Media Code of Practice Samoa

Developed, applied and enforced by

Media Council of Samoa Journalists Association of Samoa (JAWS) This Code of Practice,
Which binds all members of the media practicing
in Samoa.

Pursuant to the Media Council Act (2015), Is witnessed and executed this day,

21 February 2017,

by

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PREAMBLE

News and information media play an influential role in creating (or potentially disrupting) a nation's sense of identity and common interest. Media help to assemble the picture that citizens have of one another and frame the context of issues being debated in public. In Samoa, as in other Pacific island countries, media are essential to nation-building processes and they offer communication platforms for government, business and civil society.

The quality and conduct of the nation's media sector is therefore important to all of us. Samoa's Constitution guarantees certain fundamental rights, including freedom of speech, which apply to journalists and other media practitioners. But the "price" of freedom is responsibility.

In 2015, Parliament enacted the *Media Council Act*, with the primary purpose of promoting professional journalism and for related purposes in a fast changing media environment, including advertising. The Act established the Media Council with membership drawn from media practitioners and the general community. It also gave legal recognition to the Journalists Association of Samoa (JAWS) as both a body representing its members and one to provide administrative support to the Council.

A principal responsibility of JAWS and the Media Council, under the Act, is to develop, apply and enforce a Code of Practice that applies to all members of the media operating in Samoa. The Code represents an attempt to balance the concepts of media freedom and responsibility. It will be a "living document" that the Media Council and JAWS, in consultation with key stakeholders, will monitor and review over time.

Although a product of legislation, the Code of Practice gives strong emphasis to the importance of media self-regulation. The best outcome would be for members of the media to address complaints from the public and take whatever action may be required to acknowledge or correct any identified breaches of the Code of Practice. Ideally, the Media Council would be seen as a tribunal of last resort.

When necessary, however, the *Media Council Act* empowers the Council to consider complaints about breaches of the Code of Practice and to impose remedies or penalties against the member of the media concerned.

Note: the Media Council and the executive committee of JAWS acknowledge the support of Australian Aid, through the Pacific Media Assistance Scheme (PACMAS), in the development of the Code of Practice; and to the adviser engaged by PACMAS, Geoff Heriot.

SECTION I SAMOA EDITORIAL CODE OF PRACTICE

For reporters and writers, interviewers and presenters, editors and producers who practice in Samoa. Only a strong argument, in the public interest, would justify a lawful exception.

WHEN IN DOUBT, REFER UP TO YOUR SUPERVISOR OR MANAGER.

This Samoa Editorial Code of Practice is in two parts:

- A Core Principles
- B For Detailed Reference.

A: CORE PRINCIPLES

1: Be accurate; do not mislead:

- 1.1: When collecting and editing news
 - Report honestly what you see and what you are told by witnesses and/or sources qualified to speak about the story. Do not take sides.
 - Seek comments to represent a range of significant views when there are differences of opinion about an issue.
 - Check your facts; do not rely on hearsay, gossip or social media for information, without checking sources.
 - Check the correct spelling and pronunciation of names, titles and places.
 - When translating from one language to another (Samoan, English), use direct quotes only when you are certain of their accuracy; otherwise paraphrase (tell in your own words) what the source said.
 - Allow fair opportunities for a person or organisation to respond to published allegations or criticisms against them. Ensure the right of reply is applied.
- **1.2:** When writing or broadcasting news commentary and opinion
 - Identify clearly what is comment and what is news (factual).
 - Represent a range of opinions on a significant issue over time.
- 1.3: When a mistake is identified
 - Publish a correction and apology as soon as possible.
 - Offer an opportunity of reply to someone affected significantly by an editorial error.
 - Publish the findings of any legal action taken in relation to a story (e.g., defamation) unless, as a result of mediation, the parties agree not to publish.

2: Report fairly and with respect for others (more detail in Part B):

- **2.1:** While exercising the right to free speech and expression, respect Samoa's **tradition, culture and community values** (refer 3.2 below).
- **2.2:** Do not allow personal influences **conflicts of interest** to cause bias or unfairness in reporting (eg, due to family or community connections, business interests, receipt of gifts, personal beliefs). (4.)
- **2.3:** Respect people's **privacy and dignity**, and **children's** wellbeing(6).
- **2.4:Do not copy** (plagiarise) other people's work without giving them credit (5.6).
- **2.5:** Take reasonable steps to protect **confidential news sources**.(5.5).
- **2.6:** Take care of self and others when **reporting suicide**, **violence** and other **shocking or sensitive matters** (refer 7).

B: FOR DETAILED REFERENCE

3: Understand the law as it affects Journalism in Samoa

3.1: Media Council Act (2015)

All journalists working in Samoa should read and be familiar with the Act (and Code of Practice) because it applies to all members of the media (refer to the Glossary of terms in the Addendum to this Code). The Media Council may order a member of the media (the respondent) to take remedial action and/or fine it up to 50 penalty points (SAT\$5,000) if it is found to have breached the Code.

If the respondent fails to comply with an order:

- It will be removed as a member of the media or of JAWS until it complies with the order.
- The Media Council may apply to the Court for an order of the Court to compel the respondent to comply with an order of the Council.

It is important to note that the Act and this Code of Practice apply not just to mainstream or 'professional' news media and not just to professional journalists or individuals who receive payment for their journalism. It covers all those who create content that may reasonably be considered to be news or news commentary. Part 2 of the Act defines a member of the news media to be any person or organisation:

- "... engaged in the <u>practice</u> of collecting, writing, editing and presenting news or news articles on magazines, newspapers, radio or television broadcasts, over the internet or in any other manner."
- **3.2:** The Act attempts to draw a balance between media freedom and social responsibility:
 - The fundamental right to free speech and expression (Part II of Samoa's Constitution)
 - Respect and acknowledgment of "Samoan tradition, culture and community values". (Clause 4(2) of the Act.)

4: Establish and administer an in-house process for complaints handling:

4.1: Self-regulation

- Each member of the media is advised to establish an in-house process for receiving and responding to complaints relating to alleged breaches of the Code of Practice.
- Each member of the media will make all reasonable effort to respond to the
 complainant within five working days from the date the complaint is received
 even though final resolution of the matter may take longer. (After five days
 from lodging the complaint, by law, the complainant has the option of
 referring the matter to the Media Council if it has not received a satisfactory
 response).

4.2: Media Council

 Any member of the media called before the Media Council to respond to a complaint will represent itself honestly and in good faith, and in the public interest.

5: Uphold high ethical standards of personal conduct as a journalist:

- **5.1:** Declare any relationship that might result in a perceived conflict of interest when performing your professional duties
 - Make known to your supervisor any relevant prior connection with a subject, whether through family members, friends or close associates, and/or organisations, from which you have received some benefit.
 - Assess the significance of any declared conflict of interest and consider reassigning the person to an unrelated task.
 - Attach to any story published or broadcast a declaration whenever the
 journalist or publisher has received a benefit associated with the coverage
 (for example, a paid airfare to attend and report on a conference or event).
- **5.2:** When offered gifts at cultural, government or commercial events
 - Under no circumstance shall journalists accept monetary or any other form of gift in the course of their work.
 - At all times, journalists will seek to uphold the independence of journalism, avoiding any circumstance that could be seem to be bribery.

(Note: journalists are required to exercise their judgment cautiously on the matter of what constitutes a "gift". The definition of gift does not include, for example, light refreshments offered to all those attending a public event. But it does include items of particular value and anything offered specifically to journalists that may be intended to influence editorial coverage.)

- **5.3:** If a news organisation finds it necessary for editorial staff to help identify advertising or sponsorship prospects
 - Editorial staff must refer any interested advertiser or sponsor to their sales manager; editorial staff must not negotiate directly or finalise an agreement.
 - Any spotter's commission or other reward must be issued by, and at the discretion of their employer, never by the advertiser or sponsor to editorial staff.

5.4: Whenever possible -

- Use the correct name and title of a person who provides information for a story with the expectation that the information may be published.
- When recording an interview or taking notes, inform the interviewee that you are doing so.
- **5.5:** In circumstances when a news source speaks "off-the-record", that is, on a confidential basis
 - Reach an explicit understanding that information may be used so long as the source is not identified.
 - Consider the motive of the source in offering information on an anonymous/confidential basis (i.e., whether a particular self-interest lies behind the decision of the source to provide information).
 - Try to verify or fact-check information provided by an anonymous source.
 - Respect the confidential nature of information provided knowingly and willingly by the source.
 - Take reasonable steps to protect the identity of sources, including any documents, which should be stored in a secure place.
- 5.6: Do not copy (plagiarise) other people's work without giving them credit • Seek permission from the journalist/main author of the content in question.
 - Acknowledge the source of information used.

- Respect the copyright or moral rights held by an author of material.
- Avoid using news releases or other public relations content without checking information and naming the source.

6: Respect people's privacy and dignity:

- **6.1:** Intrude only when there is a strong editorial reason to do so, in the public interest -
 - Avoid intruding on the lives of people in situations where they would normally expect privacy (for example, at home, with their families, off-duty).
 - Be respectful and sympathetic when approaching people in situations of shock and grief (for example, deaths, victims of crime, victims of natural disasters or civil unrest).
 - Notify survivors or families, in advance, if they figure in stories (especially photographs, video or sound reports); and keep such coverage of survivors or families to a minimum.
 - Do not harass or intimidate or deceive people when obtaining information (for example, identify yourself as a journalist.
- **6.2:** Do not discriminate unfairly
 - Ensure that editorial coverage respects the identity of all people regardless of their ethnic background, age, gender, marital status, sexual preference, physical appearance, physical or mental disability, religion or other beliefs.

7: Protect the welfare of children:

- 7.1: At all times, consider the vulnerability and wellbeing of children -
 - Do not interview, photograph or film a child or children, aged under 18 years, without first obtaining consent from the parent or other responsible adult.
 - Do not approach or photograph or film a child or children at school or in other comparable situations (for example, supervised youth or church groups), without first obtaining consent from adults responsible for their care.
 - Do not identify children aged under 18 years as victims of or witnesses to sexual crimes.
 - In a case of incest, do not identify the child; only identify an adult associated with the case if this can be done without suggesting a relationship between an accused person and the child (and which therefore identifies the child).
 - Do not make payment to a child; only make payment to a parent or guardian if it is in the interest of the child rather than to exploit the child.
 - Refer to the published UNICEF guidelines on the reporting of children, when in doubt (see 3.8 in the Selected Information Resources section of the Addendum to this Code).

8: Take care when reporting suicide, violence and other sensitive matters:

- **8.1:** When reporting suicide
 - Verify with an appropriate authority, such as police, National Health Services
 or the Coroner, that suicide was the cause of death, and always cite the
 relevant authority in news coverage.

- Do not report details of the event, including the means by which death occurred, and do not publish any explicit images of the event.
- Use language with due consideration for the family and friends of the deceased person.
- Do not glorify the act of suicide or the method used.
 Where possible, include in any editorial coverage the address of a medical or other suicide prevention service, which could offer help to other persons who may consider taking their own lives.
- 8.2: When covering shocking, sensitive or emotionally painful situations
 - Report with integrity, exercising the fundamental right of free speech and expression (Part II, Clause 13(a) of the Samoan Constitution); but avoid the use of language or images that may cause unnecessary offence or worsen sensitive situations.
 - Respect the generally accepted tradition, culture and community values of Samoa (as referred to in Clause 4(2) of the Media Council Act (2015).
 - When visiting hospitals or other medical facilities, always identify yourself as a journalist and seek official permission before approaching patients.
 - Respect people's privacy and dignity, especially vulnerable children.
 - Take reasonable precautionary measures to protect your own safety in these situations and be mindful of the trauma you may experience. Refer to advice and resources available from the Dart Centre Asia Pacific to assist with preparation for and the coverage of stories of this nature (refer to 3.6 in the Selection of Information Resources section of the Addendum to this Code).
- 8.3: When reporting crime, including domestic violence
 - Do not glorify or incite crime or anti-social behavior.
 - Do not identify victims of domestic violence and sex crimes; and do not identify the village of victims or provide any other information by which the victims can be identified.
 - Do not identify anyone under 18 years who is accused of a sex crime.
 - Do not identify the relatives and friends of an accused child, unless there is a strong reason to do so.
 - Do not pay criminals or their associates.
 - Do not pay witnesses to a crime unless and until a trial has finished and the verdict is not being sent to appeal.
- 8.4: When referring to people with disabilities
 - Take care that the language used with reference to such persons is appropriate and respectful.
 - Ensure that reportage does not discriminate unfairly against such persons (refer to 4.0 in the Selection of Information Resources section in the Addendum to this Code for advice).

9: Election reporting should be impartial and balanced:

- 9.1: When reporting elections
 - Ensure that news reports do not favor one political candidate or party over others
 - Do not permit a political candidate to dictate or influence improperly the journalists' work.

- Grant equal coverage including opportunities to present arguments on-air
 or in print to the principal political parties; and grant a level of coverage to
 smaller parties and independent candidates appropriate to their status in the
 electorate.
- If political candidates make critical comments about their rivals or the policies of their rivals, the candidates concerned should be offered the opportunity to respond.
 - If political candidates are invited to speak about general policies (eg, the economy, foreign affairs), they should not also make comments about their individual electorates, unless their rivals are also offered similar opportunities.
- Ensure that any complaints relating to the accuracy or impartiality of news coverage are referred immediately to your supervisor or manager.

9.2: When expressing an editorial opinion –

 Take particular care that the editorial opinion is clearly labeled as such, and kept separate from news and factual information about the election.

SECTION II SAMOA ADVERTISING CODE OF PRACTICE

For those who commission and produce advertising material intended for dissemination to the public in Samoa through media; and those publishers, broadcasters and media service providers who approve the publication and dissemination of advertising content. These principles apply to advertising content created in Samoa and that which is acquired elsewhere.

The structure of the Advertising Code of Practice is outlined below.

OUTLINE

Key components of the Advertising Code are:

- 1: Understand the law as it affects advertising in Samoa the *Media Council Act (2015)* and this Advertising Code of Practice apply to all persons and organisations concerned with the commissioning, production and dissemination of advertising content in Samoa.
- 2: Establish and administer an in-house process for complaints handling self-regulation will lessen the likelihood that a person or organisation will be called before the Media Council.
- 3: Uphold standards of decency and truth in advertising -
 - The difference between "puffery" and advertising that is misleading and deceptive.
 - Use of testimonials and endorsements.
 - · Avoidance of harm or unnecessary fear.
 - Respect for identity, privacy and dignity.
 - Care when comparing rival products or services.
 - Product guarantees and "free" offers.
 - Sensitive social issues and the public interest.
- 4: Uphold particular principles relevant to broadcasting, streaming and pay-per-view services:
 - · Commissioning and approving content.
 - Scheduling advertisements at times when children are likely to be viewing.
 - · Advertising content intended for children.

1: Understand the law as it affects advertising in Samoa:

1.1: Media Council Act (2015):

All persons concerned with the commissioning, production and dissemination of advertising and sponsorship content in Samoa, should **read and be familiar with the Act**.

The Media Council may order a member of the media (the respondent) to take remedial action and/or fine it up to 50 penalty points (SAT\$5,000) if it is found to have breached the Code.

If the respondent fails to comply with an order:

- It will be removed as a member of the media or of JAWS until it complies with the order (refer to the Media Council Complaints Process in the Addendum to this Code).
- The Media Council may apply to the Court for an order of the Court to compel the respondent to comply with an order of the Council.

It is important to note that the Act and this Code of Practice apply not just to mainstream or "professional" news media and not just to professional journalists or individuals.

Under 13(1)(a) of the Act, the Journalists Association of Samoa (JAWS) is authorised to "develop, approve, apply and enforce" a Code of Practice, the content of which may include "the broadcasting or publication of any advertisement" (13(2)(b)).

1.2: A Note About Liability for Breaches of the Code:

All persons engaged with the creation and distribution of advertising and sponsorship content are responsible for upholding principles and standards laid out in the Code of Practice.

However, when considering a complaint that a member of the media has breached the Advertising Code of Practice, the Media Council will have particular regard to those who have authorised the content:

- The client who has commissioned the content, provided information detailing the product or service being offered, and who has approved the content for publication or broadcast.
- The publisher or broadcaster responsible for the dissemination of the advertising or sponsorship information.

Third parties such as advertising agencies, independent copywriters, and design and production houses, are advised to seek written approval from the client, or client's agent, at each key stage of development and production:

- Confirmation of the advertising design brief, including key messages about the product or service being offered.
- Pre-production approval of the script or proposed text.
- Approval of the production or final draft or proof.

2: Establish and administer an in-house process for complaints handling:

2.1: Self-regulation

- Any person or organisation who commissions and/or approves the production and/or publication of advertising material is advised to establish a process for receiving and responding to complaints relating to alleged breaches of the Advertising Code of Practice.
- Each responsible person or organisation will make all reasonable effort to respond to the complainant within five working days although it may take longer

to resolve the matter. (After five days from the time of making the complaint, by law, the complainant has the option of referring the matter to the Media Council if the matter has not been resolved satisfactorily).

2.2: Media Council

 Any responsible person or organisation called before the Media Council to respond to a complaint will represent itself honestly and in good faith, and in the public interest.

3: Uphold standards of decency and truth in advertising:

- 3.1: When planning and creating advertising content
 - It is acceptable to use some "puffery" or language so colorful or exaggerated that no reasonable Samoan consumer could take the language seriously (eg, "You'll never get a better deal!" "Monster sale!").
 - But advertising must not mislead or deceive consumers about the products or services on offer. Products and services must perform as promised.
 - Advertisers must take care to balance the Constitutional right of free expression with respect for Samoa's tradition, culture and community values (refer 4(2) of the Media Council Act).
 - Advertising content should not be such as to cause widespread or serious offence.
 - Sexual appeal should not be presented in a manner that exploits or degrades a person, regardless of gender or background.
 - All advertising should be designed and presented so that consumers identify it clearly as advertising rather than editorial content (including advertorial content).

3.2: When using testimonials and endorsements –

- Any personal testimonials about the merits of a product or service must be genuine and able to be verified.
- Testimonials by children should not be used to endorse products or services.
- The findings of government, scientific or professional research should not be used in support of a product or service without the consent of the appropriate authorities.

3.3: Advertising should not result in harm or unnecessary fear –

- It must not cause distress or fear without justification in the public interest (eg, health warnings).
- Any content likely to cause legitimate fear must do so only in proportion to the risk posed by the relevant matter.
- It must not seek to exploit or harm vulnerable consumers who may lack the knowledge or experience to reach reasonable judgment.
- Dangerous or illegal practices should not be featured unless for well-planned educational or social purposes.
- Advertising should not encourage, condone or glamorise violence or antisocial behavior.

3.4: Advertisers should respect the identity, privacy and dignity of consumers –

- No individuals should be portrayed in a way likely to expose them to widespread hostility, contempt, abuse or ridicule.
- Negative stereotypes likely to cause offence should be avoided, regardless of a person's ethnicity, gender, marital status, age, appearance, physical or mental disability, cultural background, religion or other beliefs.

- Any identifiable person featured in an advertisement in a way that suggests product endorsement must have given their consent in advance.
- There should be no unfair, adverse or inaccurate portrayal of any person who may be readily identified.
- Apply care and sensitivity when referring to persons recently deceased.
- 3.5: When comparing one advertised product or service with a rival
 - Do not attack and speak badly of a competitor.
 - Any comparison made with a competitor or rival product must be based on valid analysis that can be verified.
 - Do not imitate or copy a competitor's advertising if it is likely to mislead or confuse consumers.
- 3.6: When offering a product or service guarantee or a "free" offer
 - The terms of a guarantee or warranty must be available freely to the public and able to be verified.
 - Do not advertise a product or service as "free" unless it is supplied to a consumer at no extra cost (apart from postage).
- 3.7: Take account of sensitive social issues and the public interest
 - Do not glamorise or encourage the over-consumption of food and alcohol.
 - Do not glamorise the smoking of tobacco; and include appropriate warnings of the risk of smoking in all advertising content.
 - Do not promote gambling as a solution to financial problems and do not target audiences aged less than 18 years.
 - Do not mislead consumers about the likely gains to be achieved through financial service providers.
 - Do not mislead or give false hope to people about the likely benefits of health and medicinal products; and do not encourage people to experiment with medication or treatments that may harm them.
 - Advertising content should not incite violence or civil unrest.

4: Adhere to particular principles relevant to broadcasting, streaming and payper-view services:

- **4.1:** When commissioning and approving advertising content for broadcast or streaming
 - Do not use product placement in news and information programs and do not use the presenters to advertise or promote products within such programs.
- **4.2:** When scheduling advertisements for times when children are likely to be viewing or listening
 - Avoid the promotion of alcohol and related products during daytime and early evening timeslots.
 - When creating advertising content intended for adults, take account of the fact that many Samoan children watch television throughout the late evening.
- **4.3:** When creating and scheduling advertising content intended for children
 - Do not risk health or safety by portraying children:
 - Engaging in unsafe acts Associating with strangers
 - Placed in unsuitable situations

- O Using products in an unsafe manner
- o Involved with poor hygiene, diet or health.
- Do not promote or glamorise violence or encourage anti-social behavior and do not show children behaving in an anti-social manner.
- Do not exploit unfairly the natural innocence or naivety of children.
- Do not suggest that children will be inferior or looked down upon if they do not possess the product being advertised.
- Do not encourage them to buy without the consent of parents (including by mail, telephone or internet).
- **4.4:** If a news organisation finds it necessary for editorial staff to help identify advertising or sponsorship prospects
 - Editorial staff must refer any interested advertiser or sponsor to their sales manager; editorial staff must not negotiate directly or finalise an agreement.
 - Any spotter's commission or other reward must be issued by, and at the discretion of their employer, never by the advertiser or sponsor directly to editorial staff.

SECTION III CONTENT MANAGEMENT CODE OF PRACTICE

For senior media managers including those responsible for the programming and scheduling or publishing of content, in Samoa, whether delivered through print or broadcasts or via online and mobile services; those who schedule advertising and promotional content; and publishers and managers who determine the editorial policies of their media services.

These principles apply unless there is a very strong argument, in the public interest, which would justify a lawful exception.

The structure of the Content Management Code of Practice is outlined below.

OUTLINE

Key components of the Content Management Code of Practice are:

1: Understand the law as it affects news media in Samoa – the *Media Council Act (2015)* and the Code of Practice cover all those who create and publish content - for whatever purpose, professional or otherwise - which takes the form of news, news commentary and advertising.

Senior managers/publishers must:

- Apply the Content Management Code.
- Ensure relevant staff are familiar with and apply the Samoa Editorial Code and the SamoaAdvertising Code.
- 2: Establish and administer an in-house process for complaints handling self-regulation will lessen the likelihood that a member of the media will be called before the Media Council.
- 3: Uphold principles of accuracy and fairness
 - Editorial planning, programming and scheduling.
 - Supervising journalists.
 - Expressing a particular editorial point of view.
- 4: Balance media freedom and community responsibility
 - Right to free speech and respect for Samoan tradition, culture and community values.
- 5: Election reporting should be impartial and balanced -
 - Reporting elections.
 - Expressing an editorial opinion.

1: Understand the law as it affects news media in Samoa:

1.1: Media Council Act (2015):

All persons managing the output of news media in Samoa should **read and be familiar with the Act**and Code of Practice because they apply to all members of the news media. (refer to the Glossary of terms in the Addendum to this Code).

The Media Council may order a member of the media (the respondent) to take remedial action and/or fine it up to 50 penalty points (SAT\$5,000) if it is found to have breached the Code.

If the respondent fails to comply with an order:

- It will be removed as a member of the media or of JAWS until it complies with the order.
- The Media Council may apply to the Court for an order of the Court to compel the respondent to comply with an order of the Council.

It is important to note that the Act and this Code of Practice apply not just to mainstream or "professional" news media and not just to professional journalists or individuals who receive payment for their journalism. The *Media Council Act* and the Code of Practice cover all those who create and publish content - for whatever purpose, professional or otherwise - which takes the form of news, news commentary and advertising.

Part 2 of the Act defines a member of the news media to be any person or organisation:

"... engaged in the <u>practice</u> of collecting, writing, editing and presenting news or news articles on magazines, newspapers, radio or television broadcasts, over the internet or in any other manner."

1.2: The Media Code of Practice:

- Publishers, editors and managers must ensure that all personnel are familiar with the codes of practice that apply to their roles and responsibilities –
 Samoa Editorial Code of Practice applies to: reporters and writers, interviewers and presenters, editors and producers across all media platforms.
 - Samoa Advertising Code of Practice applies to any person or organisation that authorises the commissioning and production of advertising content and any such person who approves the publication of advertising content.
- Any person responsible overall for the editorial policy, management and dissemination of content through a news media service shall be accountable under the principles laid out in this Content Management Code of Practice.

2: Establish and administer an in-house process for complaints handling:

2.1: Self-regulation

- Each member of the media is advised to establish an in-house process for receiving and responding to complaints relating to alleged breaches of the Code of Practice (the Editorial or Content Management or the Advertising Code).
- Each member of the media will make all reasonable effort to respond to the complainant within five working days from the date the complaint is received even though it may take longer to resolve the matter. (After five days from the lodging of a complaint, by law, the complainant has the option of referring the matter to the Media Council if it has not received a satisfactory response).

2.2: Media Council

 Any member of the media called before the Media Council to respond to a complaint will represent itself honestly and in good faith, and in the public interest.

3: Uphold principles of accuracy and fairness:

- **3.1:** When exercising general oversight of editorial coverage and/or programming and scheduling content on any media platform
 - Require that factual content, dealing with controversial or sensitive issues, will
 include a range of significant views either within a single publication or
 broadcast or balanced over a number of publications.
 - Ensure that any use of library images, reconstructions or flashback sequences, includes the clear labeling of them as such.
 - Do not permit the secret filming, photographing or other form of deception of a person, unless there is a strong public interest in doing so, and only with the prior approval of management.
 - Ensure that fictional content does not portray factual matters in an unfair manner (eg, that might refer to or identify an actual individual or organisation within the context of an otherwise fictional story).
 - Require that reporters and presenters act fairly and do not advocate products or their personal views except within designated advertising slots.
 - Ensure that any competitions or similar sponsored events are undertaken honestly, fairly and without favoritism.
- 3.2: When commissioning editorial coverage and supervising journalists
 - Have particular regard to principles of the Samoa Editorial Code of Practice regarding: ○Potential conflict of interest situations affecting individual journalists
 - Respect for people's privacy and dignity oProtection of the welfare of children
 - Reporting suicide, violence and other sensitive matters oThe commitment not to discriminate against people according to their race, gender, sexual preference or beliefs.
- 3.3: When expressing a particular editorial point of view
 - Identify clearly what is comment/editorial opinion from what is news and other factual content.

4: Balance media freedom and community responsibility:

- **4.1:** When setting program and content policies
 - Take care to balance the Constitutional right to free speech and expression with respect for Samoa's tradition, culture and community values (refer 4(2) of the Media Council Act).
 - Avoid causing unnecessary offence, harm or distress through the use of inappropriate images, language or behavior (according to generally accepted community standards).
 - Consider carefully the portrayal of violence (including domestic and genderbased violence) and distressing situations and publish them only when there is a clear editorial justification.
 - Do not identify the victims of domestic violence or sexual crimes.
 - Take care not to incite or glorify crime and serious anti-social behavior.

- Exercise particular care in relation to any editorial or broadcasting content that
 offers "life-changing" advice including matters of the occult, exorcism and
 paranormal events.
- **4.2:** When scheduling broadcast programs or services delivered via the internet or mobile platforms
 - Do not schedule adults-only programs on television before 9pm and provide warnings, in advance, that these programs are not suitable for children.
 - Provide appropriate guidance and labeling to ensure audiences do not confront unexpectedly any material that might cause offence or harm (eg, because of language used, the nature of the content or subject matter).
- **4.3:** To the extent practicable, keep separate the editorial and the sales and marketing functions of the organisation
 - Maintain effective management oversight to protect the impartiality and fairness of news and factual information.
 - If the organisation finds it necessary for editorial staff to help identify advertising or sponsorship prospects:
 - Ensure that editorial staff will refer any interested advertiser or sponsor to the sales manager; and that editorial staff do not negotiate directly or finalise an agreement.
 - Ensure that any spotter's commission or other reward to editorial staff will be issued by, and at the discretion of the employer, never by the advertiser or sponsor.

5: Election reporting should be impartial and balanced:

- **5.1:** When planning and exercising oversight of election coverage
 - Ensure that news reports do not favor one political candidate or party over others.
 - Set a policy that grants equal coverage (including opportunities to present arguments on-air or in print) to the principal political parties; and a level of coverage to smaller parties and independent candidates appropriate to their status in the electorate.
 - If political candidates are invited to speak about general policies (e.g., the economy, foreign affairs), they should not also make comments about their individual electorates, unless their rivals are also offered similar opportunities.
 - Ensure that a procedure is established to respond promptly and reasonably to any complaints relating to the accuracy or impartiality of news coverage.
- **5.2:** When expressing an editorial opinion
 - Take particular care that the editorial opinion is clearly labeled as such, and kept separate from news and factual information about the election.

SECTION IV ADDENDUM TO THE CODE OF PRACTICE

This addendum to the Media Code of Practice provides information to assist members of the media, the Media Council and the public. It comprises three sections:

- 1. **Media Council Complaints** process a guide to the role of the Council and how complaints may be lodged and processed.
- 2. **Glossary** of terms to assist all parties and, in particular, those who are not familiar with terms used by the media industry and industry regulators.
- 3. **Selection of information resources** the web addresses of sites from where media practitioners and others may obtain further information on a range of relevant issues.

The following information is intended as a guide. For complete information about the role and powers of the Media Council, and the Journalists Association of Samoa (JAWS), please refer to the *Media Council Act (2015)*.

The Media Council does not have responsibility for the oversight of other legislation relating to media and communications in Samoa. Nonetheless media practitioners and the community should be advised of such legislation, including:

- Broadcasting Act (2010)
- Defamation Act (1992/92)
- Film Control Amendment Act (2010)
- Newspapers and Printers Act (1992-1993)
- Samoa Broadcasting Corporation Act (2003)
- Telecommunication Act (2005) and Amendment Acts (2007 and 2008).

1: MEDIA COUNCIL COMPLAINTS PROCESS

1.1: Outline of Complaints Process

ALLEGED BREACH OF THE CODE OF PRACTICE

Any person who wishes to complain that a member of the media has breached the Code of Ethics is advised as follows:

- 1. Complain first to the relevant member of the media and allow time to respond.
- 2. After 10 working days without any response, send the complaint a second time.
- 3. Five working days after the complaint was first made (1 above), and if there has been no satisfactory response, a person may choose also to complain to the Media Council in writing (Samoan or English).
- 4. The Media Council will assist a person to lodge a complaint if they are not able to submit one in writing as outlined above.
- 5. A complaint to the Media Council must be lodged no later than 20 working days following the date of publication or broadcast of the alleged breach.
- 6. A complainant to the Media Council must agree to resolve the matter through the Council rather than undertake legal proceedings.

- 7. Once the Media Council reaches a decision, there is no right of appeal to the Council.
- 8. The Council may order a member of the media, if found guilty of a breach, to do any or all of the following: publish a reply, correction or apology; undertake training or education in a particular area; be subject to periodic inspection; to carry out any other action or pay a fine to a maximum of 50 penalty points (SAT\$5,0000).
- 9. A failure to comply with an order of the Council will result in the respondent being removed as a member of the media or JAWS until it complies; and the Council may apply to the Court for an order of the Court to compel the respondent to comply with an order of the Council.

Please refer below for a more detailed description of the Media Council's complaints process and advice on how to lodge a complaint (or refer to the *Media Council Act* [2015]).

1.2: Media Council

The Parliament of Samoa enacted legislation to create the Media Council and give legal status to the Journalists Association of Samoa (JAWS). Under the *Media Council Act (2015)*, the role of the Council is to promote and enhance professional standards in media, according to principles outlined in the Media Code of Practice.

The Media Council may consider complaints made against individuals or media organisations accused of breaching the Code of Practice. Under Clause 13(2) of the *Media Council Act*, the Code may deal with:

- Broadcasting, publication and reporting of news, current affairs and commentary.
- Advertising.
- Any other matter relevant to broadcasting, publishing, reporting or presenting items through the media.

1.3: Code of Practice

The Code of Practice is divided into three main sections:

- **Editorial** applying to the work of reporters, editors, camera operators, producers and senior news managers. It relates to the publishing and broadcasting of news, news features and commentary of a topical nature.
- **Advertising** applying to all those responsible for the commissioning, production and publishing or broadcasting of advertising material. Publication may include outdoor advertising and in-store or point-of-sale displays.
- Content Management applying to the role of business owners and senior managers who are responsible for the policies and overall conduct of media organisations.

The Media Council refers to the Code of Practice when deciding whether a particular complaint is relevant to its role as laid out in the *Media Council Act*.

1.4: Who May Make a Complaint?

A complaint to the Media Council about an alleged breach of the Code of Practice may be made by:

- a) A person who has been referred to in the broadcast, report or publication accused of the breach; or
- b) Any other person affected directly by the alleged breach.

If a third party (a person not involved directly in the matter) wishes to complain about an alleged breach of the Code, the Media Council will:

- c) Seek the consent of any person affected directly by the breach before agreeing to investigate the complaint; or
- d) Commence an investigation if the Council considers it necessary and appropriate in the circumstances.

The Media Council and/or the Executive Committee of JAWS have the power to initiate a complaint, which may include:

- e) When a member of the media is charged with an offence involving dishonesty; or
- f) When a court of law makes any adverse finding on the conduct of a member of the media.

A copy of the Media Code of Practice is available from JAWS. Please contact:

- Apulu Lance Polu, President email, <u>talamuaeditor@gmail.com</u>; phone, +685 23827.
- Asenati Semu, Secretary email, <u>natitala@gmail.com</u>; phone, +685 7757088.

1.5: Before Approaching the Media Council

In the first instance, a complaint about a an alleged breach of the Code should be made to the member of the media concerned (which may be an individual or an organisation) in order that the person may have a chance to respond. Specifically:

- a) The complaint must be delivered to the relevant member of the media within 10 working days of the date of the publication, report or broadcast.
- **b)** If the complainant has not received any response after 10 days, it must resend the complaint to the same member of the media.
- c) If the complainant is to re-send the complaint, it must do so within 20 working days from the expiry of the original 10-day period.

1.6: Complaining to the Media Council

A complainant may refer a complaint to the Media Council if:

- a) The complainant has first delivered a complaint to the relevant member of the media (1.5 above) and the complaint has not been addressed satisfactorily by the respondent within five working days of the complaint being made; or
- b) The complainant proves to the satisfaction of the Media Council that either
 - *i.* A complaint directly to the member of the media was unlikely to have any effect, or
 - *ii.* A complaint to the member of the media would cause undue hardship for the complainant.

The complaint in writing must satisfy the following requirements:

- a) Be written in Samoan or English.
- b) Include the full name, address and other relevant contacts of the complainant.
- c) Describe the nature of the alleged breach of the media Code of Practice that is the subject of the complaint.

- d) Be lodged no later than 20 days from the date when the offending material was first published or broadcast.
- e) Include a signed declaration that the complainant
 - i. Seeks to resolve the matter through the Media Council rather than by pursuing legal proceedings.
 - ii. Will not use any information gathered during the investigation of the complaint, whether by or on behalf of the Council, in any future legal proceedings.

<u>Note</u>: the Media Council may extend the deadline for submission of a complaint if the complainant can establish that he or she was not aware of the publication or broadcast at the time it occurred and, as a consequence, was prevented from making a complaint within 20 days of the date of publication or broadcast.

1.7: Dealing with Complaints to the Media Council

The *Media Council Act* (Division 2 – Complaints Procedure, Clauses 21-29) lays out the process by which the Council shall give consideration to complaints made in relation to the media Code of Practice.

Having received a complaint, and assessed it, the Council or its representative will advise the complainant of the specific procedure to be adopted in reaching a decision (within the terms of the Act).

In summary, the Media Council will:

- a) Assess the complaint, in part to confirm that it concerns an alleged breach of a provision of the media Code of Practice.
- b) Hear representations and determine whether the Code has been breached.
- c) If it considers it necessary, refer the complaint to an investigation committee appointed by the Council and selected from an approved list of media representatives and members of the community.
- d) Once having received a report from the investigation committee, the Council will make its decision.
- e) Have the option of reaching a decision on the complaint without a formal hearing, based on
 - i. The complaint and supporting information.
 - ii. The response of the member of the media media (respondent). iii. Information gathered during the initial investigation, including any reports of an investigation committee.

The Council must encourage and assist in conciliation between the complainant and the media respondent unless the Council's chairperson considers that conciliation would be unproductive, counter-productive or otherwise inappropriate.

The Council must prepare a written decision as soon as practicable after making a determination or when a hearing has concluded:

- a) Providing the decision to the complainant and respondent.
- b) Making the decision available to the public.

1.8: Remedies and Penalties

If the Media Council upholds a complaint and finds that a member of the media has breached the Code of Practice, it may order the respondent to do any or all of the following:

- a) Publish or broadcast a reply, correction or apology, in a manner that gives the matter due prominence.
- b) Undertake training or education in a particular area of relevance.
- c) Require that a specified person conduct a periodic inspection of the respondent's practice for a specified period.
- d) Carry out any other action or pay a penalty to a value not more than 50 penalty points (SAT\$5,000).

Under the *Media Council Act*, the Council has the further authority to take action if a member of the media fails or refuses to comply with an order, within the time specified in the Council's decision. (If the Council has not specified a deadline for response, the member of the media must respond within 20 working days of when the penalty was imposed.)

If the respondent fails to comply:

- e) It will be removed as a member of the media or of JAWS until it complies with the order.¹
- f) The Council may apply to the Court for an order of the Court to compel the respondent to comply with an order of the Council.

1.9: Dismissal of Complaints

The Council may dismiss or decide not to accept a complaint for investigation if any of the following apply:

- a) The Council considers the complaint to be frivolous or vexatious, misconceived, lacking in substance or the complaint has not been made in good faith.
- b) The complaint falls outside the Council's authority relevant to the standard of professional journalism.
- c) On the face of the complaint, it does not disclose any breach of the Code of Practice.
- d) It has been made outside the required time limit, and there are no special grounds for extending the time for making the complaint.
- e) The complaint fails to comply with section 20 of the Act (which lays out the requirements for a complaint to be made in writing).
- f) The complainant fails to comply with section 20 (see above).
- g) The complaint is withdrawn or settled by the complainant.
- h) The Council is satisfied that its investigation report does not provide any evidence to support a finding that the Code of Practice has been breached.

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¹Note: practitioners recognised as journalists and news media enjoy certain legal privileges such as the qualified right to protect the identity of sources (Media Council Act Clause 41), and qualified privilege in reporting the proceedings of Parliament and the courts.

2: GLOSSARY OF TERMS

Act (the) - Media Council Act (2015).

Advertising Code – principles and standards intended to apply to the work of those who commission, produce and authorise the publication of broadcasting of advertising and sponsorship information. It is one of three components of the Samoa Media Code of Practice.

Aggregation – content aggregation, for this purpose, occurs when a member of the media gathers information (or software applications) from different online sources for reuse or resale via its service.

Code of Ethics – a written document outlining ethical principles and standards that, for example, a journalist should uphold in the conduct of their work. The Journalists Association of Samoa (JAWS) endorses the code of ethics published by the International Federation of Journalists (IFJ) for use by media practitioners and to complement the Samoa Media Code of Practice.

Code of Practice – a written document providing practical guidelines for media in Samoa to uphold minimum standards of conduct and ethical principles. The Code also constitutes the basis, in law, for the Media Council to consider complaints relating to the conduct of members of the media.

Complaint – an objection or grievance in relation to an alleged breach (failure to comply) of the Code of Practice.

Complainant – a person or organisation alleging that a member of the media has breached of failed to comply with the Code of Practice.

Content Management Code – principles and standards intended to apply to the work of media proprietors, senior managers and/or those responsible for the overall policies and conduct of their organisations. It is one of three components of the Samoa Media Code of Practice.

Copyright – the means in law by which the creator of a work protects ownership of that work (e.g., a literary creation, film, audio, drawings, software). To own copyright is to have the exclusive right to publish, distribute and use the work in question.

Council (the) - Media Council of Samoa.

Cross-platform – a term commonly used to describe the practice of disseminating similar information across multiple media platforms such as print, broadcasting and the internet. (Another term in common use is "transmedia storytelling", which is the technique of telling a single story across multiple formats and media platforms.)

Editorial Code – principles and standards intended to apply to the work of reporters, camera operators, editors, producers and presenters. It is one of three components of the Samoa Media Code of Practice.

Executive committee – Journalists Association of Samoa (JAWS), acting to support and provide secretariat assistance to the Media Council, as provided for in the *Media Council Act*.

Free-to-air – television and radio services broadcast in clear form (ie, not encrypted) so as to be received, without charge, by any person with access to the appropriate television and radio receivers.

Frivolous – in the context of the Code of Practice and matters for consideration by the Media Council, this refers to a complaint or representation that is not worthy of serious attention.

Good faith – a general term used in different ways, such as: 1) acting according to accepted standards of honesty, trust and sincerity; or 2) a person acting in the honest belief that she or he has the right or entitlement to so act.

Investigation Committee – a committee appointed by the Media Council, including a member or members of the media and of the community, to investigate an alleged breach of the Code of Practice.

Investigation Report – a report provided to the Media Council by an Investigation Committee.

JAWS – Journalists Association of Samoa, given legal recognition under the *Media Council Act (2015)*, which represents its members and acts as executive committee or secretariat to the Media Council.

Journalist – a person engaged in the activity of gathering, assessing, creating and presenting "news" and related information and commentary (usually information of a topical nature).

Media Council Act (2015) – legislation adopted by the Parliament of Samoa to establish a system of media regulation including establishment of the Media Council and giving legal status to JAWS. The principal aim of the Act is to promote and enhance professional standards of journalism although it also covers advertising and other matters related to publishing and broadcasting.

Member of the media – as defined in Part 2 of the *Media Council Act*, this includes any person or organisation ' ... engaged in the practice of collecting, writing, editing and presenting news or news articles on magazines, newspapers, radio or television broadcasts, over the internet or in any other manner'. The Act focuses on the activity of media not whether a person undertakes the activity as a paid professional. (Note also that the Code of Practice covers advertising and any other matter relevant to broadcasting, publishing, reporting or presenting items through the media.)

Moral Rights – the creator of a work has moral rights over it even if he or she does not own the legal copyright. Any other person using the work must: give credit to the creator; not say a person is the creator if they are not; and not do anything to the work that would have a negative impact on the creator's reputation. (See also "copyright".)

News Media – for the purpose of the *Media Council Act*, and subject to the policy determination of the Media Council, this is an entity that satisfies four criteria:²

- A significant proportion of its publishing activities must involve the generation and/or aggregation of news, information and opinion of current value.
- Its purpose must be to disseminate this information to a public audience.
- Such publication must be regular, not occasional.
- The publisher must be accountable to a code of ethics and a complaints process.

Off-the-record – when a person agrees willingly to provide a journalist with information that may be used in a report on the condition that the person is not named and cannot reasonably be identified as the source.

Pay per view – a system for watching television in which the consumer pays for each program viewed.

Puffery – advertising or sales material using language that is exaggerated or opinionated without evidence to support the colorful language – eg, 'This once in a lifetime opportunity!' or, 'Best fried chicken in the Pacific!' Generally, "puffery" in advertising is tolerated, so long as it does not mislead or deceive consumers in relation to the actual products or services being offered.

Respondent – a member of the media (a person or an organisation) against whom a complaint is made about an alleged breach of the Code of Practice. **Social media** – the application of digital media platforms, including the internet and mobile telephony, by large groups of people wishing to share information (eg Facebook, Twitter, blogs and websites).

Streaming – video or audio content sent in compressed form over the internet and played immediately rather than being saved to the hard drive of a computer.

Subscription service – in this context, a television or audio (radio) service usually delivered via satellite or cable, for which consumers pay a subscription charge to access.

Vexatious complaint – one motivated by malice or the desire to annoy or embarrass rather than a grievance expressed in good faith.

²Refer Law Commission, *The news media meets 'new media': rights, responsibilities and regulation in the digital age,* Issues Paper 27, December 2011. Wellington, New Zealand.

3: SELECTION OF INFORMATION RESOURCES

3.1: Correcting Errors

Listed below are examples of the approaches taken by news media internationally when seeking to correct errors:

Australian Broadcasting Corporation – http://www.abc.net.au/news/corrections/

- Associated Press –
 http://hosted.ap.org/dynamic/fronts/CORRECTIONS?SITE=AP&SECTION=
 HOM E
- Christian Science Monitor http://www.csmonitor.com/About/Corrections
- The Guardian –
 http://www.guardian.co.uk/theguardian/series/correctionsandclarifications?INTC

 MP=SRCH
- New York Times http://www.nytimes.com/pages/corrections/index.html
- Toronto Star http://www.thestar.com/opinion/corrections

3.2: Codes of Ethics

The Samoa Code of Practice sets out standards to be upheld by media practitioners within an industry context. A code of ethics, on the other hand, provides the individual journalist with a set of key principles to guide their personal conduct. Examples include:

- International Federation of Journalists (JAWS continues to recommend this as a guide for individual journalists in Samoa) – http://www.ifj.org/issues/ethics/
- Australian Press Council http://www.presscouncil.org.au/standards/
- Media Alliance (Australian Journalists Association) http://www.alliance.org.au
- Independent Press Standards Organisation, UK https://www.ipso.co.uk/IPSO/cop.html

3.3: Media Ombudsmen and "Readers' Editors" as In-house Critics

Some news organisations internationally have appointed in-house ombudsmen or editors who are responsible for representing the public interest and holding their organisations to account. Examples for reference include:

- Organization of News Ombudsmen, http://newsombudsmen.org/resources/ombudsmen
- The Guardian Readers' editor http://www.guardian.co.uk/theguardian/page/readerseditor
- New York Times Public Editor –
 http://publiceditor.blogs.nytimes.com/?action=click&pgtype=Homepage®ion =
 SiteIndex&module=SiteIndex&contentCollection=Public%20Editor&WT.nav=for oter-nav& r=0

3.4: Media Regulation/Self-regulation in the Digital Era Media and industry regulators around the world continue to face the challenge of rapid change driven by advances in technology and changing consumer behavior. Listed below are examples of reviews undertaken into media regulation in recent years:

- Law Commission, The news media meets 'new media': rights, responsibilities and regulation in the digital age, Issues Paper 27, December 2011.
 Wellington, New Zealand.
- Australian Broadcasting Corporation, Review of the ABC's Self-regulation Framework, Report, September 2009.
 http://about.abc.net.au/reportspublications/review-of-the-abcs-self-regulation-framework-reportseptember-2009/
- Self-regulation of Digital Media Converging on the Internet Industry Codes
 of Conduct in Sectoral Analysis, Oxford University, Centre for Socio-Legal
 Studies.
 http://pcmip.socleg.ox.ac.uk/sites/pcmip.socleg.ox.ac.uk/files/IAPCODEfinal.pdf
- Inquiry into the culture, practices and ethics of the press, Report of the Leveson Inquiry, UK, November 2012 (refer Vol IV in particular). https://www.gov.uk/government/publications/leveson-inquiry-report-intothe-culture-practices-and-ethics-of-the-press
- Claude-Jean Bertrand, Regulating the Press a comparative study of international press councils. Lara Fielden, Reuters Institute for the Study of Journalism. UK, April 2012.

3.5: Role of Media in National Development

Many publications deal with the role and development of media in democratic societies. Two useful publications, issued by the World Bank, are:

- Buckley, Steve, Duer, Kreszentia, Mendel, Toby, O'Siochru, with Price, Monroe E. and Raboy, Marc (2011), Broadcasting, Voice, and Accountability: A public interest approach to policy, law, and regulation. Washington DC: The World Bank Group.
- Norris, Pippa (ed.) (2011), *Public Sentinel: News media & governance reform.* Washington DC: The World Bank.

3.6: Dealing with Trauma and Stressful Situations

Initiated from Columbia University (USA), the Dart Center for Journalism and Trauma has an Asia-Pacific branch located in Melbourne, Australia. It operates as a regional hub for media and trauma professionals who consider it important that there should be effective reporting of violence:

Dart Centre Asia Pacific – https://dartcenter.org/asia-pacific

3.7: PACMAS Media Learning Resources

The website of the Pacific Media Assistance Scheme (PACMAS) offers a substantial range of information and learning resource materials. PACMAS is a program managed by the Australian Broadcasting Corporation and funded through Australian Aid.

The range of available resources includes the following subject areas:

- TVETS course material
- Pacific State of the Media and Communication
- Pacific Emergency Broadcasting Systems
- Non-communicable Diseases
- Media Strengthening
 Gender and the Media.

Refer to: www.pacmas.org/resources/

3.8: Guidance on the Reporting and Portrayal of Children

• UNICEF – <u>www.unicef.org/media/media_tools_guidelines.html/</u>

3.9: Guidance on the Reporting of Persons with Disabilities

 ILO – www.ilo.org/skills/pubs/WCMS 127002/langen/index.html?ssSoutceSiteId=beijing/lang--en/index.htm.

4.0: Guidance on Gender Sensitivity in Media

- UNESCO www.unesco.org/new/en/communicationandinformation/crosscutting-priorities/gender-and-media/gendersensitiveindicators-for-media
- PACMAS <u>www.pacmas.org/resources/gender-media</u>