadcasting caused to emergence of a more complicated system of policy in the country, which involved new participators like stakeholders, media owners and political institutions and etc. Smith implies that new media policy of British government has changed from media government to media governance.

Khajeheian et al (2010) have described media policy and media control in television channels. They suggested a matrix; consist of Communication flow freedom and favorability of news for dominant ideological system. According to that there are four distinctive approaches. Thanks to geology, they coin the phrase "Media Climate" which considers the contextual differences in host societies for media activities. Another contribution of them is to consider User Generated Content (UGC) as an influential element in digital television. Finally they offered a model for media policy for any of market-oriented, power-oriented and Social benefit-oriented media. However, there is no distinctive definition for media policy in the article.

Throw (2009:82) investigates governments’ approaches toward media control, and introduces Authoritarian, Communist, Social Responsibility and Libertarian as approaches governments take, facing with media. Vivian (2008) in a same perspective categorizes most common approaches of governments toward media in four liberalistic, totalitarian, capital democratic, and social democratic. In fact he introduces political tendency of parties as their approach to media policy.

Review the literature as a kind of modeling media policy there are some studies which describes Media Policy process.

Roshandel arbatani (2007) has investigates different perspectives on Media management and policy and suggested a seven step process for media management which consists of media policy-making, planning. Content creation, broadcasting, feedback taking, and measurement of influence.
Block et al (2001) believe that for analysis of media texts, we should mention media policy and its surrounding environment, beside the kind of activities. They articulate the process to reach the media content as cultural-political and economical environment, media policy, media firm activities, media content. Thus he describe media content as result of media policy, which this influences from the environment media operate in. Khajeheian (2011) has adapted Chan-Olmsted strategic model as figure(1).

Casey et al (2002) argue that there are three media system, consist of commercial media, Public broadcasting, and government run media. Usually the commercial media owner support free market system for media activities and believe that this cause to flourish the media industry. In the other hand some believe that government finance will direct media to public interest and prevent from media monopoly. The figure (2) depicts a literature review about media policy and their research method and results.

Methodology

As the exploratory nature of the research, Qualitative research approach has been selected. Exploratory study instead of trying to find causality, tries to find the signs from the data. In such research, researcher has no idea about results (Wimmer and Dominick, 2010). Interview with media managers, policy-makers and academics is a good research tool to collect the idea about media policy and integrate them as a scientific foundation for future academic works. For interviews, researchers conducts a series of interviews with a pervasive sample consist of academics in five distinctive field of interests which khajeheian (2011) has described as related field on media policy. These fields includes: Media Managements, Public Policy, Communications, Politics and Strategic management. In addition to these academic group, a practitioner group selected, which they were media managers, consist of fifteen people. The characteristics of sample have shown in figure3.

In the interviews, respondent explained their idea about media policy freely. After that, they asked to define media policy, and articulate the factors consist in. also they questioned about relation of media policy in hierarchy of Public Policy, and what would process of media policy consist of. After conducting all the interviews, by using theme analysis method data analysis and conclusion has been performed.

Findings

After analysis of the responses, a finding classified in specific categorizes. We offer them as follow.

A. Definition of media policy

Since no comprehensive definition was found for media policy through review the literature, the first step was to use the scattered findings about this subject and conduct interviews with the related experts to provide a common definition of media policy that could also referred to the future studies. As the result of interviews, factors of media policy by each of the experts extracted. then re-investigation of the obtained definition with the group of experts exerted. These provided a new definition of media policy as “compiling the major and strategic policies toward media, in consideration to media climate and public situation, so that offers a clear direction for media management activities to reach the missions and the goals, and offers a framework which media operational programs design and act within”. Certain issues need to be taken into account in this definition. Firstly that Media Policy is a strategic and pervasive action. Also Media Policy not restricted to only a medium like television, radio or newspaper, but this can cover a broad band of different media as various tools for media activities under an integrated policy. A considerable note he implied is that media policy is completely depend on politics and its nature is related to political system rule the host society, So this is practically impossible to separate the media policy from politics.

B. Position of Media Policy in Policy Hierarchy

After reach to a certain definition from Media Policy and recognizing the link between political environment and media policy, its position in the different level of major policy needs to be identified so to create a framework for the sphere of media policy.

As the first step, using what Block et al (2001) has provided in review of literature, one can identify the general policy and the environment surrounding media policy. On the other hand, Mohammadi (1387:P78) considered cultural policy the subcategory of general policy, including the general and operational principles and strategies that govern the performance of a social institution with regard to cultural affairs. The main distinguishing
point between media policy and communication policy is the fact that in media policy not only the means of communication, but also the content and the nature of communication should consider (Van de Donk et al, 2005).

Based on this, we could regard media policy the subcategory of a greater communication policy. According to these findings that have been provided by review of literature and were approved by the expert group, the position of media policy in the hierarchy of policy-making can be seen in Figure 4.

C. Media Policy Elements

According the findings, now we can identify factors consist media policy. These factors are described as follows:

1. Nature of Media: in order to simplification, John kinn categorization could be used to categorize the media into power-oriented, market-oriented, and service-oriented. This is indeed absolutely consistent with the categorization provided by Casey et al (2002), as stated in the review of literature. The nature of the media and its location in each of the categories is usually a determining factor in media policy. The nature of power oriented media requires a usually obvious dependency upon a certain political party or trend and this plays an important role in the related policy-making. In market-oriented media, media is tools of profitability and media policy set usually by media owners to achieve profit.

2. Balance of Power: as with nature of media, balance of power of policy is different in the media. The fact that policy-making is done by the owners or by the government or by the manager is a determining factor in media policy. If none of these groups is the main identifier of the policy, the contrast and the attempts for imposing the wishes will not be one are the main challenges of media policy.

3. Media landscape: As expressed media is means of communicate media owners with audience. So, often media considered as a goal not as a tool. This interpretation by media owners shows how important is landscape in media policy. For example, political media are not long-lived and mostly appear for achieve the political purposes, and after that change their role and act as governmental media. However, some media are as independent entity with goal of sustainability and for long time are published.

4. Level of the media (vertical): Each media has a certain scope. Some media only pertain to a particular region or neighborhood, some pertain to national or linguistic areas and others, i.e. the few but highly influential ones, have a global scope. This scope is highly effective in policy-making.

5. Targeted Audience: as with geographical expansion of the media that was considered vertical, the horizontal expansion refers to the target audience of the media. Whether the media has public, special, intellectual or any other audience as the target audience is a highly influential factor in the policy taken by that media. The general or the specialized nature of the media can be linked to this factor.

6. Audience Access and the micro-media used: until now and before the integration of the media, each media was accessible via its own channel. In fact, the format of the media was totally defined. The TV channels could be accessed via TVs and using the air antennas, newspapers were in the printed form, certain size and could only be accessed through the newspapers. Thus, each media had its own particular format and channel of distribution.

Today, by developments in digital technologies and media convergence, we mention various media formats and media distribution channels. Now we read newspaper not just printed, but digitally through tools such as television, websites, text message, mobile networks and so on. Even we may convert contents into different formats and reproduced to use in other media. Due to these changes, being aware how audience access to media is a critical factor in media policymaking. Access channel may make different meaning and usage for a specific media, for example a newspaper article for reader who access through internet, has not only the full story, but it offers related articles, and also other users comments about. Reading the mobile version will offer an abstract, but specific, and of course a traditional reader experience a different.

7. Social Context and the Host Society: one of the most important factors affecting media policy is the social and ideological context of the host society. The presence of media in the social context forms a great portion of the policy of that media. In a general social division, societies can ideologically be divided into several parts: 1) Dominants, which have global superiority in media sphere and role. 2) Protesters, Which protests against the regular world system and challenge it. They attempt to provide a new policy and new perspective of the international events. 3) Followers, which follow the ruling system, but try to have a more important role in the current context. 4) Passive Actors, which not play important role and not produce major media content. The Context, which is derived from
political regime or common ideology of a society, have a very important role in media Policy (Khajeheian, 2011). Last analysis discusses about external environment in which was considered in first step of media policy.

D. Steps for Media Policy

Using the concepts of strategic management, certain steps have been compiled in order to carry on with media policy. For this reason, first we need to have a balance of power between beneficiaries, owners, and the managers with the environment. Four main factors play roles in identification of the goal and orientation of the media policy, i.e. expectations of owners and managers, expectations of the government and the political system, social responsibility and the ideology dominating the media. These stakeholders are not exclusive and sometimes have shared grounds with one another. Balance of power between these elements leads to a desirable perspective for the media. This perspective, which is clearly stated by the Media Mission Statement, determines the future of the media in the long-term.

Analysis of the external environment includes a large scope of analyses as according to the nature of media activities, the audience expects any environmental changes to be reflected in the media and thus the media need to adjust themselves with those changes. The political, cultural, social, economical, technological, and communicational environments need to be carefully analyzed. After conducting this environmental analysis, the media need to be looked at as one institution or corporation and the discussions over resource management, human resource management, financial management, and operational management need to take place with regard to organizational management perspective so to properly identify the capability and ability of the media. After analysis that proper understanding of sphere for policy maker, it comes to determine long term goals. The basic nature of this goal is to be measurable. Although the long term goals are set for more than one year but set direction of activities.

In the next steps, those operational procedures that belong to intermediary and executive managers of the media will be dealt with; however, in actual fact due to the nature of activities in the media and the necessity to observe details and to guarantee creativity, it is one of the most significant components of doing activities in the media. In fact, the type of performance here could determine the success or failure of the media in accomplishing its objectives. Failure in proper development of these programs could lead to the failure of even the best policies. This sector could on its own be the subject of expansive studies in the area of media management. Allocation of resources forms the last step of this process. In fact, it should be mentioned that there is a reflection in any of these steps and thus correction and adjustment can occur in any of the steps of this process. In the next step, analyze the external and internal environment that is fundamental part of media policy process. Following analysis discuss about external environment in which was considered in first step of media policy.

E. Integrated Media Policy

There are two main approaches with regard to media policy. One approach is that each media is a whole on its own and thus media policy is actually making policies for the management of that media. For instance, policy-making for a TV channel needs to take into account the requirements, conditions, and special audience of the TV and thus to devote all its focus on the features of the TV as a type of media. With regard to newspaper management, it includes the way a newspaper is being administered and thus setting goals to achieve particular objectives in the framework of a newspaper. The second approach is based on the belief that media policy is separate from a particular type of media. In such an approach, media policy mean the way different types of available media are used so that they play a complimentary role for achieving the major management objectives. This approach considerate that the changes resulted from modern technologies, and integration media are a real and important evolution. So media management is forced to use other media to publish content and towards the use other media expand its policy to achieve its goals.

Media corporate are also sometimes forced to participate in several areas. For example, newspapers to answer different audience s need use different media like magazines, books, internet and…. Proponents of this approach argues that policy making separately for each media tools such as internet, mobile, digital broadcasting system lead to challenges for media policy. Appearance of internet and use of that in media, cause holistic media policy.

Taking into account the abovementioned revolutions, it seems that we need to shift our attention from the media to the process of change when we attempt to develop the framework of media policy. Instead of focusing on policy-making for a particular type of media, it is better to regard policy-making as part of the process of creating content as well as distributing and administering the media. Such an issue will lead to creation of an integrated
media policy. To this aim, attention to media could greatly contribute to the discussions on media policy and this will be dealt with in the chapter on policy-making for the modern media.

F. Media Spheres and the Future Evolutions in Media Management

In order to have proper analyses with regard to media evolutions in the future and the necessity of media management for each type of media, we need to provide answers to the fundamental question that which kinds of evolutions will the media deal with and what forms of changes will occur in their nature. Some intellectuals are of the conviction that modern technologies will lead to the destruction of many forms of media such as books and therefore such media as TV will undergo a complete transformation (Aris and Bughin, 2005). Some thinkers also believe that different media face different destinies. Some are likely to extinct, some will undergo changes and some will be combined with the older media so to form new types of media (Bolter and Grusin, 1999).

To answer this question, first should understand the role of media in future media environment. Using concept of three waves of civilization by Tafler, the media can be also divided to three media wave, based on the type of connection with audience. The first wave of media such as speech, celebration or any face to face communication, that there is now in society. The second wave of media such as newspapers, magazines, radio and television still continue their role in communication sphere. Third wave of new media like internet and mobile communication strongly are playing their role. The combination of these media can be the most important function of media management that certainly media policy in this way is very important.

In the light of some early predictions that indicate modern technologies in near future will predominant, estimates show that use of various media tools still is stable. In fact, in future of the communication sphere no one of media tools will remove but the type of work and amount of use will be changed. This approach is consistent with predict of Balter and Grosin. This event will increase capabilities of media manager, so it seems identify characteristic of every media in three wave is important to combination of media sphere.

Now Media from first sphere such religious ceremony is common in Iran and some other country. This media are related to traditions and still have lots of audience. Characteristic of these media is continued presence of audience that affects all his sense. On other hand, makes joint space and field of communication with the audience that causes the effective communication. Prominent feature of second wave of media such as television and newspapers is that become a lifestyle and audience need to use it. The famous phrase of McLuhan “the media is massage” refers to use of media is beyond of receive massage.

Breakfast with morning newspaper or listen to radio, or being with family around TV is coming to kind of lifestyle that people need to follow that. A particular feature of these media is transmission a common experience to all audience. Watching an event with same interpretation can be cause to same feeling among the audiences such as news of sports game and their success can be cause to joy in all audiences.

The third wave of media provides different features for audiences. Permanent presence, customized content, the ability to select the desired content and many other features of the third wave of media has made them a unique tool. However, there are difficulties to use of this media for media managers. Lack of access to audiences because of different options for them to choose and difficulties to send massage with no deviation through the third wave of media is only some of these examples.

According to the properties of these three waves of civilization, media manager should consider to all media of these waves in media policy. In fact, here we can access to more knowledge in field of media policy that media manager should manage mixed media instead of manage single media. Hence with specialization of media skills, media management is going to more holistic and aside formal management. Examples of such events is interact between media manager and audience.

G. Media policy for new media

Media policy for new media can be an important field of policy study. As indicated, there is absence of studies in field of media policy consequently policy making for new media needs more study. Although policy for new media in particular is not goal of this study, but because of entanglement of new media with mass media in this field, through interview, expert noted new media too. These results in the field of new media here are expressed.

In world where new technology is epidemic, age of single media is over. Permanent presence in the internet word, pervasive influence of mobile network and new tools of communication and telecommunication and their impact on
the media firms have led to a fundamental shift in media management. One of the consequences of such changes is change media management to mixed media management. In this approach media management is not limited to manage specify one media like a newspaper or television instead of that a manager is forced to run a combination of all these tools to access to their target audience. In fact media manager are faced with mixed media management that need new knowledge and skills.

Having a website to interact with audience had become a common procedure for every media management with any media tool. Technologies are becoming popular with its role in the incorporate of media and it is predicted that mobile network for interaction with audience will be an established requirements for media manager. Many media corporate inevitably spread their activities in other media tools. The best example is Islamic republic of IRAN broadcasting (IRIB) that works in various media such as newspaper, magazine and ... , so media management is becoming to mixed media management (Khajeheian et al, 2009). All accredited media are also forced to adopt such procedures and less of them can we called that work with just on media tool.

Media policy for digital media also should be with regard to mixed media. Be considered in this policy making shouldn’t be forgotten combination of traditional media and digital media. Groups of expert are believed that traditional media will be replaced by digital media and in media policy this fact should be focused. Truth is that succession of digital media with traditional media will occur in long time, even be said that digital media will never completely replace traditional media. Lucy Kung confirms this claim that basic structure of mass media still is fixed without changes (kung, 2008). Usually rate of expanding digital media in many countries is slow and in other this rate is the same with traditional media.

Infrastructure for digital media has some difficulties and time consuming and need skills to use of this new media. Trust to traditional media still is more than digital media in society. However in battle between digital and traditional media there is no definitive victory for traditional media and interaction between them to create mixed media is necessary.

Conclusions
Media policy is a tool for cohesion of media activities to achieve goals that are set by media manager. Without clear policy, media activities may be deviate from goals. So media policy process should be set carefully until lead media activities. For conducting media policy, more study in media policy process for various media is necessity. But unfortunately until now our understanding is ambiguous, so arrange study in media policy is one of most necessity for study of media management. This research is tried to creation structure for media policy studies and we use theoretical approach to identify factor that impact on these studies.

Discussion
Since media organizations operate in a complicated and changeable environment, they require a road map to manage this environment and react against its sudden changes properly. Also because of important role of media in shaping public opinion in modern societies, it seems necessary to develop long-term policies in order to achieve the media towards a great level. Media policy is a tool for cohesion of media activities to achieve goals that are set by media manager and media owners. Without clear policy, media activities may be deviate from goals.

The policy-making in any field reflects the values of a society and should be developed in. The media policy is no exception and needs to follow the patterns and values dominant in the society. Media policy is an attempt to achieve political, cultural and social goals in which the society's values and political factors are necessarily involved and the desired pattern is not achievable in this field unless these factors are considered in each society. So to conduct media policy process should be careful and consider all factors that affect in, until lead media activities to achieve goals.

For conducting media policy, still more study in media policy process for various issues are necessary. But unfortunately until now because the lack of proper researches in media policy, our understanding is ambiguous, so arrange study in this field is one of most necessity for studies of media management. This research is tried to creation scientific structure for media policy studies and we use theoretical approach to identify factor that impact on these studies.

Suggestions for future research
As wide field of media policy and lack of researches, some suggestion for future research is provided:
1) Research in nature of media policy: Identify different aspect of media policy, Identify effective factor in media policy, study political and ideological trend in media policy, identify environments of different media and feature of media policy in each of them

2) Research in media policy for national media: Study in historical approaches in media policy in Iran, Study for spread the political ideas of country by media policy, Study to designing an integrated media policy for all media in country to facing with future threats, Study impact of integrated media policy on the IRIB and interaction of IRIB on national policy

3) Research in media policy for new media: Identify the characteristics and elements of media policy for new media, Study the changes due to new media in media policy, Developing a framework for the study of media policy for new media using mixed media policy

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<th>title</th>
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<td>1. The politics of media policy (Des Freedman, 2008)</td>
<td>Granded theory</td>
<td>Media policy is not based on obvious factors rather than political and ideological factors. The government's role in the media policy process is hidden but effective.</td>
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<td>2. Media Policy Paradigm Shifts (Jan van Cuijlenburg and Denis McQuail, 2003)</td>
<td>Comparative study</td>
<td>study the three stages of media policy in Europe and America and provide The main elements of the media policy objectives and values in that countries.</td>
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<td>3. The Politics of Television Policy: the introduction of digital television in Great Britain (Paul Smith, 2007)</td>
<td>Review study</td>
<td>A historical review of media policy in the britain and shows that How these policies by the government made and how now this control is lost.</td>
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<td>4. Policy process, policy learning, and the role of the provincial media in China (Yik Chan Chin, 2011)</td>
<td>Survey research</td>
<td>Local governments in China have an effective role in implementing national media policy</td>
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<td>5. from Government to Governance; The case of UK television policy (Smith Paul, 2009)</td>
<td>Case study</td>
<td>Although the claim is, role of britain governments in media policy is the unappearance But in fact the role of governments in this regard is undeniable.</td>
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Latency factors, including lobbying, political and economic power of the media have an effective role in media policy process.

Media policy has less scope in the digital age. The digital age has caused long-term policy in the administration of large media to be lost.

Media policy process more reliant on information obtained from the research. Increasing confidence to policy makers for research results has occurred.
Figure 4: Hierarchy of policy-making
Owners and managers Expectations Government and Political regime Expectations Social Responsibility Dominant Ideology

Internal Analysis: Resources

External Environment Analysis: Media Climate

Setting Long-term Goals and its Metrics

Operational Management Metrics

Resource Allocations for creativity and Artworks

Internal Analysis: Resources

Outlook, Vision and Mission

Figure 5: External and Internal analysis
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