

# GENDER EQUALITY COMMISSION



Handbook on the implementation  
of Recommendation CM/Rec(2013)1  
of the Committee of Ministers  
of the Council of Europe  
on gender equality and media

COUNCIL OF EUROPE



CONSEIL DE L'EUROPE

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## Part 1

# Gender equality in the media – the current situation

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*“...the full and complete development of a country, the welfare of the world and the cause of peace require the maximum participation of women on equal terms with men in all fields”.*

**D**espite the progress of gender equality in Europe, the participation of women in media processes is still lagging alarmingly. On both the internal front, in access to decision-making posts and improved working conditions within media companies, and the external front, in media content, women are the victims of a continuing lack of representation. This not only deprives most of them of equal treatment and opportunities, but also adds to the impression among the general public that they are still tied to their traditional roles despite their increasingly tangible contribution to Europe’s economic and political life.

■ Are the media just a mirror of society and of the under-representation from which women suffer at many levels? Should they become more involved and dismantle the sexist stereotypes they perpetuate through their content, functioning and structures, so as to enable women to express themselves and be treated on an equal footing with men? What part can governments, media managers and professionals, and regulatory and self-regulatory bodies play in promoting women on the media stage? How can research inspire a more egalitarian approach in the media environment? How, lastly, can media education and vocational training be coupled with a gender equality perspective?

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1. Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), 1979

■ In 1995, the fourth World Conference on Women, held in Beijing, adopted a Platform for Action<sup>2</sup>, which included specific provisions on the media, and recognised, in particular, the part that the media can play in promoting gender equality, in women’s access to decision-making processes and in combating stereotyped portrayals of women<sup>3</sup>.

■ Twenty years later, the objectives set on this occasion are far from being achieved in Europe. Despite a genuine increase in the number of women in the media, many studies highlight unequal treatment, the low levels of promotion of women to positions of responsibility and stereotyped portrayals of women in media content.

■ In 2011, the findings of the Global Report on the Status of Women in the News Media<sup>4</sup> conducted by the International Women’s Media Foundation (IWMF) were unequivocal. Whereas more and more women were becoming reporters, with their numbers outstripping men in some European countries (particularly Finland, Sweden and Russia), 73% of positions of responsibility in the world’s media were held by men. This figure, which had increased slightly since 1995, showed that there was a glass ceiling in the media, which was linked to “institutional prejudices”, expressed implicitly in the day-to-day activities of media companies, particularly in recruitment and promotion processes.

**Table: Percentage of women in top decision-making posts in the media, 2011**

Country	Finland	France	Hungary	Poland	Russia	Spain
Governing bodies	37	17	13	30	42	24
Top-level management (publishers, CEOs, directors)	35	33	33	25	59	21
Senior management (directors of news, managing editors, bureau chiefs)	34	36	30	42	49	15
Middle management (senior editors, chiefs of correspondents, design directors and senior finance staff)	44	40	22	44	56	32

2. <http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf>

3. Section J of the Beijing Platform for Action: “Increase the participation and access of women to expression and decision-making in and through the media and new technologies of communication. Promote a balanced and non-stereotyped portrayal of women in the media”.

4. <http://www.iwmf.org/wp-content/uploads/2013/09/IWMF-Global-Report-Summary.pdf>

Country	Finland	France	Hungary	Poland	Russia	Spain
Senior professionals (reporters and journalists)	51	44	47	46	65	41
Junior professionals	59	47	59	59	51	70

Source: *Global Report on the Status of Women in the News Media (2011)*

■ The study also showed that barely half of the media companies consulted had adopted specific gender equality policies (16% in eastern Europe, 69% in western Europe). Women also tended to have more insecure jobs with less protection than those of men. For instance, in western Europe, women occupied 66.7% of the part-time posts under fixed-term contracts, which often have the drawback of being less well paid and also clearly entail uncertainty.

■ In 2012, a study<sup>5</sup> conducted by the International Federation of Journalists (IFJ) and Wage Indicator covering 16 countries highlighted wage gaps in journalism, with men earning more in 14 of the 16 countries investigated and an average differential of 16% in the European Union countries.

■ The situation is even more worrying where it comes to media content. In 2005, the Global Media Monitoring Project (GMMP), which every five years looks into the place of women in the news media, came to the sobering conclusion that “*the world we see in the news is a world in which women are virtually invisible*”<sup>6</sup>.

■ Five years later, GMMP 2010 concluded that, of the people seen, read or heard in the news media, only 24% were women worldwide, and 26% in Europe. This figure, which had increased by 7% since the first survey in 1995, had to be tempered by the fact that when women were presented as news subjects, they were too often reduced to the rank of “ordinary” people (44%), speaking as eye witnesses or from personal experience. This was in contrast to experts, sharing their knowledge or specialist expertise, who were mostly male (80%), and spokespersons, 81% of whom were men.

■ Public views and opinions are inevitably influenced by the way in which the media present the facts. By fuelling or accentuating certain gender-based stereotypes, the media contribute to the perpetuation of roles assigned by society to women and men, which are not based on any actual gender difference.

5. *Gender pay gap in journalism*, <http://www.ifj.org/nc/news-single-view/backpid/238/category/reports-publications-7/article/gender-pay-gap-in-journalism/>

6. *Global Media Monitoring Project, WACC*, [http://cdn.agilitycms.com/who-makes-the-news/Imported/reports\\_2005/gmmp-report-en-2005.pdf](http://cdn.agilitycms.com/who-makes-the-news/Imported/reports_2005/gmmp-report-en-2005.pdf)

■ In news programmes, television series and video games, the use of stereotypes to characterise women and men is widespread. Some advertising associates certain types of behaviour, jobs, family situations, ways of thinking or specific product categories with one gender or the other. There is also any number of examples of infringements of the dignity of women through the inappropriate use of images of nudity associated with certain products.

■ In all the media, there is a tendency towards male predominance and female invisibility, the assignment of certain predefined roles to each gender, exacerbated femininity and a relative lack of older women.

■ This increases the risk that the genders will be perceived solely according to the stereotypes conveyed and that the complexity of each individual will be lost. The effects of such messages on public perceptions of the roles assigned to women and men in society are dramatic and act as a check on the emancipation of women.

■ The GMMP results also tell us that 41% of news presenters in Europe are women and that, in Europe, women do 31% of the reporting for newspapers, 40% for radio and 42% for television. These figures show that women are still in a minority in journalism, although that percentage far exceeds that of women used as news sources (26%).

■ It is not enough to increase the number of women media professionals. All the signs are that media culture tends to favour male voices and faces, despite changes in society and the increasingly prominent contribution made by women in the media. This is also what Margaret Gallagher suggests in the 2010 GMMP report, pointing out that *"in the news, the tendency to ignore women or – at best – to talk about, rather than to or through women, is thus deeply embedded in normative cultural practices, and therefore in newsgathering and general production routines"*<sup>7</sup>.

**Table: Proportion of female presenters, reporters and news subjects in Europe, 2010**

Country	% female presenters	% female reporters	% female news subjects
Belgium	30	29	26
Bulgaria	67	74	53
Croatia	48	53	29
Estonia	39	45	15
Finland	39	40	27

7. [http://cdn.agilitycms.com/who-makes-the-news/Imported/reports\\_2010/global/gmmp\\_global\\_report\\_en.pdf](http://cdn.agilitycms.com/who-makes-the-news/Imported/reports_2010/global/gmmp_global_report_en.pdf)

Country	% female presenters	% female reporters	% female news subjects
France	50	47	26
Germany	34	29	26
Greece	55	34	32
Italy	69	43	18
Kosovo <sup>8</sup>	83	18	14
Malta	75	37	16
Montenegro	91	58	6
Netherlands	27	22	27
Norway	69	30	31
Poland	33	28	28
Portugal	79	55	18
Romania	69	59	32
Spain	65	44	29
Sweden	47	52	32
Switzerland	49	37	20
Turkey	0	19	24
United Kingdom	51	32	30

Source: GMMP<sup>9</sup> 2010 (extracts)

At the same time, the media are in crisis. Loss of advertising markets, increased concentration and competition, reductions in press subsidies, low job security and large-scale redundancies among professionals, the erosion of professional standards in the search for profits and sensationalism are some of the ills which undermine the principles of equality and ethical conduct in the media and whittle away the confidence of the public, who are always on the lookout for alternatives.

Concentration of media ownership in Europe has had a very negative impact on gender equality, standardising the news, reducing opportunities to recruit a more diverse workforce and fostering a competitive mind-set.

The quest for profitability often occurs to the detriment of the quality of content. The race for news and the need for speed are difficult to reconcile with a proper appraisal of journalistic standards and ethics.

8. All references to Kosovo, whether to the territory, institutions or population, in this text shall be understood in full compliance with United Nations Security Council Resolution 1244 and without prejudice to the status of Kosovo.
9. [http://cdn.agilitycms.com/who-makes-the-news/Imported/reports\\_2010/global/gmmp\\_global\\_report\\_en.pdf](http://cdn.agilitycms.com/who-makes-the-news/Imported/reports_2010/global/gmmp_global_report_en.pdf)

■ The public audio-visual services, one of whose tasks is to respect pluralism and freedom of expression and to reflect the diversity of society, have suffered greatly on account of this crisis. Their loss of impetus directly threatens the production of high-quality audio-visual output and the cultural diversity which is one of the assets of European production.

■ The traditional media are now facing extensive competition from the new media. Increasingly, news audiences are turning to other platforms, particularly social media, to seek out different content and ever faster news.

■ In this difficult context, what can be done to preserve and promote gender equality and ensure that the media fulfil their role as watchdogs of democracy, acknowledging the equal opportunities and rights of every man and woman and enabling every citizen to make informed decisions?

■ In 2013, the Council of Europe adopted Recommendation Rec(2013)1 containing 16 measures for implementation<sup>10</sup>, calling on the governments of its member states to support efforts by the media to promote gender equality.

■ According to the recommendations made, which are set out in detail in the next part of this handbook, the promotion of gender equality in the media should focus on the following six main areas:

- ▶ gender equality policy and legislation;
- ▶ adoption and implementation of national indicators;
- ▶ provision of information and promotion of good practices;
- ▶ accountability channels;
- ▶ research and publication;
- ▶ media literacy and active citizenship.

■ Implementation of these measures requires a genuine commitment on the part of governments and the media to provide both the material and financial resources and the managerial commitment needed for there to be a real awakening among all involved in the media.

■ Gender equality is not something which depends solely on the desires of a few isolated individuals; it is first and foremost the product of a collective commitment, which calls for a change of culture and mentalities throughout the media.

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10. [https://wcd.coe.int/ViewDoc.jsp?Ref=CM/Rec\(2013\)1&Language=lanEnglish&Ver=original&Site=COE&BackColorInternet=DBCFC2&BackColorIntranet=FDC864&BackColorLogo=FDC864](https://wcd.coe.int/ViewDoc.jsp?Ref=CM/Rec(2013)1&Language=lanEnglish&Ver=original&Site=COE&BackColorInternet=DBCFC2&BackColorIntranet=FDC864&BackColorLogo=FDC864)

## Part II

# Implementation of the 16 measures set out in Council of Europe Recommendation Rec(2013)1

**T**he Committee of Ministers of the Council of Europe, recognising that media hold an “immense potential for social change”, has called on its member states and Europe’s media companies to take various measures to enhance the gender equality perspective in the media.

— These measures focus on the following six main areas: gender equality policy and legislation, adoption and implementation of national indicators, provision of information and promotion of good practices, accountability channels, research and publication and media literacy and active citizenship.

### Review and evaluation of gender equality policy and legislation

#### 1. Review and update the legal framework on media from a gender equality perspective on a regular basis.

— In the specific context of the media, gender equality operates on two levels: equality within media companies (equal opportunities and treatment, equal access to decision-making posts) and equality in media content, with a particular focus on the fight against sexist stereotypes.

■ The legal framework governing the media includes laws which are specific to media companies, such as licensing system regulations and the rules on pluralism and diversity and on respect for minors and human dignity, but also more general rules applicable to all companies, such as equal pay provisions or measures based on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)<sup>11</sup>, which has been ratified by more than 186 countries worldwide.

■ Few legislative provisions deal specifically, however, with gender equality in the media, and instead there are just some very general proposals intended to protect diversity. Therefore, some of the principles deriving from the laws and regulations governing the audio-visual media may be applied in order to promote gender equality, such as those relating to diversity and pluralism, which call for a diverse range of participants and opinions.

■ A range of cross-cutting international and European conventions are, however, applicable to media companies provided that they have been ratified by the respective governments.

■ The United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) proposes a series of measures to be implemented by the member states to combat discrimination against women, such as the embodiment of the principle of equality in their national laws and constitutions<sup>12</sup>, the elimination of gender-based prejudices<sup>13</sup> and the elimination of any stereotyped concept of the roles of men and women at all levels and in all forms of education<sup>14</sup>.

■ The European Convention on Human Rights<sup>15</sup> establishes a general prohibition on discrimination on grounds which include gender<sup>16</sup>, and guarantees the enjoyment of rights and freedoms without discrimination<sup>17</sup>.

■ The European Social Charter<sup>18</sup> establishes the principle of non-discrimination<sup>19</sup>, placing emphasis in particular on equal treatment and opportunities

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11. <http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm>

12. Article 2.a

13. Article 5.a

14. Article 10.c

15. [http://www.echr.coe.int/Documents/Convention\\_ENG.pdf](http://www.echr.coe.int/Documents/Convention_ENG.pdf)

16. Article 1

17. Article 14

18. <http://conventions.coe.int/Treaty/EN/Treaties/Html/163.htm>

19. Part V, Article E

in matters of employment<sup>20</sup>. It also promotes awareness of, information about and prevention of sexual harassment at the workplace<sup>21</sup>.

■ The Council of Europe Convention on preventing and combating violence against women and domestic violence<sup>22</sup> requires member states to develop teaching material on issues such as equality between women and men, non-stereotyped gender roles, gender-based violence against women and the right to personal integrity, and to see to it that these principles are applied in the media<sup>23</sup>. The text also requires the member states to encourage the private sector, the information and communication technology sector and the media, with due respect for freedom of expression and their independence, to participate in the elaboration and implementation of policies and to set guidelines and self-regulatory standards to prevent violence against women and to enhance respect for their dignity<sup>24</sup>.

## Suggestions

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- ▶ Contribute to the updating of the legal framework for gender equality in the media by systematically collecting data on the place of women in the media, both at the structural or company level and in media content.
- ▶ Consult media representatives regularly on any proposal for legislation relating to gender equality, so as to gauge its impact on the media industry and to alert media executives.
- ▶ Encourage media companies to adopt their own policies promoting gender equality with regard to wages, internal promotions, work-life balance, access to decision-making posts and media content.
- ▶ Define gender equality in legislation covering the media and make it a more explicit part thereof, ensuring that a clearer distinction is made between that principle and the protection of diversity.
- ▶ Systematically include the media in the scope of surveys investigating wage equality at national and European level.
- ▶ In the public audio-visual sector, adopt measures which make it possible to promote and monitor the production and supply of media content respecting a balance between women and men. In broadcasting, these measures could include making the award of licences to broadcasters

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20. Article 20

21. Article 26.1

22. <http://www.coe.int/t/dghl/standardsetting/convention-violence/convention/Convention%20210%20English.pdf>

23. Article 14

24. Article 17

subject to the condition that they must produce or commission a certain volume of balanced programmes, particularly where news and current affairs programmes are concerned<sup>25</sup>.

- ▶ Introduce through legislation gender-equality-based criteria for the award of press subsidies.
- ▶ Devise non-binding measures to support the audio-visual sector in the creation, production and distribution of audio-visual content respecting gender equality and combating sexist stereotypes<sup>26</sup>.

## Good practices

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- ▶ The Guidelines on Gender Equality and Gender Portrayal in the Broadcasting Media adopted in 2007 by the Maltese Broadcasting Authority<sup>27</sup> apply to all programmes, including news and advertising. They focus on the equal representation of men and women in the broadcasting media. The media are also urged to reflect the changes affecting Maltese society with regard to the roles of women and men.
- ▶ Spain was a forerunner in measures to combat violence against women. On 28 December 2004, the country passed a law on measures for comprehensive protection from gender-based violence<sup>28</sup>. The law takes a multidisciplinary approach to the prevention and handling of violence, focusing in particular on education, advertising and media coverage of violence, and requiring respect for dignity and equality in this connection.
- ▶ The French Law on Gender Equality, adopted on 4 August 2014<sup>29</sup>, establishes the role of the National Audiovisual Council (CSA) as regards respect for women's rights in the audio-visual communication field. For example, the CSA must ensure that women and men are fairly represented in audio-visual communication services and pay special attention to the way in which women are portrayed in their programmes, with a view in particular to combating stereotypes, sexist prejudice, degrading images, violence against women and violence within the couple.

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25. Recommendation CM/Rec(2007)2 of the Committee of Ministers to the member states of the Council of Europe on media pluralism and diversity of media content [https://wcd.coe.int/ViewDoc.jsp?Ref=CM/Rec\(2007\)2&Language=lanEnglish&Ver=original&Site=CM&BackColorInternet=DBDCF2&BackColorIntranet=FDC864&BackColorLogged=FDC864](https://wcd.coe.int/ViewDoc.jsp?Ref=CM/Rec(2007)2&Language=lanEnglish&Ver=original&Site=CM&BackColorInternet=DBDCF2&BackColorIntranet=FDC864&BackColorLogged=FDC864)
26. (Op.cit.) [https://wcd.coe.int/ViewDoc.jsp?Ref=CM/Rec\(2007\)2&Language=lanEnglish&Ver=original&Site=CM&BackColorInternet=DBDCF2&BackColorIntranet=FDC864&BackColorLogged=FDC864](https://wcd.coe.int/ViewDoc.jsp?Ref=CM/Rec(2007)2&Language=lanEnglish&Ver=original&Site=CM&BackColorInternet=DBDCF2&BackColorIntranet=FDC864&BackColorLogged=FDC864)
27. [www.ba-malta.org/file.aspx?f=630](http://www.ba-malta.org/file.aspx?f=630)
28. [http://noticias.juridicas.com/base\\_datos/Admin/lo1-2004.html](http://noticias.juridicas.com/base_datos/Admin/lo1-2004.html)
29. <http://www.legifrance.gouv.fr/affichTexte.do?cidTexte=JORFTEXT000029330832&categorieLien=id>

The public audio-visual services are also tasked with combating sexist prejudice and violence against women by broadcasting programmes about these subjects.

- ▶ The French Ministry of Culture and Communication has committed itself to pursuing a policy of offering encouragement to the media under a contract-based approach. In its “aims and resources” contract with the government for 2013-2015, France Télévisions undertook to meet a target of 30% female experts on its news programmes and current affairs debates in 2014 and to increase significantly the number of women’s sports events that it broadcast. A similar contract was concluded with Radio France for 2010-2014, so as to make the public service an example to be followed. A self-regulation agreement was also signed in 2010 by several national media companies, including radio stations (RTL, Europe 1, RMC), television companies (Canal +, M6) and newspapers (Le Monde, Le Figaro). The CSA has also undertaken to help the media to increase the presence of women by offering a pool of female experts who could contribute to their output.
- ▶ In 2010, the French Community of Belgium adopted an Action Plan for equality and diversity in the audio-visual media<sup>30</sup>. This Plan, which lasted three years and focused on two areas of action (the publication of a barometer and an inventory of good practices) was co-ordinated by the Belgian National Audiovisual Council (CSA). A steering committee was appointed to co-ordinate the plan and to stimulate discussion and positive activities linked to its goals. The barometer provided annual figures, based on a sample week, quantifying the way in which men and women, as well as representatives of other kinds of diversity (ethnic minorities, people with disabilities, young people, the elderly, etc.), were portrayed on television programmes broadcast in the French-speaking Community.

**2. Mandate media regulators and require the public service media to include an assessment of the implementation of gender equality policy in the media in their annual reports.**

■ As guarantors of respect for media regulations, regulators supervise the audio-visual sector, issue licences, settle disputes and impose regulations, but they also have a moral responsibility to draw media attention to certain issues.

■ The public service media provide a public service by promoting democratic values and diversity in and through their programme content and services.

30. <http://www.csa.be/faqs/19>

The taking into account of gender equality therefore contributes directly to the fulfilment of their public service duties<sup>31</sup>.

■ Legislation governing media regulators which deals specifically with gender equality is usually either minimal or very general in scope. Thus the principles of diversity, pluralism and non-discrimination which obtain in most European countries may be used by regulators as the basis for certain acts to promote gender equality.

■ Some provisions governing regulatory authorities do, however, deal specifically with gender equality. They may relate to regulators' human resources policies, requiring effective representation of women, or they may concern the content of programmes and improvements to the portrayal of women.

## Suggestions

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- ▶ Specify the following points in legislation amending the requirements of regulators' annual reports with regard to gender equality: aims of the new requirements, assessment criteria (human resources, programme content, in-house policies), results of these assessments and conclusions.
- ▶ Publish the results of assessments and promote their dissemination to the media staff and regulators concerned, their managers, the government and the public.

## Good practices

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- ▶ Since 2012, the annual report of the Belgian National Audiovisual Council (CSA) has included a section on diversity and equality, which describes its gender equality activities.
- ▶ The French CSA's powers have been extended by the Law on Gender Equality adopted on 4 August 2014<sup>32</sup>. Public service audio-visual operators are now required once a year to present the CSA with a list of qualitative and quantitative indicators of the representation of women and men in their programmes.
- ▶ The declaration on gender equality adopted in 2011 by the French-Speaking Media Regulators' Network (REFRAM)<sup>33</sup> is a joint commitment by the members of REFRAM to promote women's access to the media,

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31. This does not exempt privately-owned media from incorporating similar provisions into their professional charters, internal rules, services and content.

32. [http://www.legifrance.gouv.fr/affichTexte.do?sessionId=23499D06BAE8F8765E063E2886090B06.tpdjo11v\\_1?cidTexte=JORFTEXT000029330832&categorieLien=id](http://www.legifrance.gouv.fr/affichTexte.do?sessionId=23499D06BAE8F8765E063E2886090B06.tpdjo11v_1?cidTexte=JORFTEXT000029330832&categorieLien=id)

33. [http://www.refram.org/sites/default/files/REFRAM\\_20110919\\_declaration\\_egalite\\_hommes\\_femmes\\_finale.pdf](http://www.refram.org/sites/default/files/REFRAM_20110919_declaration_egalite_hommes_femmes_finale.pdf)

recommending in particular “regular, quantitative” assessment of gender equality policies, with easier access to data making it possible to take stock of the situation. Following a comparative study on the gender equality policies of REFRAM’s member regulators<sup>34</sup>, REFRAM published a VADE-MECUM<sup>35</sup> on integrating the gender equality dimension through regulators’ policies.

- ▶ In 2012 the Austrian public broadcaster, ORF, adopted an equality plan intended to correct imbalances in the gender equality field. This self-regulatory tool was set up for a six-year period to promote women’s careers, eliminate discrimination, propose solutions to reconcile private and working life, achieve 45% representation of women in the sectors of the organisation in which they were previously underrepresented and increase their presence in more technical areas. An assessment of progress was scheduled for September/October each year.
- ▶ In 2007 the British Broadcasting Corporation (BBC) adopted an equality plan comprising ten objectives, whose aim was to promote diversity in its structures, staff, programmes, training and accessibility policies. A report relating more specifically to diversity, but also including gender equality measures, has been published every year since 2011, and a progress update is regularly published on the BBC website<sup>36</sup>.
- ▶ A co-operation agreement between the Spanish government and the Spanish public broadcaster RTVE in 2009<sup>37</sup> entrusts and assists the broadcaster with the dissemination of content on all its channels promoting gender equality and combating violence against women. The agreement also requires that all advertising on RTVE be in accordance with the principle of non-discrimination on grounds of gender. Lastly, the agreement provides for training on equality for RTVE employees.

## Adoption and implementation of national indicators for gender equality in the media

**3. Discuss with relevant stakeholders the opportunity for and adoption of, if appropriate, national indicators based on international standards and good practices; holding public hearings and discussions in connection with this.**

34. [http://www.francophonie.org/IMG/pdf/Etude\\_egalite\\_hommes\\_femmes\\_REFRAM\\_2011.pdf](http://www.francophonie.org/IMG/pdf/Etude_egalite_hommes_femmes_REFRAM_2011.pdf)

35. [http://www.refram.org/sites/default/files/REFRAMVademecum\\_egaliteHF.pdf](http://www.refram.org/sites/default/files/REFRAMVademecum_egaliteHF.pdf)

36. <http://www.bbc.co.uk/diversity/strategy/equalityreport2012/equality.html>

37. <http://www.rtve.es/noticias/20090707/rtve-tendra-programacion-especifica-favor-igualdad-entre-hombres-mujeres/283924.shtml>

■ The introduction of indicators provides the basis for concrete assessment of given situations in given sectors and for measuring progress made in quantitative and qualitative terms.

■ The indicators must be developed by media professionals with the participation of heads of media organisations and may benefit from the experience of civil society representatives sensitive to gender equality issues.

■ In the area of gender equality in the media, two main issues should be addressed: equality in the media and equality in media content. In addition to these two main issues, indicators could apply to other peripheral aspects such as education and training, advertising, regulatory and self-regulatory bodies, government policies and research.

■ Analysis and regular monitoring of the findings obtained on the basis of the indicators facilitate monitoring of the gender equality policies introduced and enable the objectives to be adjusted if necessary.

■ Publication and dissemination of the findings raise the awareness of the stakeholders and the public at large and help to strengthen the culture of equality in the media.

## **Suggestions**

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- ▶ Ensure the participation of the stakeholders and also of gender equality experts in the development of the indicators so as to guarantee their impartiality, independence, quality and relevance.
- ▶ Define clear and quantifiable gender equality objectives to be achieved.
- ▶ Adopt indicators which are verifiable and measurable and can be regularly updated.
- ▶ Agree on definitions of key concepts concerning gender equality and the media.
- ▶ Include a methodology to make use of the indicators easier.
- ▶ Draw on the indicators developed by UNESCO and the European Institute for Gender Equality (EIGE).
- ▶ Publish the findings among media organisations, their staff and the public at large.
- ▶ Organise campaigns, awareness-raising days, public debates and round tables on the subject of the indicators involving representatives of media, governments and the NGOs active in promoting gender equality.

## Good practices

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- ▶ The Gender-Sensitive Indicators for Media (GSIM)<sup>38</sup> developed under the aegis of UNESCO, with input from several international media organisations and journalists and representatives of women's organisations, are divided into two categories: action to foster gender equality within media organisations and gender portrayal in media content. Each category includes five headings: users; critical areas of concern; strategic objective; indicators; and means of verification.
- ▶ The European Institute for Gender Equality (EIGE) has developed three indicators<sup>39</sup> to advance gender equality in decision-making in media organisations. Two indicators focus on the proportion of women in decision-making posts in the media, one covering four different decision-making levels and the other the proportion of women on boards. The third analyses the policies specifically adopted to promote gender equality in media organisations.

### 4. Carry out regular monitoring and evaluation of the situation of gender equality in the media at national level, based on the adopted indicators.

Regular evaluation of the application of the indicators and measures adopted and regular checking of the indicators are vital for bringing about change. Most of the data collected is significant only with regard to the progress achieved. It is therefore necessary to set reasonable deadlines for assessing the improvements.

While the impetus provided by the initiators of the indicators is vital here, the media themselves must play the key part in the evaluation. Some media organisations have developed equality units or appointed gender equality officers who may be asked to carry out this work.

## Suggestions

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- ▶ Determine precisely the users of the indicators adopted (media, public institutions, governments, journalists, advertising ethics officials, etc.) and involve them in the process of monitoring and evaluation.
- ▶ Introduce regular evaluations to measure the progress made.

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38. <http://unesdoc.unesco.org/images/0021/002178/217831e.pdf>

39. Advancing gender equality in decision-making in media organisations <http://eige.europa.eu/content/document/advancing-gender-equality-in-decision-making-in-media-organisations-report>

- ▶ Draw up and publish reports on application of the indicators and on the findings in the media organisation concerned so as to raise awareness amongst public institutions and the heads and staff of the media organisations monitored.

### 5. Update gender equality indicators regularly.

■ The media and all the stakeholders need to be involved in this process of updating. The publication of annual reports on the implementation of the indicators makes it possible to identify any difficulties encountered and decide on any updating needed. It also makes it easier to identify the users of the indicators, expand the use of the indicators and extend it to other players.

### Suggestions

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■ Hold public consultations involving media stakeholders concerning the updating of the indicators.

■ Publish details of any updating agreed on.

## Provision of information and promotion of good practices

### 6. Encourage the media to provide information to the public in a clear way (e.g. online) on the complaints procedure in relation to media content which they consider contrary to the principles of gender equality.

■ The establishment of machinery for monitoring content and answering for breaches committed enables the media to develop and strengthen public confidence and consolidate a culture of accountability.

■ It is vital to take account of media convergence here, as that makes it possible to allow for a media landscape which is increasingly operating online and has an extremely diverse audience.

■ Various regulatory (statutory) arrangements and self-regulatory arrangements (voluntary systems) are available to the public for complaints regarding content contrary to gender equality. These encompass readers' letters editors, ombudspersons, press or standards councils and audio-visual regulators. Their independence is vital to gaining the confidence of the public and professionals.

■ The adoption of codes of practice and guidelines is essential to guide decision-making, opinions and sanctions for possible breaches. One of the longest-standing, which has been reproduced most widely, is the Declaration

of Principles on the Conduct of Journalists, adopted by the International Federation of Journalists<sup>40</sup>.

■ The provisions included in these texts are often not very specific regarding gender equality and usually only general references are made to the principle of non-discrimination on the basis of gender. Some media organisations have, however, adopted more specific rules covering the representation of women and men or the use of terminology<sup>41</sup>.

■ While complaints concerning content contrary to gender equality are still limited in number, the lack of public knowledge about the existing rules and the machinery for making complaints concerning media content demands a higher profile for the complaints machinery and greater clarity about the procedures to be followed.

■ Any discussion of the making of complaints by the public must also take account of the fact that some individuals are scared to make complaints for fear of being identified, as the formalities generally require them to indicate their surnames, first names and e-mail addresses.

## Suggestions

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- ▶ Publish clearly on the websites of media organisations and self-regulatory and regulatory bodies' links to complaints machinery directing the public to the applicable procedure.
- ▶ Provide the public with real-time information about the decisions taken by regulators or self-regulatory bodies so as to raise the profile of these bodies' decisions and increase public confidence.
- ▶ Facilitate public access to the annual reports of the regulatory and self-regulatory bodies.
- ▶ Introduce a system of thematic classification of decisions and include a keyword search engine on the websites of regulatory and self-regulatory bodies so that decisions concerning gender equality can be identified more easily and their profile is raised.
- ▶ Make the codes of practice and guidelines for journalists' work accessible to the public.
- ▶ Raise the profile of platforms such as the European Platform of Regulatory Authorities (EPRA), the French-Speaking Media Regulators' Network (REFRAM) and the Alliance of Independent Press Councils of Europe.

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40. <http://www.ifj.org/en/about-ifj/ifj-code-of-principles/>

41. [http://www.ifj.org/fileadmin/images/Gender/Gender\\_documents/IFJ\\_Guidelines\\_for\\_Reporting\\_on\\_Violence\\_Against\\_Women\\_EN.pdf](http://www.ifj.org/fileadmin/images/Gender/Gender_documents/IFJ_Guidelines_for_Reporting_on_Violence_Against_Women_EN.pdf)

These organisations themselves provide guidelines and reports on the treatment of certain subjects. Post a link to these platforms on media organisations' websites.

- ▶ Hold open days to publicise the regulatory and self-regulatory bodies.
- ▶ Encourage the media to cover and publish these bodies' decisions.

## Good practices

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- ▶ The website of France Télévisions directs users to the group's ombudspersons<sup>42</sup>, who are *"key partners in the dialogue between viewers and television channels. They can pass on any comments to broadcasters and trigger debate independently and transparently."*
- ▶ The website of RTE in Ireland directs users to the various options available in the event of complaints<sup>43</sup>: complaints to the regulator and the right of reply.
- ▶ The "Readers' Defender" of the Spanish Newspaper, El País, runs a blog<sup>44</sup> and publishes opinions in the print and online versions of the newspaper, in which regular replies are given to complaints regarding biased coverage of women in the newspaper. In particular, the complaints made criticise the coverage of violence against women, the lack of women as news sources and the use of large numbers of sexist stereotypes. The blog directs readers to the newspaper's code of practice.

### 7. Support and promote good practices through the development of networks and partnerships between various media outlets to further gender equality in the various activity areas of the new media ecosystem.

■ Networking is vital as a means of stepping up exchanges of good practices between different media outlets and between media professionals. It helps to foster co-operation between advocates of gender equality, establish regular exchanges about the social responsibility of the media and the role of equality in codes of practice, support the promotion of women's careers and equal opportunities, establish mentoring systems, organise advocacy campaigns for gender equality in the media, share good practices and, lastly, initiate research.

42. <http://www.francetelevisions.fr/contact/mediateurs.php>

43. <http://www.rte.ie/about/en/information-and-feedback/complaints>

44. <http://blogs.elpais.com/defensor-del-lector/>

## Suggestions

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- ▶ Place greater emphasis on the inclusion of young journalists in networks and partnerships.
- ▶ Develop activities through these networks, for instance the establishment of a European prize for gender equality in media content, a compendium of good practices developed by media outlets to strengthen equality and the portrayal of women in news content, a network of women in decision-making posts in the media, a European think tank on gender issues in the media and joint charters or recommendations for all media outlets on gender policies.
- ▶ Involve heads of media organisations so that a real change of culture takes place in their businesses and measures are taken on a lasting basis.
- ▶ Use social media to raise the profile of the networks and their activities.

## Good practices

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- ▶ The establishment of partnerships on gender equality in the context of the European Audiovisual Sector Social Dialogue and involving representatives of federations of journalists (EFJ), actors (Euro-FIA), musicians (FIM) and film technicians (Euro-MEI) both enabled good practices to be exchanged and also generated real awareness of the difficulties encountered by members of different occupations in terms of work-life balance for both women and men. The four federations conducted a detailed study of the practices adopted and also the difficulties encountered in terms of work-life balance in eight European countries and adopted recommendations applicable to the media and also to professional organisations, including a series of practical measures for improving work-life balance for both women and men<sup>45</sup>.
- ▶ In 2013, the European Broadcasting Union (EBU) launched “*Women Executives in Media*” (WEM)<sup>46</sup>, a network seeking to promote exchanges and discussions among women media professionals. A yearly meeting is held and a mentoring system has been established to coach young female executives.
- ▶ *Prenons la Une*<sup>47</sup> is a network of French women journalists who speak out against sexist stereotypes in the media. The network has adopted

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45. <http://www.ifj.org/nc/en/news-single-view/backpid/238/article/survey-and-recommendations-on-work-life-balance-in-the-live-performance-and-audiovisual-sectors-in-e/>

46. <http://www3.ebu.ch/advocacy/initiatives/women-executives-in-media>

47. <http://prenons-la-une.tumblr.com/>

a manifesto and recommendations and conducts its own research on the proportion of women in the news sector.

- ▶ The association of Russian women journalists<sup>48</sup>, which was established in 1990 in response to sexism in the sector, has conducted various analyses of the Russian media sector, training courses for media professionals and heads of media organisations which also cover the countries of the CIS, and national and international conferences on gender equality, as well as several studies on the Russian media.
- ▶ The association of women journalists in Romania, ARIADNA<sup>49</sup>, organises programmes to promote equal opportunities for women and men, raises media awareness of equality issues, conducts training courses for young journalists and promotes a balanced image of women in the media.
- ▶ *Sound Women*<sup>50</sup> is a British network which promotes the presence and influence of women working in radio. In particular, it champions access by women to decision-making posts and encourages and supports their careers. Networking is one of the key focuses of the group, which also conducts training, research and mentoring.
- ▶ In 2011, the management of Belgium's French-speaking broadcaster, RTBF, launched an initiative called "*Cherchez la femme*", urging its journalists to interview women rather than men whenever possible. The measure, which was intended primarily to be "pragmatic and watchful", has increased the proportion of women in news broadcasting and resulted in one third of sources in TV and radio reports being women. In Greece, the General Secretariat for Gender Equality in 2004 launched the Eleni Alitzoglou prize, awarded by the Botsis Institute to male or female journalists who promote gender equality issues in investigative journalism, and a prize for a film which fosters gender equality in the media, in co-operation with the Thessaloniki International Film Festival.

## Accountability channels

**8. Encourage non-governmental organisations, media associations, individuals and other relevant stakeholders to consistently defend gender equality by bringing their concerns to self-regulatory bodies or other specialised bodies (e.g. press councils, ethical commissions, advertising councils, anti-discrimination commissions).**

48. [www.gendermedia.ru](http://www.gendermedia.ru)

49. <http://www.anasaf.ro/ro/ONG/A-E/ariadna.html>

50. <http://www.soundwomen.co.uk/>

■ The establishment of independent machinery for monitoring content, reporting to the public and answering for mistakes made enables the media to strengthen public confidence.

■ Most journalists' codes of practice refer only to the principle of non-discrimination on the basis of gender as set out in the IFJ Declaration of Principles on the Conduct of Journalists, without giving further details of what a sexist stereotype involves. A study of European press councils<sup>51</sup> shows that most codes specify the areas of a person's life which should be protected from discrimination, but only 15 of them specifically prohibit gender discrimination.

■ In the field of advertising, an international instrument on advertising practice issued by the International Chamber of Commerce (ICC)<sup>52</sup> focuses on four principles: legality, honesty, decency and social responsibility. The concept of non-discrimination on the basis of gender enshrined in the code<sup>53</sup> has been included in all the European codes, some of which prohibit more specifically content which could be perceived as indecent or vulgar (Italy), promotes nudity inappropriately (Romania), is degrading for women (Austria) or treats them as objects (France)<sup>54</sup>.

■ Readers' letters editors, ombudspersons, press or standards councils, advertising councils and ethics committees and panels are all independent bodies for responding to and acting on complaints.

■ However, the public are not very familiar with them or are reluctant to complain to them. Moreover, the ability to lodge complaints with these bodies depends on rules issued by the bodies themselves, and some only accept complaints from individuals who have actually suffered harm as a result of content, which limits the ability of associations to take joint action.

■ The specialised bodies do have the advantage of being free of charge and responding promptly, and offer complainants the satisfaction of seeing mistakes made by the media and advertisers publicly acknowledged by those responsible. They also ensure that editorial independence is safeguarded and minimise state interference.

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51. *Codes, Press Councils and Discrimination in Europe*, William Gore, 2009

52. [http://www.codescentre.com/media/2083/660%20consolidated%20icc%20code\\_2011\\_final%20with%20covers.pdf](http://www.codescentre.com/media/2083/660%20consolidated%20icc%20code_2011_final%20with%20covers.pdf)

53. Article 4

54. *Portrayal of gender, report on advertising self-regulation across Europe*, European Advertising Standards Alliance, 2008

## Suggestions

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- ▶ Raise the profile of these bodies and their decisions, make sure that all the procedures to be followed are transparent and accessible.
- ▶ Set up tripartite press councils involving experts from civil society who accordingly take part directly in decision-making on the same footing as representatives of the profession and heads of media organisations.
- ▶ Start discussions within the specialised bodies on the capacity to lodge complaints and consider the possibility of extending the lodging of complaints to organisations defending a collective interest such as gender equality.
- ▶ Introduce codes of practice outlining gender equality issues as guiding principles for media professionals. Seek the advice of NGOs and associations specialised in promoting gender equality when drafting the codes of practice so that better account is taken of specific situations on the ground.
- ▶ Include links or logos on the websites of NGOs and organisations dealing with gender equality so as to direct complainants to the websites of self-regulatory bodies, their codes of practice and the relevant complaints forms.
- ▶ Organise a prize for advertising and media content most favourable to gender equality, with a jury involving representatives of the self-regulatory bodies, media professionals, members of the public and gender equality organisations.
- ▶ Revise the codes to take account of trends in society and include detailed provisions on sexist stereotypes which extend beyond the mere prohibition of gender discrimination.

## Good practices

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- ▶ The Alliance of Independent Press Councils of Europe<sup>55</sup>, set up in 1990, defends the following values: regulation of editorial content in the media should be independent; media content regulation, whether national or regional, should allow for different cultures; codes of journalistic ethics should be written and administered by journalists and publishers, who must take account of public feelings; there cannot be a universal code of ethics; the imposition of supranational codes and regulatory organisations, either at European or global level, should be opposed. The alliance holds yearly meetings of its members.

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55. <http://www.aipce.net/>

- ▶ The European Advertising Standards Alliance<sup>56</sup> has published a series of guidelines to encourage its members to apply best practice in the area of advertising self-regulation. These include recommendations about the publication and transparency of decisions and ensuring the anonymity of complainants.
- ▶ The Swedish Press Council<sup>57</sup>, the oldest such council in the world, comprises eight representatives of the media sector and six representatives of civil society. The chair is held by a representative of one of the categories and the vice-chair by a representative of the other. The council is made up of an equal number of women and men, and it regularly publicises its work among schools, universities and the media. Media outlets regularly publish the council's decisions and news about it, thereby ensuring that the public are familiar with it.
- ▶ In Greece, the General Secretariat for Gender Equality co-operates with the bodies responsible for monitoring programmes and advertising, namely the Greek National Council for Radio and Television and the Communication Oversight Council, in order to improve codes of practice with criteria which restrict sexist conduct and with initiatives to produce programmes and advertising which encourage gender equality in the media landscape.

**9. Encourage the updating of existing media accountability mechanisms and their effective use in cases of violation of gender equality in the media.**

■ Taking account of changes in society and its codes and values plays a part in the updating of accountability mechanisms. Each country operates within its own cultural traditions and sensitivities.

■ In order to rule on the merits of a complaint of failure to respect gender equality in the media, it is necessary to consider the relevant legislative provisions and the content of codes of practice. When there are no specific provisions on gender equality, that should not be a deterrent, but there will be a need to start real discussions in editorial offices and self-regulatory bodies so as to define the boundaries of failure to respect gender equality and determine the best way of holding media outlets to account.

56. <http://www.easa-alliance.org/Publications/Best-Practice-Guidance/page.aspx/356>

57. <http://www.po.se/english>

## Suggestions

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- ▶ Prompt discussion within media self-regulatory bodies about the consistency of their responses in the event of failure to respect gender equality in media content.
- ▶ Engage in a general discussion between media representatives, self-regulatory bodies and gender equality organisations on updating accountability mechanisms to take greater account of equality and on their accessibility to the public.

**10. Encourage the establishment of new mechanisms for media accountability and civic responsibility, for example, fora for public debate and platforms opened online and offline, making direct exchanges possible between citizens.**

■ The need for transparency and dialogue between the media and the public enables each side to better understand the difficulties and experiences of the other. The establishment of discussion forums where all individuals can express their views freely will help to bring about genuine dialogue. New technologies can enable women to express their views more freely, without necessarily having to divulge their true identities, and to make themselves heard well beyond national boundaries.

■ The Internet excesses reported in terms of sexist remarks and hate speech against women still go largely unpunished. Online harassment, threats and the condoning of a certain type of violence against women deserve particular attention, especially since very few regulatory mechanisms exist at present. Women journalists themselves are victims of this type of violence.<sup>58</sup>

■ The media and the public must engage in free debate about gender equality issues. In spite of the risks which may be involved in terms of authenticity of the information, the possibility of expressing views anonymously may help to extend participation to individuals, whether male or female, who would be reluctant to speak out under their real names. The opening of online and offline platforms can facilitate such direct exchanges.

## Suggestions

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- ▶ Use social media to create a collaborative workspace for female experts comprising useful resources (tools for expressing views, media contacts, good practices, expert profiles).

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58. *Sexisme sur le terrain, des journalistes sportives parlent*, Victoria Koussa, Le Journal des Femmes <http://www.journaldesfemmes.com/societe/magazine/sexisme-journalistes-sport-0814.shtml>

- ▶ Appoint an administrator responsible for the platform to feed the discussions, make the network more cohesive and thereby ensure its long-term existence.
- ▶ Develop an online platform for reporting sexist content and speech in news and everyday life.
- ▶ Arrange meetings between the public and media representatives to debate issues involving gender equality and the media.

## Good practices

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- ▶ *The Everyday Sexism Project*<sup>59</sup> catalogues instances of sexism experienced by women on a day-to-day basis. They might be serious or minor, outrageously offensive or so niggling and normalised that women do not even feel able to protest (#everydaysexism).
- ▶ The Turkish website, *Bianet*<sup>60</sup>, flags up content which violates human rights, freedom of expression and women's and children's rights. In particular, it has established monitoring of violence against women.
- ▶ *Les nouvelles news*<sup>61</sup> is a French online magazine which provides news coverage while respecting parity. It seeks to give women the same prominence as men in news content and to erase sexist stereotypes.
- ▶ Magazine *The Vagenda*<sup>62</sup> is an online platform which compiles and denounces on a monthly basis sexist cover pages and content in women's magazines.
- ▶ An international congress on journalism and information (*Assises internationales du journalisme et de l'information*)<sup>63</sup> has been established in France to try and define the conditions for producing high-quality information. The event is designed primarily as a forum for exchanges and discussion about the press and the practice of journalism, unsupervised by any body. The congress is open to journalists, publishers, students and teachers, researchers and also, above all, the public. Gender equality was one of the topics discussed in 2014.
- ▶ In 2011, Swedish daily newspaper DN *Dagens Nyheter*<sup>64</sup> introduced monitoring of diversity on its website and launched a blog to maintain contact with readers and enable them to follow the monitoring.

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59. <http://everydaysexism.com/>

60. <http://www.bianet.org>

61. <http://www.lesnouvellesnews.fr/>

62. <http://vagendamagazine.com/>

63. <http://www.journalisme.com/les-assises-in-english>

64. <http://www.dn.se/>

- ▶ *Women's Views on News*<sup>65</sup> is a British women's news website dealing with political issues, opinions and news about gender equality coverage in the media.
- ▶ The *No Hate Speech Movement*<sup>66</sup> is a youth campaign conducted under the aegis of the Council of Europe and aimed at exposing online hate speech, racism and discrimination. The working methods employed are awareness-raising and promotion.
- ▶ *Everything is Possible*<sup>67</sup> is a Swedish organisation which speaks out publicly against gender stereotypes. Its activities include the condemnation of discriminatory advertising, media alerts and training in schools and workplaces.
- ▶ The *Nordic Gender and Media Forum*<sup>68</sup> has launched an online platform on gender equality in the media. It also holds seminars and collects statistics and good practices so as to promote equality in the media and analyse the situation in the Nordic countries.
- ▶ The *Global Alliance on Media and Gender*<sup>69</sup> launched by UNESCO in 2013 on the basis of the objectives of the Beijing Platform for Action brings together a large number of media organisations, representatives of civil society, researchers and governments. It enables its members to debate the issue of gender equality and the media online, while also creating synergy between the various players. The alliance has adopted an action plan and, despite having been set up only recently, it has the potential to bring about significant exchanges by uniting all the players from the media and gender equality sector with the support of international institutions.

## Research and publication

**11. Promote active research into the issues of gender equality and media, particularly relating to media access, representation, participation (quantitative and qualitative profile) and working conditions in the media; research focused not only on women, but also on the relationship between genders; regularly publicising the outcomes of such projects.**

65. <http://womensviewsonnews.org>

66. <http://www.nohatespeechmovement.org/campaign>

67. <http://www.alltarmojligt.se>

68. <http://www.nordicgenderandmediaforum.se/>

69. <http://www.unesco.org/new/en/communication-and-information/crosscutting-priorities/gender-and-media/global-forum-on-media-and-gender/join-the-global-debate/>

■ Gender equality is a broad area of research which must take account both of the changes in our societies and of each country's contexts and sensitivities.

■ Some research has already helped to analyse and quantify the inequalities between women and men in the media and develop practical tools for dealing with the problems encountered.

■ Consideration should be given to the ways in which the findings of this research can be translated into practical policies and measures so that the work helps to promote the issue of gender equality in the media as widely as possible.

## Suggestions

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- ▶ Measure the impact of female media management on information content and, more particularly, its impact on stereotypes.
- ▶ Measure the progress achieved in implementing the Beijing Platform for Action in European countries.
- ▶ Analyse the impact of media concentration on the role of women in media outlets, their structures and their daily operation, as well as on information content.
- ▶ Counterbalance the number of studies conducted on gender and women in news by focusing more specifically on other areas of the media such as marketing, public relations, films and television series.
- ▶ Extend the scope of the research on gender equality to online media and social media.
- ▶ Include commercial media in the scope of the research. Even though they do not have a public service remit, they may derive commercial or ethical benefits from an approach to content that takes greater account of equality.
- ▶ Analyse the working conditions of women journalists. For instance, the research on equality in pay does not specifically mention the media. The only findings available are based on privately funded initiatives. The issues of the glass ceiling, work-life balance and harassment are all possible angles of approach. Professional organisations should be involved in the studies.
- ▶ Establish interdisciplinary thematic networks on gender equality so as to compare research experience from the various fields, ensure scientific renewal and open up new areas of research<sup>70</sup>.

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70. *Egalité entre les femmes et les hommes - Orientations stratégiques pour les recherches sur le genre*, French Ministry for Higher Education and Research, November 2012.

- ▶ Encourage greater co-operation between journalism schools, universities and media firms so as to facilitate research work.
- ▶ Study women's level of access to the media, taking account of age and geographical location and including online and community media.

## Good practices

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- ▶ The Global Media Monitoring Project (GMMP)<sup>71</sup> analyses women's position in the news media once every five years. Research groups comprising researchers, students, journalists and teachers are set up spontaneously at national level. This global tool is unique in terms of research on gender, as its findings are based on identical analysis frameworks for all countries, which allows global comparison and analysis.
- ▶ As part of the *Global Alliance on Media and Gender* launched in 2013, UNESCO has put forward a research programme on the issue comprising a series of recommendations drawn up by female researchers<sup>72</sup>.
- ▶ EIGE has developed an online documentation centre<sup>73</sup> listing publications on gender equality, including in the media. This provides an inventory of work already done in the area.
- ▶ *Women and Media in Europe* is an online platform launched by the University of Padua in Italy, which provides a collaborative workspace for researchers, trainers and media professionals to exchange information about the implementation of the Beijing Platform for Action and its objectives concerning the media. The project is based on the findings of the study conducted by EIGE in 2013 on gender equality in decision-making in media organisations.
- ▶ In 2013, the International and European Federations of Journalists published a survey report<sup>74</sup> on women in journalists' unions in Europe. The findings show an increase in the number of women members in most of the relevant organisations and a slight increase in the number of women in decision-making posts. However, the report underlines the low proportion of young people in these organisations and their very limited participation in management bodies.

71. [http://cdn.agilitycms.com/who-makes-the-news/Imported/reports\\_2010/global/gmmp\\_global\\_report\\_en.pdf](http://cdn.agilitycms.com/who-makes-the-news/Imported/reports_2010/global/gmmp_global_report_en.pdf)

72. [http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/publications/media\\_and\\_gender\\_scholarly\\_agenda\\_for\\_gamag.pdf](http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/publications/media_and_gender_scholarly_agenda_for_gamag.pdf)

73. *EIGE's Resource and Documentation Centre* <http://eige.europa.eu/content/rdc>

74. *Survey report on women in journalists' unions in Europe* (2012) [http://www.ifj.org/fileadmin/images/Gender/Gender\\_documents/IFJEFJ\\_Survey\\_Report\\_on\\_Women\\_in\\_Unions\\_in\\_Europe.pdf](http://www.ifj.org/fileadmin/images/Gender/Gender_documents/IFJEFJ_Survey_Report_on_Women_in_Unions_in_Europe.pdf)

- ▶ The European group of the International Federation of Actors has published a report on the impact of age and the participation of women in the performing arts in Europe.<sup>75</sup> The study conducted in 21 European countries highlighted the unequal impact of age on men's and women's lengths of careers, inequality in pay and also the negative impact of ethnic origin for those seeking work in the performing arts.

**12. Promote active research from a gender equality perspective on media coverage of certain areas of particular concern in a pluralist democracy, such as reporting on politics and media coverage of election campaigns and publishing the results; organising discussions with a view to improving policy and legislation.**

■ The media coverage of male and female politicians, especially during election periods, influences public perceptions of candidates and hence also the way people vote. Election campaigns, which are usually very largely dominated by male candidates, are the focus of a large part of the media agenda, and the opportunities for analysing candidates and publicising them are huge.

■ Journalists have a duty to publicise candidates and their manifestoes as widely as possible, regardless of their gender, while seeking to treat them equally and impartially.

■ In general terms, media coverage of politics must be provided by responsible journalists who respect ethics and codes of practice and are independent despite any pressure which may be exerted on them.

■ Research on media coverage of politics and election campaigns will provide detailed indications of how male and female politicians are treated by the media, particularly in quantitative and qualitative terms. The conclusions drawn will have to be published so as to raise awareness among editors, heads of media organisations and trainers, as well as members of self-regulatory bodies, about any adjustments needed and the introduction of specific tools with a view to improving the quality and fairness of the treatment of women and men in media coverage.

## Suggestions

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- ▶ Quantify the number of reports produced according to candidates' and reporters' gender.

75. *Age, Gender and Employment in Europe* (2008) <http://www.fia-actors.com/uploads/ENGLISH.pdf>

- ▶ Analyse the content of articles, photos and captions relating to each candidate and each male and female politician.
- ▶ Analyse the content of articles from the angle of condemning sexism in politics (discrimination within party organisations or towards candidates).
- ▶ Analyse media content in terms of the positive commitment of media outlets and professionals to representing women.
- ▶ Analyse media content in terms of the prominence given to issues concerning gender equality (violence towards women and economic, political and social inequality).
- ▶ Take account of the (national, local) reach of the media in the analyses.
- ▶ Consult journalists' codes of practice concerning the coverage of politics and elections from the point of view of gender equality.

■ On the basis of the findings of the above research:

- ▶ Develop training modules for media professionals, heads of media organisations and self-regulatory bodies, as well as media literacy modules.
- ▶ Review the composition of editorial teams and the assignment of political subjects to journalists, taking proper account of gender breakdown.
- ▶ Encourage and support the establishment of a European network of researchers on gender equality in the media and include activities and events to publicise their work among the media, governments and research centres.
- ▶ Publish the research findings in several languages so as to facilitate dissemination.
- ▶ Circulate the findings among all researchers, media outlets and journalism students.

## Good practices

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- ▶ *The Gender of News and News of Gender: a Study of Sex, Politics, and Press Coverage of the 2010 British General Election* is a study published in 2012 on the 2010 UK election. It was written by Karen Ross, Elizabeth Evans, Lisa Harrison, Mary Shears and Khursheed Wadia<sup>76</sup>.
- ▶ *Portraying Politics* is a tool kit on media coverage of politicians in Europe developed in 2006 by European broadcasters (BBC, NRK, ZDF, ARD), the European Federation of Journalists and some training bodies (EJTA<sup>77</sup>,

76. <http://eprints.uwe.ac.uk/19462/1/Harrison,%20L%20The%20Gender%20of%20News%20and%20News%20of%20Gender.pdf>

77. <http://ejta.eu/>

RNTC<sup>78</sup>, University of Malta), on the basis of the findings of several studies of the image of female politicians, which was intended for journalism trainers. The DVD is no longer available, but the text can still be accessed in English and German<sup>79</sup>.

### 13. Promote research on the impact of the media in the shaping of values, attitudes, needs and interests of women and men.

■ As indicated above, the media still all too often portray stereotypical images of women and men which are not in line with social reality and are likely to have a significant impact on public perceptions of each gender, the value which people attach to each gender and their understanding of the roles assigned to each gender and their place in society.

■ The findings of the GMMP and of many surveys conducted at national level have highlighted the absence of women from media content, as well as the stereotypes associated with them.

■ There has been little research assessing the needs of the public and the impact of media content on people's choice of media outlets. Women form a substantial proportion of the media market, and analysis of their needs and reactions to content would be useful from both an ethical and a commercial point of view.

### Suggestions

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- ▶ Regularly determine women's place in national and European media content and measure progress.
- ▶ Analyse the impact of the media in shaping their readers', listeners' and viewers' values, in particular their perception of the role assigned to women in society.
- ▶ Analyse the editorial choices of male and female listeners, viewers and readers.

### Good practices

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- ▶ A study conducted by the Belgian Institute for Gender Equality on the image of women and men in advertising in Belgium<sup>80</sup> highlights the influence of advertising, as a mass medium, on consumer behaviour,

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78. <http://www.rntc.nl/>

79. <http://www.portrayingpolitics.net/>

80. [http://igvm-iefh.belgium.be/fr/publications/beeldvorming\\_van\\_vrouwen\\_en\\_mannen\\_in\\_de\\_reclame\\_in\\_belgi.jsp](http://igvm-iefh.belgium.be/fr/publications/beeldvorming_van_vrouwen_en_mannen_in_de_reclame_in_belgi.jsp)

as well as the degrading image which it sometimes conveys. It puts forward practical measures for improving the operation of advertising's self-regulatory bodies and raising their profile with the public, as well as guidelines for improving the image of women and men in advertising.

- ▶ The monitoring carried out by the GMMP provides many researchers, journalists and students with an opportunity to pool their efforts and take stock of women's position in the news at national level. In French-speaking Belgium, the 2010 GMMP led to a project called "*Quel genre d'info*"<sup>81</sup> developed by the Association of Professional Journalists (AJP) and the various partners involved in the research. Its purpose is to make proper use of the findings and disseminate them among professionals, in particular by establishing dialogue with editors. It seeks to bring about changes in journalistic practices so that account is taken of gender issues.
- ▶ The German regional newspaper, *Darmstädter Echo*<sup>82</sup>, held an awareness-raising workshop on gender issues, which focused, in particular, on news content. A questionnaire was drawn up for women readers to identify the issues which they wished the newspaper to cover.

## Media literacy and active citizenship

**14. Promote gender sensitive media literacy for the young generation, prepare young people to approach different forms of media content responsibly and enable them to acquire a critical view of media representations of gender and to decode sexist stereotypes; enhance the gender equality perspective in the media literacy programmes for young people of different ages as a factor for broad human rights education and active involvement in the democratic processes.**

■ By enabling any citizen to become active and critical vis-à-vis media content and therefore to take informed and responsible decisions, media literacy plays a part in a true democratic effort. Not all European countries, however, have embarked on such programmes.

■ It is vital to the construction of an informed democracy to raise the younger generations' awareness of gender equality and of the potential impact of the media on the perception of certain categories of people.

■ Developing young people's critical thinking vis-à-vis the media will enable them to identify the use of sexist stereotypes so as better to rid themselves of

81. <http://www.ajp.be/gmmp/>

82. <http://www.echo-online.de>

these and thereby to play a full part in positive development of the relationship between women and men.

## Suggestions

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- ▶ Make media literacy a compulsory part of school curricula, providing for a steady process of awareness-raising in respect of sexist discrimination which takes account of the complexity of the media landscape (press, advertising, Internet forums and video games). That awareness-raising must be done in a cross-cutting manner so as not to isolate the concept of gender equality.
- ▶ Make sure that this training encompasses social media, the way they operate and the risks involved, and provide for awareness-raising in respect of their excesses, particularly the sexist violence perpetrated by those forms of media.
- ▶ Develop national and European charters which include provisions requiring the organisations responsible for media literacy to set objectives with a view to preventing the use of sexist stereotypes.
- ▶ Co-operate with non-governmental organisations and associations which specialise in gender equality in order to share methods and experience useful for raising young people's awareness.

## Good practices

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- ▶ *TVbyGIRLS*<sup>83</sup> is a non-profit-making American organisation which works to develop critical thinking amongst women and teenage girls, basing itself on a belief that every issue has millions of perspectives, condemning the power of certain images and encouraging creativity in young women as a gateway to leadership.
- ▶ In partnership with *Media Smart* (a non-profit-making organisation), the UK Government has introduced a teaching pack<sup>84</sup> to enable teachers to help children to understand how the media can alter images to the point of making them unrealistic, and the repercussions this may have for the children's self-esteem. This media literacy tool helps young people to take a critical view of the images they see and to develop a more realistic perception. It explores how and why idealised images in advertising and the media are used to send particular messages.

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83. <http://tvbygirls.tv/about/>

84. <http://www.homeoffice.gov.uk/media-centre/news/media-smart>

- ▶ UNESCO and the University of Athabasca have launched an online media and information literacy course<sup>85</sup> for young people of both sexes between the ages of 15 and 25. Those participants who successfully complete the course are awarded a certificate by the University of Athabasca.
- ▶ In 2013, the Estonian Ministry of Social Affairs began an awareness campaign to combat sexist stereotypes and demonstrate their negative effects on employment and on career decisions. The main activities comprised youth employment days and video clips, two of which dealt directly with media treatment of women. During the employment days, boys were offered jobs traditionally regarded as women's work (nurse, teacher), while girls were offered jobs traditionally regarded as being for men (engineer, soldier, miner), in order to deconstruct the images associated with those occupations.
- ▶ An Australian project called *See Me Media Literacy*<sup>86</sup> has developed an interactive educational website promoting positive body image and comparing the way in which men and women are represented in the media and the impact this has on young people.

**15. Develop specific awareness-raising tools through and about the media for adults, including parents and teachers, as important factors for developing gender education and active citizenship in the information society.**

■ Adults' role, and particularly that of parents and teachers, in supporting young people in their day-to-day lives and as they build an identity of their own will be all the more useful if it helps them to develop their own critical thinking and warns them about all forms of manipulation, including by the media.

■ By participating in a genuine discussion about media content and the artificial assignment of roles to women and men, adults will be able to deconstruct stereotypes, decipher the media and guide the younger generations.

■ In order to raise awareness among adults and improve their understanding of sexist stereotypes and their presence in the media, tools can be put in place to:

- ▶ improve basic legal knowledge of equality,

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85. <http://www.unesco.org/new/en/communication-and-information/crosscutting-priorities/gender-and-media/women-make-the-news-2014/about-wmn-2014/encourage-young-girls-and-boys-to-enroll-on-the-mil-intercultural-dialogue-and-gender-online-course/>

86. <http://www.seeme.org.au/>

- ▶ outline more clearly freedom of expression, its requirements and its history,
- ▶ define the concepts of stereotype and gender equality,
- ▶ help to spot stereotypes in the media (news and advertising in particular).

## Suggestions

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- ▶ Generalise compulsory training for teachers on gender equality and make their recruitment conditional on this.
- ▶ Create media analysis grids for use by teachers as educational tools.
- ▶ Train teachers in media monitoring.
- ▶ Set up media monitoring teams.
- ▶ Offer training seminars for adults covering gender equality, violence against women and the media coverage thereof.
- ▶ Present alternative media which deal with gender equality.
- ▶ Educate parents about the sexualisation of children on social networks (images, sexting<sup>87</sup>).

## Good practices

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- ▶ The *60 Minute Gender Quiz*<sup>88</sup> is a presentation developed by UNESCO containing a number of questions in English about gender equality.
- ▶ The MARS (Media Against Racism in Sport) project run by the Council of Europe has produced gender equality training modules which are freely accessible on line<sup>89</sup>.
- ▶ The Women's University of Brussels, in Belgium, introduced a training course for professionals concerned by equality issues in 2008-2009, on the theme of *Women and media, women's media*<sup>90</sup>. That course explored the different aspects of the media world, examining the issue of the relationship between the sexes in this sector of activity and in its links with its audience, and considering the role of the media in improving women's place in society or, on the other hand, in consolidating inequalities between women and men.

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87. Multimedia message or short message of a sexual nature

88. <http://eige.europa.eu/content/60-minute-gender-quiz>

89. [http://www.coe.int/t/dg4/cultureheritage/mars/Resources/outputs\\_en.asp](http://www.coe.int/t/dg4/cultureheritage/mars/Resources/outputs_en.asp)

90. [http://www.universitedesfemmes.be/061\\_seminaires-feminisme.php?idsem=52](http://www.universitedesfemmes.be/061_seminaires-feminisme.php?idsem=52)

**16. Raise the awareness and strengthen the capacities of media professionals and media students by offering regular educational and vocational training programmes geared to the acquisition of in-depth knowledge of gender equality and its crucial role in a democratic society.**

■ Present-day journalism courses prepare students more for embarking on their career in a rapidly changing media environment than for focusing on diversity and equality issues<sup>91</sup>.

■ However, it is also legitimate to expect journalists to speak for those who have no voice. Thus journalism becomes inclusive and offers different perspectives and opinions of the world.

■ Schools of journalism could give thought to how to integrate compulsory gender equality modules into their training of future journalists, but also of lecturers, and could undertake to deal with the subject in a cross-cutting manner so that gender equality is taken into account across all courses and in their own structures. The aim here will be to strengthen the critical approach to media representation of the sexes, so that students put forward a more constructive and objective image of women in media content.

■ Within editorial offices, awareness-raising about gender equality amongst professionals remains marginal, and training is virtually non-existent. In-service training must be made accessible at all levels, including the highest level of media governance, and involve self-employed workers as well as firms' staff, women and men alike. Its aim will be to provide professionals with different instruments for understanding, analysing and supporting gender equality within the media.

## **Suggestions**

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- ▶ Conduct an audit of the different initial and in-service training courses within the media and schools of journalism relating to gender equality in Europe.
- ▶ Help to spot stereotypes in the media (news and advertising in particular).
- ▶ Start a discussion within schools and editorial offices on the basis of the findings of research such as that done by the GMMP.

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91. Margaretha Geertsema-Sligh, *Gender mainstreaming in journalism education*, article in *Media and Gender: a Scholarly Agenda for the Global Alliance on Media and Gender*, UNESCO, IAMCR, AIECS, AIERI, 2014

- ▶ Apply gender equality in a cross-cutting way in education and in-service training.
- ▶ Set up internal machinery in editorial offices with a view to developing guidelines or codes on gender equality and appropriate terminology, setting up systems spanning all editorial offices and media governance to collect separate data about women and men, making use of media language analysis grids, taking stock on a regular basis of gender equality in each media outlet, and appointing a contact person on these issues.
- ▶ Work in co-operation with the civil society organisations active in the field of gender equality.
- ▶ Make gender equality education compulsory in all journalism courses, from the first year onwards.
- ▶ Facilitate the transition to digital for media workers, in both media literacy work and journalism courses and in-service training, and ensure that this training benefits women and men alike and the self-employed.
- ▶ Introduce an annual prize for schools of journalism in recognition of their gender equality policy and teaching.
- ▶ Promote the setting up of “equality centres” within schools of journalism and universities.

## Good practices

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- ▶ *Femmes et médias dans la région euro-méditerranéenne*<sup>92</sup> (Women and the media in the Euro-Mediterranean region) is a training handbook intended to improve journalists’ ability to promote a balanced, and not stereotyped, image of women (and men) in a Mediterranean context.
- ▶ *Screening Gender*<sup>93</sup> is an audiovisual tool kit produced in 2000 by six European public service broadcasters — NOS (Netherlands), NRK (Norway), SVT (Sweden), YLE (Finland), ZDF (Germany) and DR (Denmark). The kit contains a number of tools for outlining the gender issue and the representation of women on television. The videos are no longer available, but the text can be downloaded in English, French or Arabic.
- ▶ *Portraying Politics*<sup>94</sup> is a tool kit on the representation of female and male politicians in news programmes, developed by European public service broadcasters (BBC, NRK, ZDF, ARD), the European Federation

92. <http://www.euromedgenderequality.org/image.php?id=568&langue=fr>

93. [http://www.genreenaction.net/IMG/pdf/Text\\_francais\\_final.pdf](http://www.genreenaction.net/IMG/pdf/Text_francais_final.pdf)

94. <http://www.portrayingpolitics.net/>

of Journalists and some training bodies (EJTA<sup>95</sup>, RNTC<sup>96</sup>, University of Malta), on the basis of the findings of several studies of the image of female politicians, and intended for journalism trainers dealing with media coverage of politics in Europe.

- ▶ *Tackling Violence against Women and Girls: A Guide to Good Practice Communications*<sup>97</sup> is a handbook intended to serve as a reference work for public communication in the field of violence against women and girls.
- ▶ *Noticias que salvan vidas*<sup>98</sup> is a handbook for journalists which deals with media coverage of violence against women. It was produced by Amnesty international Argentina.
- ▶ The Croatian radio and television (HRT) training centre has, in co-operation with the Office of the Gender Equality Ombudsman, introduced training programmes for editors and journalists on the elimination of stereotypes and of content which presents men and women in a sexist, offensive or degrading manner in the media.
- ▶ Portugal's Commission on Citizenship and Gender Equality (CIG)<sup>99</sup>, in partnership with the Vocational Training Centre for Journalists (CENJOR)<sup>100</sup>, has introduced a 12-hour module dealing with gender and news. This module is intended to develop a more critical attitude amongst participants so that more rigorous work is done on equality and non-discrimination. It covers a huge range of subjects, including the social construction of gender, media coverage of violence against women and gender in journalists' professional ethics. The success of this training owes a great deal to a combination of several factors: the excellent reputation of the trainers, the deconstruction of stereotypes, the presentation and critical analysis of specific examples of discrimination which have occurred in the news, and the sharing of tools intended to develop professional skills sensitive to gender equality.

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95. <http://ejta.eu/>

96. <http://www.rntc.nl/>

97. [http://webarchive.nationalarchives.gov.uk/20100413151441/http://www.equalities.gov.uk/pdf/297847%20Tackling%20Violence%20women%20hyperlinked\\_V3.pdf](http://webarchive.nationalarchives.gov.uk/20100413151441/http://www.equalities.gov.uk/pdf/297847%20Tackling%20Violence%20women%20hyperlinked_V3.pdf)

98. <http://www.libertad-expresion.org.mx/wp-content/uploads/2009/11/manualviolencia-contramujeres.pdf>

99. <http://www.cig.gov.pt/>

100. <http://www.cenjor.pt/>

## Part III

# Challenges to be met when applying the recommended measures

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### A strong commitment by media leaders

■ Combating women's under representation in the media is not just a matter for journalists, advertising executives, regulators and self-regulatory bodies. It is vital that media leaders commit to taking the requisite decisions and pursuing tangible objectives in terms of both human resources and media content.

■ Changing the culture within the media world itself implies the taking of managerial decisions.

■ For example, public Swedish TV channel SVT's decision to require regional news programme *Västerbottensnytt* to achieve 50/50 representation of women and men in news content really did enable women's image to be improved and the culture within the editorial office to be genuinely changed, encompassing all professionals. Regular discussions of the objectives set, regular monitoring of content and daily reminders by the editorial team have helped to ensure that the objectives set were not forgotten. Publication on the website of the representation figures has also enabled awareness to be raised within Swedish society<sup>101</sup>.

### A financial commitment by governments

■ The member states must undertake to support the media in their efforts to promote equality. A good many of the initiatives and suggestions put forward here require the setting up of structures, appointment of people to take responsibility, starting of research, training of several categories of people and publicising of results. If the costs of such measures were underestimated, that would inevitably minimise their impact and the expected changes. A proper discussion of the financing of such action must take place within the governments of member states.

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101. *Is there a Nordic way? A Swedish perspective on achievements and problems with gender equality in newsrooms*, Maria Edström, 2011

## **Communication about measures to promote gender equality**

■ A number of media players have already adopted gender equality policies and made commitments to promote equality. But few members of the profession are properly informed about the action taken by their employers. Few have been told about women's place in media structures, the monitoring figures, the policies adopted to promote equal opportunities.

■ The role of trade unions and staff representatives in informing media workers is an essential one. However, management must also ensure the visibility of its recruitment procedures, its positive action to promote gender equality, its decisions and its appointments of contact persons in the fight against inequalities.

## **The independence of regulators and self-regulatory bodies**

■ In order to boost confidence amongst the public and the media and to safeguard freedom of the press and freedom of expression, it is crucial for regulators and self-regulatory bodies to be independent of governments. Their decisions, opinions and sanctions, if they are to be complied with, must be issued by bodies free from any political interference. The transparency of the appointment and functioning of these bodies must be guaranteed in order to boost public and media workers' confidence, and to lay the foundations for sound co-operation in line with the decisions taken.

## **Differentiating between gender diversity and gender equality**

■ Analysis of the various legislative texts, policies adopted by the media and codes of professional ethics shows that the gender equality concept is rarely incorporated in them literally. The current tendency is for the principle of gender equality to be merged with that of diversity.

■ The concept of diversity is often perceived to be more unifying, bringing together all the initiatives designed to combat discrimination. It is nevertheless important to remember that the difference between women and men transcends any categorisation according to ethnic origin, sexual orientation or religion.

■ Regarding gender diversity and gender equality as one and the same thing inevitably contributes to a reduction in any wish to strengthen women's place, and might well play a part in slowing the rate of progress already achieved.

## Reconciling freedom of expression and gender equality

■ Freedom of expression is one of the main pillars of a democracy, the one on which freedom of the press relies. So there is nothing more sensitive for a government than interfering with that fundamental right, acknowledged within Europe by the European Convention on Human Rights (Article 10) and internationally by the Universal Declaration of Human Rights (Article 19).

■ The media will be extremely vigilant, and will even go on the attack, if a government tries to reduce freedom of expression, whether to prevent certain people's access to information, to limit individuals' freedom of expression or to act in any way to channel that expression. The consequences are numerous: censorship and self-censorship, partial muzzling of public opinion and, in particular, the undermining of one of the main principles of our modern societies: democracy.

■ Gender equality is also one of the fundamental rights. Article 14 of the European Convention on Human Rights prohibits all discrimination based on gender. That principle presupposes equality and equal participation for women and men in every area of private and public life. That equality is also an integral part of democratic values.

■ Regarding the concepts of freedom of expression and gender equality as incompatible or in conflict may inhibit the change in attitudes.

■ Freedom of expression and gender equality must be regarded as two complementary and intrinsically interlinked concepts, and not as competing interests.

” *“If media are a mirror of society as they should be, they certainly need to reflect better the fact that gender equality is a fundamental human right”<sup>102</sup>.*

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102. *Getting the balance right*, International Federation of Journalists, 2009

# Appendix 1

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## **Recommendation CM/Rec(2013)1 of the Committee of Ministers to member States on gender equality and media<sup>103</sup>**

*(Adopted by the Committee of Ministers on 10 July 2013  
at the 1176th meeting of the Ministers' Deputies)*

Gender equality is an indispensable condition for the full enjoyment of human rights. The enjoyment of the rights as granted by the European Convention on Human Rights (ETS No. 5) and in its protocols shall be safeguarded without any discrimination, including on grounds of sex. This requirement is strengthened by Protocol No. 12 to the Convention (ETS No. 177), which guarantees the enjoyment of any right recognised by law without discrimination.

Genuine democracy requires the equal participation of women and men in society. Democracy and gender equality are interdependent and mutually reinforcing. The inclusion of women and men, with respect for equal rights and opportunities, is an essential condition for democratic governance and sound decision making. Gender equality means equal visibility, empowerment, responsibility and participation of both women and men in all spheres of public life, including the media. The achievement of gender equality is a prerequisite for the achievement of social justice. This is not of interest to women only, but it concerns society as a whole. The Council of Europe has accorded much importance to these matters over the last few decades, demonstrated, *inter alia*, by the 1988 Committee of Ministers' Declaration on equality of women and men and by the 2009 Committee of Ministers' Declaration on making gender equality a reality.

Media freedom (including editorial freedom) and gender equality are intrinsically inter-related. Gender equality is an integral part of human rights. Freedom of expression, as a fundamental right, goes hand-in-hand with gender equality. Furthermore, the exercise of freedom of expression can advance gender equality.

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103. The term "media" in this recommendation refers to the terminology of Recommendation CM/Rec (2011)7 on a new notion of media, adopted on 21 September 2011.

There is a gender dimension to media pluralism and diversity of media content. The Recommendation CM/Rec(2007)2 on media pluralism and diversity of media content reaffirms that pluralism and diversity are essential for the functioning of a democratic society, for fostering public debate, political pluralism and awareness of diverse opinions by different groups in society. The media are centrally placed to shape society's perceptions, ideas, attitudes and behaviour. They should reflect the reality of women and men, in all their diversity.

The media can either hinder or hasten structural change towards gender equality. Inequalities in society are reproduced in the media. This is true in respect of women's under-representation in media ownership, in information production and journalism, in newsrooms and management posts. It is even more blatant as regards women's low visibility, both in terms of quality and quantity, in media content, the rare use of women as experts and the relative absence of women's viewpoints and opinions in the media. Media coverage of political events and election campaigns is particularly telling in this respect, as are the persistence of sexist stereotypes and the scarcity of counter-stereotypes. Furthermore, women, as media professionals, often encounter pay inequalities, the "glass ceiling" and precarious conditions of employment.

Media in modern societies hold an immense potential for social change. The potential of media to promote and protect the fundamental rights and freedoms of women and to contribute to their advancement was acknowledged at the UN's Fourth World Conference on Women (Beijing, 1995). Ten years later, the UN Commission on the Status of Women recognised that the objectives agreed there had not been fully achieved. To facilitate the implementation of these objectives, in December 2012 UNESCO published the useful "Gender-Sensitive Indicators for Media" (GSIM).

Public service media are to be the vanguard of the modern media system and have to serve all communities in society. This calls for particular attention to gender equality both in terms of participation and access to public service media as well as content and the manner in which it is treated and presented. Public service media is, or should be, a reference for social cohesion and integration of all individuals, and has an important role in furthering gender equality within the media and through the media. There is also a considerable potential for community media to promote open and direct dialogue between all social groups, including via digital platforms (see the Recommendation CM/Rec(2007)3 on the remit of public service media in the information society, the Declaration of the Committee of Ministers on the role of community media in promoting social cohesion and intercultural dialogue adopted on

11 February 2009, and Recommendation CM/Rec(2012)1 on public service media governance, adopted on 15 February 2012).

Measures for the effective implementation of the standards adopted can contribute to gender equality and combat inequality. In its Recommendation CM/Rec(2007)17 on gender equality standards and mechanisms, the Committee of Ministers underlined that States should encourage effective measures to ensure that gender equality, as a principle of human rights, is respected in the media, in accordance with the social responsibility that is linked to the power they hold in modern societies. In its 2009 Declaration on making gender equality a reality, the Committee of Ministers called for measures to encourage media professionals, and the communication sector generally, to convey a non-stereotyped image of women and men. The gender perspective is emphasised in many instruments of the Council of Europe and is particularly accentuated in relation to the new media ecosystem in Recommendation CM/Rec(2011)7 on a new notion of media.

In view of the above, and recognising the need to provide a gender equality perspective while implementing its established standards in the field of media, the Committee of Ministers – under the terms of Article 15.b of the Statute of the Council of Europe – recommends that the governments of member States:

1. adopt adequate policies in line with the appended guidelines which can create the appropriate conditions under which the media can promote gender equality as a fundamental principle of their activities and institutional organisation in the new multidimensional media environment;
2. widely disseminate this recommendation and its guidelines and raise awareness among the relevant stakeholders and the media, in particular about the central role of gender equality for democracy and the full enjoyment of human rights;
3. bring the recommendation to the attention of the media sector, journalists and other actors and their respective organisations, as well as the regulatory authorities for the media and new communications and information services for the preparation or revision of their regulatory and self-regulatory strategies and codes of conduct, in conformity with the guidelines below.

## **Appendix to Recommendation CM/Rec(2013)1**

### **Guidelines**

#### *A. Member States*

1. Unless already in place, member States should adopt an appropriate legal framework intended to ensure that there is respect for the principle of human

dignity and the prohibition of all discrimination on grounds of sex, as well as of incitement to hatred and to any form of gender-based violence within the media.

2. Member States should particularly ensure, through appropriate means, that media regulators respect gender equality principles in their decision making and practice.

3. Member States should support awareness-raising initiatives and campaigns on combating gender stereotypes in the media.

#### *B. Media organisations*

4. Media organisations should be encouraged to adopt self-regulatory measures, internal codes of conduct/ethics and internal supervision, and develop standards in media coverage that promotes gender equality, in order to promote a consistent internal policy and working conditions aimed at:

- equal access to, and representation in, media work for women and men, including in the areas where women are underrepresented;
- a balanced participation of women and men in management posts, in bodies with an advisory, regulatory or internal supervisory role, and generally in the decision-making process;
- a non-stereotyped image, role and visibility of women and men, avoidance of sexist advertising, language and content which could lead to discrimination on grounds of sex, incitement to hatred and gender-based violence.

#### *C. Measures for implementation*

5. The following mechanisms for the implementation of strategies and policies to achieve gender equality goals in the media should be considered:

##### *Review and evaluation of gender equality policy and legislation*

- i. Review and update the legal framework on media from a gender equality perspective on a regular basis.
- ii. Mandate media regulators and require the public service media to include an assessment of the implementation of gender equality policy in the media in their annual reports.

### *Adoption and implementation of national indicators for gender equality in the media*

- iii. Discuss with relevant stakeholders the opportunity for and adoption of, if appropriate, national indicators based on international standards and good practices; holding public hearings and discussions in connection with this.
- iv. Carry out regular monitoring and evaluation of the situation of gender equality in the media at national level, based on the adopted indicators.
- v. Update gender equality indicators regularly.

### *Provision of information and promotion of good practices*

- vi. Encourage the media to provide information to the public in a clear way (e.g. online) on the complaints procedure in relation to media content which they consider contrary to the principles of gender equality.
- vii. Support and promote good practices through the development of networks and partnerships between various media outlets to further gender equality in the various activity areas of the new media ecosystem.

### *Accountability channels*

- viii. Encourage non-governmental organisations, media associations, individuals and other relevant stakeholders to consistently defend gender equality by bringing their concerns to self-regulatory bodies or other specialised bodies (e.g. press councils, ethical commissions, advertising councils, anti-discrimination commissions).
- ix. Encourage the updating of existing media accountability mechanisms and their effective use in cases of violation of gender equality in the media.
- x. Encourage the establishment of new mechanisms for media accountability and civic responsibility, for example, fora for public debate and platforms opened online and offline, making direct exchanges possible between citizens.

### *Research and publication*

- xi. Promote active research into the issues of gender equality and media, particularly relating to media access, representation, participation (quantitative and qualitative profile) and working conditions in the media; research focused not only on women, but also on the relationship between genders; regularly publicising the outcomes of such projects.
- xii. Promote active research from a gender equality perspective on media coverage of certain areas of particular concern in a pluralist democracy, such

as reporting on politics and media coverage of election campaigns and publishing the results; organising discussions with a view to improving policy and legislation.

xiii. Promote research on the impact of the media in the shaping of values, attitudes, needs and interests of women and men.

#### *Media literacy and active citizenship*

xiv. Promote gender sensitive media literacy for the young generation, prepare young people to approach different forms of media content responsibly and enable them to acquire a critical view of media representations of gender and to decode sexist stereotypes; enhance the gender equality perspective in the media literacy programmes for young people of different ages as a factor for broad human rights education and active involvement in the democratic processes.

xv. Develop specific awareness-raising tools through and about the media for adults, including parents and teachers, as important factors for developing gender education and active citizenship in the information society.

xvi. Raise the awareness and strengthening the capacities of media professionals and media students by offering regular educational and vocational training programmes geared to the acquisition of in-depth knowledge of gender equality and its crucial role in a democratic society.

#### *Reference instruments*

##### *Committee of Ministers of Council of Europe*

- Recommendation Rec(84)17 on equality between women and men in the media
- Recommendation Rec(90)4 on the elimination of sexism from language
- Recommendation Rec(98)14 on gender mainstreaming
- Recommendation CM/Rec(2003)3 on balanced participation of women and men in political and public decision making
- Recommendation CM/Rec(2007)2 on media pluralism and diversity of media content
- Recommendation CM/Rec(2007)3 on the remit of public service media in the information society
- Recommendation CM/Rec(2007)11 on promoting freedom of expression and information in the new information and communications environment

- Recommendation CM/Rec(2007)13 on gender mainstreaming in education
- Recommendation CM/Rec(2007)16 on measures to promote the public service value of the Internet
- Recommendation CM/Rec(2007)17 on gender equality standards and mechanisms
- Declaration of the Committee of Ministers on the role of community media in promoting social cohesion and intercultural dialogue, adopted on 11 February 2009
- Recommendation CM/Rec(2011)7 on a new notion of media
- Declaration and Committee of Ministers' Recommendation CM/Rec(2012)1 on public service media governance, adopted on 15 February 2012

*Parliamentary Assembly of Council of Europe*

- Resolution 1557 (2007) and Recommendation 1799 (2007) on the “Image of women in advertising”
- Recommendation 1555 (2002) on the “Image of women in the media”
- Resolution 1751 (2010) and Recommendation 1931 (2010) on “Combating sexist stereotypes in the media”
- Recommendation 1899 (2010) on “Increasing women’s representation in politics through the electoral system”
- Resolution 1860 (2012) on “Advancing women’s rights worldwide”

# Appendix 2

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