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## **'TRAFFIC LIGHTS REPORT' 2017 THE FORMER YUGOSLAV REPUBLIC OF MACEDONIA**

### **Monitoring Report of the 'EU Guidelines for Media Freedom and Media Integrity 2014-2020' for 2017**

## **1. Introduction**

In 2017, [TACSO](#) was responsible for establishing a monitoring system and conducting the monitoring, in coordination with other stakeholders, relevant to the constituting parts of the Results Framework<sup>1</sup> of the '[EU Guidelines for Media Freedom and Media Integrity 2014-2020](#)' (**Media Guidelines**). The Media Guidelines is a monitoring tool that serves as an important source providing useful information on the European Union's (EU) political and financial support for media development in the region and enabling governments and media communities in the EU enlargement countries to use the comprehensive data for their own policies and actions. The aim of the monitoring exercise is to provide a systematic, comprehensive and efficient assessment of the situation in the EU enlargement countries by applying the same methodology and approach in all the countries concerned. The monitoring was conducted in six countries: Albania, Bosnia and Herzegovina, Kosovo\*, the former Yugoslav Republic of Macedonia, Montenegro and Serbia.

The following report contains the monitoring methodology and information about the situation according to the indicators of the Results Framework of the Media Guidelines in the former Yugoslav Republic of Macedonia.

## **2. Methodology for the monitoring**

The methodology for monitoring the Media Guidelines was primarily developed by a team of media consultants and professional researchers; some instruments used for the monitoring were developed in consultation with key media experts and media professionals from the six countries included in this project.

**The main features of the monitoring system include the following:**

- The need for a unified methodological approach in all countries of the region;

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<sup>1</sup> In addition to representatives of the EU, elements of the Results Framework were developed in 2013 through regional and national consultations encompassing media experts and media professionals from the countries of the Western Balkans and Turkey.

\* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ Opinion on the Kosovo Declaration of Independence.

- Regional comparison and tracking of national progress;
- For the majority of the indicators, no data is available from reliable sources of information in the region;
- The need for a synthesized and comparative way of presenting the monitoring findings;
- Sound and reliable research methodology, along with innovative and participatory approaches.

Information collected for the purpose of monitoring was developed from the following sources:

- 1) Expert panel country meetings, discussing and assessing the full list of indicators;
- 2) On-line survey with members of expert panels, assessing the full list of indicators;
- 3) In-depth interviews with representatives of relevant interest group organisations/ institutions, assessing selected indicators from the full list;
- 4) On-line survey with representatives of relevant interest group organisations/ institutions, assessing selected indicators from the full list;
- 5) General population survey among adult citizens in all target countries.

For the purpose of information collection, survey instruments were developed for each part of the methodology:

- The questionnaire used in the expert panel country meetings, as well as the on-line survey of experts and representatives of relevant interest group organisations/ institutions;
- The interview guide used for the in-depth interviews with representatives of relevant interest group organisations/ institutions;
- The questionnaire used in the general population survey.






The basis for all survey instruments was the 'EU Guidelines for Media Freedom and Media Integrity 2014-2020' (Media Guidelines), which specifies 4 objectives and 20 indicators. The survey instruments are in fact an operationalisation of the Media Guidelines.

In order to quantify indicators, in the process of monitoring media freedom and media integrity in the region, an index system was developed. The main purpose was to include all the gathered data, to summarise it and calculate measures, i.e. indices that enable comparison between the target countries on all indicators.

Each of the listed methodological sections is explained in Annex 1, along with the instruments developed and the process of index creation.

**Given that the Media Guidelines (which formed the basis for the survey instruments) do not provide us with target values for items or indicators (nor for different countries in the region), the best possible solution was to create a system allowing comparison between the target countries on all indicators, in order to identify those areas where the situation seem to be the most favourable, but also those areas where the situation is critical and requires rapid intervention. This is why the system of indices is a relative system, which depends on the countries included in the calculation, as well as the indicators, which are compared altogether. All results ought to be considered relative to other countries included in the survey and relative to other indicators being covered.**

The monitoring report for each country therefore incorporates the results of quantitative analysis of the survey, which are presented in the main graph and in the colours specified near each indicator and objective. The colours indicate the following:

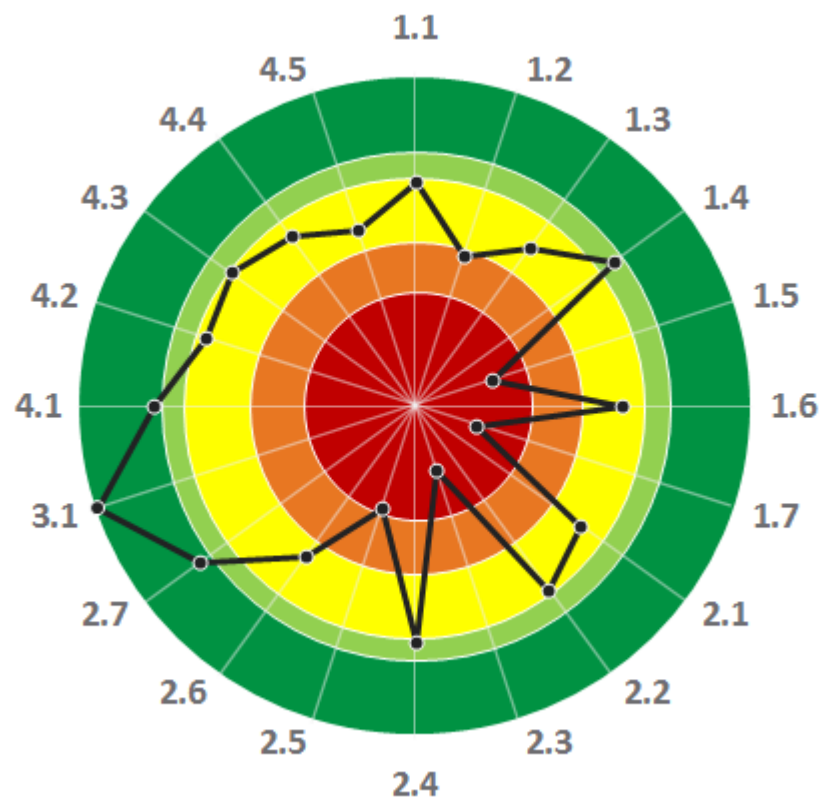
Red		The worst evaluated indicators in the region
Orange		The second worst evaluated indicators in the region
Yellow		The middle of the regional ranking
Light green		The second best evaluated indicators in the region
Green		The best evaluated indicators in the region

At the same time, the monitoring report summarises the results of the qualitative methods applied: i.e. the main points from the assessments presented during the expert panel meetings and in-depth interviews with representatives of relevant interest group organisations and institutions.

It is important to note that some items within certain indicators are excluded from the quantitative analysis (index creation/traffic lights) in all target countries, given the small number of quantitative answers provided by the experts and representatives of relevant interest group organisations and institutions. On the other hand, those items might have been discussed during the expert panel meetings and in-depth interviews with relevant interest groups and therefore covered by qualitative analysis. The whole list of indicators and items, regardless of whether they are included in both quantitative and qualitative analysis, or qualitative analysis only, is listed in an Annex 1 providing detailed explanation of the methodology used for the monitoring. It is clearly marked which items were included in quantitative analysis and which ones were excluded.

All findings provided in the narrative report are based on information and assessments provided by the experts and relevant interest groups in all target countries. The final technical review of the text and its composition was done by the project team.

### 3. Quantitative and qualitative findings obtained by expert panel and representatives of relevant interest group organisations/ institutions – The former Yugoslav Republic of Macedonia



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- 1.1. Legal guarantees and review of their implementation
  - 1.2. The judiciary acts in conformity with Article 10 of the European Convention on Human Rights and applicable case law
  - 1.3. State institutions ensure media pluralism and their independence; law enforcement in media outlets and access to information of public character
  - 1.4. Independent and professional regulators preserve media pluralism and prevent unfair competition in the media market
  - 1.5. State institutions and public authorities stimulate public demand for quality journalism
  - 1.6. Public Service Media – ensure content pluralism in the media environment in an independent and accountable manner
  - 1.7. Initiative and creativity by state institutions in using tools at their disposal to promote free speech and media diversity
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- 2.1. Media outlets voluntarily adhere to principles of transparency
  - 2.2. Media outlets voluntarily subscribe to and implement adequate labour standards
  - 2.3. Self-enforcement of ethical norms and professional standards
  - 2.4. Structures strengthened for basic and continuous training and education of journalists and journalist students on professional standards, freedom of expression and media integrity
  - 2.5. Media outlets promote professional training (including in professional ethics)
  - 2.6. Investment in professional management of companies
  - 2.7. Regaining audience confidence
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- 3.1. Improved conditions for quality investigative journalism including modern/innovative approaches to increase the quality and credibility of investigative journalism
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- 4.1. Media organisations/journalists' associations act on the basis of long-term vision and strategies to achieve impact. Productive dialogue with authorities established
  - 4.2. Regular dialogue within the media community established on press freedom and integrity issues
  - 4.3. Media organisations monitor and evaluate the results and impact of their own work
  - 4.4. Platforms (journalists' professional organisations, CSOs, media owners and editors) set up and actively promote professional standards and ethics
  - 4.5. Labour standards developed and upheld
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*1.1. Legal guarantees and review of their implementation - parliaments (and governments) in enlargement countries: put forward and adopt policy and legislative proposals in line with the European Convention on Human Rights / conduct periodic assessments of the state of media freedom*

The legal regulations concerning the media are in accordance with the relevant international standards, including the European Convention on Human Rights. However, there is problem with deficient implementation of legal solutions by law enforcement bodies, and lack of compliance with the legal framework by media. The media legislation often merely copies European model laws, without taking into account tradition and specific features of political and media system, and the real capacity of democratic institutions in the former Yugoslav Republic of Macedonia

The state bodies, including the independent regulatory agency, remain passive in situations that were non-compliant with the law. Similarly, the Public Prosecutor's Office has never filed charges for excessive hate speech spread by the media.

The law enforcement was particularly restrained by the clientelist relationships between media and the Government in the previous period. The new Government is expected to address this and other issues critical to the media, along with relevant legislative solutions.

*1.2. Judiciary acts in conformity with Article 10 of the European Convention on Human Rights and applicable case law.*

Efforts have been made to organise specialised training for judges in the application of the standards of the European Court of Human Rights in the cases related to media freedom and freedom of expression. The Academy for Training of Judges and Prosecutors (Academy) has organised training cycles on Article 10 of the European Convention, but – according to respondents – only three judges are designated to act in such cases. Training courses have been done with the judges from the civil court, but not yet with criminal court judges.

The question remains whether the knowledge gained through such training is being applied. There are still judges dealing with media cases who generally do not understand the media regulations.

Although a group of prosecutors and judges received training about Article 10 of ECHR, in practice, cases against certain media outlets are assigned to the same judge, who rules against the media complaints, systematically, without exception.

However, the Judiciary behaved differently during the 2017 elections, processing almost all the offences within 48 hours in accordance with the law.

The former Yugoslav Republic of Macedonia was the only country in the region to have imprisoned a journalist. The case was controversial because the journalist was imprisoned for allegedly revealing the identity of a protected witness, even though, the witness had not been protected at the time the article was written. In the case of journalists forcefully removed from the Parliament, none of them has found justice in the local justice system, but some have managed to do so in Strasbourg.

There is no public data about the number of cases that refer to violation of freedom of expression within case law. The system displayed on the court web sites for searching court cases does not function at all; there is only an interface, and the user cannot even scroll through the cases. According to respondents, identification of case law and obtaining these data is possible only from insiders on the judicial council of the respective courts and by searching for individual cases to establish whether or not the given case is related to freedom of expression.

### *1.3. State institutions, public authorities and others influencing self-censorship in the media or restricting access to information by the media*

In the former Yugoslav Republic of Macedonia, the increase in self-censorship in recent years has been caused by extraordinary pressures on journalists. According to the Journalists' Association's registry of attacks on journalists, in the last 4 years there were 54 reported attacks, many of them being physical. The situation escalated during the 2016 protests in the centre of Skopje, where journalists reporting on the protests were attacked by people attending the protests, as well as by the armed forces. Apart from physical attacks, there was also widespread harassment of journalists, including direct death threats, demolishing journalists' private vehicles, as well as partial demolition of their property (houses, apartments, garages etc.). Most such events happened in Skopje, but there were also incidents in Stip, Strumica, Bitola, Ohrid, etc. However, according to the Journalists' Association's representatives, the Ministry of Internal Affairs filed only 5 misdemeanour charges and 5 criminal charges with the Public Prosecutor's Office.

Besides the 54 reported cases, there are many cases involving different kinds of attacks on journalists that go unreported because of journalists' fears of losing their jobs if they make the attack public. Those are obvious reasons for the extensive self-censorship in the former Yugoslav Republic of Macedonia.

The 2006 Law on Free Access to Public Information established the Commission for Protection of the Right to Free Access to Public Information as an appeal body. In the process of researching and analysing media sector problems, the Association of Journalists of Macedonia (AJM) sought a quantity of information from the authorities, but most of their requests were ignored completely. The Law on Free Access to Public Information provides a very long-time period of 30 days for the authorities to disburse the requested information. The journalists do not use the powers of the Commission sufficiently, though it has proven to respond actively to journalists' requests. In the cases when even the Commission fails to access the information, as the next instance is the inefficient Administrative Court, whose processing makes any information outdated for the media. Government institutions are keener on hiding than on disclosing information, in spite of training for state officials in dealing with their obligations under this law.

However, in September 2017, the Government issued a decision that enabled free access to information from the Central Register and the Agency for Real Estate Cadastre. According to the Journalists' Association representative, this decision will help investigative journalists to access information of public interest. That decision could lead to greater transparency and responsibility among state officials.

### *1.4. Independent and professional regulators preserve media pluralism and prevent unfair competition in the media market*

Following the changes to the media regulation, in 2013, the Broadcasting Council was transformed into the Agency for Audio and Audiovisual Media Services (Agency). Changes in the legislation led to the increased political interference, particularly in the process of election of the Agency's governing body. According to the Agency's representative, there are rules in place regarding the members' required level of education and work experience. They also have to present their planned program and vision for this sector and in the end, should be chosen by the Parliament. But according to both media and CSO respondents, except for the member nominated by the Journalists' Association, all the members of the Agency's governing body are being politically chosen, and almost all have close relations with the ruling party (the party that was leading the Government in the period of the Agency's governing body appointment).

The respondents also emphasized that, in fact, the regulatory body has never been fully independent. In the last year, the work of the Agency has significantly improved compared to previous years.

Until recently, the Agency was 45% funded by the broadcasting fee collected from households. That was a model “unusual in a European context.” However, according to legislative changes prepared by the new Government in 2017, the Agency will have to request funds from the Ministry of Finance, making it more financially dependent on the authorities. Financing from the state budget is seen by the respondents as the wrong solution for both the public service media and the Agency.

According to the Agency’s representative, the Government does not take their opinion into consideration when it initiates changes in regulations. In 2017, the Government has been preparing changes in the media laws, but the Agency was not officially informed about their acts, even though there was an intervention by the European Commission, declaring that the Agency should be informed.

Publishing all Agency decisions along with justification of the measures they issued is a legal obligation. The Agency is also obliged to provide an annual report to Parliament. All the reports submitted to Parliament can also be found on the Agency web site.

The Agency is in charge of protecting the pluralism and diversity of audio and audiovisual media, including prevention of illegal ownership concentration. It is also obliged to conduct research into and analysis of the audio and audiovisual media services market. The respondent representing the Agency claimed that media ownership in the former Yugoslav Republic of Macedonia is sufficiently transparent. However, other respondents argued that only formal ownership is being declared, while the real owners are hidden to conceal that certain media are related to certain politicians.

State advertising was misused for political propaganda and financial support to pro-government media. Therefore, since 2015, a moratorium has been introduced regarding state advertising, but such practices remain widespread, particularly in local municipalities. The Law on Audio and Audiovisual Media Services, in Article 102, makes the state bodies, local authorities, public enterprises and institutions and other legal entities with public empowerments obliged to distribute funds for promotion of their activities and services in an indiscriminate, objective and transparent way in a procedure determined by the Law on Public Procurement. According to the Agency’s representative, this law does not limit the amount of money spent nor the number of media that should be included in the advertising. On the other hand, the Journalists’ Association sees Article 102 as a disruption of the media’s independence and financial autonomy. Efforts to find a solution are underway, underlining the fundamental condition: If state advertising is to be approved, then a law with exact rules on spending needs to be defined.

There is a system for monitoring of the broadcast media with regard to their content obligations specified in the law. It is conducted by the Agency and is pro-actively used particularly during pre-election campaigns.

All respondents emphasized progress in professional conduct of the Agency in the recent period, and praised recent Agency actions, which are seen as positive changes related to its work.

*1.5. Stimulate public demand for quality journalism. Increase media literacy and understanding of the role of professional and ethical journalism in off-line and online media.*

There has been significant progress in state-supported programs to increase media literacy. The Agency for Audio and Audiovisual Media Services (Agency) is efficiently using the authority and obligation assigned to it by the law to promote media literacy. The Agency together with the non-profit organisation EAVI based in Brussels, recently established a Media Literacy Network, with the program Promoting Media Literacy in the Republic of Macedonia (2016-2018). It was officially launched on 27 April 2017 and currently has 35 stakeholders, including two ministries of the former Yugoslav Republic of Macedonia, two private higher education institutions, 10 broadcasters and 18 CSOs. They distribute a leaflet “About Media Literacy” designated for the general public. Another first joint activity of several Network members is dissemination of a DVD with a range of media literacy-related materials for primary schools. The Agency formed a sub-section on the Agency’s web site with information related to media literacy. The Macedonian Institute for Media (MIM) worked on projects regarding media literacy in school, but these were all short-term, donor-based projects that ended within a year.

There is no regulation regarding blocking or filtering of internet content, except for the criminal law provisions covering hate speech, discrimination and internet-related crimes, which, according to most of the respondents, has not been implemented thoroughly and justly. Removing of Internet content by a state body is unknown, except for a few cases of hate speech, where the Agency as the regulatory body reacted, and the content was withdrawn by its creator.

The public authority’s strategies or measures for supporting “new”/online, local and/or alternative media were not registered.

*1.6. Public Service Media – ensure content pluralism in the media environment in an independent and accountable manner.*

Until 2017, editorial independence of the public service media – Macedonian Radio and Television (MRT) – was under heavy political influence. This was made possible since the systems for appointing members of the governing body (Program Council) enabled the authorities to ensure political control, which included influence on the appointments of the key managerial and editorial positions.

In September 2017, the new Government decided to change the Law on Audio and Audiovisual Media Services and eliminated the mandatory broadcasting fee that each household was supposed to pay. The new model of the public service media financing has been introduced specifying that MRT will be funded by 0.5% of the state budget.

There is room for improvement in the MRT compliance with transparency and accountability standards. The MRT auditing reports were not published until 2017, while annual reports are published in the general corporate news section of the web site, together with other news and announcements, instead of providing a special section clearly devoted to such documents. The MRT is in heavy debt, but this area is non-transparent, so the reasons for indebtedness and MRT arrears are not publicly known.

MRT has its own Ethical Code. According to respondents, this document is more a rule book on working discipline and instead of promoting professional journalism, could be used for sanctioning professionals.

There is no internal mechanism for dealing with audience complaints.

Training for investigative journalism at MRT was initiated, but without success. There is no special unit for investigative journalism and no information regarding special funds for investigative journalism production being included in MRT financial planning.



There are expectations that the new Government, having declared full commitment to democratic standards, will introduce positive policy changes and provide an enabling environment for the independence and accountability of public service media.

*1.7. Initiative and creativity by state institutions in using tools at their disposal to promote free speech and media diversity*

Awareness campaigns, public hearings or debates undertaken by state institutions aimed at promoting media freedom and media diversity have not been recorded.

However, one positive step mentioned by respondents is the new Government's sending of a draft of amendments to the Law on Audio and Audiovisual Media Services to CSOs and media experts, expecting their suggestions for improvement. On a negative note, according to the regulatory body's respondent, the Government doesn't seem to have sent the same draft to the Agency for Audio and Audiovisual Media Services (regulatory body), which is and will be operating under that law.

*2.1. Media outlets voluntarily adhere to principles of transparency. Professional associations of media owners/publishers have been established.*

There is publicly available information both on media ownership structure and on sources of financing, particularly for broadcast media. The broadcast media have an obligation to deliver annual data related to ownership structure and financial sources and results to the regulatory body – the Agency for Audio and Audiovisual Media Services (Agency). The reporting obligations for print media and electronic publications are limited to presenting ownership structure to the same regulatory body on annual basis.

Financial reports submitted to the Agency are not comprehensive and do not show all income sources for a single media outlet. Despite receiving financial data from the broadcasters, it is neither required nor presented in a way to allow the Agency to follow how much income came from commercial advertising, and how much came from the state budget.

The investigative journalism reports revealed cases of hidden media ownership in the former Yugoslav Republic of Macedonia, particularly in online media. In addition to that, the established practice where a group of media outlets publish simultaneously the identical stories as part of negative, defamatory campaigns implies that the ownership of those media might be controlled by one center.

*2.2. Media outlets voluntarily subscribe to and implement adequate labour standards. Labour relations are no longer a factor in self-censorship.*

The current economic and social status of journalists in the former Yugoslav Republic of Macedonia can be described as 'desperate'. There are no adequate labour standards and no collective contract specifying journalists' labour rights. Half the media workers and journalists in the former Yugoslav Republic of Macedonia have below-average salaries, while only a small part of them have a monthly income higher than 500 euros, most of these being editors. The data from both the Association of Journalists of Macedonia (AJM) and the Independent Union of Journalists and Media Workers (SSNM) show that only 46% of journalists have long-term employment contracts (with a declining tendency; two years ago, it was up to 70%), while 35% have fixed-term employment contracts, and 19% are freelancers. Most insecure are the journalists working in online media, who have no employment contracts.

The situation has been slowly worsening over the years. There is a tendency to employ journalists under short-term contracts or service contracts, where young journalists are specifically endangered. According to respondents, the owners treat journalists as their economic slaves, under permanent threat of being punished or dismissed, as has extensively taken place in these last 10 years. It was mostly journalists over 40, educated, with integrity and experience, who were literally left without jobs over night because they did not succumb to pressure. One of the most scandalous employer behaviours involved some media outlets having the new employee sign a blank declaration of employment termination, at the same time as signing an employment contract. Journalists work in precarious conditions. That is a fertile soil for subservient and even unethical conduct, and the current working conditions are sure to have an impact on self-censorship.

With the new Government, the Union hopes that the Labour and Employment Law in the former Yugoslav Republic of Macedonia, which is the most rigorous one in the region, especially rigid in relation to the rights of workers, will be changed.

### *2.3. Self-enforcement of ethical norms and professional standards.*

The number of media outlets with an in-house mechanism for complaints is not known. Most complaints by audience members are made through the Council of Media Ethics of Macedonia (CMEM).

*2.4. Structures strengthened for basic and continuous training and education of journalists and journalism students on professional standards, freedom of expression and media integrity. No legal restrictions on the profession of journalism. Fair, transparent and politically independent accreditation procedures in place.*

Journalism is studied at four higher education institutions, three faculties (UKIM in Skopje, STUL in Tetovo and Goce Delcev in Stip) and at the School of Journalism and Public Relations. All of them teach journalists about ethics and professional standards. In some cases, it is separate subject or is included under specific subjects such as television journalism with the ethical aspects of the image, sound, tone and so on.

The School of Journalism and Public Relations, founded by the Macedonian Institute for Media, offers a graduate course on journalism, combining theory and practice.

There are several non-governmental organisations that organise short training courses, although these are neither consistent nor continuous. However, the number of those courses has lately diminished. The need for training is once again arising in the former Yugoslav Republic of Macedonia, as the new generation lacks practical knowledge, since the majority of state faculties keep their instruction theoretical, and do not teach practical skills.

All respondents agreed that the current level of professional education among journalists in the country is worse than ever, since most studies are interdisciplinary, instead of comprising specialized study of journalism. The number of students enrolled to study journalism is decreasing. This means that journalism as a profession is unpopular among young people – understandably so, given the way the profession is represented in public. The mechanisms used by the Government to pressure journalists have made it seem like an unsafe and poorly paid profession that should be avoided at all costs.

Individual media outlets have offered no internal training recently, or have done so rarely, but there were quite a few training programs offered by various media training centres or investigative journalism centres. Those are mostly project-based training courses. The Journalists' Association has had a number of projects where they connected journalism students with various media outlets and thus allowed them to practice

while studying. The vast majority of the media outlets do not seem to care about their employees' education.

### *2.5. Media outlets promote professional training (including in professional ethics)*

According to respondents, there are only a few media outlets that engage in the development of their personnel by sending them on various training courses. None of the respondents seemed to have any information regarding human resources development in media houses.

None of the respondents knew about any media outlets having implemented their own professional development programs.

### *2.6. Investment in professional management of companies. Improved economic performance of the outlet in changing markets*

Economic performance of media outlets in the former Yugoslav Republic of Macedonia is characterized by limited economic resources and fierce competition in an oversaturated media market with more than 400 media outlets operating in a small country with a population of 2 million people.

The question of the viability of so many media outlets concentrated in such a small country has never been raised. The competition is particularly ruthless among TV stations. Entertainment programs dominate the TV listings, while there are only a few locally produced programs of any merit. News bulletins, soap opera serials, and light commercial programs make up the main content.

Professional management tools, including the business plan, are rarely used in this local media business environment.

### *2.7. Regaining audience confidence.*

The general population survey report shows that trust in the media in the former Yugoslav Republic of Macedonia is very high in comparison with other countries in the region. As much as 61% of the population mainly or completely trusts the media. That freedom of speech as a fundamental human right should be strictly protected is believed by 90% of respondents (the highest in the region), that freedom of media is a precondition for a free democratic society is believed by 76%, and as many as 44% think that the government should be allowed to restrict media freedom (the highest percentage in the region).

### *3.1. Improved conditions for quality investigative journalism including modern/innovative approaches to increase the quality and credibility of investigative journalism*

In the former Yugoslav Republic of Macedonia, there is ongoing discussion about understanding the nature of investigative journalism.

Investigative journalism has been relatively well developed in the last 4-5 years, with some impact, but certainly not sufficient. Journalistic investigations have been conducted by investigative journalism centres with own online platforms and status of civil society organisations. The mainstream media, particularly online, are republishing or referring to their investigative stories on regular basis. The public service media has also taken information from the investigative stories produced by independent productions and occasionally referred to it in own programming. But the percentage of investigative

stories in traditional media outlets (TV, radio and print) is still extremely low; according to a research it is below 1%.

According to respondents, the media outlets in the former Yugoslav Republic of Macedonia most actively involved in investigative journalism are Prizma (an online publication of the Balkan Investigative Reporting Network – BIRN in the former Yugoslav Republic of Macedonia), Skup/Scoop (an online platform of the Center for Investigative Journalism – the former Yugoslav Republic of Macedonia), Fokus (an online magazine), Novatv.mk (an online media outlet whose investigative editor is a member of the OCCRP – Organized Crime and Corruption Reporting Project), Alsat-M TV and TV Telma.

Since 2001, a prestigious investigative journalism award has been established by the Macedonian Institute for Media (MIM); it bears the name of the late journalist and editor Nikola Mladenov. Between 2015 and 2017, the EU investigative journalism award was also organised on an annual basis, as a part of the regional EU award scheme. It was administered by MIM.

There are not many cross-border investigative journalism projects, but some investigative journalists are part of regional networks such as BIRN or OCCRP.

The previous government organised public campaigns to discredit or demonise journalists who dealt with investigative journalism.

The main problem the investigative journalists are facing is lack of funds for the activity. Most investigations are funded by the international donor community.

*4.1. Media organisations/journalists' associations act on the basis of long-term vision and strategies to achieve impact. Productive dialogue with authorities has been established.*

In the former Yugoslav Republic of Macedonia, there are three media industry organisations, but their impact is not particularly strong: the Macedonian Media Association (MMA), a group of five national DVB-T broadcasters for protecting the business interests of the commercial TV networks and proposing initiatives towards changing the media laws that are not in favour of the media industry and protecting the rights of the employers; the Association of Private Media of Macedonia (ZPMM) represents the privately owned local and regional media; and the Association of Macedonian Internet Portals (AMIP), which was formed in 2013 with the specific goal of endorsing the regulation of online media proposed by the government and has been inactive since. Of the three, only the MMA, whose members constitute the largest and most influential media providers in the former Yugoslav Republic of Macedonia, is strong enough to negotiate with the government and promote the interests of its members.

The Association of Journalists of Macedonia (AJM) is the oldest and most active professional association of journalists in the country and, together with the Independent Trade Union of Journalists of Macedonia (SSNM), fights for the advancement of professional and working standards, and the elevation of journalists' social status. The Journalists' Association provides free legal aid to journalists who have been subject to defamation, as well as harassment related to their work. Apart from that, the free legal aid provides help with journalists' rights, especially when it comes to free access to information (police or court reports), handling sensitive information (child molestation, domestic violence, protection of witnesses' identity), as well as social themes like elections, referenda and protests. The free legal aid is available within 24 hours on request. The program for free legal aid is committed to representing the journalist in all the phases, including representation before the Court of Human Rights in Strasbourg. The Union offers free legal help in cases of mobbing and of unjust dismissal.

Although AJM collects membership fees, sources of their funds are mostly project-based donations, while only 3% of the funding comes through membership fees. There are not enough funds to guarantee the association's sustainability.

There was a case of a journalists' association organised in coordination with the government in the previous period in order to counter the work of independent journalists' associations.

*4.2. Regular dialogue within the media community established on press freedom and integrity issues. Broad platforms (journalists' professional organisations, NGOs, think-tanks, editors and owners) formed.*

Regular dialogue within the media community on press freedom and integrity issues has not been organised. There were cases of ad hoc platforms formed by several journalists' associations, independent media and civil society organisations for joint response to repressive measures by the previous government. Ongoing cooperation between the Association of Journalists of Macedonia and the Independent Trade Union of Journalists of Macedonia in struggling for journalists' rights is a good example, as well as cooperation of various organisations within joint donor-supported projects, but regular dialogue among a broader spectrum of organisations is non-existent.

*4.3. Media organisations monitor and evaluate the results and impact of their own work.*

The professional associations of industry or journalists have an obligation to make annual reports. The Association of Journalists of Macedonia, for example, publishes their annual activity report on the web site, and separately also the financial report verified by the external auditor.

Monitoring, analysis or reassessment of the impact of the professional associations' work has not been reported; the project evaluations have been conducted if they were part of the donor requirements.

*4.4. Platforms (journalists' professional organisations, CSOs, media owners and editors) set up and actively promote professional standards and ethics.*

The Council of Media Ethics of Macedonia (CMEM) is a self-regulatory body set up to promote professional standards and ethics. CMEM receives complaints from the members of the public related to unethical and unprofessional media conduct. Within CMEM, the Complaints Commission analyses the content of a complaint and makes decisions.

The Council decisions are for members only, and the Statute allows the Council to review complaints against non-members. Members are obliged to respond to a complaint, but those who are not members are not so obliged, although it does happen that they sometimes respond to a complaint. The complaints about unethical behaviour are mainly directed against online media, then TV and finally print media. The number of complaints submitted to the self-regulatory body regarding violations of the rules has increased in the last year. Unlike most self-regulatory bodies set up to promote media ethics, the local Council covers all types of media, including print media, online media and electronic (broadcast) media. CMEM organised a campaign promoting ethical standards, professional reporting, and the work of the Council. This included visits and debates organised in several towns.

CMEM still has no membership fee, even though this remains a possible solution for the near future. Currently, most of the funding involves donations from international donors and partners. The financial contributions have increased in the last year compared to the year before, owing to proactive work by the CMEM. Donations in the form of institutional grants cover 99% of operational costs.

*4.5. Labour standards developed and adhered to.*

Labour standards are neither developed nor adhered to. Working conditions for journalists are not adequate; journalists are poorly paid, and the work is unsafe. The salaries of journalists have been

decreasing steadily and are now well below the average salary in the country. There is no national collective agreement except at the level of the public service media, MRT, but that stipulates stiffer sanctions than those stipulated by the Law on Labour and Employment.

The respondents emphasized that, while journalists' exposure to such economic and social uncertainty persists, they will continue to be prone to self-censorship.

Freedom of association and unionising is provided by law and by the Constitution. However, until recently, any union-based association was deemed by the Government to be an enemy, and even the president of the Trade Union was laid off work. In some media outlets, trade union organising is directly prohibited. The Trade Union of Macedonian Journalists and Media Workers (SSNM) is one of the rare trade unions that functions with secret membership, a situation that is certainly contrary to the very principle of trade union organisation. Despite that hostile atmosphere, the SSNM has survived six years of operations and struggle for changes.

With the new left-wing government in power, there are expectations for improved conditions, but there is no association of media employers with which SSNM could negotiate.

The financial position of the union is affected by the provision in the law according to which a member of a syndicate can only be a person who has paid a membership fee. Without donations and solidarity assistance from other people, SSNM would not survive. SSNM does not even have its own premises or any institutional support and relies on solidarity and voluntary work.

There have not been many cases of journalists reporting inadequate working contracts with insufficient social protection, owing to fear of revealing their identity and concern that it might lead to permanent termination of their contract.

The total number of members of journalists' unions is unknown, because of the 'secret membership' offered by the SSNM. Some of the journalists who work in the public service media MRT are members of the MRT union, but are also members of the SSNM. They keep this secret, because the MRT management could retaliate against them for "not being loyal to the MRT union".

There was an attempt to establish "anti-union" in 2016 as a reaction to the SSNM's critical syndicate activities.

## 4. General population survey on the perception of media freedom and media integrity<sup>2</sup>

**News consumption:** As much as two thirds of local citizens follow the news on daily basis, which is somewhat higher compared to the regional<sup>3</sup> level. On the other hand, only 3% of the citizens don't follow any news at all.

**Trust in media in general:** Accordingly, more than 60% of the citizens trust media in the former Yugoslav Republic of Macedonia, compared to 37% of those who don't trust them. On average, 53% of the citizens in the region express trust in media and the former Yugoslav Republic of Macedonia is among the countries with the highest trust.

**Access to information through the media:** However, only 36% of the citizens in the former Yugoslav Republic of Macedonia state that information about relevant issues are completely accessible or accessible to a large degree through the media in their country.

**Freedom of media to report critically and express their view:** Additionally, only one fourth of the citizens in the former Yugoslav Republic of Macedonia believe that journalists and media outlets in their country are free to express their views and report critically about relevant news. Situation in the former Yugoslav Republic of Macedonia seems to be the least favourable in the region.

**Current state of media freedom - pressure on journalists and media reporting:** More than 40% of people in the former Yugoslav Republic of Macedonia state that there exists a high pressure on journalist/media reporting in their country, which is higher compared to the regional average. Additionally, almost every second citizen believes that pressure is present to some degree.

**Self-censorship:** More than a third of the citizens believe that public officials in the former Yugoslav Republic of Macedonia often gave statements which might possibly influence journalists and/or media not to publish their information.

**Importance of freedom of speech and media freedom:** Nine out of ten citizens of the former Yugoslav Republic of Macedonia agree that freedom of speech as a fundamental human right should be strictly protected and 76% state that freedom of media is a prerequisite for a free democratic society. On the other hand, almost half of the citizens state that the government should be allowed to restrict media freedom.

**Familiarity with investigative journalism:** Almost 80% noted that media in the former Yugoslav Republic of Macedonia are engaged in investigative reporting, at least to some extent and even 35% believe that media engage in investigative reporting to a sufficient extent. However, according to the citizens, only a few media outlets are engaged in investigative reporting.

**Awareness of journalists' professional associations:** Although countries in the region vary greatly when it comes to their awareness of journalists' professional associations, they mostly agree that the work of journalists' professional associations contributes to better situation of media and journalists in their country – it is the case with even 73% of the citizens in the former Yugoslav Republic of Macedonia.

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<sup>2</sup> Data collection conducted from July to October 2017.

<sup>3</sup> The survey was conducted in six countries: Albania, Bosnia and Herzegovina, Kosovo, the former Yugoslav Republic of Macedonia, Montenegro and Serbia.

## Annex 1 - Outline of the monitoring methodology

### 1. Developing survey instruments

#### 1.1 Questionnaire used in the expert panel country meetings, as well as the on-line survey among experts and representatives of relevant interest group organisations/ institutions

Prior to information collection, the survey instrument was developed. The basis for the survey instrument was the Media Guidelines, 2014-2020. It specifies 4 broad objectives:

- 1) Enabling an environment for and resulting responsibilities of the main actors;
- 2) Advancing media to a modern level of internal governance;
- 3) Qualitative and trustworthy investigative journalism available to citizens;
- 4) Increasing capacity and representativeness of journalists' professional organisations.

These objectives are divided into 20 indicators:

- 1.1. Legal guarantees and review of their implementation;
- 1.2. The judiciary acts in conformity with Article 10 of the European Convention on Human Rights and applicable case law;
- 1.3. State institutions ensure media pluralism and their independence; law enforcement in media outlets and access to information of public character;
- 1.4. Independent and professional regulators preserve media pluralism and prevent unfair competition in the media market;
- 1.5. State institutions and public authorities stimulate public demand for quality journalism;
- 1.6. Public Service Media – ensure content pluralism in the media environment in an independent and accountable manner;
- 1.7. Initiative and creativity by state institutions in using tools at their disposal to promote free speech and media diversity;
- 2.1. Media outlets voluntarily adhere to principles of transparency;
- 2.2. Media outlets voluntarily subscribe to and implement adequate labour standards;
- 2.3. Self-enforcement of ethical norms and professional standards;
- 2.4. Structures strengthened for basic and continuous training and education of journalists and journalism students on professional standards, freedom of expression and media integrity;
- 2.5. Media outlets promote professional training (including in professional ethics);
- 2.6. Investment in professional management of companies;
- 2.7. Regaining audience confidence;
- 3.1. Improved conditions for quality investigative journalism including modern/innovative approaches to increase the quality and credibility of investigative journalism;
- 4.1. Media organisations/journalists' associations act on the basis of long-term vision and strategies to achieve impact. Productive dialogue with authorities established;
- 4.2. Regular dialogue within the media community established on press freedom and integrity issues;
- 4.3. Media organisations monitor and evaluate the results and impact of their own work;



- 4.4. Platforms (journalists' professional organisations, CSOs, media owners and editors) set up and actively promote professional standards and ethics;
- 4.5. Labour standards developed and upheld.

The phase that followed was operationalisation of the indicators into items. Each item constitutes an operationalised benchmark from the Media Guidelines. After an initial list of items was created, it underwent thorough review by a number of key media experts from all of the countries included in the monitoring process. One consultative meeting with key experts from all target countries was held in Tirana on 27 and 28 April, 2017. Certain items were reformulated, some were excluded and new items added, as suggested by the media experts. The final list included 249 items, of which 239 items were to be assessed by expert panels and representatives of relevant interest group organisations/ institutions, and 9 of them examined via a survey among the general population.

Answers on the items were obtained on a range of scales:

- *Items provided by the media experts:*
  - *Yes/No answers*
  - *Scales (three-point, four-point and five-point scales)*
  - *Absolute number*
  - *Percentage*
- *Items obtained from the general population survey:*
  - *Percentage of answers*

The whole process of questionnaire design took place between March and July of 2017.

The questionnaire was prepared in English and translated into each local language, in the period from July to August of 2017. These versions were programmed in July, August and early September in order to be administered online.

Members of the expert panels discussed all these points during country meetings and completed the whole online questionnaire, i.e. they assessed the full list of indicators. Taking into account the specific expertise of different interest groups, their representatives, in contrast, assessed only selected indicators from the full list included in the questionnaire.

## **1.2 Interview guide used for in-depth interviews with representatives of relevant interest group organisations/ institutions**

The interview guide was developed on the basis of the online questionnaire developed for experts and representatives of relevant interest group organisations/ institutions (explained above). As in the online survey with interest groups, the interviewees undergoing in in-depth interviews as representatives of interest groups assessed only selected indicators from the full list included in the questionnaire, depending on their specific field of expertise and interest. Additionally, some topics were further developed in order to obtain more in-depth information from interviewees.

### 1.3 Questionnaire used in a general population survey

The questionnaire used in the general population survey covered several topics, such as news consumption, trust in the media, perception of media freedom, recognition of investigative journalism and journalists’ professional organisations.

## 2. Data collection

### 2.1 Expert panel country meetings and the online survey with members of expert panels

Six expert panel meetings were held in early October, in each of the target countries: on 2 October 2017 in Sarajevo, on 4 October in Podgorica, on 6 October in Belgrade, on 9 October in Skopje, on 11 October in Tirana, and on 13 October in Pristina. The composition of these expert panels was defined by media consultants within the project team, taking into account the fields of expertise required to assess the full list of indicators. Ten such fields of expertise have been singled out, and approximately ten experts identified in each country and invited to take part in the expert panel and the assessment of the full list of indicators.

Members of the expert panels had opportunity to fill in the questionnaire prior to the meeting, during the meeting or after. During the meeting, main points were productively discussed. Special care was taken to give enough time for experts to fill in the on-line questionnaire – from late September till early November. Extensive efforts were taken to motivate media experts to participate in the on-line survey.

The number of experts per country is provided in the Table 1:

**Table 1. Number of members of the expert panels who assessed full list of indicators and those who actually participated in the expert panel meetings, per country**

Country	Experts who assessed full list of indicators	Experts who actually participated in the expert panel meetings
Albania	6	4
Bosnia and Herzegovina	10	9
Kosovo	8	2
The former Yugoslav Republic of Macedonia	10	9
Montenegro	6	3
Serbia	11	9

## 2.2 In-depth interviews with representatives of relevant interest group organisations/ institutions

Apart from obtaining information from key experts in target countries, more in-depth information was obtained from personal interviews with relevant interest groups, i.e. representatives of relevant organisations/ institutions. These included the following:

- State/Public officials (from a Ministry or other state body such as an Assembly Committee for media)
- Representatives of the judiciary
- Commissioner for access to public information (Information Commissioner)
- Public service media
- Journalists' professional associations
- Media industry associations
- CSOs - Media/journalism training centres, media institutes
- Media regulatory authorities
- Unions of journalists
- Investigative journalism centres
- Self-regulatory bodies

The number of in-depth interviews conducted per country is provided in Table 2:

**Table 2. Number of representatives of interest groups/relevant institutions and organisations who participated in the in-depth interviews, per country**

Country	Representatives of interest groups/relevant institutions and organisations who participated in the in-depth interviews
Albania	4
Bosnia and Herzegovina	8
Kosovo	8
The former Yugoslav Republic of Macedonia	6
Montenegro	9
Serbia	10

This activity was carried out in October and November 2017.

### 2.3 Online survey with representatives of relevant interest group organisations/ institutions

In addition to in-depth interviews, representatives of relevant interest group organisations and institutions were asked to complete the online questionnaire, which included selected indicators from the full list that were deemed relevant to their field of interest and expertise. Additionally, not only those being interviewed, but a wider list of representatives of relevant organisations/ institutions was asked to participate in the on-line survey. The number of representatives of relevant organisations/institutions per country is provided in Table 3:

**Table 3. Number of representatives of relevant interest group institutions and organisations who assessed selected indicators relevant to their field of interest and expertise, per country**

Country	Representatives of relevant interest group institutions and organisations that assessed a selected number of indicators
Albania	6
Bosnia and Herzegovina	4
Kosovo	5
The former Yugoslav Republic of Macedonia	7
Montenegro	7
Serbia	13

### 2.4 General population survey

The main aim of the general population survey was to obtain information from citizens in target countries regarding their level of trust in the media, their perception of media freedom, as well as their recognition of investigative journalism and journalists' professional organisations. A brief outline of the methodology is presented below:

- *Target population:* entire 18+ population of permanent residents of the target countries;
- *Type of sample:* A three-stage random representative stratified sample (PSU: Polling station territories, SSU: Households, TSU: Household member);
- *Respondent:* Household member 18+ (randomly chosen);
- *Data collection method:* F2F (Face to Face) in home, Computer Assisted Personal Interviewing (CAPI), except in the former Yugoslav Republic of Macedonia (telephone interviewing);
- *Sample size:* at least 1000 interviews per country;
- *Weighting:* by region, type of settlement, gender, age and education;
- *Questionnaire length:* completion time estimated to be around 5 minutes (with 5 open-ended questions);
- *Data collection period:* from July to October 2017.

### 3. Index system development - calculating the indices

In order to quantify indicators, an index system was developed. As established, 4 broad objectives, divided into 20 indicators were operationalised by 246 items (237 assessed by expert panels and interest groups, and 9 examined through the survey among the general population). From all the items, 23 were excluded from further analysis, since the data were provided by an insufficient number of media experts, thus preventing reliable analysis. Finally, 223 items were analysed. The number of items per indicator varies, from 1 to 54. Detailed information is provided in Table 4. The whole list of created items and analysed items, i.e. items included in the index system development, can be seen at the end of this section. The excluded items are given in *Italic*.

**Table 4. Number of operationalised items and number of items included in the analysis, per indicator**

Indicator	Number of items created	Number of items analysed
1.1. Legal guarantees and review of their implementation	32	32
1.2. The judiciary acts in conformity with Article 10 of the European Convention on Human Rights and applicable case law	8	1
1.3. State institutions ensure media pluralism and their independence; law enforcement in media outlets and access to information of public character	19	13
1.4. Independent and professional regulators preserve media pluralism and prevent unfair competition in the media market	54	54
1.5. State institutions and public authorities stimulate public demand for quality journalism	5	5
1.6. Public Service Media – ensure content pluralism in the media environment in an independent and accountable manner	17	17
1.7. Initiative and creativity by state institutions in using tools at their disposal to promote free speech and media diversity	2	2
2.1. Media outlets voluntarily adhere to principles of transparency	12	12
2.2. Media outlets voluntarily subscribe to and implement adequate labour standards	9	9
2.3. Self-enforcement of ethical norms and professional standards	4	3
2.4. Structures strengthened for basic and continuous training and education of journalists and journalism students on professional standards, freedom of expression and media integrity	4	4
2.5. Media outlets promote professional training (including in professional ethics)	4	4
2.6. Investment in professional management of companies	2	2
2.7. Regaining audience confidence	1	1

3.1. Improved conditions for quality investigative journalism including modern/innovative approaches to increase the quality and credibility of investigative journalism	10	10
4.1. Media organisations/journalists' associations act on the basis of long-term vision and strategies to achieve impact. Productive dialogue with authorities established	21	20
4.2. Regular dialogue within the media community established on press freedom and integrity issues	8	8
4.3. Media organisations monitor and evaluate the results and impact of their own work	8	8
4.4. Platforms (journalists' professional organisations, CSOs, media owners and editors) set up and actively promote professional standards and ethics	10	9
4.5. Labour standards developed and upheld	17	9
<b>TOTAL</b>	<b>249</b>	<b>223</b>

Answers from all parties involved (media experts, interest groups and the general population) were treated in the same way. However, taking into consideration that the media experts responded to the full list of indicators, while interest groups responded only to selected indicators, and the general population to only 9 items from the questionnaire, it can be concluded that media experts have the greatest impact on the overall results.

Given that a number of media experts and representatives of interest groups per country provided answers to the items, one measure for each item per country was obtained by calculating the share of positive answers among all the answers provided (for a particular item for each country). All negatively oriented items were reoriented in order to a positive direction, so that it is possible to make further mathematical operations between them. In order to obtain one measure per indicator, an average value was calculated for items belonging to one indicator.

Since there is one average value for each indicator (20 in total) for each country (6 countries), there are 120 scores altogether (20 indicators multiplied by 6 countries). These scores/indices are sorted from lowest to highest and categorised into five categories, from the worst evaluated to the best evaluated. The distribution used was 15%; 15%; 40%; 15%; 15%. Although it can be said that this distribution is arbitrary, it has its foundation in probability theory and normal (or Gaussian) distribution, where distribution of values is symmetrical, and most results are situated around the mean. Based on this distribution, cut values were determined, which enabled score categorisation in the following way:

- 15% (from 0 to 0.14) – Red, the worst evaluated in the region;
- 15% (from -0.36 to -0.06) – Orange, the second worst evaluated in the region;
- 40% (from -0.05 to 0.49) – Yellow, the middle of the regional ranking;
- 15% (from 0.50 to 0.81) – Light green, the second best evaluated in the region;
- 15% (from 0.82 to 1) – Green, the best evaluated in the region.

The same principle was applied to the objectives. In order to obtain one measure per objective (4 objectives), an average value was calculated for all indicators belonging to one objective. Since there is one average value for each objective (4 in total) for each country (6 countries), there are 24 scores altogether (4 objectives multiplied by 6 countries). These scores are sorted from lowest to highest and categorised into five categories, from the worst evaluated to the best evaluated (15%; 15%; 40%; 15%; 15%).

*Note: Although objective number 3 is comprised only one indicator (3.1.) (as specified on pages 2 and 3), different categorisations of countries (i.e. their colours) is possible, given that the cut values for indicators and objectives are different. As already mentioned, there are 120 scores for indicators (20 indicators multiplied by 6 countries) and 24 scores for objectives (4 objectives multiplied by 6 countries), and this is the reason behind the differences.*

### 3.1 The whole list of items included in the index system development

#### 1. ENABLING ENVIRONMENT AND RESULTING RESPONSIBILITIES OF MAIN ACTORS

##### 1.1. Legal guarantees and review of their implementation

1. Is the right to freedom of expression and information through the media guaranteed in the constitution?
2. Is the constitution in line with Article 10 of the European Convention on Human Rights?
3. Is the right to freedom of expression and information through the media guaranteed under national legislation?
4. Is this law in line with Article 10 of the European Convention on Human Rights?
5. Are cases in which these rights can be restricted clearly/unambiguously defined by the constitution/law?
6. Are these cases in line with those stipulated in Article 10 of the European Convention on Human Rights?
7. Are legal guarantees/safeguards regarding freedom of expression and information through the media implemented in a consistent, non-selective manner?
8. Is there a periodic assessment of the state of media freedom (including assessment of the existence and implementation of the legal framework affecting the media, or assessment of other factors influencing freedom of expression and media freedom) conducted by Parliament and/or the Government?
9. If yes, is this periodic assessment of the state of media freedom and of the legal framework done on the basis of indicators listed in the Council of Europe PA Resolution 1636 (2008)?
10. If not, is there an assessment of the state of media freedom (including assessment of the existence and implementation of the legal framework affecting the media, or assessment of other factors influencing freedom of expression and media freedom) conducted by any other state institution/body?
11. If yes, was the last assessment of the state of media freedom (including assessment of the existence and implementation of the legal framework affecting media, or assessment of other factors influencing freedom of expression and media freedom) - conducted by the Parliament/Government/other state institution/body - positive?
12. Are journalists' professional associations, and/or media representatives consulted about and involved in preparing the Parliament's/Government's assessments and follow-up proposals?
13. Is this done in a transparent manner?
14. Is this done in a fair/inclusive manner?
15. Was a report published about the consultation process?
16. Are the proposals by the media and journalists' professional associations taken into consideration by the Parliament/Government?
17. Are independent regulatory authorities\* consulted about and involved in preparing the Parliament's/Government's assessments and follow-up proposals? \*Independent regulatory authorities are in charge of supervising the implementation of regulations related to electronic media, which usually encompasses the power to license broadcasters, to monitor whether broadcasters are fulfilling their



legal obligations, and to impose sanctions if they fail to carry out those obligations.

18. Is this done in a transparent manner?
19. Is this done in a fair/inclusive manner?
20. Are the proposals by the independent regulatory authorities taken into consideration by the Parliament/Government?
21. Are interested CSOs consulted about and involved in preparing the Parliament's/Government's assessments and follow-up proposals?
22. Is this done in a transparent manner?
23. Is this done in a fair/inclusive manner?
24. Was a report published about the consultation process?
25. Are proposals by the CSOs taken into consideration by the Parliament/Government?
26. Have any laws, strategies, policies and/or measures been adopted in order to improve the situation in the media sector, as a result of such periodic assessment?
27. Have there been any independent assessments of the state of media freedom carried out by non-state actors such as think tanks, international organisations etc. in the past year?
28. Did those assessments contain suggestions for improvement of the current situation in the media sector?
29. Did the Government/Parliament/other state institution/body take into consideration proposals provided in the independent assessments?
30. Did the Government/Parliament/other state institution/body implement any of these proposals?
31. If yes, were these changes based on the periodic assessments of the state of media freedom, including the assessment of the legal framework?
32. If changes in the national legislation were introduced in the past year, have these changes been for the better, for the worse, or has nothing changed?

## **1.2. The judiciary acts in conformity with Article 10 of the European Convention on Human Rights and applicable case law**

1. *What is the number of judges in your country trained in applying ECtHR case law on freedom of expression? Training covers also application of legislation affecting media in line with fundamental rights (including to free expression). (not included in the index system development due to small number of answers)*
2. *What is the number of prosecutors in your country trained in applying ECtHR case law on freedom of expression? Training covers also application of legislation affecting media in line with fundamental rights (including to free expression). (not included due to small number of answers)*
3. *What is the number of the rulings in your country related to media freedom and freedom of expression (ECtHR case law) in the last year? (not included due to small number of answers)*

4. *What is the number of cases in your country in which journalists/media representatives were acquitted related to media and freedom of expression (ECtHR case law) in the last year? (not included due to small number of answers)*
5. *What is the number of cases in your country in which journalists/ media representatives were convicted related to media and freedom of expression (ECtHR case law) in the last year? (not included due to small number of answers)*
6. *What is the number of cases in your country in which there were inadequate damages awarded (in comparison to other similar sanctions/cases) in the last year? (not included due to small number of answers)*
7. *What is the number of cases in your country where charges against journalists/media were pushed by public officials on the grounds of defamation law in the last year? (not included due to small number of answers)*
8. Is there a data collection system in your country providing that data on prosecution of journalists/media representatives are systematically collected, updated and made available on a regular basis or otherwise accessible?

### **1.3. State institutions ensure media pluralism and their independence; law enforcement in media outlets and access to information of public character**

1. How often in the past year have public officials (President, Prime Minister, ministers, MPs, government at the local level, public officials, public authorities, directors of state companies, religious leaders, party officials, etc.) made statements that might possibly have a self-censorship effect on the media?
2. In your opinion, how often in the past year have journalists in your country practiced self-censorship for fear of civil lawsuits or criminal prosecution (fines, imprisonment)?
3. In your opinion, how often in the past year have journalists in your country practiced self-censorship for fear of professional reprisals or attacks on their reputation?
4. In your opinion, how often in the past year have journalists in your country practiced self-censorship for fear of threats to their physical safety or that of their family and friends, to their workplace or home?
5. How many physical attacks on journalists have taken place in the past year?
6. How many threats to journalists have been made in the past year?
7. How many other forms of intimidation of the media have taken place in the past year?
8. Has this number decreased in comparison to the previous year?
9. Are such cases dealt with by law enforcement and the judiciary in a timely manner?
10. *What is the number of complaints raised because law enforcement and judiciary did not deal with these cases in timely manner in the last year? (not included due to small number of answers)*
11. *What is the number of convictions in cases of attacks on journalists in the last year? (not included due to small number of answers)*
12. Is there a data collection system providing that data on attacks on journalists and on actions taken by the

law enforcement bodies in these cases are systematically collected, updated and made available on a regular basis or otherwise accessible?

13. Are rules on access to information of a public character in place?
14. Are these rules in accordance with the Council of Europe and other relevant European standards?
15. Are these rules related to access to information of public character for journalists and media followed by authorities without delay?
16. *What is the number of cases where authorities restricted access to information to media in the last year? (not included due to small number of answers)*
17. *What is the number of cases related to access to information of public character for journalists and media where Commissioner for information of public character/Information Commissioner intervened when the authorities restricted access to media? (not included due to small number of answers)*
18. *What is the number of cases related to access to information of public character for journalists and media where intervention of the Information Commissioner had positive outcome, and the authorities enabled access to information as a result of the intervention? (not included due to small number of answers)*
19. *What is the number of cases related to access to information of public character for journalists and media where intervention of the Information Commissioner didn't have positive outcome, and the authorities even after the appeal procedure didn't enable access to information, or enabled incomplete or delayed access to information? (not included due to small number of answers)*

#### **1.4. Independent and professional regulators preserve media pluralism and prevent unfair competition in the media market**

1. Are there Media regulatory authorities\* present in your country? \*Regulatory authorities are in charge of supervising the implementation of regulation related to electronic media, which usually encompasses the power to license broadcasters, to monitor whether broadcasters are fulfilling their legal obligations, and to impose sanctions if they fail to carry out those obligations.
2. Does legislation provide for independent and professional operation of the Media regulatory authorities in charge of the broadcasting sector?
3. Are Media regulatory authorities or any other professional and independent body (ies) required to contribute to the protection and promotion of freedom of expression and information through the media?
4. Are Media regulatory authorities or any other professional and independent body (ies) required to contribute to the protection and promotion of diversity of opinions and media pluralism - during elections?
5. Are Media regulatory authorities or any other professional and independent body (ies) required to contribute to the protection and promotion of diversity of opinions and media pluralism - outside election periods?
6. Are Media regulatory authorities or any other professional and independent body (ies) required to

protect public interests and media users?

7. Are Media regulatory authorities or any other professional and independent body (ies) required to ensure media ownership transparency?
8. Are Media regulatory authorities or any other professional and independent body (ies) required to regulate/prevent concentration and abuse of dominant market positions by media?
9. Are there rules to ensure that Media regulatory authorities in charge of the broadcasting sector are independent and free from political or other interference when it comes to appointment and dismissal of members?
10. In practice, are Media regulatory authorities in charge of the broadcasting sector independent and free from political or other interference when it comes to appointment and dismissal of members?
11. In practice, are the Media regulatory authorities consulted if the Government initiates changes to the regulations related to their scope of work, competences, rights and obligations?
12. Is the media sector (media industry and journalists' associations) consulted if the Government initiates changes to the regulations related to the scope of work, competences, rights and obligations of the regulatory authorities?
13. Are the recommendations and suggestions from public consultations taken into account?
14. Are there rules to ensure that the government/ other state bodies or officials cannot take actions that might be qualified as interference with Media regulatory authorities' independence when it comes to the decision-making process?
15. In practice, are the Media regulatory authorities in charge of the broadcasting sector independent and free from political or other interference when it comes to the decision-making process?
16. Do the Media regulatory authorities publish or make available all decisions about the measures issued and imposed, with or without justification?
17. Is there an obligation for the Media regulatory authorities in charge of the broadcasting sector to submit an annual report to the parliament or other state institution on performance of its own mission and tasks?
18. Did the Media regulatory authorities in charge of the broadcasting sector submit an annual report on performance of its own mission and tasks in the past year?
19. Is this annual report on performance of its own mission and tasks available to the public?
20. Do the Media regulatory authorities in charge of the broadcasting sector have financial autonomy?
21. Did the Media regulatory authorities publish financial reports for the past year?
22. Does this annual report (annual reports if there are multiple regulatory authorities) include information on the fees paid by media outlets to the regulatory authority?
23. Please assess the efficiency of the Media regulatory authority/authorities.
24. Please assess the independence of the Media regulatory authority/authorities.

25. Do the Media regulatory authorities annually provide accessible records on media ownership?
26. Are these records transparent and credible (in terms of data on real beneficiaries/beneficial owners)?
27. Are economic performance/financial statements of outlets made available by the Media regulatory authorities or any other authority or institution?
28. Is legislation against media concentration and misuse of dominant market position in place?
29. Is legislation against media concentration and misuse of dominant market position properly enforced?
30. Are sanctions regarding media concentration and misuse of dominant market position proportionate?
31. Are enforcement records (data/files on all investigated or processed cases) regarding media concentration and misuse of dominant market position made public?
32. Is State advertising and any other direct or indirect use of public money in the media regulated by legislation in accordance with good governance to guarantee fairness, neutrality, equal treatment and transparency?
33. Are the rules regarding State advertising and any other direct or indirect use of public money in the media enforced by the competition authority or other body(ies)?
34. Is there transparency in State advertising including public campaigns/advertisements by state bodies and local authorities?
35. Are the volume and share of State advertising and, other use of public money per media outlet being published (including public campaigns/advertisements)?
36. Is there transparency in dispatching advertisements by state-owned companies?
37. Is the volume and share of advertising per outlet by state-owned companies made public?
38. Are verified audience measurements implemented regularly?
39. Are publicity campaigns by governments or other state or local authorities developed on the basis of verified audience measurements?
40. Is media sector market analysis conducted regularly?
41. Are regulatory proposals being developed on the basis of media sector market analysis?
42. Is there legal protection in place against informal economic pressure (e.g. cancelation of advertising contracts because of critical reporting) on independent reporting?
43. Do responsible authorities provide periodic sector analysis to disclose any informal economic pressure on independent reporting (e.g. by ad agencies, media owners participating in public procurement, cross ownerships, etc.)?
44. Has the state-owned media been privatised?
45. Has this privatisation been carried out in a transparent way?
46. Has privatisation been carried out with due respect to fair competition?
47. Are there sanctions for the cases that jeopardise the media privatisation process?

48. Are state budget funds foreseen for project co-financing for media outlets?
49. Is the process of funding allocation conducted in a transparent manner?
50. Is the report on funding allocation published annually?
51. Are there measures in place to sanction cases that jeopardise the process of project co-financing for media outlets?
52. Are there any other sources of public funding/money that might be allocated to the media through various funds and mechanisms (subscription fee, taxes payable directly to a designated fund etc.)?
53. Is the process of funding allocation in case of these other financial mechanisms conducted in a transparent manner?
54. Is the report on funding allocation published annually?

#### **1.5. State institutions and public authorities stimulate public demand for quality journalism**

1. In the past year, have there been public/state programs to promote media literacy?
2. Has regulation been drafted or adopted to block or filter internet content?
3. In the past year, have there been cases where dissemination of information was prevented by blocking/filtering internet content?
4. In the past year, were there cases where dissemination of information was prevented through blocking/filtering internet content by the state bodies (including prosecutors or courts)?
5. Have the public authorities recently developed strategies or measures for supporting of “new”/online, local and/or alternative media?

#### **1.6. Public Service Media – ensure content pluralism in the media environment in an independent and accountable manner**

1. Is the Public Service Media remit defined by legislation?
2. Were there broad public consultations regarding the Public Service Media remit?
3. Does the law provide for editorial independence and against politicisation of Public Service Media?
4. In practice, is editorial independence of Public Service Media efficiently/de facto protected when it comes to political interference?
5. Is there a governing body of Public Service Media composed to represent diverse social groups and actors (e.g. minorities, CSOs, academia and similar)?
6. Please assess the level of independence of PSM considering mechanisms for appointment and dismissal of key personnel (e.g. director general, directors, editors-in-chief etc.).
7. Do the Public Service Media have sufficient funds to perform Public Service obligations (funds sufficient to comply with the PS remit)?
8. Are sources of and mechanisms for funding the Public Service Media provided to allow stable operations and avoid dependence on decisions by the Government/the Parliament over the PSM budget?

9. Is there a legal obligation for Public Service Media to publish annual reports (including financial)?
10. Did the Public Service Media publish an annual report (including financial) in the past year?
11. Is there a Code of ethics for the Public Service Media?
12. Have the Public Service Media developed an in-house mechanism to deal with viewer/listener/user complaints (e.g. an ombudsman, a readers' editor)?
13. Are these mechanisms effective in dealing with viewer/listener/user complaints?
14. Is there an investigative journalism\* unit present in the PSM in your country? \*Investigative journalism in this survey is considered systematic work on investigation of and reporting on societal issues related to abuse of power, corruption, organised crime and serious violation of fundamental rights that otherwise would not have been brought to the public's attention.
15. Does the PSM have an annual or multi-annual program and financial plans dedicated to the operation of an investigative journalism unit?
16. Does the PSM (its special unit or without such unit) engage regularly in independent and critical investigative journalism?
17. On a scale from 1 to 4, how much trust do you have in Public Service Media (please insert the specific media provider), when it comes to reporting the news fully, accurately and fairly? (*General population survey*)

### **1.7. Initiative and creativity by state institutions in using tools at their disposal to promote free speech and media diversity**

1. Have there been any actions (e.g. awareness campaigns, public hearings or debates) undertaken by state institutions aimed at promoting media freedom and media pluralism/diversity?
2. If yes, please assess the efficiency of any actions undertaken by state institutions (e.g. awareness campaigns, public hearings or debates) aimed at promoting media freedom and media pluralism/diversity.

## **2. ADVANCING MEDIA TO A MODERN LEVEL OF INTERNAL GOVERNANCE**

### **2.1. Media outlets voluntarily adhere to principles of transparency**

1. Is any state institution obliged to collect data about corporate governance and finances from one or more different types of media (Radio, TV, Print, Online)?
2. If yes, are these state institutions able to efficiently collect these data from the media? (Radio, TV, Print, Online)
3. Is the ownership structure made publicly available? (Radio, TV, Print, Online)
4. Are financing sources made publicly available? (Radio, TV, Print, Online)
5. Is income received from the state made publicly available? (Radio, TV, Print, Online)
6. Are balance sheets made publicly available? (Radio, TV, Print, Online)
7. Does any state institution keep track of and provide data (available to the public) about the market share

of one or more different types of media (Radio, TV, Print, Online)?

8. Are media outlets obliged to submit a report on their corporate governance and finances to some state institution?
9. What share of media outlets voluntarily provide open access to data about their ownership structure?
10. What share of media outlets voluntarily provide open access to data about their financing sources?
11. What share of media outlets voluntarily provide open access to data about income received from the state?
12. What share of media outlets voluntarily provide open access to data about their balance sheets?

## 2.2. Media outlets voluntarily subscribe to and implement adequate labour standards

1. What percentage of journalists in your country have long-term employment contracts?
2. What percentage of journalists in your country have fixed-term employment contracts?
3. What percentage of journalists in your country have contracts, but are not in an employment relationship (honorarium-based/piecework contract or service contract, etc.)?
4. What percentage of journalists in your country are freelancers (self-employed, working for different media)?
5. What percentage of journalists have no or insufficient social protection (contributions for social security not paid or paid only on part of the salary)?
6. Are the terms of working contracts a factor in self-censorship? (The terms of working contracts refer to job insecurity, uncertainty of working time, irregular earnings, insecurity of working conditions, legal insecurity and violation of labour rights: non-payment of overtime, work on weekends and public holidays and unpaid sick leave; failure to comply with labour rights in the company where the respondent works, violation of their rights to union organising.)
7. What percentage of media outlets have adopted an internal code of ethics (a document defining ethical conduct)?
8. What percentage of media outlets have adopted statutes (internal acts defining the relations, rights and obligations between owner/publisher, management and editorial office/journalists etc.)?
9. Is freedom of association (i.e. the right of media workers to establish associations and/or unions) clearly spelled out in the labour regulations, or in internal statutes?

## 2.3. Self-enforcement of ethical norms and professional standards

1. What share of media outlets have developed in-house mechanisms to deal with reader/viewer/listener/user complaints (e.g. an ombudsman, a readers' editor)?
2. Are these mechanisms effective in dealing with reader/viewer/listener/user complaints?
3. Are public data available about cases of journalists suspended or dismissed on the grounds of critical reporting (despite having complied with the code of ethics)?
4. What is the number of suspended or dismissed journalists on the grounds of critical reporting (despite



*being consistent with code of ethics) in the last year? (not included due to small number of answers)*

#### **2.4. Structures strengthened for basic and continuous training and education of journalists and journalism students on professional standards, freedom of expression and media integrity**

1. What is the total number of colleges/faculties/schools teaching journalism?
2. What is the number of journalism colleges/faculties/schools that incorporate courses on ethical codes and standards in their curriculum?
3. In the past year, how many media providers have offered/organised training courses and/or internship programs\* which include learning about professional standards, freedom of expression, media freedom and media integrity? \*These courses/programs are offered to any journalist, not only to those employed/working in that media.
4. In the past year, how many training programs/courses for professional journalists have been organised by Media training centers\* that include learning about professional standards, freedom of expression and media integrity? \*Media training centers refer to civil society organisations operating separately from any media.

#### **2.5. Media outlets promote professional training (including in professional ethics)**

1. What percentage of media have a staff development policy? (Staff development refers to all policies, practices and procedures used to develop the knowledge, skills and competencies of staff.)
2. What percentage of media providers have a human resources department?
3. In the past year, what percentage of media providers have implemented their own professional development programs (for journalists employed/working in that media) that include learning about professional ethics?
4. In the past year, what percentage of media sent their journalists to professional development programs (provided outside their own institution) that included learning about professional ethics?

#### **2.6. Investment in professional management of companies**

1. What percentage of media outlets have business plans?
2. What percentage of media outlets implement the business goals defined by their business plan?

#### **2.7. Regaining audience confidence**

1. In general, how much trust do you have in the media -- such as newspapers, TV, radio or online news sources - when it comes to reporting the news fully, accurately and fairly in your country? *(General population survey)*

### **3. QUALITATIVE AND TRUSTWORTHY INVESTIGATIVE JOURNALISM AVAILABLE TO CITIZENS**

#### **3.1. Improved conditions for quality investigative journalism including modern/innovative approaches to increase the quality and credibility of investigative journalism**

1. How many joint journalist/CSO projects have been created in your country dedicated to investigative journalism in the past year?

2. Are there any awards for investigative journalism in the country?
3. How many cross-border, regional or international joint investigative journalism projects have there been in which journalists from your country took part in the past year?
4. How often are there policy/personnel changes in the investigated institutions/organisations as a consequence of the findings from investigative journalism?
5. How many media outlets have been carrying out investigative journalism\* within their outlet over the past year? \*Investigative journalism in this survey is considered as systematic work on investigations and reporting on societal issues related to abuse of power, corruption, organised crime and serious violations of fundamental rights that otherwise would not have been brought to the public's attention.
6. How many TV media outlets have published investigative journalism content in the past year?
7. How many Radio media outlets have published investigative journalism content in the past year?
8. How many Print media outlets have published investigative journalism content in the past year?
9. How many Online media outlets have published investigative journalism content in the past year?
10. Could you please name up to three Media outlets that published investigative journalism stories in the past year? *(General population survey)*

#### 4. INCREASING CAPACITY AND REPRESENTATIVENESS OF JOURNALISTS' PROFESSIONAL ORGANISATIONS

##### 4.1. Media organisations/journalists' associations act on the basis of long-term vision and strategies to achieve impact. Productive dialogue with authorities established

1. Are media industry associations present in your country?
2. Do media industry associations engage in informed dialogue with the authorities in a coordinated manner?
3. Do media industry associations have sufficient funds for continuous and efficient operation?
4. Are sources of funding for media industry associations diverse (membership fees, donations, sponsorships, projects)?
5. Are membership fees the dominant source of funding for media industry associations?
6. Are media industry associations financially self-sustainable?
7. How many advocacy actions or joint policy initiatives (e.g. dialogue meetings with public authorities to suggest or influence upcoming policy or legislation) have been organised and implemented by media industry associations in the past year?
8. Please assess the impact of these actions on policies or legislation regarding the media.
9. Are journalists' professional associations present in your country?
10. Do journalists' professional associations engage in informed dialogue with the authorities in a coordinated manner?
11. Do journalists' professional associations have sufficient funds for continuous and efficient operation?
12. Are the sources of funding for journalists' professional associations diverse (membership fees, donations,

sponsorships, projects)?

13. Are membership fees the dominant source of funding for journalists' professional associations?
14. Are journalists' professional associations financially self-sustainable?
15. How many advocacy actions or joint policy initiatives (e.g. dialogue meetings with public authorities to suggest or influence upcoming policy or legislation) have been organised and implemented by journalists' professional associations in the past year?
16. Please assess the impact of these actions on policies or legislation regarding the media.
17. How many journalists are members of journalists' professional associations?
18. Of the total number of journalists in your country, what percentage are members of journalists' professional associations?
19. *What is the number of members having benefited from free legal aid in the last year? (not included due to small number of answers)*
20. Were media industry associations and journalists' professional associations engaged in issue-based coalitions in the past year?
21. In your opinion, does the work of journalists' professional associations contribute to improving the situation of media and journalists in your country? *(General population survey)*

#### **4.2. Regular dialogue within the media community established on press freedom and integrity issues**

1. Were there meetings of broad platforms (consisting of, for example, journalists' professional organisations, media industry associations, CSOs/media centers and institutes, think-tanks, journalism schools, investigative journalism centers, editors etc.) organised within the media community on media freedom and integrity issues in the past year?
2. How many meetings of broad platforms were organised?
3. Were there joint conclusions adopted and actions taken at the local, national and/or regional level as a result of meetings of broad platforms?
4. In your opinion, to what extent are journalists and media outlets in your country free to express their views and report critically about relevant news? *(General population survey)*
5. How would you describe the current state of media freedom (newspapers, TV, radio or online news sources) in your country? Chose the statement that best matches/represents your opinion. *(General population survey)*
6. In your opinion, how often have public officials (President, Prime Minister, ministers, MPs, government at the local level, public authorities, directors of state companies, religious leaders, party officials, etc.) made statements that might possibly influence journalists and/or media not to publish their information? *(General population survey)*
7. In your opinion, to what extent is information about relevant issues, events and developments made accessible through the media to citizens in the country? *(General population survey)*
8. In your opinion, how frequently do journalists/media in your country fail to publish information they

have out of fear of provoking negative reactions from public officials and other important figures?  
(General population survey)

#### 4.3. Media organisations monitor and evaluate the results and impact of their own work

1. Are media industry associations obliged (following internal rules or legal obligations) to make annual reports?
2. What percentage of media industry associations publish their annual reports?
3. Do media industry associations evaluate their projects and programs?
4. What percentage of media industry associations monitored and evaluated their projects and programs using baselines and quality indicators in the past year?
5. Are journalists' professional associations required to make annual reports?
6. What percentage of journalists' professional associations publish their annual reports?
7. Do journalists' professional associations evaluate their projects and programs?
8. What is percentage of journalists' professional associations monitored and evaluated their projects and programs using baselines and quality indicators in the past year?

#### 4.4. Platforms (journalists' professional organisations, CSOs, media owners and editors) set up and actively promote professional standards and ethics

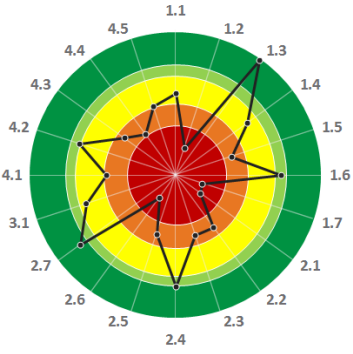
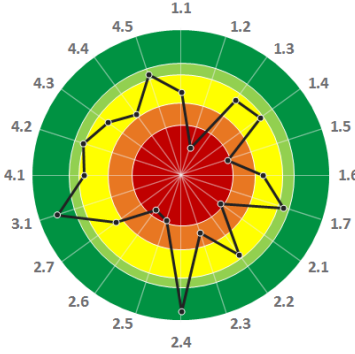
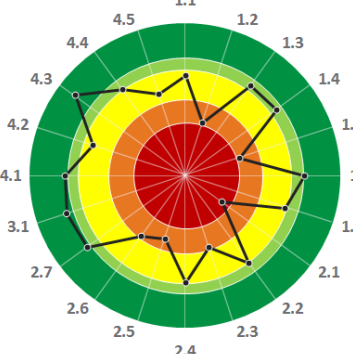
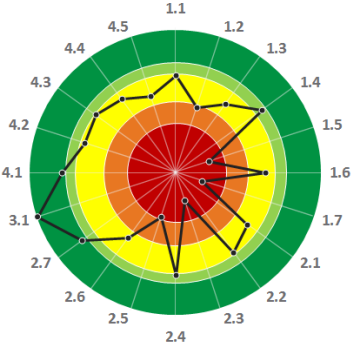
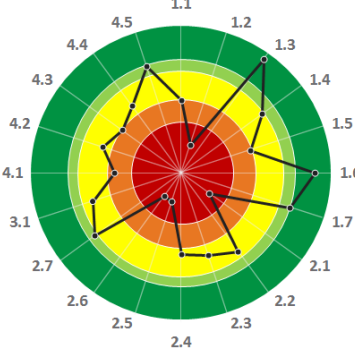
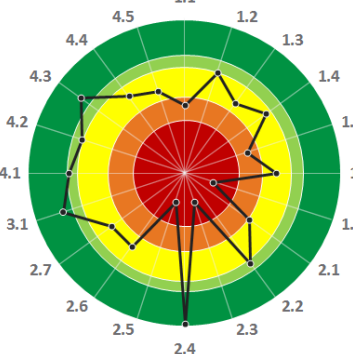
1. Have self-regulatory bodies been established in your country?
2. Do these self-regulatory bodies have relevant representation from the media community regarding the number of media outlets that have joined the self-regulatory body and submitted to its rules and procedures?
3. Do these self-regulatory bodies have relevant representation from the media community regarding the impact or influence of media outlets that have joined the self-regulatory body and submitted to its rules and procedures?
4. Do these self-regulatory bodies have relevant representation from the media community regarding the market share of media outlets that have joined the self-regulatory body and submitted to its rules and procedures?
5. Do you consider the rules agreed and implemented by these self-regulatory bodies to be effective?
6. Were there any decisions taken against their members?
7. *How many decisions were taken against their members? (not included due to small number of answers)*
8. Has the number of decisions made by self-regulatory bodies regarding violations of the agreed rules decreased in the past year?
9. Are the funding sources (membership fees, donations, sponsorships, projects) of self-regulatory bodies diverse?
10. Have financial contributions (membership fees or similar contributions) from the media community, outlets and media owners to self-regulatory bodies increased, decreased or remained the same over the

past year in comparison to the year before?

#### 4.5. Labour standards developed and upheld

1. *What is the number of journalists who reported obstacles to freedom of association in the last year? (not included due to small number of answers)*
2. *What is the number of journalists reporting inadequate working contracts with insufficient social protection? (not included due to small number of answers)*
3. In your country, are there collective agreements on the level of single media outlets, on the level of certain types of media, or a collective agreement covering all the media in the country?
4. Are trade unions recognised as partners in negotiating collective agreements?
5. *What is the number of media outlets where collective bargaining between trade unions and employers took place in the past three years? (not included due to small number of answers)*
6. *What is the number of media outlets where collective bargaining between trade unions and employers took place with a positive result in the past three years? (not included due to small number of answers)*
7. Please assess the quality of agreements reached (against the backdrop of labour standards).
8. How many advocacy and lobbying activities by unions and other organisations regarding labour standards have taken place in the past year?
9. Please evaluate the implementation of national labour laws (in media outlets) and how they are reflected in the collective agreements.
10. Do the media industry/media employers' associations play a role in negotiations on a collective contract with journalists' trade unions?
11. Do the media industry/media employers' associations contribute to achieving satisfactory labour standards?
12. *What is the number of journalists associated in journalist unions? (not included due to small number of answers)*
13. *Out of the total number of journalists in your country which percentage is a member of journalist unions? (not included due to small number of answers)*
14. *What is the number of journalists with irregular/temporary employment status such as fixed-term contract basis, honorarium-based or freelance that are members of journalist unions? (not included due to small number of answers)*
15. Out of the total number of journalists in your country which percentage are journalists with irregular/temporary/precarious employment status such as fixed-term contract basis, honorarium-based or freelance that are members of journalist unions?
16. Were there any attempts at unionisation (new initiatives to establish unions) at media outlets or on the local/regional/national level in your country in the past year?
17. Were there any attempts at de-unionisation (closing down or collapsing of unions) at media outlets or on the local/regional/national level in the past year?

## Annex 2 – Traffic lights for all countries

Albania	Bosnia and Herzegovina	Kosovo
		
The former Yugoslav Republic of Macedonia	Montenegro	Serbia
		
<p>1.1. Legal guarantees and review of their implementation</p> <p>1.2. The judiciary acts in conformity with Article 10 of the European Convention on Human Rights and applicable case law</p> <p>3. State institutions ensure media pluralism and their independence; law enforcement in media outlets and access to information of public character</p> <p>1.4. Independent and professional regulators preserve media pluralism and prevent unfair competition in the media market</p> <p>1.5. State institutions and public authorities stimulate public demand for quality journalism</p> <p>1.6. Public Service Media – ensure content pluralism in the media environment in an independent and accountable manner</p> <p>1.7. Initiative and creativity by state institutions in using tools at their disposal to promote free speech and media diversity</p> <p>2.1. Media outlets voluntarily adhere to principles of transparency</p> <p>2.2. Media outlets voluntarily subscribe to and implement adequate labour standards</p> <p>2.3. Self-enforcement of ethical norms and professional standards</p> <p>2.4. Structures strengthened for basic and continuous training and education of journalists and journalist students on professional standards, freedom of expression and media integrity</p> <p>2.5. Media outlets promote professional training (including in professional ethics)</p> <p>2.6. Investment in professional management of companies</p> <p>2.7. Regaining audience confidence</p> <p>3.1. Improved conditions for quality investigative journalism including modern/innovative approaches to increase the quality and credibility of investigative journalism</p> <p>4.1. Media organisations/journalists’ associations act on the basis of long-term vision and strategies to achieve impact. Productive dialogue with authorities established</p> <p>4.2. Regular dialogue within the media community established on press freedom and integrity issues</p> <p>4.3. Media organisations monitor and evaluate the results and impact of their own work</p> <p>4.4. Platforms (journalists’ professional organisations, CSOs, media owners and editors) set up and actively promote professional standards and ethics</p> <p>4.5. Labour standards developed and upheld</p>		