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Coregulation of Fixed and Mobile Internet Content

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*Safety and Security in a Networked World:
Balancing Cyber-Rights and Responsibilities*

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Introduction

A formal scheme for Internet content regulation was introduced in Australia on 1 January 2000 with the commencement of Schedule 5 to the *Broadcasting Services Act 1992*. The scheme aims to address community concerns about how the Internet can be made safe for users, in a way that also encourages its growth and adoption by Australian households. The key components of the scheme are a complaints hotline, industry developed codes of practice and community education. This and other co-regulatory schemes for broadcasting content are administered by Australia's new merged regulator for telecommunications, broadcasting and radiocommunications, the Australian Communications and Media Authority (ACMA). ACMA commenced operation on 1 July 2005, following the merger of the Australian Communications Authority and Australian Broadcasting Authority.

This paper commences with an outline of Australia's national framework for content classification, then provides an overview of Australia's co-regulatory scheme for internet content, the roles and responsibilities of key stakeholders, and the outcomes that have been achieved. It demonstrates that a coregulatory, strategic approach to managing problematic content on the 'fixed' Internet and mobile devices has delivered favourable outcomes for industry and the community, and has positioned Australia well to deal with emerging regulatory issues posed by convergence, such as those associated with new forms of mobile content.

Content regulation in Australia

Australia's coregulatory scheme for Internet content has evolved from a tradition of content regulation in broadcasting and other entertainment media. While censorship arises as a contentious topic from time to time, Australians are broadly accustomed to, and many expect, some degree of government intervention in decisions about what can be shown, when, and to whom.

A national approach to the classification of cinema films and related home-based formats was settled in 1984, based on the principles that, while adults should be free to see, hear and read what they want, children should be protected from material that may be unsuitable for or harmful to them, and everyone should be protected from unsolicited material that is highly offensive. In 1995 the National Classification Code formalised the current framework of classifications and consumer advice, which now apply across most audio-visual platforms. This framework is generally well understood by the community and industry.¹

It could be argued that the commencement of the *Broadcasting Services Act 1992* (the Act) marked the introduction of coregulation in Australian entertainment media. The Act gives broadcasters the primary responsibility for managing content, within a framework of rules and 'reserve' regulatory powers. Within this framework operate separate schemes for subscription and free-to-air broadcasters. The key elements of these schemes are:

- codes of practice setting out the level of material that may be broadcast (and in the case of free-to-air television, the times it can be broadcast)
- complaint handling mechanisms, and
- consumer advice about the content and impact of programs.

For both subscription and free-to-air services, broadcasters have primary responsibility for content classification and related complaint handling, on the understanding that they are best placed to control the content delivered on their services. The Australian Communications and Media Authority approves and monitors compliance with the codes, and deals with complaints that are not resolved by the broadcaster concerned.

This approach helped to inform the development of a regulatory response to community concerns about the Internet. By applying similar approaches to films, broadcasting and

¹ Prior to the introduction of the National Classification Code Commonwealth and State governments administered separate classification schemes. The National Classification Code is set out in the *Classification (Publications, Films and Computer Games) Act 1995*.1996,

the internet, Australian regulation has anticipated convergence and positioned regulatory bodies, industry and the community to deal with emerging issues, such as mobile content.

The coregulatory scheme for internet content

Australia's coregulatory scheme for internet content adopts the regulatory principles and mechanisms which apply to broadcasting and 'offline' media.

Objects and regulatory intent

The objectives of the coregulatory scheme for internet content are closely aligned with those upon which the regulatory arrangements for broadcasting are founded. The objects set out in section 3 of the Act emphasise user protection, and provide a mechanism for members of the public to complain about material that they find offensive or harmful:

- (k) to provide a means for addressing complaints about certain Internet content; and
- (l) to restrict access to certain Internet content that is likely to cause offence to a reasonable adult; and
- (m) to protect children from exposure to Internet content that is unsuitable for children;

Section 4 of the Act further states that:

The Parliament also intends that Internet content hosted in Australia and Internet carriage services provided to end-users in Australia, be regulated in a manner that:

- (a) enables public interest considerations to be addressed in a way that does not impose unnecessary financial and administrative burdens on Internet content hosts and Internet services providers
- (b) will readily accommodate technological change; and
- (c) encourages
 - (i) the development of Internet technologies and their application; and
 - (ii) the provision of services made practicable by those technologies to the Australian community; and
 - (iii) the supply of Internet carriage services at performance standards that reasonably meet the social, industrial and commercial needs of the Australian community.

These principles provide the framework within which codes of practice, user education and complaint handling arrangements have been developed.

Overview

The scheme:

- defines certain types of Internet content as prohibited content (or potential prohibited content);
- provides for the development of three industry codes of practice, and gives ACMA power to direct compliance where necessary;
- provides for the creation of a designated body to be consulted about the development of industry codes of practice;
- creates a mechanism through which members of the public may complain to ACMA about Internet content which they believe is prohibited content, empowers ACMA to investigate complaints and, where appropriate, direct ISPs and ICHs to take action in relation to such content;
- makes non-compliance with ACMA's directions an offence; and
- provides ISPs and ICHs with protection from civil liability in relation to action taken to comply with a notice or a code.

While the Act provides a legislative framework and a 'safety net' for regulation, the scheme gives prominence to measures developed by industry for addressing the availability of illegal, offensive and harmful material.

Internet content

The scheme specifically applies to content that is stored and generally available over the Internet. Clause 3 of Schedule 5 to the Act defines Internet content as:

[I]nformation that:

- (a) is kept on a data storage device; and
 - (b) is accessed, or available for access, using an Internet carriage service;
- but does not include:
- (c) ordinary email; or
 - (d) information that is transmitted in the form of a broadcasting service.

In practice, the scheme applies to information on web sites, Usenet newsgroups, File Transfer Protocol (FTP) sites, and other stored content, while normal email and 'live' content are not covered.

Prohibited content

The scheme is based on the principle that what is illegal offline should also be illegal online. Accordingly, the R, X and RC classifications used by the Office of Film and Literature Classification (OFLC) serve as reference points for the assessment of Internet content, and the following categories of Internet content are prohibited content:

- Content which is classified RC or X, which includes:
 - material containing detailed instruction in crime, violence or drug use;
 - child pornography;
 - bestiality;

- excessively violent or sexually violent material; and
- real depictions of actual sexual activity.
- Content hosted in Australia, which is classified R and not subject to a restricted access system. Content classified R is not considered suitable for minors and includes:
 - material containing strong violence or sexual violence;
 - material containing implied or simulated sexual activity; and
 - material that deals with issues or contains depictions which require an adult perspective.

The OFLC's Guidelines For Classification of Films and Computer Games provide further information about the types of material contained in each of these categories.²

Content that has not been classified by the OFLC but which would, if classified, be likely to be prohibited content, is known as potential prohibited content and in most cases is dealt with as though it were prohibited content.

Industry codes of practice

Industry codes of practice are a core component of coregulation, aiming to provide industry with flexibility to meet key regulatory objectives through mechanisms and procedures that are compatible with their technical systems and business models. The Australian scheme was among the first, if not the first, to formalize a role for internet industry codes that deal with content issues. This has positioned Australia well to deal with convergence and other regulatory issues.

Code development and registration

Whereas the coregulatory schemes for broadcasting content have placed primary responsibility for content and complaints on the broadcasters concerned, the Australian coregulatory scheme for internet content recognizes that most ISPs and ICHs will be unaware of the nature of the content hosted on and passing through their services. However, the Act requires that the internet industry develop codes of practice containing a range of measures aimed at ensuring that users have tools and information that will enable them to manage their access to the internet.

Research on codes of practice suggests that the criteria for successful content-related codes are likely to include:

- Development of a code by the relevant industry body, taking into account the particular circumstances of different sections of the Internet industry;
- Voluntary subscription to codes, backed by regulatory mechanisms to encourage their adoption by industry members;
- Participation of relevant regulatory authorities in the development of a code;
- Consultation with users and the community in development of a code, and in regular review of a code's operation; and

² The guidelines can be viewed at <http://www.oflc.gov.au/resource.html?resource=62&filename=62.pdf>.

- Inclusion in a code of procedures for dealing with illegal material, and measures dealing with the provision of information and tools to users that will assist them in managing access to content that is potentially offensive or harmful.³

Australia's codes of practice for the internet industry were developed by the Internet Industry Association which represents Australia's major ISPs and ICHs.⁴ The codes are voluntary, in that non-compliance does not amount to an offence in the first instance. However, ACMA is required to monitor compliance with the codes and may direct a non-compliant ISP or ICH to comply with a code, and failure to comply with such a direction amounts to an offence under the Act. A successful prosecution may result in financial penalties being imposed. ACMA has the power to determine a compulsory standard if a satisfactory code is not developed by industry, or if it can be demonstrated that a registered code does not provide adequate community safeguards in relation to the matters it covers. ACMA is satisfied that major Australian ISPs comply with the codes and although some compliance issues have been raised with ISPs, this had not required formal enforcement action to be taken.

Taken together, the codes contain a range of measures to assist end-users to manage access to Internet content for themselves and their children, and a specific provision for dealing with prohibited content hosted outside Australia.

General safety measures captured in the Codes include the requirements that ISPs and ICHs take steps to ensure access or subscription accounts are not opened by persons under the age of 18 without parental or adult consent, encourage content providers to label content that may be unsuitable for children, and provide safety information to users including promoting the availability of filtering software. ISPs are also required to have procedures in place to deal with complaints about unsolicited email.

A 'designated notification scheme' for dealing with prohibited and potential prohibited content hosted outside Australia is contained in a separate code, providing flexibility for industry to deal with such content in a manner which is effective for users while also technically feasible. The code requires ISPs to provide end-users with a filter software product that has been selected by IIA for this purpose. While ISPs may charge for such a product or service, the code requires that such a charge not exceed the cost to the ISP of obtaining, supplying and supporting the filter. ACMA notifies the details of prohibited and potential prohibited content to the maker or distributor of each of the scheduled filters. The makers or distributors of these scheduled filters have agreed to update the products to give effect to notifications received from ACMA, thereby preventing users of the products from accessing the content.

The codes have also provided a mechanism for dealing with problematic content in Usenet newsgroups. The distribution of newsgroup content across multiple ISP networks reduces the effectiveness of an individual take-down notice applying to a specific ISP. Based on the approach taken by the United Kingdom's Internet Watch Foundation, ISPs have agreed to include in the codes a commitment to not host newsgroups that are

³ See for example Programme in Comparative Media Law and Policy (2004), *Self Regulation of Digital Media Converging on the Internet: Industry Codes of Conduct in Sectoral Analysis*, which sets out a framework for evaluating and comparing codes of practice (<http://www.selfregulation.info/iapcoda/0405-iapcode-final.pdf>).

⁴ The codes can be viewed on IIA's web site at <http://www.iaa.net.au/contentcode.html>

identified by ACMA as containing significant amounts of child pornography and other paedophile material.

The IIA's 'Family Friendly ISP' seal program is an adjunct to these code requirements. ISPs that are fully compliant with the codes of practice may display the IIA-endorsed 'ladybird' logo on their website. Users who click on this logo will be able to view an information page informing them about the scheme and how to use the family friendly services offered by participating ISPs.

Complaints

Research on regulatory options for Internet content has identified significant community support for complaint 'hotlines' and the investigation of Internet content under the scheme is primarily complaint driven. Internet hotlines can play a vital role in ensuring prompt action in investigating illegal material such as child pornography, particularly when they operate as an international network and have close working relationships with law enforcement agencies. Prompt investigation of such material is important from the point of view of restricting its availability and addressing child abuse situations associated with the production of such material.

ACMA hotline

As the Government decided that it would not be reasonable for Internet service providers to be the first point of contact for resolution of complaints and that, to ensure that complaints were resolved in a timely and cost-effective way with minimal burden on the Internet industry, complaints would be made directly to the regulatory body. While hotlines have now been established in several countries, Australia's hotline is one of few that are operated by government, rather than an industry or community body.

The Act requires that complaints about Internet content be in writing. To facilitate easy lodgement and prompt investigation of complaints, an online complaint form is available on ACMA's web site at <http://www.acma.gov.au/hotline>. The form enables complaints to be lodged online at the time the user encounters problematic material, and helps to ensure that complaints contain all information required by ACMA to undertake an investigation.

Investigation process

ACMA investigates all valid complaints about prohibited or potentially prohibited material. As part of an investigation, ACMA may request the OFLC to classify the content. If the content is hosted in Australia and is prohibited, or is likely to be prohibited, ACMA will direct the ICH to remove the content from their service. If the content is not hosted in Australia and is prohibited, or is likely to be prohibited, ACMA will notify the content to the suppliers of scheduled filters in accordance with the procedure set out in the registered code of practice. If the content is also sufficiently serious (for example, illegal material such as child pornography), ACMA refers the material to the appropriate law enforcement agency, and/or an INHOPE member hotline.

Offences and enforcement

The Act requires that an ICH must comply with a notice by 6.00pm on the business day after the notice was issued, and makes non-compliance an offence. ACMA has a range of options for enforcing compliance with a notice, including seeking an order from the Federal Court that the ICH cease hosting Internet content, and prosecution.

To date, all ICHs have complied with notices applying to them within the required timeframe, and the enforcement powers available to ACMA have not been required.

Activity to date

The ABA and ACMA received some 4400 complaints about internet content in the period 1 January 2000 to 31 July 2005. Around 90 per cent of complaints have concerned content on the world wide web, with just under 10 per cent being concerned with content in Usenet newsgroups. Fewer than 1 per cent of complaints have related to content on peer-to-peer services and other stored content. Child pornography accounts for around half of all complaints received and items actioned, with most items hosted in the United States or Eastern Europe. More than 1,500 items of overseas-hosted Internet child pornography to the Australian Federal Police and/or INHOPE member hotline.

Community education

There is international recognition that community education is a core component of an effective strategy to deal with Internet content issues. This is in part due to recognition that the vast and global nature of the Internet diminishes the effectiveness of traditional regulatory responses to content related issues.

Within this context, the Australian scheme aims to encourage the take-up of Internet services and give users confidence in the Internet by providing resources that are appropriate to the needs of users. Reflecting the co-regulatory nature of the scheme, responsibility for community education is shared between government, the Internet industry, and community interests. ACMA is required by legislation to undertake or commission activities that raise awareness of the potential risks associated with the Internet, and how to manage them.

Industry initiatives

For the industry's part, the Act specifies that a code or standard for the Internet industry require ISPs and ICHs to provide their customers with tools and information to help them manage their access to the internet. Most ISPs have given effect to these code requirements by including on their sites Internet safety tips and information, and/or linking to internet safety resources provided by ACMA, IIA and NetAlert.⁵

In the most recent review of the internet industry codes of practice, IIA was asked to amend the codes to require ISPs to more prominently display links to such information, and the codes now require each ISP to display on its home page a clearly labelled internet safety information link.

ABA and ACMA initiatives

Prior to the formal commencement of Australia's coregulatory scheme, the ABA and the National Office for the Information Economy jointly launched the Australian Families Guide to the Internet in 1999 to inform families about the benefits of the Internet, as well as how to manage the potential risks.

⁵ See <http://www.cybersmartkids.com.au>, <http://www.ii.net.au/familyfriendly.html>, and <http://www.netalert.net.au>.

Following commencement of the scheme, the ABA commissioned the ‘Internet @ home’ research project. Its findings have been a key input to community education activities undertaken by the ABA and now ACMA, for example, distributing information through schools and libraries and advertising in relevant publications and, in particular, the development of its Cybersmartkids web site, www.cybersmartkids.com.au which replaced the Australian Families Guide to the Internet website. Cybersmartkids is specifically targeted at children, and it contains a range of fun activities for kids and information about cool sites, as well as advice on how to use the Internet safely.

The web site is supplemented by printed materials which provide general internet safety information, as well as specific information about filters, chat rooms, spam and mobile phones.

In September 2003, the ABA and Childnet International undertook the Australian pilot of Childnet’s Net Detectives activity. Net Detectives uses a real-time, online chat room environment to teach children internet safety principles and skills, with internet safety experts on hand to answer their questions. Following the success of the pilot, additional activities have been run involving schools from around Australia, and ACMA plans to conduct further activities during 2005-06.

In 2004-05, the ABA and NetAlert jointly commissioned follow-up research on internet and mobile phone use in Australian homes. The research shows that children are beginning to use the internet at a younger age, and that children are using the internet more often. It also suggested increasing awareness by parents of internet risks and how to manage them. Findings of the research are informing further refinement of ACMA’s community education initiatives.⁶

International initiatives

International cooperation has been an important component of the coregulatory scheme’s development and implementation, and the Act requires ACMA to liaise with relevant overseas bodies to develop cooperative arrangements for regulation of the internet.

Prior to the introduction of the scheme the ABA had involvement in a number of international initiatives in the online content area. Examples include:

- A 1997 pilot study for UNESCO on the internet and international regulatory issues relating to content. This provided an overview of the regulatory developments in Malaysia, Singapore, the United Kingdom and Australia.⁷
- The Asia Pacific Internet conference in March 1999 co-hosted by the ABA, the Australian National Commission for UNESCO and AusAID, bringing together policy advisors and internet experts in the Asia-Pacific region.
- Membership of the Bertelsmann Foundation’s International Network of Experts on Content Self-Regulation which included experts from Asia, Europe and the USA, as well as those from a wide range of special interests. As a member of this network the ABA jointly commissioned research during 1999 with Germany and the USA on community attitudes to internet usage.

⁶ Copies of the report are available at <http://www.aba.gov.au/newspubs/documents/kidsonline.pdf>.

⁷ See www.acma.gov.au/internet/research/unesco/index.htm.

Following commencement of the scheme, the ABA and ACMA have continued to participate in overseas forums. In September 2000, the ABA became an associate member of the Internet Hotline Providers in Europe Association (INHOPE, now the Internet Hotline Providers Association). Changes to INHOPE's membership rules allowed the ABA to become a full member of the association in 2004. In addition to being an effective mechanism for dealing with specific complaints, enhancing and complementing existing arrangements with law enforcement agencies, INHOPE is a forum for Internet hotlines to share information and expertise generally. While INHOPE is partly funded by the European Commission under its Safer Internet Action Plan and most member hotlines are located in Europe, ACMA, United States National Centre for Missing and Exploited Children and Internet 911 in Korea are also members. INHOPE hotlines also work out of session through working groups, which were established earlier this year to develop operational guidelines and resources for member hotlines. ACMA chairs the working groups dealing with content issues and personal mobile devices.

Other measures

The coregulatory measures to address community concerns about potentially harmful and offensive content are complemented by criminal legislation. These measures include:

- The *Spam Act 2003*, which targets unsolicited, commercial, electronic messaging;
- The *Interactive Gambling Act 2001*, which makes it an offence to provide and advertise certain categories of interactive gambling services to Australian internet users;
- The *Criminal Code Act 1995*, which establishes offences relating to the use of telecommunications carriage services to access and distribute child abuse material, and in connection with certain other paedophile activity.

The scheme also preserves the concurrent operation of State and Territory laws applying to internet content and services. However, ISPs and ICHs are exempt from such laws which may require them to monitor content on their services. They are also protected from criminal and civil liability which may arise under such laws (unless the ISP or ICH is aware of the nature of the content).

Mobile devices

The mobile phone has emerged as a truly convergent device, and mobile telecommunications networks are increasingly being used to deliver broadcasting-like entertainment content, and to access the Internet. Concurrently, developments in wireless networking technology provide consumers broadband Internet access, with significant portability. This offers significant benefits to consumers, giving them greater choice about what they watch or listen to, how and when.

While the convergence of broadcasting, internet and telecommunications content on mobile devices poses challenges for regulatory schemes which apply to defined categories of services, and for the bodies which administer those schemes, the co-regulatory approach adopted for regulation of broadcasting and the internet, underpinned by a national classification framework, has positioned Australia to address these challenges in a way which balances the interests of the community and industry. In the same way that content regulation arrangements for traditional media were adapted for the Internet, a similar process is now underway to help ensure that adequate safeguards apply to mobile devices.

Some 90 per cent of 13 to 90 year olds in Australia have mobile phones. Voice calls and SMS still account for almost all mobile phone revenues. Third generation (3G) mobile services were introduced in Australia around 18 months ago, but the take-up of the 3G remains relatively low. This is likely to change during the next six to 12 months as Australia's major mobile network operators deploy 3G networks.

The emergence of phones with audio-visual and internet capabilities during 2003 gave rise to community concerns about the types of content that children with such devices may have access to, prompting industry, consumer and government bodies to look at how existing regulatory schemes for the internet, broadcasting and so-called 'premium rate' phone services could apply to mobile content. Prior to the merger of the ABA and ACA, the agencies worked together on identifying the principles that should underpin the regulation of mobile content. In May 2004, the Government decided to undertake a review of the regulatory arrangements that potentially applied to mobile content, with a view to ensuring that appropriate safeguards applied to mobile devices, and that potentially overlapping schemes did not create anomalous outcomes.⁸

⁸ Information about the review is available at http://www.dcita.gov.au/broad/consultation/closed_consultations/a_review_of_the_regulation_of_content_delivered_over_mobile_communications_devices.

Formulation and implementation of safeguards for mobile content is being informed by research on the technology and business models employed to deliver content, and consumers' needs and expectations. The research indicates that a successful approach to regulation of mobile content is likely to comprise elements of existing broadcasting and internet content schemes. It also suggests that community education and awareness initiatives will need to be tailored to the circumstances of this platform and its users.

While industry is deploying 'open' technologies to deliver content, the proprietary network or 'walled garden' is emerging as a popular business model which mobile network operators will use to promote their brands and increase their market shares and revenues. Unlike the internet, for which carriers act merely as a conduit to content, where most content is free, and formal relationships between ISPs and content providers are the exception rather than the norm, major mobile network operators are seeking to impose strict controls on the types of content available on their services through formal arrangements with content providers, and carriers and content providers share the subscription revenues. Different business models give rise to different regulatory challenges and possibilities, and the emergence of a relatively structured, subscription model for mobile content is giving rise to a regulatory approach which recognizes these circumstances (such as the extent of control of content exercised by the various parties in a supply chain which is longer and more complex than is likely to usually be the case for the internet and broadcasting content).

ACMA's research on children's use of mobile phones shows that around one-quarter of Australian children aged between eight and 12 years own or have regular use of a mobile phone, using them mainly for voice calls and text messages.⁹ The research also shows that few parents are aware of the enhanced capabilities of the latest devices, and there is less concern about the potential for children to be exposed to potentially harmful content and contact. While only 7 per cent of parents of children who used the internet reported having no concerns about internet risks, one-quarter of parents of children with mobile phones stated that had no concerns about the potential risks posed by mobile phones. Despite alarming headlines which appear from time to time, relatively few parents reported a concern about their children communicating with strangers or being exposed to inappropriate content through their phones (7 per cent and 4 per cent respectively).

These results suggest that there is a clear opportunity for industry, government and relevant bodies in the wider community to build upon the community's growing awareness of internet risks, and to educate parents and children about the range of services that mobile phones offer and ways in which content, contact and commerce concerns can be managed. Effective safeguards and techniques are important given the appeal of mobiles to children as a 'personal gateway' and the fact that parents can not supervise use in the ways traditionally associated with television and the internet.

Interim measures

To provide interim safeguards for mobile content pending the outcome of a broader review, the Government directed the Australian Communications Authority to make service provider rules for mobile content, and the ABA asked the Internet Industry

⁹ See <http://www.aba.gov.au/newspubs/documents/kidsonline.pdf>, pages 77-78.

Association to ensure that its codes of practice operated effectively for mobile devices. These interim arrangements were formalized during May and June 2005.¹⁰

Under these interim arrangements, and as is the case in the broadcasting environment, mobile network operators and content service providers are responsible for ensuring that content that is prohibited on other platforms is not provided on their services, and content which would have restricted availability on other platforms is also restricted on mobile devices. The categories of prohibited and restricted content are determined with reference to the National Classification Code. Carriers must ensure that restricted content is available only to adult customers who request it. In the event of a complaint about the classification of content, the relevant carrier or content provider would be the first point of contact, and only unresolved complaints are to be referred to ACMA or an approved escalated complaints handling body.

The interim safeguards also include measures to address the risks that chat rooms pose to children. Under the Internet Industry Association's Codes of Practice, access to services that are likely to contain sexual or violent content will be restricted. Under the Service Provider Determination chat room providers must also evaluate the risks associated with each of their services, and put in place appropriate safety measures to minimise the potential for children to be contacted and groomed by paedophiles. Later in 2005, ACMA will publish a safety measures notice that will provide guidelines on the types of safety measures that chat room providers might use.

¹⁰ See http://www.acma.gov.au/ACMAINTER.2097270:STANDARD:711596283:pc=PC_2547.

Conclusion

The Australian scheme for internet content demonstrates the benefits of a coregulatory approach to addressing community concerns about online content. A legislative framework administered by a competent regulatory body helps to ensure that safeguards are enforceable, and that the scheme is transparent and accountable. Reliance on industry codes of practice allows industry to meet regulatory objectives in a way that is technically and commercially feasible, and provides flexibility to address emerging concerns. An emphasis on community education, informed by research, has provided users with tools and information with which they can manage access to the internet for themselves and their children. The existence of this scheme and similar schemes for broadcasting content have positioned Australia well to deal with emerging regulatory issues, and the benefits of a coregulatory approach are well demonstrated by the successful adaptation of the Australian scheme to provide interim safeguards for mobile content.