

CHAPTER 10

ELECTION BROADCASTING, MEDIA REPORTING AND ELECTION FORUMS

PART I : GENERAL

10.1 Based on the **principle of fair and equal treatment**, the EAC promulgates the guidelines for election-related programmes and reports, including news reports, election forums and feature reports, produced and published by broadcasters (covering television and radio stations licensed under the Broadcasting Ordinance (Cap 562) and the Telecommunications Ordinance (Cap 106) respectively) and the print media. *[Amended in September 2019]*

10.2 The EAC highly respects the freedom of the press and hopes that electors are able to obtain sufficient election information through media reporting for making informed choices. In setting out the guidelines in this chapter, the EAC does not seek to regulate the contents of media reporting, but aims to ensure a fair and equal opportunity of media coverage for all candidates. *[Added in September 2019]*

10.3 During the election period (i.e. from the commencement of the nomination period up to the end of the polling day), the media should treat all candidates in accordance with the **principle of fair and equal treatment** in handling programmes and reports relating to the election and the candidates and ensure that no favourable or unfavourable treatment is given to any candidates. *[Amended in September 2019]*

10.4 Provided that fair and equal treatment is given in reporting all candidates, the media can freely express opinions and comments based on

facts, and show approval or disapproval of the election platforms and views of individual candidates. *[Amended in September 2019 and September 2023]*

10.5 Most importantly, media organisations should ensure that their programmes or reports will not become EAs (i.e. promoting or prejudicing the election of a particular candidate or particular candidates) in order to avoid breaching the law due to the election expenses incurred by persons other than candidates or authorised election expense agents. See Chapters 7 and 15 for details. *[Added in September 2019]*

IMPORTANT :

The definition of “candidate” in this chapter (i.e. Chapter 10) is different from the definition under s 2 of the ECICO. According to s 2 of the ECICO, “candidate” means a person who stands nominated as a candidate at an election and also means a person who, at any time before the close of nominations for an election, has publicly declared an intention to stand as a candidate at the election. This legislative provision is applicable to the requirements on candidates’ EAs, election expenses or other requirements under the ECICO.

For the purpose of the principle of fair and equal treatment of candidates under the guidelines in this chapter (i.e. Chapter 10), “candidate” means a person whose nomination form has been received by the RO⁴⁷. Given the diverse means and platforms employed by different persons to publicly declare their intention to stand for election, the media may have practical difficulties in obtaining full information on all such persons. Hence, a

⁴⁷ Upon receipt of the nomination form, the RO must, as soon as practicable, forward the form to the DCERC for deciding the validity of nomination. Meanwhile, the information of the person being nominated will be uploaded onto the relevant election website for public information on the day when the RO receives the nomination form.

definition of “candidate” for the operational convenience of the media is specially given in this chapter. The media may, based on the list of candidates (whose nomination forms have been received by the RO) provided on the election website, treat all the candidates of the same constituency in accordance with the principle of fair and equal treatment. **It is important to note that the definition of “candidate” in this chapter is only an operational definition for the purpose of the implementation of the principle of fair and equal treatment, but is not a legal definition under any legislation.** In the aspect of legislation, as mentioned above, for compliance with the requirements on EAs, election expenses or other requirements under the ECICO, the definition of “candidate” under s 2 of the ECICO should prevail. *[Amended in September 2019 and September 2023]*

PART II : NEWS REPORTS (BROADCASTERS AND PRINT MEDIA)

10.6 News report means the report of events happening on the day or in a recent period. *[Added in September 2019]*

10.7 The media should follow the **principle of fair and equal treatment** in reporting news relating to the election and the candidates. However, the requirement of equivalent time/number of words is not applicable. *[Amended in September 2019]*

10.8 Election-related news involving a particular candidate can be reported on its own if there is no news about some of the candidates that day. However, the other candidates of the same constituency must at least be mentioned. The mention should be made in the same programme or publication by the media in an appropriate way. It may not necessarily appear within the content of the same report, but should in principle, keep the viewers,

listeners or readers informed of the other candidates. *[Added in September 2019]*

10.9 For the DCCs, due to the considerable number of seats and candidates involved, the media may have practical difficulties in mentioning all the other candidates of a DCC in the same programme or publication. Therefore, the media may choose to provide viewers, listeners or readers with the total number of candidates of a DCC during the programme or in the publication, and mention the platform maintained by the media (e.g. the webpage of the organisation/programme/publication) in which the names of the other candidates of the DCC can be found. *[Added in September 2023]*

10.10 News unrelated to the election, even if a candidate is involved, can be factually reported, as long as the status as a candidate is not mentioned in the report. Reference to other candidates of the same constituency needs not be made. In any case, the relevant news reporting should not give favourable or unfavourable treatment to any candidates. *[Added in September 2019]*

10.11 When determining whether any news reporting by the media is in breach of the principle of fair and equal treatment, the EAC may take into consideration the overall reporting by the media organisation during the election period. *[Added in September 2019]*

PART III : ELECTION FORUMS

10.12 During the election period, broadcasters may organise election forums. Broadcasters should ensure that the principle of fair and equal treatment is applied to all candidates. If a candidate is invited to take part in an election forum, then all candidates of the same constituency should also be invited so as to give them an equal opportunity to attend the forum and present

their election platforms. Some candidates may choose not to attend due to personal or other reasons. Under such circumstances, the broadcaster may proceed with the programme without contravening the principle of fair and equal treatment. A record must be kept by the broadcaster on the date, time and contents of the invitation and the notice until three months after the election. *[Amended in September 2019]*

10.13 The entire election forum should be produced and conducted by the broadcaster according to the principle of fair and equal treatment. The principle does not require that each participating candidate must be given the same time of expressing their views in the entire election forum, but it requires broadcasters to give each candidate “equivalent time” in the session of presenting his/her election platform. For other sessions of the forum, such as the debate session in which each candidate may freely express his/her views on specific issues, it is of utmost importance that the presenter should try his/her best to ensure that each candidate has the opportunity to express his/her views or make responses in accordance with the principle of fair and equal treatment at any time throughout the programme. *[Amended in September 2019 and September 2023]*

10.14 Other organisations or groups, such as professional bodies or trade organisations, academic institutions or schools, may also organise election forums for promoting civic education or other purposes. In line with the principle of fair and equal treatment of candidates, the EAC appeals to all organisers to invite all candidates of the same constituency to attend these forums, so that no unfair advantage will be accorded to or obtained by any candidate over others regarding election campaigning. Some candidates may choose not to attend due to personal or other reasons. Under such circumstances, the forum organiser may proceed with the activity without contravening the principle of fair and equal treatment. Information and records relating to the invitation must be kept by the relevant organisation or

group until three months after the election. *[Amended in September 2019 and September 2023]*

10.15 Broadcasters and other organisations or groups, during the conduct of election forums, should not give favourable or unfavourable treatment to any candidate and cause unfairness to any candidate. *[Amended in September 2019 and September 2023]*

10.16 The EAC appeals to all candidates to attend these election forums as far as possible so as to keep electors and the public apprised of their election platforms. *[Amended in September 2019]*

PART IV : FEATURE REPORTS (BROADCASTERS)

10.17 In line with the principle of fair and equal treatment, when producing a feature programme or interview to introduce individual candidates, whether in news bulletins or during the airtime of other programmes, broadcasters should give an equal opportunity and comparable time to all the candidates of the same constituency. *[Added in September 2019]*

10.18 When inviting any candidate to an interview, broadcasters should invite all candidates contesting in the same constituency and give them an equal opportunity to appear in interviews. The EAC appeals to all candidates to accept invitations to interviews as far as possible in order to enable electors and the public to be apprised of their election platforms. Some candidates may choose not to accept the invitations due to personal or other reasons. Under such circumstances, the broadcaster may proceed with the programme without contravening the principle of fair and equal treatment. A record must be kept by the broadcaster on the date, time and contents of the invitation and the notice until three months after the election. *[Amended in September 2019]*

10.19 To avoid misunderstanding, broadcasters should provide the viewers or listeners of the programmes with clear information on the total number and names of candidates of the same constituency. Nevertheless, for the DCCs, due to the considerable number of seats and candidates involved, the broadcasters may have practical difficulties in mentioning all the other candidates of a DCC in the same programme. Therefore, the broadcasters may choose to provide viewers or listeners with the total number of candidates of a DCC during the programme, and mention the platform maintained by the broadcasters (e.g. the webpage of the organisation/programme) in which the names of the other candidates of the DCC can be found. Furthermore, to ensure fair treatment to all candidates concerned, broadcasters should in particular take heed of the observations by the Court in an election petition relating to the 2010 LegCo By-election as set out in **Appendix 11** and, where appropriate, follow the arrangements set out therein when producing election-related multi-episode feature reports. *[Amended in September 2019 and September 2023]*

10.20 Broadcasters should note para. 10.5 above about the statutory requirements in relation to EAs and election expenses to be incurred, a person, other than a candidate or a candidate's election expense agent, engages in illegal conduct at an election if the person incurs election expenses at or in connection with the election [s 23(1) of the ECICO]. *[Added in September 2023]*

10.21 When determining whether an election-themed feature report produced by a broadcaster is in breach of the principle of fair and equal treatment, the EAC may take into consideration the overall circumstances of relevant feature reports produced by the broadcaster during the election period. *[Added in September 2019]*

PART V : FEATURE REPORTS (PRINT MEDIA)

10.22 If the print media conducts interviews to introduce individual candidates during the election period, it should also give the other candidates contesting in the same constituency an equal opportunity to be interviewed so as to ensure that the electors can access more relevant information about the election for making informed choices. *[Amended in September 2019]*

10.23 In the interview reports of individual candidates by the print media, mention of other candidates of the same constituency should be made. The mention may be made in an appropriate way by the media organisation. It may not necessarily appear within the content of the same report but should, in principle, keep readers informed of the other candidates. For instance, when an interview with a candidate is published on a newspaper, the names of other candidates of the same constituency may be listed on the same page of the report or on other pages. Nevertheless, for the DCCs, due to the considerable number of seats and candidates involved, the print media may have practical difficulties in mentioning all the other candidates of a DCC in the same publication. Therefore, the print media may choose to provide readers with the total number of candidates of a DCC in the publication, and mention the platform maintained by the print media (e.g. the webpage of the organisation/publication) in which the names of the other candidates of the DCC can be found. *[Added in September 2019 and amended in September 2023]*

10.24 The EAC appeals to the print media to accord **fair and equal treatment** and equal opportunity as far as practicable to all candidates in respect of reporting on candidates contesting in the same constituency and their electioneering activities. How to treat the candidates fairly and equally in practice depends on the actual circumstances. See **Appendix 12** for the elaboration. When determining whether any feature report by the print media is in breach of the principle of fair and equal treatment, the EAC may take into

consideration the overall reporting by the media organisation during the election period. *[Amended in September 2019]*

10.25 The print media should ensure that, during the election period, their reporting will neither give unfair publicity to a particular candidate, nor lead the public to perceive that such reporting is made for the publicity of that particular candidate. Publications (e.g. newspaper supplements or leaflets) that promote or prejudice the election of a particular candidate or particular candidates, whether for free or otherwise, may be regarded as EAs for the candidate(s) concerned and will be subject to the requirements on election expenses as stipulated in Chapter 15. The publisher, other than a candidate or an authorised election expense agent, may contravene the relevant legislation if it incurs election expenses at or in connection with the election [s 23(1) of the ECICO]. *[Amended in September 2019 and September 2023]*

PART VI : NON-ELECTION-RELATED PROGRAMMES AND ARTICLES

10.26 During the election period, a candidate may appear as a guest in a non-election-related programme on television/radio or an interview by the print media insofar as his/her participation is pertinent to his/her position, i.e. the candidate is invited because his/her professional knowledge or past experience is in close connection with the subject matters of the programme or interview. A documented record should be kept by the broadcaster/print media to provide justification regarding the choice of guests, including there being no better choice of alternative guests, etc. The broadcaster/print media should ensure that no election-related topics (including the electioneering campaigns of the candidate) will be mentioned in the programme/article and no unfair publicity will be given to the candidate. Otherwise, under the principle of fair and equal treatment, the broadcaster/print media should also give the other

candidates contesting in the same constituency an equal opportunity of making an appearance/being interviewed. *[Amended in September 2019]*

10.27 Likewise, during the election period, if a representative of a political party or political organisation with members contesting at the election, or a prescribed body the registered name or registered emblem of which is to be printed on the ballot papers at the election, is invited to appear as a guest in a non-election-related programme/interview, the broadcaster/print media should also ensure that the participation of the representative is pertinent to his/her position, i.e. the representative is invited because his/her professional knowledge or past experience is in close connection with the subject matters of the programme/interview. A documented record should be kept by the broadcaster/print media to provide justification regarding the choice of guests, including there being no better choice of alternative guests, etc. The broadcaster/print media should ensure that no election-related topics (including the electioneering campaigns) will be mentioned in the programme/article, no election-related materials (including badges and clothing) of the political party, political organisation or prescribed body to which the representative belongs will be displayed in the programme/article, and the programme/article will not cause any unfairness to any candidate. Otherwise, under the principle of fair and equal treatment, the broadcaster/print media should also give all the political parties or political organisations with members contesting at the election or prescribed bodies the registered names or registered emblems of which will be printed on the ballot papers at the election (whether or not they are contesting in the same constituency) and all independent candidates an equal opportunity of making an appearance/being interviewed. *[Amended in September 2019]*

PART VII : AVOIDING UNFAIR PUBLICITY

10.28 During the election period, media organisations should ensure that no favourable or unfavourable treatment will be given to any candidate, and **no** such unfair advantage should be **obtained** by candidates. If a candidate has more opportunities for publicity than other candidates on the basis of his/her background or profession, he/she should also endeavour to avoid obtaining such unfair publicity. *[Amended in September 2019]*

Candidates Appearing on Television/Radio/Movie as Presenters, Regular Contributors, Actors, Musicians, Singers or Other Entertainers

10.29 A presenter, including a guest presenter, or a regular contributor should not appear in any programme in his/her normal programme role after he/she has publicly declared his/her intention to stand for election or during the election period if he/she becomes a candidate. This is to avoid unfair publicity for him/her at the critical time, but he/she may appear as a candidate in election forums referred to in Part III of this chapter.

10.30 A person who has been contracted to appear as presenter, regular contributor, actor, musician, singer or any other form of entertainer in any performance scheduled to be shown before he/she has publicly declared his/her intention to stand for election, or before or after the election period may always do so and continue to do so. However, such a person should make his/her utmost endeavours to request the person(s)-in-charge not to broadcast his/her appearance in any media after he/she has publicly declared his/her intention to stand for election or during the election period if he/she becomes a candidate. The EAC appeals to the aforesaid person(s)-in-charge to accede to such a request as far as practicable in order to avoid giving unfair publicity to the person concerned. *[Amended in September 2007 and September 2011]*

Candidates Appearing in Commercial Advertisements

10.31 A person should not participate in the making of any advertisement in which his/her image, name or voice appears (“the relevant advertisement”) while knowing that the relevant advertisement will be broadcast on television/radio or in cinema after he/she has publicly declared his/her intention to stand for election or during the election period if he/she becomes a candidate.

10.32 In case that after the relevant advertisement has been made, the person then decides to stand for election while knowing that the relevant advertisement will be broadcast on television/radio or in cinema after he/she has publicly declared his/her intention to stand for election or after commencement of the nomination period if he/she becomes a candidate during that period, he/she should make his/her utmost endeavours to request the person(s)-in-charge not to broadcast the relevant advertisement after he/she has publicly declared his/her intention to stand for election or during the election period. The EAC appeals to the aforesaid person(s)-in-charge to accede to such a request as far as practicable in order to avoid giving unfair publicity to the person concerned. *[Amended in September 2007 and September 2011]*

Candidates Contributing Regularly to Print Media

10.33 A regular columnist should not contribute articles to the print media after he/she has publicly declared his/her intention to stand for election or during the election period if he/she becomes a candidate. This is to avoid unfair publicity for him/her at the critical time. A person who has been contracted to serve as a regular columnist should make his/her utmost endeavours to request the person(s)-in-charge not to publish his/her commentaries in any media after he/she has publicly declared his/her intention to stand for election or during the election period if he/she becomes a candidate. The EAC appeals to the aforesaid person(s)-in-charge to accede to

such a request as far as practicable in order to avoid giving unfair publicity to the person concerned. *[Amended in September 2011]*

PART VIII : PLACING ELECTION ADVERTISEMENTS IN MEDIA

10.34 Television stations licensed under the Broadcasting Ordinance are not allowed to broadcast advertisements of a political nature under the law. Radio stations licensed under the Telecommunications Ordinance are not allowed to broadcast advertisements of a political nature under the Code of Practice issued by the Communications Authority unless prior approval has been given by the Communications Authority. *[Amended in September 2019]*

10.35 A candidate may advertise in the print media to promote his/her candidacy. Where such an EA is placed in the print media and takes the form of a news report or any other form which does not clearly show that it is an EA, the words “**Election Advertisement**” or “**選舉廣告**” must be stated therein to avoid misunderstanding among readers that it is not an EA (see para. 7.63 of Chapter 7). The expenses so incurred must be accounted for in the election return. An EA placed in a registered local newspaper is exempted from the requirement on bearing printing details (see para. 7.62 of Chapter 7 for details). The EAC appeals to all members of the print media to give all candidates contesting in the same constituency **an equal opportunity** of placing EAs in the print media. *[Amended in September 2007, September 2011 and September 2015]*

PART IX : SANCTION

10.36 Whether the principle of fair and equal treatment is complied with or whether any favourable or unfavourable treatment is given to any candidate

by the media should be determined having regard to the overall reporting by the media organisation during the election period. *[Added in September 2019]*

10.37 Any broadcaster, member of the print media or forum organiser who is found to have treated the candidates in an unfair or unequal manner may be **reprimanded** or **censured** by the EAC in a public statement, in which the names of the candidates receiving favourable or unfavourable treatment as well as the names of the broadcaster, member of the print media or forum organiser concerned will be released. The EAC may also notify the relevant authorities for appropriate action to be taken. Moreover, the programme, news report or article concerned may very likely have the effect of promoting or prejudicing the election of a particular candidate or particular candidates and thus be construed as an EA for the candidate(s) concerned. As such, it may contravene the statutory requirements on EAs and election expenses (see Chapters 7 and 15), and both the media organisation and candidate(s) concerned may be subject to criminal liability. The EAC will refer cases of possible breaches to the relevant law enforcement agencies for follow-up. In view of the above, the EAC appeals to all broadcasters, members of the print media, forum organisers and candidates to strictly comply with the guidelines set out in this chapter and avoid any conduct which will cause public concern about the fairness of the election. *[Amended in September 2019]*

10.38 Candidates mentioned in paras. 10.29 to 10.33 above should make their best endeavours to avoid unfair publicity according to the guidelines stipulated in the corresponding paragraphs. If the EAC receives any complaint about the unfair publicity of a candidate and subsequently discovers that he/she fails to make such endeavours, it may **reprimand** or **censure** the candidate concerned in a public statement. *[Added in September 2011]*