The Parliament of the Commonwealth of Australia

The House of Representatives Standing Committee
on the Televising of the House of Representatives

TO SEE OR NOT TO SEE
THIS IS THE ANSWER

Review of Arrangements for the Televising of House of Representatives

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Members of the Committee

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Members:	Mr Bevis, MP Mr Cameron, MP Mr Hicks, MP Mr Knott, MP Mr Price, MP
Secretary:	Mr D R Elder
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Terms of Reference

On 16 October 1991 the House of Representatives authorised the live television broadcast and rebroadcast of House proceedings. It also resolved that:

> the arrangements relating to the live television broadcast and rebroadcast of proceedings and excerpts of proceedings of the House of Representatives shall be reviewed by the committee established under paragraph (3) of this resolution [the Standing Committee on the Televising of the House of Representatives] prior to the end of the 1993 Autumn sittings of the House (VP 1990-91/1084-85).

On 27 May 1993 the House extended the time for completion of the review to the end of the 1993 Budget sittings of the House (VP 1992-93/132).

Abbreviations

ABC	Australian Broadcasting Corporation
DPRS	Department of Parliamentary Reporting Staff
HMS	House Monitoring Service
SAVO	Sound and Vision Office

Summary of Recommendations

Chapter Two - Conditions Covering Televising

Revised guidelines

The Committee recommends that:

1. the proposed conditions at Appendix 6 be adopted as the 'Conditions for Broadcasters' for live telecast and rebroadcast of House of Representatives proceedings.

Chapter Three - Guidelines for Camera Operators

Revised Guidelines

The Committee recommends that:

2. the proposed 'Guidelines for Camera Operators' at Appendix 7 be adopted.

Chapter Four - Other Issues

Guidelines for committees

The Committee recommends that:

3. Guideline 3 of the House of Representatives guidelines for committees be amended to allow for the televising of publicly disclosed documents.

Still photography

The Committee recommends that:

4. the current arrangements providing access to the Chamber galleries for still photography continue under the guidelines at Appendix 11.

Availability of video extracts

The Committee recommends that:

5. video extracts of House of Representatives proceedings be made available under the guidelines at Appendix 14.

Use of captions

The Committee recommends that:

6. the Department of the House of Representatives provide captions to the HMS coverage of House of Representatives proceedings which would assist viewers to follow proceedings.

CHAPTER ONE

Background to Review

Parliament and television

1.1 While television appeared in the United States and Britain in the 1930s and in Australia in the 1950s, television's involvement with parliament has been relatively recent. The reasons why there was not earlier involvement are only partially technical.

1.2 Of greater significance has been the recognition of the pervasiveness and power of television as a medium. These characteristics of television have both attracted politicians and made them apprehensive. The attraction has been the recognition of the capability of the medium to project the parliament to the broader community which has become increasingly reliant on television as a source of news and information. However, the power of the medium also has made politicians apprehensive about whether television will portray parliament in an appropriate perspective.

1.3 As a result parliament, including in Australia, has moved relatively slowly to embrace the television medium. Parliaments generally have imposed conditions on the way television covers their proceedings. Conditions have been imposed to control and channel the power of television to an educative and informative role and minimise superficial and misleading coverage by television networks.

1.4 In this review of the arrangements for the televising of the House of Representatives, the Committee seeks to strengthen the relationship between the House and television as a medium. In doing so, it also endeavours to achieve a sensible balance between the freedom of television networks to cover the proceedings of the House in a full and open way while ensuring that coverage fairly and accurately portrays the House of Representatives to the Australian community.

History of televising of the House of Representatives

1.5 The televising of the Australian Parliament has undergone a process of development from the arrangements for the televising of joint sittings of both Houses in 1974. Those telecasts were conducted in accordance with the *Parliamentary Proceedings Broadcasting Act* 1946 which provides for the televising of joint sittings (section 4.2). The Act does not cover the televising of proceedings of the individual Houses.

1.6 In 1986, the Joint Committee on the Broadcasting of Parliamentary Proceedings recommended that the proceedings of both Houses should be available for televising. This recommendation was not acted upon immediately. However, televising of the House of Representatives was permitted for major statements by the Prime Minister, for the Budget speech and for the Opposition Leader's response to the Budget. The arrangements in each House for the televising and rebroadcast of television extracts were established by resolution in the individual Houses. Televising of the Senate on a permanent basis commenced in 1990.

1.7 The House of Representatives approved the televising of its proceedings on a trial basis from 12 February 1991.

1.8 The trial period was reviewed by a Select Committee on Televising in 1991. The Committee reported in August 1991 recommending that the House continue to permit live broadcast and rebroadcast of excerpts of proceedings.

1.9 The House implemented the Select Committee's recommendations by agreeing to a resolution on 16 October 1991 authorising the live television broadcast and rebroadcast of proceedings of the House and its committees. This resolution also established the Standing Committee on the Televising of the House of Representatives to consider and determine in respect of live television broadcast and rebroadcast of proceedings and excerpts of proceedings of the House of Representatives and the public proceedings of House of Representatives committees:

(a) the conditions to apply to television broadcasters;

(b) the guidelines for operators of sound and vision equipment;

(c) the guidelines for the televising of House of Representatives committees; and

(d) whether breaches of the conditions and guidelines have occurred and, if so, what penalties should apply.

1.10 The conditions applying to television broadcasters, camera operators and committees were those recommended by the Select Committee.

1.11 The House also resolved that the Committee review the arrangements relating to live television broadcast and rebroadcast and report by the end of the 1993 Autumn sittings. As the election in March 1993 prevented a report being prepared by the end of the 1993 Autumn sittings, the reporting date was extended to the end of the 1993 Budget sittings.

Conduct of the review

1.12 The review was advertised in national newspapers on 19 June 1993. The Committee also sought submissions from television networks, relevant parliamentary departments and other persons and organisations with an interest in the inquiry.

1.13 A list of submissions received to the review is at Appendix 1. One document submitted to the Committee was incorporated in the records as an exhibit and this is listed at Appendix 2.

1.14 Two public hearings were conducted at which the television networks and the relevant parliamentary departments were invited to give oral evidence. A list of persons and organisations who gave evidence at public hearings is at Appendix 3.

1.15 The Committee has focussed in its review particularly on the conditions for broadcasters (a copy of the current 'Conditions for Broadcasters' are at Appendix 4). These are at the heart of the arrangements for the televising of the House of Representatives and are what attracted most comment in submissions. The Committee also comments on the 'Guidelines for Camera Operators' (a copy of the Guidelines is at Appendix 5) which set the parameters for the footage which the Sound and Vision Office in the Department of the Parliamentary Reporting Staff (SAVO) produces of House of Representatives proceedings. Finally, the Committee discusses a range of other issues which emerged during the inquiry. This includes comment on the guidelines for the televising of House of Representatives committees.

1.16 The report is structured as follows:

- conditions for broadcasters (Chapter 2);
- guidelines for camera operators (Chapter 3); and
- other issues (Chapter 4).

CHAPTER TWO

Conditions Covering Televising

Evolution of conditions

2.1 Conditions have always been imposed by the House of Representatives on the televising and rebroadcast of its proceedings. The conditions have evolved, with the trend being towards a gradual relaxation of the conditions imposed. For example, the Select Committee's report on the initial conditions adopted for the trial period of televising resulted in the condition that the adjournment debate could not be televised being removed.

2.2 Most organisations and individuals argued for a further relaxation of the conditions. There were two principal arguments for such a relaxation.

2.3 The first, which came primarily from broadcasters, was that the fewer the restrictions imposed on their ability to cover House of Representatives proceedings the better it would be for them.[1] One of the television networks noted:

> A system of de facto censorship placed on one part of the day's debate is not only unnecessary, it is unbecoming to a parliamentary system that prides itself on candour and fearlessness in the public interest.[2]

2.4 The television networks stated that their own professionalism and their long association with parliamentary coverage would self-regulate their reporting of House of Representatives proceedings.

2.5 The second argument for relaxation of the House's conditions was that they were more restrictive than the conditions applying to televising of the Senate and the conditions covering radio broadcasting of both Houses. As a representative of the Australian Broadcasting Corporation (ABC) expressed it there were:

> ... vertical and horizontal inconsistencies between the House and the Senate and then between the different mediums' coverage of parliamentary broadcast. Radio has a different set of rules covering the Reps from those for television and then of course there are the differences between the two Houses.[3]

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1 Evidence, pp. S93 and S95.
2 Evidence, p. S96.
3 Evidence, p. 11.

2.6 The inconsistencies have created a number of problems. For broadcasters, matters can be covered in the Senate which cannot be covered in the House of Representatives. In terms of the House of Representatives itself, matters which can be covered by the print media and radio can not be covered fully by television. Broadcasters have resorted to various techniques and artifices to overcome the restrictions imposed by the House's conditions. As a result the proceedings of the House, at times, can not be presented naturally.

2.7 The differing conditions also create problems of interpretation and a need for broadcasters, and the Sound and Vision Office which produces the 'feed', to be aware of the differences.

2.8 In contrast to the perspective of broadcasters who considered there should be no, or as few as possible, restrictions, the Department of the House of Representatives argued that it was appropriate for the House to apply conditions to the use of the audio-visual record of proceedings.[4] Nevertheless, the Department considered that the House and the Senate should have as an overall objective the achievement of a uniform set of conditions for broadcasters while recognising that

> .... each House must be able to set its own requirements and that the dynamic and unique nature of the House of Representatives may require that in some instances guidelines different from those of the Senate will be necessary.[5]

2.9 The Committee considers it is appropriate that the House of Representatives places conditions on the use which is made of its proceedings. Those conditions endeavour to achieve a balance between legitimate competing interests. On the one hand there are the interests of broadcasters who wish to present a full, open, interesting and newsworthy coverage of House of Representatives proceedings. On the other hand there are the interests of the House which wishes to ensure its proceedings are covered accurately, in a balanced way and consistent with maintaining a responsible and proper presentation of House proceedings.

2.10 In its detailed consideration of each of the conditions the Committee is mindful of the need to achieve this appropriate balance. The Committee considers that some of the conditions in place are preventing a full and accurate coverage of House of Representatives proceedings. The balance needs to be corrected.

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4 Evidence, p. S64.
5 Evidence, p. S65.

2.11 The Committee also has sought to reduce the differences between the conditions applying in the House of Representatives and the Senate. While this is not an overriding consideration, there should be a longer term objective of achieving convergence in the conditions applying to both Houses.

Authority to broadcast

2.12 This provides the authority for the live broadcast of proceedings and the rebroadcast of excerpts of proceedings and must remain as part of the conditions.

Condition 1 - Source of recording

2.13 This condition should be retained. It ensures that the basic raw material (the 'feed') available for use by broadcasters either for live telecast or rebroadcast of excerpts is produced under parliamentary control. One broadcaster referred to the very high quality of the output from SAVO.[6] The 'Guidelines for Camera Operators' set the parameters for the coverage which SAVO makes of House of Representatives proceedings. These guidelines are discussed in Chapter 3.

Condition 2 - Fair and accurate reporting

2.14 This condition states that televising should be only for the purpose of the fair and accurate reporting of House proceedings. It also imposes three specific areas for which House proceedings should not be used:

(i) political party advertising or election campaigning;

(ii) satire or ridicule; and

(iii) commercial sponsorship or commercial advertising.

2.15 This condition is present in the Senate conditions.

2.16 There were no comments on the requirement that proceedings not be used for political party advertising and election campaigns.

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6 Evidence, p. 44.

2.17 Some broadcasters considered the prohibition on the use of proceedings for satire or ridicule was not necessary in a democracy such as that in Australia which is sufficiently robust to withstand political satire.[7] However, it was not a condition which all broadcasters felt very strongly about. As one broadcaster expressed it:

> I myself feel that it is a restriction, frankly, that I personally can live with but, following through my line of argument, it is a restriction that I believe we can do without.[8]

Another broadcaster stated that his network did not quibble with this prohibition as it understood the need for a prohibition on the use of parliamentary material for satire and ridicule.[9]

2.18 Broadcasters generally were supportive of the prohibition on the use of excerpts of proceedings for the purpose of commercial sponsorship or commercial advertising.

2.19 The Committee considers this condition is central to achieving a coverage of House of Representatives proceedings that is appropriate and in accord with the dignity and decorum of the House of Representatives as an institution. It should be retained.

2.20 However, an additional note to the condition which states 'where excerpts are used on commercial networks, the station should try to ensure that advertising before and after excerpts is of an appropriate nature' is not considered necessary. It is more in the way of guidance and is somewhat gratuitous. It should be deleted from the conditions.

Condition 3 - Balanced reporting

2.21 Like condition 2, this condition is crucial to the achievement of the objectives of the conditions. Broadcasters made no comment on this condition. It is reflected in a similar condition in the Senate's guidelines and should be retained.

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7 Evidence, pp. 34 and 40.
8 Evidence, p. 34.
9 Evidence, p. 23.

Condition 4 - Context

2.22 The Department of the House of Representatives considered this condition may be unnecessary in view of the combination of other requirements for fair, accurate and balanced reporting.[10] The Senate does not have a similar condition. As the Committee is endeavouring to achieve a greater convergence with the conditions in the Senate and this condition is not considered necessary to the proper coverage of House proceedings, the Committee considers it should be removed.

Condition 5 - Withdrawn remarks

2.23 This condition prohibits the rebroadcast of remarks which subsequently are ordered to be withdrawn or are voluntarily withdrawn. Senate conditions permit the rebroadcast of withdrawn remarks if the withdrawal also is rebroadcast.

2.24 Views differed on this condition. In line with their general view that there should be as few restrictions as possible and that there should be greater commonality in the conditions covering both Houses, broadcasters considered withdrawn remarks should be able to be rebroadcast.

2.25 By contrast the Clerk of the House of Representatives stated that he would not favour the lifting of the prohibition on the televising of withdrawn remarks. He referred to a hypothetical situation where a Member, just before an election, could make an outrageous statement which could have serious political consequences. The Member could be ordered to withdraw the remark, but if the rebroadcast of withdrawn remarks was permitted, it would allow the remark to be rebroadcast.

2.26 The Committee acknowledges this scenario could arise. However, under current guidelines the remarks could be reported in the print media and on radio. It would be television only which could not rebroadcast the remarks. Consequently the political damage would be reduced but not eliminated, and television networks could rightly suggest they were discriminated against vis-a-vis other media. Also, this is an extreme case and it is questionable whether the conditions should be written for extreme cases. Such cases could be covered, where appropriate, by specific instructions from the Speaker or the Speaker's delegate (Condition 11). Finally, the Committee considers that a requirement to rebroadcast the withdrawal together with the original remarks, would limit the desire of broadcasters to use the material and limit any damage caused by the rebroadcast of the remarks.

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10 Evidence, p. S65.

2.27 The Committee considers that Condition 5 should be altered to accord with the similar condition in the Senate's conditions. Such a change could allow withdrawn remarks to be rebroadcast provided the withdrawal also is rebroadcast.

Condition 6 - Deletions from Hansard

2.28 It is extremely rare for the Speaker to order a remark to be deleted from Hansard. As stated in earlier comments, the Committee considers the conditions should not be written to cover extreme cases. These cases can be covered by specific instructions from the Speaker or the Speaker's delegate (Condition 11). The Committee considers this condition should be removed.

Condition 7 - Points of order

2.29 This condition, which prohibits the rebroadcast of points of order, created the greatest concern for broadcasters. They were unanimous in their desire to have it removed to enable them to cover House of Representatives proceedings, as they saw it, fully, accurately and fairly. The Nine Network noted in its submission that:

> Points of order are often extremely important parts of the substance and flow of the debate, and of the views of the day. Clarification is sought, information is requested and offered, Ministers and others make responses they believe are relevant and of interest to the public.[11]

2.30 The prohibition on rebroadcast of points of order creates a particular problem for the ABC which must edit out the points of order for the late night rebroadcast of Question Time in the House of Representatives. As well as being time consuming, this can involve the producer in having 'to make editorial judgements on the context and meaning of remarks in the Chamber' because of the restrictions imposed by this condition.[12]

2.31 Others, including Members and the Departments of the House of Representatives and Parliamentary Reporting Staff (DPRS) supported the removal of the prohibition on points of order. The Senate conditions allow rebroadcast of points of order.

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11 Evidence, p. S96.
12 Evidence, p. S39.

2.32 The Committee considers this condition should be removed to allow a fuller and more accurate coverage of the House of Representatives proceedings. Points of order are part of the proceedings of the House and should be able to be rebroadcast. The Committee does not believe that the removal of this condition will result in a proliferation of frivolous points of order. The Speaker, through the Standing Orders, has the capacity to deal with Members who raise frivolous points of order.

Condition 8 - Technical restrictions

2.33 This condition presumably is to prevent any 'playing around' with the footage. Given the other conditions which state that footage should only be used for fair and accurate reporting, that the use of footage for satire or ridicule is not permitted and that reporting should provide a balanced presentation, this condition is not considered necessary. It should be removed.

Condition 9 - Speaker's Gallery

2.34 This condition permits coverage of events in the galleries only where the Speaker acknowledges distinguished visitors in the Speaker's Gallery. There was significant discussion of the condition during the review.

2.35 Consistent with their general arguments, broadcasters considered they should be able to cover events in the galleries. As one broadcaster noted:

> ... our job is to report what happens. If what happens is newsworthy, I would argue that the cameras that are in there should give us the facility to report it.[13]

Other broadcasters stated that their coverage of events in the galleries, if permitted, would be responsible and professional.

2.36 The Clerk of the House strongly opposed a relaxation of this condition. He stated:

> I can understand the views of the media wanting to be able to have access to disturbances in the gallery. Their business is selling news. As a parliamentary officer I would be greatly concerned to see any relaxation of the prohibition on the cameras focussing on people in the gallery.[14]

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13 Evidence, p. 33.
14 Evidence, p. 52.

2.37 The Committee also considers there should be no relaxation on the prohibition of coverage disturbances or other unofficial events in the galleries. Coverage of such events could encourage others to behave inappropriately. Also, events in the galleries are not part of the proceedings of the House. Consequently an extension of the conditions to allow these events to be covered is not connected with the Committee's desire to see a fuller and more open coverage of the proceedings themselves.

2.38 While the Committee wishes to prohibit coverage of other than official events in the galleries it considers the prohibition is not necessary in the 'Conditions for Broadcasters'. Guideline 6 of the 'Guidelines for Camera Operators' states:

> Coverage of the galleries and the advisers' seats is not generally permitted except when distinguished visitors are referred to by the Speaker or the Deputy Speaker. In this case, the camera may focus briefly on that section of the Speaker's Gallery where the distinguished visitors are located.

2.39 As broadcasters can only use the Sound and Vision Office 'feed' they will not have footage of other than official events in the galleries and so will not be able to cover them.

2.40 The 'Guidelines for Camera Operators' also prevent footage being taken of disturbances by strangers on the floor of the House (Guideline 7).

2.41 The Committee considers the 'Guidelines for Camera Operators' prevent any footage being taken of disturbances in the galleries and on the floor of the Chamber and therefore sees no need for restrictions to be placed in conditions for broadcasters in this regard. There are no such restrictions in the Senate conditions.

Condition 10 - Privilege

2.42 The Department of the House of Representatives stated that this condition, providing for privilege cover for broadcasts and rebroadcasts was unnecessary and possibly could lead to confusion. The Department noted that the condition did not affect the substance of the law of privilege 'but it could muddy the waters in some circumstances'.[15] There is no similar condition in the Senate conditions and the Committee considers it should be removed from the conditions for the House of Representatives.

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15 Evidence, p. S67.

Condition 11 - Speaker's instructions

2.43 This condition provides for the Speaker or his or her delegate to make specific instructions to broadcasters. The Committee considers it to be a particularly important condition in the context of the relaxation of a number of other conditions. It will provide a mechanism to deal with those extreme cases where specific directions will be required. This is preferable to having general conditions which, in trying to deal with the extremes, also exclude acceptable situations. The Senate conditions have a similar provision.

Condition 12 - Penalties

2.44 This condition imposes penalties for breaches of the conditions. On only one occasion since 1991 has a penalty been imposed. A three day ban on access to extracts was imposed on the ABC's '7.30 Report' for a breach of the conditions prohibiting a ban on the rebroadcast of points of order.

2.45 There were mixed views about the imposition of penalties. Broadcasters considered that penalties for breaches were unenforceable. They believed it was virtually impossible to monitor media throughout Australia to ensure there were no breaches and, in the long term, penalties would be difficult to enforce. The imposition of penalties also was considered to create an ill feeling between the parliament and broadcasters that was counterproductive. As one broadcaster noted:

> ... once you raise the issue of a penalty, once you set a penalty, once there is a breach, you have to exercise it; you cannot waive the penalty. I know that, in some of the technical breaches, they really do not deserve this treatment.[16]

2.46 It was the view of the Department of the House of Representatives that, if detailed conditions are to be set, some penalty mechanism will need to be in place.[17] The Department considered the existing penalties to be appropriate. The Clerk of the House noted that the instance where a penalty had been imposed was 'a salutary lesson' to the particular program. He favoured retention of penalties for 'deliberate breaches of the conditions' noting that inadvertent breaches would be handled sensibly by the Speaker and others involved.[18]

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16 Evidence, p. 14.
17 Evidence, p. S67.
18 Evidence, p. 53.

2.47 The Committee favours the imposition of penalties where there has been a blatant and deliberate breach of the conditions. However, it does not consider it is necessary for penalties to be specified in the conditions. Rather the conditions should note that possible breaches will be considered by the House Standing Committee on the Televising of the House of Representatives and penalties may be imposed for breaches. This will provide the Committee with more discretion in terms of the consideration of breaches and the imposition of appropriate penalties.

Revised guidelines

2.48 With the changes having been made which the Committee considers necessary, the proposed conditions (at Appendix 6) are sensible and appropriate. They retain the essential differences where the differing nature of proceedings in the House of Representatives requires them, while overall achieving greater convergence with the Senate's conditions. The conditions provide the basis for a full and open coverage of House of Representatives proceedings by broadcasters. At the same time they will produce an appropriate coverage of those proceedings.

2.49 **The Committee recommends that:**

1. **the proposed conditions at Appendix 6 be adopted as the 'Conditions for Broadcasters' for live telecast and rebroadcast of House of Representatives proceedings.**

CHAPTER THREE

Guidelines for Camera Operators

3.1 The footage of House of Representatives proceedings that is available for use by broadcasters, either for live televising or rebroadcast of extracts of proceedings, is produced by the Sound and Vision Office within the Department of the Parliamentary Reporting Staff (DPRS). As this footage provides the raw material for use by broadcasters, it is essential that it provides an appropriate coverage of House of Representatives proceedings.

3.2 To ensure an appropriate coverage guidelines have been developed for SAVO's camera operators (at Appendix 5).

3.3 The Secretary of the Department of the Parliamentary Reporting Staff considered there was an obligation on the Sound and Vision Office to make the coverage of parliamentary proceedings interesting and relevant while preserving the dignity and decorum of Parliament as an institution and the content of debates. He considered the balance generally was right:

> I think it does run as an interesting program. There is sufficient movement in it to keep people's interest without detracting in any way from the content of what is being said, without detracting, I think, from the feeling you get in the Chamber and without detracting from the overall importance of the exercise.[19]

3.4 Comments concentrated on a few of the guidelines and the Committee will discuss only these.

Guideline 4 - Reaction shots

3.5 The Department of the Parliamentary Reporting Staff recommended some relaxation of this guideline. At present only those Members who have asked questions or who have been referred to in debate may be shown 'in reaction'. DPRS stated there were other circumstances where reaction shots would be appropriate such as:

- during a Budget speech showing Ministers whose portfolio is being referred to; and

19 Evidence, pp. 72-73.

- where the relevant Opposition Shadow Minister may be listening to a Minister's answer from a third party.

3.6 However, the Department of the House of Representatives considered the use of reaction shots tended to be excessive with the camera moving:

> ... somewhat disconcertingly from the Member with the call to another Member waiting for a reaction that at times never comes. This practice makes it harder to assimilate what the Member speaking is saying - the viewer is seeing the face of another Member for what seems like a protracted period.[20]

3.7 The Department recommended the guideline be amended to allow only 'sparing use of brief reaction spots of a Member'.

3.8 The Committee considers the balance in the guidelines in the use of reaction shots is appropriate and it would not favour either an extension or restriction in their use.

Guideline 8 - Panning

3.9 This guideline prohibits the use of panning along the benches.

3.10 DPRS recommended a relaxation on the prohibition on panning. It stated that the judicious use of panning in certain situations such as following a Minister to the Dispatch Box in answering a question or on ceremonial or special occasions or divisions would be appropriate. DPRS noted that panning has always been permitted in the Senate and has not caused any complaint. As a result of its experience in the Senate, the Sound and Vision Office is well versed in the appropriate use of panning.[21]

3.11 The Clerk of the House of Representatives also favoured the permission of limited panning. He considered this could provide a better alternative to the more extensive use of reaction shots.[22]

3.12 The Committee considers this guideline should be relaxed to allow limited panning of appropriate situations. In the context of there being no change to the guidelines to allow greater use of reaction shots, the Committee considers that limited panning will provide a better mechanism for introducing greater movement and variation into the coverage of proceedings.

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20 Evidence, p. S68.
21 Evidence, p. S87.
22 Evidence, p. 55.

Revised guidelines

3.13 A copy of the proposed guidelines for camera operators with the recommended amendments made is at Appendix 7.

3.14 **The Committee recommends that:**

2. the proposed 'Guidelines for Camera Operators' at Appendix 7 be adopted.

CHAPTER FOUR

Other Issues

4.1 Earlier sections of this report have concentrated on conditions for broadcast and rebroadcast of House of Representatives proceedings on television and the guidelines for camera operators. The purpose of this chapter is to explore a number of other related issues which emerged during the course of this inquiry.

Guidelines for committees

4.2 Both House of Representatives and Senate committees may be televised either in Parliament House or at other venues when a committee is conducting an inquiry at another location. Each House has different guidelines for committees which are at Appendices 8 and 9. A schedule comparing the committee guidelines for both Houses is at Appendix 10. Current guidelines in both Houses are based on the right of individual committees to determine whether or not they wish their public proceedings to be televised. If a committee determines to allow televising of its proceedings then the guidelines and conditions as set out operate for access by television crews.

4.3 The Select Committee on Televising recommended in 1991 that a common set of guidelines which would protect committee members and witnesses should be developed and it suggested that the Senate guidelines would be appropriate. However, the guidelines which were adopted for the House of Representatives were more detailed than those covering Senate committees.

4.4 The Committee was advised that the adoption of uniform guidelines in relation to House and Senate committees is being pursued at officer level by the Department of the House of Representatives.[23] This initiative is noted. The Committee requests that when a draft set of guidelines has been developed that it be submitted to the Committee for consideration.

4.5 Networks did not have a strong interest in live broadcasts of committee proceedings as they believed that the public interest was not sufficient to warrant such broadcasts. However, broadcasters indicated that there might be some other occasions when particularly newsworthy events were occurring in committee inquiries which would warrant live coverage and they would want to retain the option for live telecasts for these occasions.

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23 Evidence, p. S62.

4.6 Interest in covering the operations of parliamentary committees through the rebroadcast of extracts of proceedings has increased and broadcasters indicated that it is likely that coverage of parliamentary committee proceedings will further increase as part of news and current affairs programs.

4.7 Reference was also made to the number of committee proceedings which are televised internally on the House Monitoring System. As the costs of this service are not inconsiderable in terms of the use of SAVO's resources it was suggested that building occupants could attend hearings in which they had an interest thus negating the requirement to televise proceedings on the House Monitoring System.[24] The Committee notes that extension of the HMS to government departments, and potentially to others, creates an outside interest in the coverage of parliamentary committees on the HMS. Nevertheless, the Committee considers the Sound and Vision Office should review its coverage of committee proceedings.

4.8 In its evidence the Department of the Parliamentary Reporting Staff requested that guideline 3 'Filming of documents in the possession of committee members, witnesses and/or committee staff is prohibited', be amended to allow for the televising of documents which are publicly disclosed during an inquiry.

4.9 **The Committee recommends that:**

3. Guideline 3 of the House of Representatives guidelines for committees be amended to allow for the televising of publicly disclosed documents.

4.10 The Committee received evidence on the desirability of imposing penalties for non compliance with the committee guidelines. The Department of the House of Representatives proposed that a committee, through its Chairman, should be able to take action at the time of any infringement. Further the Department considered it would be desirable for the committee to advise the Speaker of the infringement and for the Speaker to determine whether any further action would be taken. If the infringement was extreme then it would be appropriate for this to be reported to the House.[25] The Committee supports this approach and suggests it be included in the guidelines for committees. The Senate guidelines do not impose penalties for non compliance but indicate that a committee shall report to the Senate any wilful breach of the conditions (Guideline 3).

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24 Evidence, pp. 47 and 58.

25 Letter dated 9 September 1993 from the Clerk of the House of Representatives to the Secretary.

4.11 A related issue is the difficulty of imposing penalties for infringements of the guidelines especially for crews televising inquiries at venues outside Parliament House. Given the difficulty in enforcing penalties, the guidelines should avoid spelling out penalties but include a provision for breaches to be reported to the Speaker for consideration and appropriate action. In the case of significant breaches report to the House by the committee would be appropriate.

House monitoring service access

4.12 The extension of the House Monitoring Service (HMS) through the provision of the signal to government departments and others in Canberra was agreed to by the House of Representatives on 28 September 1993 in the following terms:

> *The House authorises the extension of the provision of the House Monitoring Service television coverage of proceedings of the House and its committees to government departments and others, as may be determined by the Speaker, on such terms and conditions as stipulated by the Speaker.*(VP 1993-94/

4.13 The Senate also has approved the extension of the HMS of its proceedings. It is expected that this arrangement will commence on 18 October 1993. This initiative has resulted from a number of government departments seeking access to the HMS television coverage of the proceedings of both Houses.

4.14 Telecom as the owner of the optic fibre network will carry the signal and will arrange the recovery of its own transmission costs. An annual fee will be charged of each subscriber by DPRS for provision of the service.

4.15 Other bodies to which access is granted will be determined by the Presiding Officers. It is expected that organisations such as political parties and lobby groups also could be given acces under conditions agreed by the Presiding Officers. In the case of House of Representatives proceedings, access will be at the determination of the Speaker and on such terms and conditions as stipulated by the Speaker. These will be incorporated into a memorandum of understanding for subscribers.

4.16 In terms of wider access to parliamentary proceedings other options such as pay television or the establishment of a parliamentary television network were suggested. The Committee is aware of a possible review by the Joint Committee on the Broadcasting of Parliamentary Proceedings of Radio and Televising arrangements for the Parliament. As part of the review the Joint Committee should consider issues related to the extension of the HMS so that advice can be provided to the Presiding Officers. The Joint Committee's consideration should include an assessment of options such as pay television or the establishment of a parliamentary television network as a means of providing a wider access to greater amounts of parliamentary proceedings.

Still photography

4.17 Photographers were allowed access to the House of Representatives Chamber galleries from October 1992 under strict guidelines which were agreed after consultation between the then Speaker and the party whips. A copy of the guidelines is attached at Appendix 11. Arrangements allow for up to four accredited Press Gallery or Government Photographic Service photographers to take photographs from the House of Representatives Chamber galleries. Accredited photographers who wish to have access on a particular day advise the Serjeant-at-Arms who notifies the Speaker and party whips. The Committee received one written submission indicating that the current guidelines are acceptable and seeking confirmation of continued access.

4.18 **The Committee recommends that:**

4. the current arrangements providing access to the Chamber galleries for still photography continue under the guidelines at Appendix 11.

Filming of Members in Parliament House

4.19 The current conditions to be observed by members of the Federal Press Gallery and representatives from other media organisations are at Appendix 12. Media photographers and television crews may only film on invitation in private rooms, committee rooms and at official functions elsewhere in the building. Filming in other areas requires the approval of the Presiding Officers for joint areas and either the Speaker or President for areas under their control. Requests for permission often are at short notice resulting from a Minister or Member or Senator wishing to allow a film crew to televise a meeting or event considered important by that parliamentarian. There have been occasions when permission to film has been delayed due to absences of approving staff at the time.

4.20 The Committee believes that the conditions should be modified to allow filming in public areas within the Parliamentary Precincts unless such filming is restricted by the Serjeant-at-Arms or the Usher of the Black Rod when particular events would make filming inappropriate. Filming in such situations generally does not threaten the privacy of Members and Senators.

4.21 In similar vein the media accepted the guidelines for filming of Parliamentarians in Parliament House particularly at times when there were significant party meetings. The co-operation of the Serjeant-at-Arms and the whips was appreciated and sufficient access was granted.

Availability of video extracts

4.22 The current practice to allow video extracts for House of Representatives proceedings is for Members to be given a video copy of their first speeches and one other speech per year for educational purposes. Video extracts of proceedings are made available to the general community for educational or training purposes or the promotion of Australia. Except in the case of first speeches other video extracts can only be provided following application to the Serjeant-at-Arms Office and approval by the Speaker's delegate. This procedure has caused some difficulty for Members who wish to have copies of their own contributions in the House.[26]

4.23 The Senate has permitted access to video extracts of its proceedings on a cost recovery basis. The guidelines covering access to video extracts of Senate proceedings are at Appendix 13. The guidelines provide that videos must be used for fair and accurate reporting, be for the purpose of providing information about Senate proceedings and must not be used for political party advertising or election campaigns. Videos must not be used for satire or ridicule or commercial advertising. In practice however, SAVO provides videotapes of Senate proceedings without ascertaining the purpose for which the video will be used.[27]

4.24 The Committee considers the provision of video extracts from House of Representatives proceedings should be made more flexible to allow Members to obtain copies of their own contributions and, in the case of Question Time, responses by Ministers to Members' questions. Significant events such as the Treasurer's Budget Speech, the Leader of the Opposition's reply or condolence motions of prominent Australians could also be available to Members and the general public on a cost recovery basis. Proposed guidelines for access are at Appendix 14.

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26 Evidence, p. 77.
27 Evidence, p. 76.

4.25 **The Committee recommends that:**

5. video extracts of House of Representatives proceedings be made available under the guidelines at Appendix 14.

Use of captions

4.26 The Committee received a suggestion from the Department of the House of Representatives offering to develop procedures which would provide captions to identify speakers by name, party, electorate and identify the particular item being addressed by the proceedings televised on the House Monitoring Service. This would assist viewers in Parliament House to follow proceedings.

4.27 **The Committee recommends that:**

6. the Department of the House of Representatives provide captions to the HMS coverage of House of Representatives proceedings which would assist viewers to follow proceedings.

Radio and television scheduling

4.28 Radio broadcasting of the Parliament commenced in Australia in 1946. Broadcasts of Parliament are made and controlled under the *Parliamentary Proceedings Broadcasting Act* 1946. The Act directs the Australian Broadcasting Corporation to broadcast the proceedings of the House of Representatives or the Senate (section 4).

4.29 The Act also establishes the Joint Committee on the Broadcasting of Parliamentary Proceedings (section 5). The Committee has the responsibility to consider and specify in a report to both Houses the general principles covering the broadcast of parliamentary proceedings. The allocation of broadcasts between the two Houses also is determined by the Committee. Finally, the Committee determines the conditions for re-broadcast of proceedings (section 14).

4.30 While the televising of Joint Sittings of both Houses is covered by the Act (section 4.2), the Act does not deal with the televising of proceedings of the individual Houses. The arrangements in each House for the televising and rebroadcast of television extracts have been established by resolution in the individual Houses.

4.31 While the Joint Committee, under the Act, determines the days on which each House will be broadcast on radio, the scheduling of the televising of the two Houses is within the control of the ABC. A lack of co-ordination between the radio broadcasts and the televising of Question Time of both Houses has arisen. Almost invariably the House which is televised live (Question Time only) also is broadcast live on radio. A television replay of Question Time in the other House occurs very late at night on the same day.

4.32 This has been a source of significant complaint from the public. If the television schedule were changed to one that alternated with the long established radio broadcast schedule it would reduce the annual number of live telecasts of House of Representatives Question Time whilst increasing those of the Senate. This is because the current scheduling of radio broadcasts, in accordance with the General Principles, has a bias towards coverage of the House of Representatives. The ABC's scheduling of live television coverage of Question Time was designed to ensure an approximate balance in the coverage of both Houses over a year. Changes in this area may require a change to the general principles covering radio broadcasting and to the determination of broadcast days.

4.33 It is timely to consider the co-ordination and control of the radio and television mediums from a parliamentary perspective under a single body such as the Joint Committee. Any changes recommended would require amendments to the Act to cover the televising of proceedings in each House. A broad ranging review by the Joint Committee relating to a number of issues including radio and television scheduling for parliamentary proceedings will be undertaken in the near future.

Continuing review of guidelines

4.34 The Committee has made a number of recommendations to change existing guidelines. Its resolution of appointment allows for it to monitor the televising of Parliament and to report to the House from time to time. As the changes recommended in this report are substantial the Committee will monitor their effects and report to the House further changes as necessary bearing in mind the longer term objective to achieve uniform guidelines across the Parliament.

STEPHEN MARTIN, MP
SPEAKER

October 1993

APPENDIX ONE

List of Submissions

No.	Name of person/organisation
1	Mr E Cameron, MP
2	Hon D Dobie, MP
3	Mr R Rama
4	Mr E Mack, MP
5	Mr M Jones, News Limited
6	Mr B Reid, MP
7	Mr R Gorman, MP
8	Mr K Andrews, MP
9	Hon L Lieberman, MP
10	Dr J Hewson, MP
11	Mr B Webster
12	Department of Foreign Affairs and Trade
13	Mr A Sandell
14	ABC TV
15	Ms A Lambert
16	Department of the House of Representatives
17	Department of the Parliamentary Reporting Staff
18	Ten Network
19	Nine Network
20	Special Broadcasting Service
21	Community Television
22	Open Access Cable Pty Ltd
23	Richard J Rowe and Associates Pty Ltd
24	Association of Former Members of the Parliament of Australia
25	Mr Tim Fischer, MP
26	Mr J Trainer, MP

APPENDIX TWO

List of Exhibits

No.	Description
1	Comparison of Guidelines for Broadcasting and Telecasting of Committee Proceedings in the Senate and House of Representatives

APPENDIX THREE

List of Witnesses appearing at Public Hearings

Witness/Organisation	Date(s) of appearance
Australian Broadcasting Tribunal	
Mr Chris Anderson Head of News and Information Services	03.09.93
Mr Russell John Barton Political Editor, ABC TV News	03.09.93
Mr Antony Green ABC TV News	03.09.93
Mr David Hill Managing Director	03.09.93
Mr John Preston Lewis Executive Producer, *Order in the House*	03.09.93
Department of the House of Representatives	
Mr Lyn Barlin Clerk	03.09.93
Mr Bernard Clive Wright Acting Deputy Clerk	03.09.93
Department of the Parliamentary Reporting Staff	
Ms Sue Matthews Executive Assistant to the Secretary	07.09.93
Mr Bruce Sharp Manager, Sound and Vision Office	07.09.93
Mr Richard Smith Acting Director, Production Operations	07.09.93
Mr John Templeton Principal Parliamentary Reporter	07.09.93

National Nine Network

Mr Peter Harvey Director of News, Press Gallery	03.09.93
Mr Mark Andrew Jessop Chief Cameraman, Press Gallery	03.09.93

Network Ten Australia

Mr Paul Damian Bongiorno Bureau Chief, Press Gallery	03.09.93

SBS TV

Mr Andrew Tulloch Potter Director, TV News and Current Affairs	03.09.93
Mr Alan Sunderland Chief, Canberra Bureau	03.09.93

Seven Network

Mr Dennis Christopher Grant Bureau Chief, Press Gallery	03.09.93

APPENDIX FOUR

Conditions for Broadcasters

Authority to Broadcast

The House authorises live broadcast and rebroadcasts of the proceedings and excerpts of proceedings of the House of Representatives, including the adjournment debate, on television from 16 October 1991.

Conditions

Access to the proceedings of the House of Representatives for the televising of proceedings is subject to an undertaking to observe, and to comply with, the following conditions:

1. **Source of Recording**

   Broadcast and rebroadcast may occur and recordings may only be made from the official and dedicated, composite vision and sound feed provided by the Sound and Vision Office.

2. **Fair and Accurate Reporting**

   Televising shall be used only for the purposes of fair and accurate reports of proceedings, and shall not be used for:

(i) political party advertising or election campaigns;

(ii) satire or ridicule; and

(iii) commercial sponsorship or commercial advertising.

Note: Where excerpts are used on commercial networks, the station should try to ensure that advertising before and after excerpts is of an appropriate nature.

3. **Balanced Reporting**

   Reports of proceedings shall be such as to provide a balanced presentation of differing views.

4. **Context**

   Excerpts of proceedings are to be placed in context.

5. **Withdrawn Remarks**

Remarks in respect of which a Member claims misrepresentation or otherwise seeks withdrawal, and which are subsequently ordered to be withdrawn, or are voluntarily withdrawn, are not to be rebroadcast.

6. **Deletions from Hansard**

If the Speaker orders that a remark be deleted from Hansard, either at the time the remark was made or at a later time, the remark, the Speaker's direction and the proceedings relating to the matter, are not to be rebroadcast.

7. **Points of Order**

Points of order, and matters claimed to be points of order, are not to be rebroadcast.

8. **Technical Restrictions**

Footage must be broadcast at normal speed, with synchronised sound and vision.

9. **Acknowledgment of Speaker's Gallery**

Events in the galleries are not a part of the proceedings and should not generally be covered. However acknowledgment may be made of distinguished visitors in the Speaker's Gallery if the Speaker, or the Deputy Speaker, makes such a reference.

10. **Privilege**

Subject to an appropriate amendment to the Broadcasting Act, absolute privilege is to apply to live broadcasts. Qualified privilege only shall apply to broadcasters in the use of excerpts and delayed broadcasting of proceedings.

11. **Speaker's Instructions**

The instructions of the Speaker of the House of Representatives, or the Speaker's delegate, in respect of broadcasting, shall be observed.

12. **Penalties**

Non-compliance with the guidelines listed above may incur the following penalties for the stations involved:

(i) first breach - access to broadcast service withdrawn for three sitting days;

(ii) second breach - access to the broadcast service withdrawn for six sitting days;

(iii) such other penalty as is agreed by the House members on the Joint Broadcasting Committee.

Breaches of the guidelines shall be considered and determined by the House members on the Joint Committee on the Broadcasting of Parliamentary Proceedings.

Serjeant-at-Arms' office
16 October 1991

Ph. 277 4888

APPENDIX FIVE

Current Guidelines for Camera Operators

1. As a general principle cameras should focus on the Member with the call. Shots should be no closer than 'head and shoulders'.

2. Fine tuning or variations to depths of field at the discretion of the operator is acceptable.

3. Wide-angle shots of the Chamber may be used during Divisions and Question Time. Sparing use of the wide-angle shot may be used at other times.

4. Reaction shots of a Member are permitted:

   - when the Member has sought information which is being supplied by a Member having the call; or

   - when the Member is referred to in debate; and

   - if the Member is in the designated seat.

5. If an exchange between Members is too fast to permit normal camera switching, then a wider camera shot incorporating those involved in the exchange, including the Chair, is permitted.

6. Coverage of the Galleries and the advisers' seats is not generally permitted *except when distinguished visitors are referred to by the Speaker or the* Deputy Speaker. In this case, the camera may focus briefly on that section of the Speaker's Gallery where the distinguished visitors are located.

7. In the event of unparliamentary behaviour or disturbance by strangers on the floor of the House, the camera is to focus on the Chair or a slightly wider angle shot of the Chamber which incorporates the Chair and the dispatch boxes area but which does not show the offending incident.

8. No panning along the Benches shall be permitted.

9. No split-screen shots shall be permitted.

10. No close-up shots of Members' papers shall be permitted.

11. Instructions from the Speaker, or the Speaker's delegate, in relation to the operation of the sound and vision equipment in the House of Representatives, shall be observed.

Serjeant-at-Arms' Office,
16 October 1991

Ph. 277 4888

APPENDIX SIX

Proposed Conditions for Broadcasters

Authority to Broadcast

The House authorises live broadcast and rebroadcast of the proceedings and excerpts of proceedings of the House of Representatives, including ithe adjournment debate, on television from 16 October 1991.

Conditions

Access to the proceedings of the House of Representatives for the televising of proceedings is subject to an undertaking to observe, and to comply with a number of conditions. Non-compliance with the conditions may incur penalties for stations. Possible breaches of the conditions will be considered by the House Standing Committee on the Televising of the House of Representatives.

The conditions are:

1. **Source of Recording**

   Broadcast and rebroadcast may occur and recordings may only be made from the official and dedicated, composite vision and sound feed provided by the Sound and Vision Office.

2. **Fair and Accurate Reporting**

   Televising shall be used only for the purposes of fair and accurate reports of proceedings, and shall not be used for:

   (i) political party advertising or election campaigns;

   (ii) satire or ridicule; and

   (iii) commercial sponsorship or commercial advertising.

3. **Balanced Reporting**

   Reports of proceedings shall be such as to provide a balanced presentation of differing views.

4. Withdrawn Remarks

Remarks which are subsequently withdrawn may be rebroadcast only if the withdrawal is also rebroadcast.

5. Speaker's Instructions

The instructions of the Speaker of the House of Representatives, or the Speaker's delegate, in respect of broadcasting, shall be observed.

APPENDIX SEVEN

Proposed Guidelines for Camera Operators

1. As a general principle cameras should focus on the Member with the call. Shots should be no closer than 'head and shoulders'.

2. Fine tuning or variations to depths of field at the discretion of the operator is acceptable.

3. Wide-angle shots of the Chamber may be used during Divisions and Question Time. Sparing use of the wide-angle shot may be used at other times.

4. Reaction shots of a Member are permitted:

   - when the Member has sought information which is being supplied by a Member having the call; or

   - when the Member is referred to in debate; and

   - if the Member is in the designated seat.

5. If an exchange between Members is too fast to permit normal camera switching, then a wider camera shot incorporating those involved in the exchange, including the Chair, is permitted.

6. Coverage of the Galleries and the advisers' seats is not generally permitted except when distinguished visitors are referred to by the Speaker or the Deputy Speaker. In this case, the camera may focus briefly on that section of the Speaker's Gallery where the distinguished visitors are located.

7. In the event of unparliamentary behaviour or disturbance by strangers on the floor of the House, the camera is to focus on the Chair or a slightly wider angle shot of the Chamber which incorporates the Chair and the dispatch boxes area but which does not show the offending incident.

8. Limited panning along the Benches is permitted in appropriate circumstances.

9. No split-screen shots shall be permitted.

10. No close-up shots of Members' papers shall be permitted.

11. Instructions from the Speaker, or the Speaker's delegate, in relation to the operation of the sound and vision equipment in the House of Representatives, shall be observed.

APPENDIX EIGHT

Senate Broadcasting of Committee Proceedings

That the following rules apply in relation to broadcasting, including rebroadcasting, in sound or visual images, or in combined sound and visual images, of the proceedings of a committee.

(1) Recording and broadcasting of proceedings of a committee may occur only in accordance with the authorisation of the committee by a deliberate decision of the committee.

(2) A committee may authorise the broadcasting of only its public proceedings.

(3) A committee may determine conditions, not inconsistent with these rules, for the recording and broadcasting of its proceedings, may order that any part of its proceedings not be recorded or broadcast, and may give instructions for the observance of conditions so determined and orders so made. A committee shall report to the Senate any wilful breach of such conditions, orders or instructions.

(4) Broadcasting of committee proceedings shall be for the purpose only of making fair and accurate reports of those proceedings, and, in particular:

(a) shall not be the subject of commercial sponsorship or be used for commercial advertising; and

(b) shall not be used for election advertising.

(5) Recording and broadcasting of proceedings of a committee shall not be such as to interfere with the conduct of those proceedings.

(6) Where a committee intends to permit the broadcasting of its proceedings, a witness who is to appear in those proceedings shall be given reasonable opportunity, before appearing in the proceedings, to object to the broadcasting of the proceedings and to state the ground of the objection. The committee shall consider any such objection, having regard to the proper protection of the witness and the public interest in the proceedings, and if the committee decides to permit broadcasting of the proceedings notwithstanding the witness' objection, the witness shall be so informed before appearing in the proceedings.

(23 August 1990 J.237)

APPENDIX NINE

House of Representatives Guidelines for Committees

1. Only public hearings may be broadcast or televised. It is for the committee to decide in all cases whether such coverage will be permitted. The committee may at any time withdraw any approval granted.

2. Members of the press and members of the public shall not encroach into the committee's working area nor issue instructions to members of the committee nor to persons giving evidence for the purposes of filming.

3. Filming of documents in the possession of committee members, witnesses and/or committee staff is prohibited.

4. Excerpts may be taken from proceedings of the committee (whether or not the proceedings are being continuously broadcast).

5. Excerpts shall not be used for the purposes of satire or ridicule.

6. Excerpts are not to be used for the purposes of political party advertising or in election campaigns.

7. Fairness and accuracy and a general overall balance must be observed.

8. Excerpts must be placed in context. Commentators should identify members by name.

9. Anything occurring in the gallery is not part of the proceedings and should not be used.

10. Where excerpts are used on commercial television networks, any advertising that occurs either before or after excerpts of the committee's proceedings are shown should not in any way reflect on or detract from those proceedings.

11. Where a committee intends to permit the broadcasting or televising of its proceedings, a witness who is to appear shall be given reasonable opportunity, before appearing, to object and to state the ground of the objection. The committee shall consider any such objection, having regard to the proper protection of the witness and the public interest in the proceedings, and if the committee decides to proceed notwithstanding the witness' objection, the witness shall be so informed before appearing in the proceedings.

12. Access to proceedings for the purpose of broadcasting, televising or recording excerpts shall be on the basis of an undertaking to observe these conditions and those conditions which apply to the general broadcasting of proceedings of the House of Representatives which are not inconsistent with these guidelines.

APPENDIX TEN

Broadcasting and Telecasting of Committee Proceedings

House of Representatives	Senate
Guidelines	*Rules*
	That the following rules apply in relation to broadcasting, including rebroadcasting, in sound or visual images, or in combined sound and visual images, of the proceedings of a committee. [Introduction]
Only public hearings may be broadcast or televised. It is for the committee to decide in all cases whether such coverage will be permitted. The committee may at any time withdraw any approval granted. [1]	A committee may authorise the broadcasting of only its public proceedings. [2] Recording and broadcasting of proceedings of a committee may occur only in accordance with the authorisation of the committee by a deliberate decision of the committee. [1]
Members of the press and members of the public shall not encroach into the committee's working area nor issue instructions to members of the committee nor to persons giving evidence for the purposes of filming. [2]	Recording and broadcasting of proceedings of a committee shall not be such as to interfere with the conduct of those proceedings. [5]
Filming of documents in the possession of committee members, witnesses and/or committee staff is prohibited. [3]	-
Excerpts may be taken from proceedings of the committee (whether or not the proceedings are being continuously broadcast). [4]	-
Excerpts are not to be used for the purpose of satire or ridicule. [5]	-

Excerpts shall not be used for the purposes of political party advertising or in elections campaigns. **[6]** Where excerpts are used on commercial television networks, any advertising that occurs either before or after excerpts of the committee's proceedings are shown should not in any way reflect on or detract from those proceedings. **[10]** Fairness and accuracy and a general overall balance must be observed. **[7]**	Broadcasting of committee proceedings shall be for the purpose only of making fair and accurate reports of those proceedings, and, in particular: (a) shall not be the subject of commercial sponsorship or be used for commercial advertising; and (b) shall not be used for election advertising. **[4]**
Excerpts must be placed in context. Commentators should identify members by name. **[8]**	-
Anything occurring in the gallery is not part of the proceedings and should not be used. **[9]**	-
Where a committee intend to permit the broadcasting or televising of its proceedings, a witness who is to appear shall be given reasonable opportunity, before appearing, to object and to state the ground of the objection. The committee shall consider any such objection, having regard to the proper protection of the witness and the public interest in the proceedings, and if the committee decides to proceed notwithstanding the witness' objection, the witness shall be so informed before appearing in the proceedings. **[11]**	Where a committee intends to permit the broadcasting of its proceedings, a witness who is to appear in those proceeding shall be given reasonable opportunity, before appearing in the proceedings, to object to the broadcasting of the proceedings and to state the ground of the objection. The committee shall consider any such objection, having regard to the proper protection of the witness and the public interest in the proceedings, and if the committee decides to permit broadcasting of the proceedings notwithstanding the witness' objection, the witness shall be so informed before appearing in the proceedings. **[6]**
Access to proceedings for the purpose of broadcasting, televising or recording excerpts shall be on the basis of an undertaking to observe these conditions and those conditions which apply to the general broadcasting of proceedings of the House of Representatives which are not inconsistent with these guidelines. **[2]**	-

A committee may determine conditions, not inconsistent with these rules, for the recording and broadcasting of its proceedings, may order that any part of its proceedings not be recorded or broadcast, and may give instructions for the observance of conditions so determined and orders so made. A committee shall report to the Senate any wilful breach of such conditions, orders or instructions. [3]

Resolution of the Senate
23 August 1990

Resolution of the House of Representatives
16 October 1991

That:

(1) the House authorised live television broadcast and rebroadcast of:

(a) ....

(b) the public proceedings of House of Representatives committees, subject to the approval of individual committees

as provided for by this resolution

.....

(5) until otherwise determined the conditions and guidelines to apply to live television broadcast and rebroadcast shall be those set out in the Report of the Inquiry into the Televising of the House of Representatives and its committees, dated August 1991.

The guidelines set out above are those recommended in that report at paragraphs 5.1.15 and 5.1.16, pp 50-52.

APPENDIX ELEVEN

Arrangements governing access to the House of Representatives for press gallery still photographers

Access to the proceedings of the House of Representatives for still photography is subject to an undertaking to observe, and to comply with, the following arrangements and conditions.

(a) Still photographic access to the proceedings of the House of Representatives is limited to photographers who are members of the Federal Parliamentary Press Gallery and the Government Photographic Service and whose names are registered with the Serjeant-at-Arms.

(b) The number of still photographers permitted in the public galleries at any time is limited to four.

(c) Still photography is only permitted:

(i) during Question Time, and
(ii) at other times when approved by the Speaker and notified by the Serjeant-at-Arms.

(d) Still photographs taken under these arrangements are to be used only for the purposes of fair and accurate reports of proceedings, and shall not be used for:

(i) political party advertising or election campaigns;
(ii) satire or ridicule; and
(iii) commercial sponsorship or commercial advertising.

(e) The Member with the call shall be the focal point of all photographs with the exception of general photographs of the Chamber in which both sides of the floor of the Chamber are shown.

(f) Telephoto lens photography must not show any Member closer than at 'head and shoulders' distance.

(g) No close-up photograph of Members' papers is permitted.

(h) Photographs of persons in the galleries is not permitted, the only exception being photographs of distinguished visitors at the time they are being welcomed on behalf of the House by the Chair.

(i) Photographs of disturbances by visitors or any other persons or unparliamentary behaviour is not permitted.

(j) The use of flash or other sources of additional light and motor driven cameras is not permitted.

(k) As a general principle, photographers should be as unobtrusive as possible and not disturb the view of visitors in the galleries.

(l) Photographers shall observe the instructions of the Speaker or the Speaker's delegate.

(m) Access to the gallery by the photographer and the newspaper concerned may be withdrawn for non-compliance with these arrangements.

* for the first breach - seven sitting days.
* for the second breach - fourteen sitting days.
* for the third breach - the equivalent of one period of sittings.
* for further breaches - for the life of the Parliament.

Serjeant-at-Arms Office
Ph: 277 4888

8 October 1992

APPENDIX TWELVE

Conditions to be observed by Members of the Federal Parliamentary Press Gallery and representatives of other media organisations admitted to Parliament House

The Presiding Officers have determined that the following conditions shall be observed by members of the Federal Parliamentary Press Gallery in Parliament House and representatives of other media organisations admitted to Parliament House.

As a general rule members of the Gallery wishing to speak with a Senator or member in Parliament House should make an appointment by telephone.

Members of the Gallery may not enter the Lobbies of the Senate or the House of Representatives and should not linger in the corridors in the vicinity of the Cabinet Room or Party Rooms. During Cabinet or Party meetings, this prohibition is absolute. In these areas, members of the Gallery may not seek to engage Senators or Members in conversation.

Members of the Gallery are not permitted to enter the Members' Dining Room or Member's Bar.

In addition to studios and press conference rooms, media photographers and television crews may film on invitation in private rooms, committee rooms and at official functions elsewhere in the building. Similar conditions apply to tape recordings by radio journalists. Filming or tape recording in other circumstances throughout the building and its courtyards is prohibited without the specific approval of the President and/or the Speaker.

Journalists and camera crews must not stand at the entrances to Parliament House so as to impede the access of Senators, Members or others to the building. They should avoid using the areas in the immediate vicinity of the entrances for the purposes of interviewing Senators, Members or other persons. In any event, journalists and camera crews must confirm with the directions of attendants or Australian Protective Service officers at the entrances.

Members of the Gallery when in the Press Gallery of the Senate or the House of Representatives, should maintain the standards of dress adopted by the majority of Senators and Members when attending in the Chambers.

Members of the Gallery sponsoring admission of visitors into Parliament House are responsible for those visitors until they leave the building. Where those visitors are representatives of media organisations, the member is responsible for advising the visitors of these conditions.

Parliamentary officers administer these conditions with understanding and flexibility but can do so only with the co-operation of members of the Gallery.

Abuse of these conditions by members of the Gallery may result in the rights of access to Parliament House of an individual or organisation being restricted.

2 November 1989

APPENDIX THIRTEEN

Access to Video Recordings of Senate Proceedings

That persons other than television stations may make use of video recordings of Senate proceedings, subject to the following conditions:

Recordings of proceedings are to be used only for the purposes of:

(a) providing fair and accurate reports of Senate proceedings; or
(b) providing information about the proceedings and operation of the Senate,

and shall not be used for:

(c) political party advertising or election campaigns;
(d) satire or ridicule; or
(e) commercial advertising.

(13 February 1991 J.737)

APPENDIX FOURTEEN

Proposed Guidelines for access to Video Recordings of House of Representatives Proceedings

That persons other than television stations may make use of video recordings of House of Representatives proceedings, subject to the following conditions:

Recordings of proceedings are to be used only for the purposes of:

providing fair and accurate reports of House of Representatives proceedings; or

(b) providing information about the proceedings and operations of the House of Representatives,

and shall not be used for:

(c) political party advertising or election campaigns;
(d) satire or ridicule; or
(e) commercial advertising.

Video recordings can be used by Members in relation to their own speeches in the House of Representatives or responses to their questions by Ministers.

Video recordings of significant speeches can be used by the general community. Significant speeches include:

- the Treasurer's Budget speech and the Leader of the Opposition's reply to the Budget;
- Ministerial statements by the Prime Minister and other Ministers and the relevant Opposition spokesperson's reply;
- condolence motions of prominent Australians; and
- other significant speeches as approved by the Speaker or the Speaker's delegate.

Video recordings made available under these guidelines will be provided by the Sound and Vision Office (telephone 06 277 5462) on a cost recovery basis.

All other requests to use video recordings of House of Representatives proceedings should be referred to the Serjeant-at-Arms (telephone 06 277 4888).