



17th December 2009

DGIV/Campagne (2009) 8 – Final

“Speak out against discrimination” Campaign of the Council of Europe

Media & Diversity: The next steps to promote minority access to the Media

Final report

By Stephen Whittle
Rapporteur

The opinions expressed in this publication should not be regarded as placing upon the legal instruments mentioned in it any official interpretation capable of binding the governments of member states, the Council of Europe's statutory organs or any organ set up by virtue of the European Convention on Human Rights.

TABLE OF CONTENTS

1. Background	p. 5
2. Council of Europe, Fight against discrimination and Media	p. 7
3. The Press and the Broadcast media: Ethics, Regulation Rules and their Impact	p. 9
3.1. The Press and its codes (of ethics, of conducts...)	p. 9
3.2. Codes and Complaints with the Press	p. 10
3.3. The Broadcast media – Other forms of regulation	p. 11
3.3.1. Licensing and codes	p. 11
3.3.2. Employment	p. 12
3.3.3. Complaints	p. 13
3.4. Education and Training on Standards for the Media	p. 13
4. Conclusions and Next Steps - Challenges & Proposals of Action to media organisations, journalists and regulators	p. 15
4.1. Conclusions	p. 15
4.2. Media organisations	p. 15
4.3. Media organisations and regulators	p. 16
4.4. Journalists and Journalists organisations	p. 17
4.5. The Council of Europe, as a facilitator	p. 17

1. BACKGROUND

Following the recommendations of the White Paper on intercultural dialogue adopted by the Committee of Ministers of the Council of Europe in May 2008 and previous Council of Europe campaigns, in particular "All different, all equal", the "*Speak out against discrimination*¹" campaign aims at addressing and working with the media and media professionals across all 47 member states. The Campaign wants to encourage the media and their professionals to produce and disseminate high-quality, professional information promoting intercultural dialogue and the fight against discrimination in Europe. In pursuing this goal, the Council of Europe will seek to facilitate engagement between all sectors of the media industry in order to see how and where the media and their professionals can play a key role in supporting social cohesion.

The campaign has three main objectives:

- 1/ to prepare and train media professionals through lasting partnerships with European training schools for journalism to be better equipped to work in a multicultural Europe, with a view to fostering high quality, professional media coverage of intercultural and discrimination issues,
- 2/ to contribute to an enhanced expression of diversity within European societies by giving strong support to access for people from minority backgrounds to the media profession and to media productions,
- 3/ to inform the public about intercultural issues and anti-discrimination policies pursued at the national and European levels, particularly at the instigation of the Council of Europe, by working in partnership with the media.

In February 2009, in the framework of the second objective (promoting diversity in the media), the Campaign brought together representatives from journalist organisations, press councils, media owners, broadcasters, regulators, researchers and minority groups to look at ways in which professional codes of ethics and self-regulation in journalism could be used to promote intercultural dialogue and to combat discrimination and how access for minorities to media professions and productions could be improved.

One of the results of the February meeting was the suggestion to secure a summary of the main texts (codes of ethics, codes of conduct, editorial charters, etc.) dealing with the professional ethics of journalists working for both the press and broadcast media in various European countries in order to identify the common values and principles shared by the profession at the European level. Then compile and distribute a compendium of existing practices based on initiatives taken at national level to counter discrimination and improve access for minorities to the media.

Following these recommendations, the Secretariat of the Campaign contacted various European networks and received the results of surveys and evidence provided by the Alliance of Independent Press Councils in Europe (AIPCE), the International Federation of Journalists (IFJ), the Association

¹www.coe.int/antidiscrimination

of European Journalists (AEJ), the European Platform of Regulatory Authorities (EPRA)². As a result of the survey, this report looks at:

- the codes that apply across press and broadcasting in Europe in relation to discrimination,
- the role played by regulators, and whether there is any requirement to facilitate access to media or employment for minorities,
- the challenges as well as the initiatives being taken by professional groups to fight against discrimination through training and other means.

It is supplemented by additional material based on other European surveys and initiatives listed in the footnotes³, this report also proposes actions to strengthen the access of people from minority backgrounds to media professions and productions. It has also been enriched by the contributions of participants at the 3rd International Symposium on Journalism and Information held in Strasbourg in October, 2009.

But before I begin, it must be recognised that a basic challenge is that few Council of Europe member states have a clear anti-discrimination legislative framework, covering all aspects of discrimination and backed up by solid enforcement mechanisms that are well understood by the general public and applied by government. That makes the job of the media harder. Without such a clear steer from the law it becomes even harder to create the climate within the media that will support non-discrimination in professional practice as well as promote the recruitment of people from all parts of the community.

Stephen Whittle

² Reports and evidence provided by AIPCE, IFJ, AEJ and EPRA are available upon request

³ *Ethical journalism initiative – Quality media for diversity and pluralism*, Brussels, International Federation of Journalists, July 2007.

HARGRAVE Andrea Millwood, *Cultural diversity practices among broadcasting regulators*, London, Broadcasting regulation and Cultural Diversity, July 2007.

MAYNARD LEWIS Peter, *Promoting social cohesion: the role of community media*, Report prepared for the Council of Europe's group of specialists on diversity, Strasbourg, Council of Europe, November 2008.

Media4Diversity, taking the pulse of diversity in the media, Brussels, European commission / DG for employment, social affairs and equal opportunities, March 2009.

PHILIPPS Trevor, *Superdiversity: television's newest reality*, Equate organisation, London, July 2008.

2. COUNCIL OF EUROPE, FIGHT AGAINST DISCRIMINATION AND MEDIA

From its foundation, the Council of Europe has taken a keen interest in issues of discrimination and diversity. The European Convention on Human Rights (ECHR) makes its stance clear in Article 14: *"The enjoyment of the rights and freedoms set forth in this Convention shall be secured without discrimination on any ground such as sex, race, colour, language, religion, political or other opinion, national or social origin, association with a national minority, property, birth or other status."*

That is reinforced in Article 1 of ECHR Protocol 12: *"No one shall be discriminated against by any public authority on any ground such as those mentioned (above)..."*

Those commitments have been challenged by various events in Europe over the past fifty years: economic migration from former colonial territories; old animosities towards the Roma and other groups of Travellers; demands for equality before the law and within society by women, and gay and lesbian groups; the ethnic hatred seen during the conflicts within the former Yugoslavia; separatist and other national minorities seeking greater independence; asylum seekers and refugees from conflict; and the consequences of 9/11 terrorist attacks and the reactions to bomb outrages around Europe.

The Council of Europe formally recognised in 1997 that *"the media can make a positive contribution to the fight against intolerance, especially where they foster a culture of understanding between different ethnic, cultural and religious groups in society."* While noting the importance of freedom of expression, the Committee of Ministers of the Council of Europe asked media professionals to reflect *"on the problem of intolerance in the increasingly multicultural and multi-ethnic composition of the member states and on the measures which they might take to promote tolerance and understanding..."*⁴

In this recommendation, it was also suggested that:

- 1 *"Schools of journalism and media training institutes, in so far as they have not yet done so, might usefully introduce specialist courses in their core curricula with a view to developing a sense of professionalism which is attentive to the involvement of the media in multi-ethnic and multicultural societies; and the contribution which the media can make to a better understanding between different ethnic, cultural and religious communities."*
- 2 *Media enterprises might usefully reflect on the following: reporting factually and accurately on acts of racism and intolerance; reporting in a sensitive manner on situations of tension between communities; avoiding derogatory stereotypical depiction of members of cultural, ethnic or religious communities in publications and programme services...challenging the assumptions underlying intolerant remarks made by speakers in the course of interviews, reports, discussion programmes, etc...; the diversity of the workforce in the media enterprises and the extent to which it corresponds to the multiethnic, multicultural character of its readers, listeners or viewers"*

⁴ Recommendation n° (97) 21 of the Committee of Ministers on the Media and the Formation of a Culture of Tolerance, Strasbourg, Council of Europe, October 1997

That emphasis on training, standards and access finds an echo throughout subsequent seminars and statements, together with the possible tension between freedom of expression and freedom from racism and discrimination, which was recognised by a consultation held by ECRI in 2006: *"There is no conflict, but interdependence, it is not just a question of protecting one right (freedom from racism and racial discrimination) while respecting the other (freedom of expression); it is also a question of protecting one right through the other. One way of doing this is by ensuring a balanced application of the provisions against incitement to racial hatred⁵."*

During the 2006 consultation facilitated by ECRI, participants pointed to the fact that the problems in striking the balance do not come from inherent difficulties with the rights themselves but from the climate of anxiety and fear created by the global fight against terrorism and, as a result of this, the erosion in government and public support for human rights generally. In such a context, it is all the more important that good journalism be supported. There needs to be much more support given to media initiatives geared towards ethical journalism: *"A media that is ethical in general terms is also capable of using the necessary responsibility in exercising freedom of expression⁶."*

The argument is straightforward: Racism is not innate but learnt through discourse and communication and especially the mainstream racism that is conveyed by the symbolic elites in society (including writers, professors, journalists, editors, politicians, text book writers, teachers, and so on). Symbolic elites contribute to fostering and perpetuating racism and racial discrimination in society and should therefore also be part of the solution when it comes to combating racist discourse. It is a worrying development that anti-racist discourse is increasingly seen as outdated political correctness.

Ethnic and minority media and Community media were identified, during the same ECRI consultation, as an important means to promote the participation of immigrants and ethnic minority groups in society. Complementing the mainstream media, they can play a mediating role between communities and provide access to minority networks and to alternative sources of information. But, as suggested in the 2006 ECRI report⁷, it is also important to link closely the increasing of the representation of minority groups in the mainstream media, as diversity in content, to the diversity in the profession itself; knowing that this does not mean journalists with minority backgrounds should only report on minority issues, but that they can bring in a special perspective on many issues.

In 2008, the Committee of Ministers of the Council of Europe adopted the White Paper on Intercultural Dialogue underlining the fact that the universal principles upheld by the Council of Europe, offered a moral compass, providing the framework for a culture of tolerance, and made clear its limits – notably *vis-à-vis* any form of discrimination or acts of intolerance. *"Cultural traditions, whether "majority" or "minority" traditions, could not trump principles and standards of the European Convention on Human Rights and of other Council of Europe instruments concerning civil and political, social, economic and cultural rights.⁸"*

⁵ *Combating racism while respecting freedom of expression*. Strasbourg, European Commission against Racism and Intolerance, Council of Europe, July 2007

⁶ <http://ethicaljournalisminitiative.org/en>

⁷ *Combating racism while respecting freedom of expression*. Strasbourg, European Commission against Racism and Intolerance, Council of Europe, July 2007

⁸ *White Paper on Intercultural Dialogue "Living Together As Equals in Dignity"*, Strasbourg, Council of Europe, May 2008

3. THE PRESS AND THE BROADCAST MEDIA: ETHICS, REGULATION RULES AND THEIR IMPACT

3.1. The Press and its codes (of ethics and conduct...)

The Press obviously plays a vital part in the dissemination of news, the stimulating of public debate, and setting the tone of much public discourse across Europe. But clearly the approach varies according to experience and attitudes to press freedom. Historical and cultural traditions play a huge part. Moreover, the press is not generally subject to statutory regulation. Press councils, where they exist, operate in the world of self- or sometimes co-regulation while some have statutory backing. Freedom of the press is jealously guarded. There is no obligation to have codes of conduct let alone requirements around employment. Everything depends on a sense of professional ethics, whether there is a commitment to corporate social responsibility, and whether there is a well-developed awareness of the balance to be struck between media power and media responsibility.

Within the Council of Europe area, there are at least twenty-five functioning press or media councils⁹. Many of those are members (albeit that membership is informal and non-binding) of the Alliance of Independent Press Councils of Europe (AIPCE¹⁰), a loose network of independent content regulators for both press and broadcast media. Press councils generally have two primary functions:

- the administration of an agreed Code of Practice and the investigation of complaints from members of the public about editorial content in the media,
- the defence of press freedom. Some Press Councils fulfil explicitly only the first function – but in doing so must balance the rights of the individual and the rights of the press to freedom of expression.

Out of the twenty Codes examined¹¹, four (Cyprus, Ireland, Kosovo and the Netherlands) contain specific provision for the protection of groups. The remainder protect only identified individuals from being personally discriminated against, four do not have anything to say specifically on race: all protect religion.

Some, such as Norway, offer protection by way of privacy rules. In the Norwegian code of conduct, cited in the AIPCE report, it is specified in the Art. 4.3, that the "*Publication Rules (must) always respect a person's character and identity, privacy, race, nationality and belief. Never draw attention to personal or private aspects if they are irrelevant.*"

⁹ Armenia, Azerbaijan, Belgium (RvdJ - Council for Journalism), Bosnia and Herzegovina, Bulgaria, Cyprus, Denmark, Estonia, Finland, Germany, Iceland, Ireland, Italy, Luxembourg, Malta, Montenegro, Netherlands, Norway, Russian Federation, Slovakia, Spain, Sweden, Switzerland, Ukraine, United Kingdom. As mentioned in the AIPCE report, it is possible that some countries (in which efforts to establish media self-regulation have been made in recent times) not included there do now have councils too.

¹⁰ www.aipce.net/

¹¹ Armenia, Azerbaijan, Belgium (RvdJ - Council for Journalism), Bosnia and Herzegovina, Bulgaria, Cyprus, Denmark, Estonia, Finland, Germany, Ireland, Kosovo(*), Luxembourg, Netherlands, Norway, Russian Federation, Sweden, Switzerland, Ukraine, United Kingdom.

(*)All references to Kosovo, whether the territory, institutions or population, in this text shall be understood in full compliance with United Nation's Security Council Resolution 1244 and without prejudice to the status of Kosovo.

As stated above, the emphasis generally is on the individual, as it is the case in the United Kingdom's Press Complaint Commission (PCC) Code. Art. 12 of the PCC's code, called "Discrimination", requires:

"1) The press must avoid prejudicial or pejorative reference to an individual's race, colour, religion, gender, sexual orientation or to any physical or mental illness or disability.

2) Details of an individual's race, colour, religion, sexual orientation, physical or mental illness or disability must be avoided unless genuinely relevant to the story."

In addition, the UK has laws relating to incitement to hatred which cover the media and obviously address the issue of groups¹².

Ireland is one of the four countries that do deal with groups. In its Principle 8 entitled "Incitement to Hatred", cited in the AIPCE report, the Irish code requires that "Newspapers and periodicals shall not publish material intended or likely to cause grave offence or stir up hatred against an individual or group on the basis of their race, religion, nationality, colour, ethnic origin, membership of the travelling community, gender, sexual orientation, marital status, disability, illness, or age."

According to the AIPCE report, some other countries take a less direct approach. Estonia, for example, goes by way of recommendation. Art. 4 (3) (*Editorial guidelines*) of the Estonian code, states: "It is not recommended to emphasise nationality, race, religious or political persuasion and gender, unless it has news value".

Other countries also emphasise news values. The Dutch code puts it like this, in Art. 1, point 6: "A journalist should only report on the ethnic origins, nationality, race, religion and sexual nature of groups and persons if this is required for the context of the news item reported on."

Whereas, Bosnia and Herzegovina, given its own sad history of ethnic conflict, is much more direct. In Art. 3, entitled *Incitement*, the Bosnian code is conscious of the need to provide very clear guidance on media responsibility and requires that "the press shall at all times be aware of the danger that arises when media, deliberately or by inadvertence, encourages discrimination and intolerance. Mindful of this danger, the press shall do its utmost not to incite or inflame hatred or inequality on grounds of ethnicity, nationality, race, religion, gender or sexual orientation or any physical or mental illness or disability."

3.2. Codes and Complaints with the Press

It is obvious from this report that different traditions and experience inevitably play a considerable part in how press codes are formulated. So another test of effectiveness might be how complaints are handled. The AICPE survey of members suggests that there are remarkably few complaints to most press councils about alleged discrimination (even taking account of the fact that many councils deal with a relatively small number of complaints overall).

Only three councils dealt with more than half a dozen cases (those in Germany, Ireland and the United Kingdom). The figures in the United Kingdom were skewed by multiple complaints about two particular articles, the second of which was a critical piece about cyclists that excited considerable anger in the cycling community. Claims that the article discriminated against them on the basis of their preferred mode of transport were, of course, rejected!

¹² <http://www.homeoffice.gov.uk/crime-victims/reducing-crime/hate-crime/>

There was a similar situation in the Republic of Ireland, where one article in particular resulted in complaints from a large number of individuals.

The number of justified complaints remains small even in jurisdictions where the number of cases brought to the press council is fairly high. The majority of councils consider that the mainstream media generally understands its responsibilities towards minorities in respect of protecting them against discrimination. But some councils (including those from Armenia, Estonia, Finland and the United Kingdom) raised new concerns about non-mainstream websites and user-generated content (including on some mainstream sites), where discrimination and racist comment is now fairly common-place.

3.3. The Broadcast media – Other forms of regulation

Most Council of Europe member states have a Broadcasting or Communications Act. Within this there are usually public service requirements and these generally include several aspects of cultural diversity, however defined. Across Europe, regulatory systems and procedures have been created to respond to the different needs of the media environment as well as social factors such as diversity within domestic populations. Some regulators still sit within government departments while – more usually – other countries have broadcasting regulatory structures that are independent of government. These may cover the whole spectrum of broadcasting regulation, from licensing of broadcasters to content regulation. They may also address content regulation across a range of media delivery platforms, not just broadcast services.

3.3.1. Licensing and codes in the Broadcast media

From the survey of the members of the European Platform of Regulatory Authorities (EPRA¹³), made in the framework of the Council of Europe antidiscrimination campaign, returns have been given by 13 regulatory authorities based in different parts of Europe. Their answers confirm that the remit of the regulator includes licensing arrangements, especially for broadcasting that is free at the point of access. Some regulators also licence the newer content delivery systems, such as television delivered via internet protocol. Some also offer licences for broadcasting services targeted at particular culturally-diverse groups. These can be full, 'normal' licences or licences that are short-term, spanning the period for particular religious events.

From the results of this survey, it is obvious that the notion of 'cultural diversity' varies from country to country. And where there is a requirement in relation to diversity, it will usually fall most directly on the public service broadcaster with an obligation to meet the needs of diverse groups with society. For example, the Czech regulator pointed to the broadcasting regulation laws of the Czech Republic: *"Providing a well-balanced offer of programme units for all groups of population with respect to the freedom of faith and conviction, culture, ethnic or national origin, national identity, social origin, age or gender so that the programme units reflect the diversity of opinions and political, religious and philosophical orientations and artistic trends, with a view to promoting mutual understanding and tolerance, and support a plural society"*.

Others have definitions based on minority ethnic or linguistic groups within their populations. Still others considered diversity to be pluralism – either of views and opinions or of media ownership.

¹³ www.epra.org/

But most regulators said that they had no obligation to combat discrimination directly. The protection and promotion of minorities is exercised through the programme codes such as in Bosnia and Herzegovina, which has a particularly strong example. The Bosnian regulator reminded EPRA in its response that *“the Broadcasting Code of Practice is made to conform with the right to freedom of expression as provided by the European Convention on Human Rights and Fundamental Freedoms and other instruments incorporated in the Constitution of Bosnia and Herzegovina, while respecting generally accepted standards of decency, non-discrimination, fairness, accuracy, protection of minors and protection of privacy in all types of programmes. In addition Article 4 of the Code deals with hate speech, providing that radio and television stations shall not broadcast content that incites discrimination and/or violence based on ethnicity, gender, and sexual orientation.”*

In the United Kingdom, the programme code is quite modest in comparison: *“In applying generally accepted standards broadcasters must ensure that material which may cause offence is justified by the context. Such material may include, but is not limited to, offensive language, violence, sex, sexual violence, humiliation, distress, violation of human dignity, discriminatory treatment or language (for example on the grounds of age, disability, gender, race, religion, beliefs and sexual orientation)”* (Ofcom, the Office of Communication response to the EPRA / CoE survey).

Some regulators also point to other national legislation. For example, the Commissariat for the Media in the Netherlands reports that *“there are no specific stipulations in audiovisual media legislation to fight discrimination. But there are other general legal instruments, amongst which the most important are the article 1 of the Dutch Constitution (Grondwet) and the General Law on Equal Treatment (Algemene Wet Gelijke Behandeling). Regarding plurality, however, the Dutch media legislation contains several stipulations. For example, public media services should cater for the democratic, social and cultural needs of Dutch society by providing a media offer which is balanced, plural, varied and of high quality. Dutch national PSB is comprised of different broadcasting organizations. One of them, the Dutch Program Foundation has been attributed the specific legal task to provide a media offer aimed on ethnic and cultural minorities.”* Similarly in Switzerland, the Art. 4, Par. 1 of the Act on Radio and Television (RTVA) mentions that *“All radio or television programmes must respect fundamental rights. In particular, programmes must respect human dignity, must be neither discriminatory nor contribute to racial hatred, nor endanger public morals nor glorify or trivialize violence”*.

3.3.2. Employment in the broadcast media

In the survey, the regulatory bodies were also asked whether they had powers to combat discrimination and/or promote diversity with regard to recruitment and/or access to professions in the media industry. The vast majority gave a negative answer to this question.

The only regulator who seems to have that power is the Office of Communication (Ofcom) in the United Kingdom which has a duty under the Communications Act 2003 to promote equal opportunities in employment in broadcasting. Section 337 obliges Ofcom to include conditions in radio and television licences that require broadcasters to make arrangements to promote equal opportunities in employment on the basis of gender, race and disability. With effect from 1 April 2009, this responsibility was passed by Ofcom to the Broadcast Training and Skills Regulator

(BTSR) which now has the co-regulatory responsibilities for broadcasters' equal opportunities arrangements. The BTSR provides guidance to broadcasters on good practice and collects information about broadcasters' equal opportunities arrangements by means of an annual reporting process and then publishes this information in a summary report. This is limited to the promotion of equal opportunities in the work place. The scheme is described at www.btsr.org.uk

In the French-speaking community of Belgium there are specific rules relating to employment in the public service broadcaster, the RTBF (Radio Television Belge Francophone). Other regulators pointed to the general laws relating to non-discrimination in employment such as the Equality Ombudsman in Sweden or the Czech Republic and the Equal Treatment Act in Germany.

3.3.3. Complaints in the broadcast media

In their answer to the EPRA / CoE survey, all the regulators pointed to the opportunity for people who feel that broadcasters have violated the codes to make complaints. Sanctions range from on air announcements of complaints upheld to fines for repeated violations and ultimately the removal of a licence. Again, there does not seem to be a high level of complaint on discrimination issues.

3.4. Education and Training on Standards for the Media

As the AIPCE mentioned in its report, a third of its members consider that there was always more that could be done to combat discrimination. Education, both in the wider sense and more narrowly in terms of journalistic training, is considered, in the AIPCE report, to be the most useful route to improvement.

That is a point echoed by the International Federation of Journalists (IFJ) who, in its answers to the survey conducted by the antidiscrimination Campaign of the Council of Europe, suggested that good journalism is more about illumination than advocacy, embracing wisdom, courage and fairness.

According to the IFJ, the need is to find new ways of instilling and embedding the first principles of journalism in the culture of modern media. Put simply and as they are mentioned by the IFJ in its report, these principles are:

- 1** ***"Truth Telling** - an addiction to factual accuracy, checking and rechecking; the skill of anticipating the possibility of error; establishing authenticity through questioning; being ready to admit and correct mistakes; recognising that underlying truths can only be revealed by rigorous research, in-depth interviews and good understanding of the issues.*
- 2** ***Independent and Fair** – stories that are complete, without suppression of significant facts; striving to avoid bias; rejecting pejorative terms; allowing space for valid and reasonable disagreement; giving those attacked space to have their say; no surrender to the seductive influence of commercial or political interests.*
- 3** ***Humanity and Solidarity** – doing no direct, intentional damage to others; minimising harm; being open-minded and thoughtful; having due regard for the rights of the public and the moral quality of journalism itself."*

The report and the experience of the Association of European Journalists (AEJ) also emphasises the need for media organizations themselves, and their journalist employees, to develop internal cultures and practices that actively foster non-discrimination, in every aspect from recruitment to the selection of on-air presenters and journalists. It provides mixed evidence of progress across Europe and reinforces the approach taken by the Council of Europe antidiscrimination Campaign which supports the need for training, as it is developed in the first objective of the Campaign. Equally both the IFJ and the AEJ underline the importance of training.

4. CONCLUSIONS AND NEXT STEPS - CHALLENGES & PROPOSALS OF ACTION TO MEDIA ORGANISATIONS, JOURNALISTS AND REGULATORS¹⁴

4.1. CONCLUSIONS

From the survey and the contributions introduced at the International Symposium on Journalism and Information held in October 2009 at the Palais de l'Europe (Strasbourg), it is clear that there is a great difference and diversity in the approach taken across Europe and across media. That is unsurprising given the very different histories, traditions and cultures. For some the challenge is acute, for others it is about the ongoing work of building a fair and tolerant society. But there is agreement that discrimination is wrong and that measures need to be taken to improve access and representation as well as combat discrimination. There are also different incentives at work. Some place the emphasis on enriching creativity and widening the talent base, others stress the ethical responsibility; others again see it as an economic and commercial imperative, while others respond to the legislative and regulatory framework. Perhaps, the latter is a stimulator of action for some while remaining as a backstop power for others. All are agreed that there needs to be greater transparency and accountability for publicly funded media. That goes from editorial standards and objectives around both inclusiveness and the avoidance of discrimination in programmes, as well as the way in which people are recruited, and ongoing employment policies. Some of that is very clearly set out in the European Broadcasting Union (EBU) Toolkit¹⁵. Commercial media is prepared to consider pledges around diversity (both ethnic and social). All are agreed on the need to share best practice:

- through setting standards in the codes and complaint mechanisms,
- the training of both journalists and editors,
- providing leadership and mentors,
- and setting up regular exchange fora.

4.2. Media organisations, to actively combat discrimination in employment, should:

- **publish all job vacancies** on line and **make appointments on a fair, and non-discriminatory basis, making the results publically available**, as a **very first step for providing fair and equal access to jobs** within the sector for candidates from every background
- explore how to **widen the recruitment base**

Minorities in the Media

Several British media such as *The Times*, *The Big Issue*, *Financial Times*, *Manchester Evening News*, *Bradford Telegraph & Argus*, *Scunthorpe Telegraph*, *Nottingham Evening Post* and *Supply Management* developed a "National Print Media Internship scheme" in which students with minority background could benefit a placement of 6 months at a newspaper or magazine. This "Creative Collective" involves all departments within a media organisation for the process to be sustainable once the specific action completed.

Internship in Mainstream Media for Roma

In Hungary, the Centre for Independent Journalism has been running a "mainstream media internship programme" since 1998. Young Roma journalists are offered internships within mainstream media organisations. This internship programme carries out practical and theoretical training for eight to thirteen students annually. Students are then placed in a media organisation for at least 30 hours a week whilst still attending classes and working on their thesis. www.cij.hu

¹⁴ In this part of the report, some of the examples of practices come from: *Media4Diversity. Taking the Pulse of Diversity in the Media*, Brussels, European Commission, March 2009. www.media4diversity.eu

¹⁵ http://fra.europa.eu/fraWebsite/press/materials_trainings/diversity_toolkit_en.htm

- **publish their employment and recruitment policies openly**
- **establish and communicate clear and quantifiable goals**, such as minimum targets in diversity recruitment, minimum annual training hours for the workforce, and concrete targets for representation ; these targets for recruitment should mirror the make-up of the population

Employment

In the United Kingdom, the BBC (www.bbc.co.uk) has a Diversity Centre responsible for ensuring that the BBC is legally compliant with all antidiscrimination legislation. By establishing clear goals in diversity employment the BBC can measure and fully evaluate an initiative when it has run its course.

http://news.bbc.co.uk/2/hi/school_report/default.stm <http://www.bbc.co.uk/jobs/jtp/>

- **enable journalists from minority communities to report on all every aspect** of the news agenda and not simply community issues
- **modernise the casting and portrayal of minorities and minority issues** in mainstream broadcast programming

Minority and Radio Journalism - The Ljubljana-based Peace Institute (*Mirovni Institut*) also developed an initiative to give young Roma journalists the skills to work in radio production and therefore be able to run a Roma Community Radio themselves. Their "Roma Communication Capacity building programme" organises intensive radio journalism workshops for Roma teenagers and young adults. Trainees with little or no journalism experience were taught how to produce and deliver a radio programme. Some programmes were aired by a number of Slovenian radio stations, in particular, the National Public Radio. www.mirovni-institut.si

- **establish industry standards** for the collection of monitoring data
- **monitor continuously and fully to evaluate** the progress once an initiative has run its course, including the impact on coverage and audience and public perceptions
- **share non-commercially sensitive research on cultural diversity**

4.3. Media organisations and regulators are urged to:

- **take part in national and European discussions and exchanges** in partnership with policymakers and civil society organisations on the role of media in reflecting diversity and combating discrimination in order to identify emerging issues and opportunities and continuing best practices

European exchanges

The Catalonia Broadcasting Council (<http://www.cac.cat/>) set in motion a communications network for the exchange of information and experiences among regulators to promote and protect cultural diversity in broadcast media around the world. The **Broadcasting Regulation and Cultural Diversity** network (BRCD) is made up of regulatory agencies from around the world together with companies from the sector, professionals, international organizations, academics and interested persons. The aim of the BRCD is to foster cultural diversity in broadcast media and in the audiovisual sector in general.

4.4. *Journalists and Journalists organisations* (Trade Unions...) could:

- **widen their range of contacts and sources to include people from a diverse range of backgrounds** who are asked to comment on every aspect of life in society and not just ethnic or minority issues
- **take personal responsibility to challenge and racist attitudes and assumptions** within the newsroom and take care in what and how they report in the light of the guidelines mentioned above

United Kingdom: Equality council and Black Members' Council of the National Union of Journalists.

The Equality council works to promote equality within the NUJ. The council opposes and publicises all forms of discrimination. It encourages the formation of pro-equality groups and liaises with the union's branch and chapel equality officers and seeks to ensure that equality is incorporated into the mainstream bargaining agenda. The Black Members' Council campaigns for race equality in the union and in the workplace and tackles racism in the media. For example the Black Members Council has also produced Guidelines on Race Reporting

<http://www.nuj.org.uk/innerPagenuj.html?docid=9>

<http://www.nuj.org.uk/innerPagenuj.html?ac=1&docid=59>

- **secure balanced and accurate representation of Europe's diversity** with a view to supporting greater social cohesion and building greater public trust in the media.

Representation of diversity

The National Flemish Broadcaster VRT (www.vrt.be) opened dialogue with ethnic minority communities through a Diversity Unit and the creation of a Diversity Policy and Charter. Affirmative action towards minority groups is part of the daily work of the Diversity Unit, including training programmes for staff on "How to deal with Diversity", workshops on how to confront stereotypes, how to communicate with diverse communities, teams or staff members. In addition, VRT offers 5 research traineeships and 1 in technical production annually to people from ethnic minorities or people living with disabilities. Over the 6-month placement the trainees are given specialised training in a range of production skills.

4.5. *The Council of Europe*, as a facilitator and within the framework of the Campaign, should:

- **facilitate work** with representative bodies of media organizations and their journalist counterparts **to develop guidelines to end discrimination in the workplace** and **create an internal culture that actively fosters non-discrimination** in every aspect from the recruitment of journalists and on-air talent;
- **encourage a work with AIPCE and EPRA to explore the possibilities of "model" clauses** on discrimination and diversity for code of ethics. These "standard" clauses will have to take into account the existing codes and the CoE human rights framework and secure greater public awareness of the codes and complaint mechanisms

Existing approach in codes and standards setting:

The Rome Charter: In early 2008, the *Federazione Nazionale della Stampa Italiana* (FNSI) and the European Federation of Journalists (EFJ), the European section of the IFJ, developed a code of conduct regarding reporting on asylum seekers, refugees, victims of trafficking and migrants in media. This activity was undertaken in the context of a series of reports in Italian media (both print and broadcast) relaying intolerance, prejudice and racism against migrants in Italy, in particular Roma people from Eastern Europe.

<http://europe.ifi.org/en/articles/efi-annual-meeting-2008-3>

<http://www.odg.it/site/?q=content/carta-di-roma>

- **support a work with the IFJ and members of the AIPCE** in preparing publications and materials **highlighting best ethical practice** for newsrooms in dealing with community tensions, social strife and guidelines on accountability within the media
- **enable exchanges between journalists from different communities**, ethnic and mainstream media through internships, work experience programmes and support from national training bodies.