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**Draft analytical report on the follow-up on the implementation of
Recommendation CM/Rec(2013)1 of the Committee of Ministers of the
Council of Europe on gender equality and media**

Document for the attention of the

**Gender Equality Commission (GEC)
and**

Steering Committee on Media and Information Society (CDMSI)

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Introduction

Seven years have passed since the Committee of Ministers of the Council of Europe adopted its [Recommendation Rec \(2013\) 1](#) calling on its member states to support efforts by media to promote gender equality.

Recalling both media freedom and gender equality's key role in ensuring "*the full enjoyment of human rights*" and democratic governance, the sixteen measures listed in the recommendation focus on the six following areas:

- Gender equality policy and legislation;
- Adoption and implementation of national indicators;
- Provision of information and promotion of good practices;
- Accountability channels;
- Research and publication;
- Media literacy and active citizenship.

Beyond member states, some of these measures were also directed at media organisations and their self-regulatory bodies.

A Handbook¹ was published in 2015 to support member states in their task by guiding them through a set of tools and existing good practices that had already contributed to make a change in various countries in Europe and beyond.

In 2017, a Recommendation was adopted by the Council of Europe's Committee of Ministers regarding gender equality in the audio-visual sector.² The Committee of Ministers Recommendation (2019)1 on preventing and combating sexism also includes provision on addressing sexism in the media.³

The present report is based on the answers to a questionnaire addressed to Council of Europe's member states, media organisations, media regulators and media self-regulatory bodies in 2019 to assess progress made since the adoption of Recommendation CM Rec (2013) on gender equality and media.

Results of the 2015 Global Media Monitoring Project⁴ have shown no improvement since the 2010 Global Media Monitoring Report regarding the portrayal of women in the news. The report concluded that globally women made only 24% of the people seen, read or heard in the news, matching the results of the previous world monitoring in 2010. While online media do slightly better than traditional media, the collected data showed that a lot of work needs to be

¹ Handbook on the implementation of Recommendation CM/Rec(2013)1 of the Committee of Ministers of the Council of Europe on gender equality and media <https://rm.coe.int/1680590558>

² Recommendation CM/Rec (2017) 9 of the Committee of Ministers to member states on gender equality in the audiovisual sector.

³ Recommendation CM/Rec (2019) 1 of the Committee of Ministers to member states on preventing and combating sexism.

⁴ Global Media Monitoring Project , 2015 <http://whomakesthenews.org/gmmp/gmmp-reports/gmmp-2015-reports>

done to make a real change in the representation of women in media. Since 2017, the #MeToo movement helped shed light on existing gender inequalities and high levels of sexism, sexual harassment and violence in various areas, including the media. Women journalists are indeed confronted with harassment, hate speech and other forms of violence both on the part of colleagues and online.

Public perception of gender roles in society is strongly influenced by the way media portray both sexes. Interestingly a Eurobarometer report issued in 2017⁵ shows that more than half of all respondents (54%) think there is a problem with the way women are portrayed in the media and advertising in their country. More than nine out of ten (91%) thought that promoting gender equality was key to ensuring a fair and democratic society.

From the media perspective the lack of recognition of gender equality within the structures and policies of media organisations perpetrates a culture of inequality of treatment and opportunities and contributes to maintaining the status quo in terms of gender equality and change of mindset. This area is where the present Report shows the least significant progress.

This Report shows that some progress took place at national levels as well as at media regulatory level to address and improve gender equality in media. Several solid initiatives were launched to improve the status quo, raise awareness among media stakeholders, journalists and advertisers.

The Report also highlights that a number of countries remain cautious as to how they address gender equality in relation to media freedom despite their great support for gender equality.

The limited responses received from self-regulatory bodies confirm that the issue of gender equality has not been high on their agenda. The Council of Europe 2015 Handbook on the implementation of the recommendations⁶ had already mentioned that the number of complaints brought to these bodies for violations of gender equality was very low. In 2019, jurisprudence on gender equality in self-regulatory bodies across Europe is still lacking. Citizens and civil society have a role to play in using complaint mechanisms to enable self-regulatory bodies to set precedents.

The little feedback received from media organisations does not allow to draw any clear conclusion on progress made by these stakeholders.

Finally, very little has been done both from a member states and media organisations perspective to change the mindset in the newsrooms regarding gender equality and tackle inequalities off line. This key task must be addressed seriously if media are to reflect a proper change of mindset towards gender equality and allow future generations of journalists to work in gender-friendly environment and develop a gender lens in their reporting.

⁵ Special Eurobarometer 465, Gender Equality 2017, Gender Equality, Stereotypes, and Women in Politics

⁶ *ibid*

Methodology

A draft questionnaire directed to four different kinds of stakeholders (member states, media regulators, media organisations and self-regulatory bodies) was circulated to the Council of Europe Gender Equality Commission and the Steering Committee on Media and Information Society for comments and approval, as well as to relevant stakeholders of the Council of Europe.

Once amended and approved, the questionnaire was circulated to member states, media organisations and regulatory bodies in spring 2019.

Responses were received from:

- 34 member states;
- 17 media regulators;
- 3 media organisations;
- 4 self-regulatory bodies.

One of the main difficulties was to assess and compare statements that come from respondents' self-assessment and could inevitably result in some form of bias especially if not supported by enough evidence.

Another one was that some respondents decided not to answer all questions but only some of them, which explains why the answers to some questions are less documented.

Another issue that appears in this Report is the lack of response from decentralised states because in some countries, regional entities have important prerogatives in terms of media policies, which will not be reflected in detail here.

While the issue of advertising was not specifically mentioned in the questionnaire, many member states made clear reference to it and several examples are used throughout the report.

Finally, the lack of response from self-regulatory bodies and media organisations made it difficult to draw conclusions regarding developments in those bodies.

Executive summary

1. Member states

Among the 34 member states that replied to the questionnaire, several them have included specific provisions on media in their gender equality acts (17) and several (10) have inserted some specific requirements on non-discrimination, respect for human dignity, gender equality in their media and/or broadcasting **legislation**.

Seven respondents claimed that specific legislation or initiatives were taken as a result of the recommendation.

Among the 13 member states who answered the questions on **regulators**, the majority grant regulators monitoring capacities which can be applied through the granting of licences and/or the issuing of sanctions (either administrative or financial) for non-compliance with provisions on hatred and discrimination. Some national laws (4) also address gender equality in the regulators' own structures. Only four of the Regulators must abide by annual monitoring including a gender component.

Most member states claim that their **legislation on public service media** includes some provisions that address gender equality issues.

While a couple of countries, such as the United Kingdom, recall primarily the principle of diversity in their media laws, 21 respondents have included provisions in their **broadcasting law** that requires public service media to respect either human dignity (2), human rights (1), gender equality (12), equality in elections (2), or that counteracts gender-based violence/violence against women (4), prohibits discrimination on the basis of gender/sex(1), warns against sexist stereotypes (3), prohibits hatred on the basis of gender/sex (6), or warns against the use of sexist language (1).

Twenty-five member states have adopted **soft laws** such as gender equality plans or specific strategies that have a clear section on media and consider the role of media as essential actors in the fight against (gender) stereotypes and in raising awareness of citizens.

2. Media organisations

Only three media organisations responded to the questionnaire, namely Community Media Forum Europe (CMFE), Irish Near Media Co-op and Moldova Association of Independent Press.

Respondents reported a limited level of advancement in terms of gender equality, acknowledging that they had adopted neither internal gender equality policies, nor charters or codes including gender equality provisions.

However, the Irish Near Media Co-op adopted a policy against harassment as stipulated by law and both the Moldovan Association of Independent press and Irish Near Media Co-op reported organising training and raising awareness and having editorial discussions on gender portrayal.

The staff in Irish Near Media Co-op was trained on gender equality issues and respondents reported a limited impact of the #MeToo movement in news production and staff matters except for CMFE which acknowledged a limited impact.

3. Self-regulatory bodies

While only four self-regulatory bodies answered the questionnaire (from Belgium, Ireland, Spain-Catalunya and Switzerland), this section also refers to additional elements included in member states' responses which have elaborated on press councils, including the Azerbaijan Press Council, Bosnia and Herzegovina, Finnish Council for Mass media, Georgia's Charter of journalistic ethics, Lithuania's Commission of Ethics, and the Swedish Press Council.

All bodies reported on having parity in their boards even in the absence of binding criteria to this effect, except for Sweden and Switzerland.

A few organisations claimed having included any principle of gender equality in their codes but five refer to the principle of non-discrimination based on sex or gender.

Few complaints on gender equality were recorded by those bodies in the past five years despite publicity being made on websites, publications and requests.

4. Regulators

The majority of the 17 respondents reported a limited level of development in terms of gender equality, with four claiming and providing evidence that they have reached an advanced level, namely Belgium, France, North Macedonia and Sweden.

Most respondents (11) claimed that they oversee or implement gender equality-related regulations, including regarding combating gender stereotypes.

Internally, very little is done to address gender balance except for the Swedish regulator which produces an annual analysis on the subject. Hardly any regulators have provided any training on gender equality for their staff except for the one from North Macedonia.

Only four regulators indicated that they report on gender equality on an annual basis as a legal requirement.

Half of the regulators (9) reported having received complaints on gender equality from the public in the past five years.

A great majority of respondents said they made their procedures and decisions public.

PART I – Member states

Recommendation CM/Rec(2013) encourages member states to “*adopt an appropriate legal framework intended to ensure that there is respect for the principle of human dignity and the prohibition of all discrimination on grounds of sex, as well as incitement to hatred and any form of gender-based violence within the media*”.

A total of 34 member states responded to the questionnaire, including Andorra, Armenia, Austria, Azerbaijan, Bosnia and Herzegovina, Bulgaria, Denmark, France, Finland, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Latvia, Lithuania, Luxembourg, Malta, Republic of Moldova, Montenegro, Poland, Norway, Romania, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Turkey, Ukraine and the United Kingdom.

Member states provided very detailed responses to the questionnaire illustrating a great deal of legislation addressing gender equality in the media.

Most provisions on gender equality are limited to broadcasting organisations and are rather included in a general law on gender equality rather than on specific media law.

A high number of respondents have developed policies and launched specific initiatives to support awareness-raising and strengthen the media sector’s mindset regarding gender equality.

Legislation

Legislation on the promotion of gender equality in the media

Limited media legislation tackling gender equality

Gender equality operates on two levels regarding media: equality within media companies (equal opportunities and treatment, equal access to decision-making positions) and equality in media content.⁷

Only a few member States have adopted specific legislation dealing with gender equality and media. The Swedish respondent provides one of the reasons for it: “*Any initiative by the government or other agencies to start a media debate on the question of how a group is depicted could be interpreted as an infringement of media freedom.*”

Some countries have also reported on their lack of specific legislation addressing gender equality and media, namely Armenia, Finland, Georgia, Norway, Slovenia, Sweden and Turkey.

⁷ Council of Europe, Handbook on the implementation of Recommendation CM/Rec(2013) 1 (p 11)

Several member states refer to the general provisions included in their national legal framework and national constitution ensuring respect for the principle of human dignity (Hungary) and the prohibition of all discrimination on grounds of sex (Bosnia Herzegovina⁸ and Sweden⁹).

Four responding countries reported on the existence of specific reference to gender equality in their media legislation. Iceland¹⁰ calls on media service providers to take measures to counter stereotyped gender images, and Luxembourg¹¹ and Serbia¹² media laws forbid discrimination based on sex. In Montenegro, legislation on electronic media forbids discrimination based on sex, gender or sexual orientation.¹³

Some countries have included specific reference to gender equality in their broadcasting legislation, namely Austria,¹⁴ Bulgaria,¹⁵ Greece,¹⁶ Iceland,¹⁷ Republic of Moldova,¹⁸ Slovakia,¹⁹ Spain²⁰ and Switzerland.²¹ The German broadcasting treaty refers to the respect of constitutional provisions²² which include gender equality.

A general trend: the inclusion of provisions related to media in gender equality legislation.

The analysis of responses illustrate that gender equality laws often contain specific elements related to media.

Bosnia and Herzegovina's legislation on gender equality²³ recalls everyone's access to the media regardless of gender and prohibits any public display of a person in a manner that degrades them because of their gender. In Montenegro, the gender equality law specifically calls on media to promote gender equality through its "programmatic conception". In the Republic of Moldova, the gender equality law²⁴ includes a specific provision on equal opportunities in the media encouraging programmes "*impacting on changing social and cultural*

⁸ Law on prohibition of Discrimination No 59/09 and 66/16

⁹ Discrimination Act, 2009

¹⁰ Media Act 38/2011

¹¹ Law on electronic media 27 July 1991

¹² Law on public information and media, 2014

¹³ Law on electronic media, 2011

¹⁴ Federal Act on Audiovisual Media Services

¹⁵ Bulgarian Radio and Television Act, Art 8

¹⁶ Presidential decree 109/2010

¹⁷ Act on National Broadcasting Service no 23/2013

¹⁸ Code of audiovisual media services, 8 November 2018

¹⁹ Act 308/2000

²⁰ Act 7/2010 of 31 March

²¹ Federal Act on Radio and Television makes reference to "fundamental constitutional rights, which include gender equality)

²² Interstate Treaty on the regulation of broadcasting and Telemedia

²³ Law on gender equality No 32/10

²⁴ Law no. 5, 9 February 2006

patterns". French legislation on gender equality adopted in 2014²⁵ makes specific reference to audio-visual media and empowers the media Regulator (CSA) to act in this field. The Ukrainian law on equal rights and opportunities for women and men specifically encourages media to adopt ethical codes to prevent sexist violence.²⁶ In Azerbaijan, the 2006 law on gender equality "*aims to eliminate all forms of gender-based discrimination and ensure gender equality in the political, economic, social and cultural sphere*".²⁷

Other countries such as Spain²⁸ directly address "*measures against gender-based violence*" in a specific law, targeting media that show advertising depicting women in a degrading manner.

Several provisions aimed at preventing sexist advertising

Several national legislations address sexist advertising, either through gender equality law, media services acts or legislation on advertising. This is the case for Austria,²⁹ Bosnia and Herzegovina, Bulgaria, Denmark, Finland, Greece,³⁰ Iceland,³¹ Lithuania,³² Luxembourg, Romania,³³ Serbia, Slovakia,³⁴ Spain,³⁵ and Ukraine.³⁶

In Romania, the Gender Equality Act warns against advertising that breaches human dignity based on gender. It reminds advertising companies of the need to comply with equal opportunity and treatment in order to eliminate gender stereotypes in their production.

In Spain, legislation against gender-based violence specifically looks into advertising that portrays women in a degrading or discriminatory manner or goes against the dignity of a person. The law empowers a certain number of bodies to apply to court to withdraw "*advertising material deemed illegal for using the image of women in a degrading manner*".³⁷

²⁵ Legislation on equality between women and men, 4 August 2014

²⁶ Law on ensuring equal rights and opportunities for women and men (2006), art. 21.1

²⁷ Gender Equality Act, 10 October 2006

²⁸ Organic law 1/2004 of 28 December on integrated protection measures against gender violence

²⁹ Federal Act on Audiovisual Media Services, BGBl I 2001

³⁰ Law 4604/2019

³¹ Act on the Equal Status and equal rights of men and women no. 10/2008

³² Law on Equal Opportunities for women and men

³³ Law no. 202 on equal opportunities and treatment, 19 April 2002

³⁴ Act 147/2001 on advertising

³⁵ Act 34/1988 of 11 November

³⁶ Law on Advertising, article 8

³⁷ Law 1/2004 of 28 September on integrated protection measures against gender violence, art. 10

Types of legislation

Member State	Human dignity in constitution	Gender Equality law	Law against Gender –based violence	Broadcasting law/PSB media law	Media Act	Anti-discrimination law	Law on advertising
Andorra	-	-	-	-	-	-	-
Armenia	-	-	-	-	-	-	-
Austria		X		X			X
Azerbaijan		X					
Bosnia and Herzegovina		X				X	X
Bulgaria		X		X			X
Denmark							X
Finland							X
France		X					
Georgia	-	-	-	-	-	-	-
Greece				X			X
Hungary	X	X					
Iceland		X		X	X		X
Ireland		X					
Latvia	-	-	-	-	-	-	-
Lithuania		X					
Luxembourg				X			X
Malta	-	-	-	-	-	-	-
Republic of Moldova		X		X			
Montenegro		X					
Norway	-	-	-	-	-	-	-
Poland		X					
Romania		X					X
Serbia					X		X
Slovakia				X			X
Spain		X	X	X			X

Sweden						X	
Switzerland		X		X			
Turkey	-	-	-	-	-	-	-
Ukraine		X					X
United Kingdom		X					

Good practice: Iceland

Article 23 of the Media Act No. 38/2011 requires all media organisations to submit annual reports to the Media Commission containing various information including regarding the representation of both sexes in interviews or the share of women and men among staff.

Good practice: United Kingdom

All companies (including media organisations) over a certain size are required under the Equality Act to publish their pay gap data. The regulation came into effect on 6 April 2017.³⁸ It applies to private and voluntarily sector organisation with 250 or more employees. For large public service media, this has resulted in public scrutiny and pressure for action. Following the publication of its pay gap, the BBC had to redress its gender pay gap.

2. Legislation adopted in response to Council of Europe Recommendation CM/Rec(2013)1 on gender equality and media

Only seven countries expressly stated that they adopted legislation as a result of Recommendation CM/Rec(2013)1, namely, Armenia, Bulgaria, Greece, Republic of Moldova, Serbia, Switzerland and Ukraine.

Several national laws adopted after the Recommendation include specific recommendations on media such as the Bulgarian law on equality between women and men, the 2017 Ukrainian law on “ensuring equal rights and opportunities for women and men” or the Serbian 2014 media laws.

The Government of the Republic of Moldova, on 24 April 2017, endorsed a strategy for ensuring equality between women and men for the period 2017-2021. Its action plan includes a series of prerogatives assigned to the audio-visual authority that are in line with the recommendations, such as overseeing access to audio-visual media and respect of the principle of non-discrimination, including on gender equality.

³⁸ United Kingdom Equality Act 2010 (gender pay gap information) Regulation 2017; Equality Act 2010 (Specific duties and public authorities) Regulation 2017

In Switzerland, since 2018 the licence granted to public broadcaster SRG SSR has been subject to an additional provision requiring it to reach an “*appropriate representation of gender in its editorial programmes*”.

In Greece, the Recommendation was considered in the drafting of the National Action Plan for gender equality (2016-2020).

In Serbia, the Recommendation also served as a tool for media literacy/gender equality activities conducted by the ministry.

3. Legislation on media regulatory authorities including specific provisions on gender equality

Recommendation CM/Rec (2013)1 calls on member states to “*ensure through appropriate means that media regulators respect gender equality principles in their decision making and practice*”.

While only 14 member states out of 32 responded to this section of the questionnaire, an analysis of the responses shows that several respondents have enacted legislation that includes gender equality competencies for media regulators.

Additional information is provided in part 4 of this Report that deals with media regulators.

Most legislations grant regulators monitoring capacities in the form of licensing (Bosnia Herzegovina, United Kingdom), and/or in the capacity to issue sanctions (either administrative or financial) for non-compliance with provisions on hatred and discrimination (Bosnia and Herzegovina,³⁹ Bulgaria, France, Iceland, Lithuania, Luxembourg, Poland,⁴⁰ Serbia).

Two member states have highlighted the role of regulators in issuing guidelines and in running campaigns on gender equality (Greece, Lithuania).

A few legislations also provide for gender equality targets in relation to the regulators’ own structures (Bosnia and Herzegovina, Sweden, Switzerland, United Kingdom).

Finally, two national legislations grant regulators competence in the field of sexist or discriminatory advertising (Bosnia and Herzegovina, Greece⁴¹).

³⁹ <https://www.vzs.ba/index.php/vijece-za-stampu/kodeks-za-stampu-i-online-medije>

⁴⁰ National Act of 29 December 1992 on Radio and Television (art 18.1 and 47h)

⁴¹ Law 4604/2019

Some legislations specifically mention the obligation for the regulator to ensure fair gender portrayal such as in France (law of 4 August 2014). In Spain, the law on equality between women and men⁴² and the law on integrated protection against gender-based violence⁴³ also require the audio-visual authority to adopt measures to ensure that women are portrayed “*in accordance with constitutional principles and values*”.

Interestingly, several national laws or practices look into the off-line aspect of regulators, that is, their composition and structure, and impose some gender components. This is the case for Bosnia and Herzegovina, Germany, Sweden, Switzerland and the United Kingdom.

In Sweden legislation obliges the Swedish Press and Broadcasting Authority to incorporate a gender equality and diversity perspective in its organisation.

In the United Kingdom, the Communication Act 2003 requires OFCOM to take the steps it considers appropriate to promote equality of opportunity between women and men in employment and training by television and radio broadcasters. As part of their OFCOM license, broadcasters are also required to make arrangements to promote equality of opportunity in employment for their employees.

In Switzerland, OFCOM (Office fédéral de la communication) has set a 39.1 to 40.1% women target in its staff.

In Bosnia and Herzegovina, the law on communications⁴⁴ imposes specific gender equality conditions to the regulatory body for its own election including an equal gender representation. However, the respondent claims that no woman has ever been involved in the board of administration of the regulator. At management level, one woman has been appointed as assistant director.

In Austria, provisions of the Federal Equal Treatment Act prohibit discrimination based on sex in access to employment, working conditions, social benefits and termination of employment.

⁴² Organic Act 3/2007, 22 March

⁴³ Organic law 1/2004, 28 December

⁴⁴ Law on Communications No 31/03, 75/06, 32/10 and 98/12 in its amendments and supplements from é010.

Legislation on media regulators

Member State	Sanctions for hate speech and discrimination based on gender, sexism	Own structure	Prohibition of programmes	Licensing takes gender equality into account/ programme prohibition	Allowed to take measure to ensure fair gender portrayal	Guidelines/ awareness raising for gender mainstreaming and non-discrimination based on gender	Advertising
Austria		x					
Bosnia and Herzegovina		x		x			x
Bulgaria	x						
France	x						
Greece						x	x
Iceland				x			
Lithuania	x					x	
Luxembourg	x						
Poland	x						
Serbia	x						
Spain					x		
Sweden			x gender equality perspective in its own organisation				
Switzerland			x target for staff appointment				
United Kingdom			x	x			

Monitoring

Monitoring and reporting is done either through national regulators (Bosnia and Herzegovina, Bulgaria, France, Greece, Iceland, Ireland, Republic of Moldova, Poland, Serbia, Turkey, Switzerland, United Kingdom), governmental bodies (Luxembourg), the broadcaster's own monitoring capacity (Lithuania, Moldova) or via the publication of the broadcaster's own annual report (Lithuania, Germany, Iceland, Ireland, United Kingdom) many of which are directly available on the broadcasters' websites.

II. Policies for the promotion of gender equality in the media

1. Programmes or projects aimed at enhancing or promoting gender equality in media content

Recommendation Rec/CM (2013)1 encourages member states to *“support awareness-raising initiatives and campaigns on combating gender stereotypes in the media”*.

Responses to the questionnaire show that there is a real appetite among member states to support initiatives and policies in favour of more gender equality in media content and advertising, while very few looks into media as a profession.

25 member states have adopted gender equality plans or specific strategies that include a clear section on media and consider the role of media as essential for addressing gender stereotypes and raising awareness of citizens.

In Spain, for instance, the State Pact against gender-based violence adopted in 2017 points at media as a major instrument to raise awareness and impact society.

Some countries have allocated specific funds to support gender equality and have launched specific co-funding schemes that relate to media (Ireland, Lithuania, Serbian and Slovenia).

The issue of gender-based violence and media? is present in many activities developed by member states through training or conferences (Azerbaijan, Greece, Spain, Turkey, Ukraine).

Several member states have also developed specific guidelines on gender and media (Bosnia and Herzegovina, Georgia, Luxembourg, Republic of Moldova, Serbia, Slovakia, Spain, Ukraine) although it is not always clear whether media professionals had been involved in the process at any stage, which could limit the impact of such initiatives.

Some TV channels have also endorsed specific programmes on gender equality and women such as in Azerbaijan and Ireland.

Raising awareness among the next generation of journalists is a prerequisite to ensure a more balanced gender portrayal in the media. France and Lithuania have supported journalism schools' initiatives in raising awareness of gender equality and developing students' critical thinking in portraying gender.

Regular data collection is key to supporting actions towards gender equality and measuring progress made. Several member states have supported the Global Media Monitoring Projects research looking into the place of women in the news across the world, and provided funds to monitoring teams (Finland, Germany). In France, a study produced by the National Institute for Audiovisual (INA) on women's speaking-time on radio was published in March 2019 and showed that men speak twice as much as women on TV and radio.⁴⁵ Moldova developed a monitoring methodology in 2018, including new indicators measuring sexism, gender equality and incitement to hatred.

A less positive element of the analysis is the limited number of initiatives aimed at developing more gender-balanced newsrooms. Very few member states have looked into gender inequalities in the media workforce. Except for the United Kingdom which has introduced an obligation on companies of more than 250 employees to disclose data on the gender pay gap, member states rarely looked into this, even in public service broadcasters. However, it is worth emphasising initiatives such as the Finnish project Action! which promotes female workers, the French equality label received by France Television, the German *Pro quote Medien* supporting women in top positions in films and television, the Irish funding for women on air and , the Swedish audit of media to ensure respect for the Anti-Discrimination Act on harassment.

Good practice: Bosnia and Herzegovina

In 2017 the Council of ministers adopted the Action plan for Human rights Education for journalists and media professional for the period 2016-2019.

This Action plan contains concrete measures for improving the access and presentation of marginalised and minority groups in the media including guidelines on reporting on gender equality. Press council and association of journalists also participated in the preparation of the action plan.

Good practice: Serbia

Serbia organises annual calls for co-financing projects in information addressing national minorities and persons with disabilities, encouraging the production of media contents that contribute to the promotion of gender equality thus eliminating the so-called double discrimination against women and members of minority communities and social groups.

⁴⁵ https://presse.ina.fr/etude_temps_de_parole_hommes_femmes_ina/

Good practice: Spain

The Observatory of Equality of the Spanish Radio and Television Corporation (CRTVE) was set up to ensure progress towards full equality and to combat sex discrimination and one of its worst expressions, gender violence. The objectives of the Observatory are:

Promote respect, knowledge and diffusion of the principle of equality between women and men, seeking to avoid any form of inequality and sex discrimination in the activities of the RTVE Corporation.

Encourage the presentation of an image of equality, plurality and balance between both sexes, without sexist stereotypes or standards of beauty, and of women's active participation in the different functions performed in all areas of life, with special attention on the contents of programs aimed at children and the young audience.

Monitor the existence and application of ethical codes in favour of the promotion of equality and the prevention of gender violence in the activity of the RTVE Corporation.

Ensure that the content broadcast on any of the media of the RTVE Corporation do not justify, trivialise or incite violence against women.

Encourage the use of non-sexist language.

Collaborate in institutional campaigns aimed at promoting equality between men and women and to eradicate gender violence.

Good practice: Spain

The CRTVE created a position as an **equality editor** for information areas. Some national newspapers (paper and digital), such as eldiario.es or El País have also appointed similar editors.

Policies for enhancing gender equality in media content

Member state	Reports/studies /research	Violence/hate speech	News /advertising content	Training/awareness raising	Conferences/workshops	Manual/guidelines	Action plan on gender equality	Prizes	Profession
Armenia							X as well as draft strategies for implementing it		
Austria			Advertising watch groups often supported by local authorities develop recommendations						
Azerbaijan			Women and violence talk show once a month on PSB; Memorandum with Asan Radio to prepare programs on families, women and children; project with council of Europe on gender equality and the media	Competition for journalists on women	Media and domestic violence and early marriages; workshop on promoting gender equality				

Bosnia and Herzegovina		Manual on gender sensitive reporting on violence against women				Guidelines on Gender sensitive reporting in disaster situations (with workshops), 2014	X in 2017 and specific to media		X through action plan
Finland	Funds GMMP; study on women and media in news; regulation of gender discriminatory advertising in the Nordic Countries	Project Gender matters							Project Action! Equality and employment in the audio-visual sector to promote female workers

France	INA study on women speaking time published on 4 March 2019		AFP press agency adopts to adopt lexical initiative to portray women; CSA has supported the signature of a charter against sexist stereotypes in advertising by ad agencies (6 March 2018)			Journalism school initiative: handbook, speakers list, gender courses			Label equality professional for France Television ; états généraux des femmes journalistes, 2019
Georgia		Social media campaign on #Georgia against violence				Guidelines on gender sensitive reporting for media; charter's guidelines of coverage of gender issues			
Germany	Funds GMMP Gender monitoring in media companies		Monitoring project on sexist advertising launched by the Pinkstinks campaign	Supports league of women journalists' online platform on gender sensitive journalism Women journalists' training funding					Funds Pro quote medien on women in top position in films and TV

Greece				Project on capacity building for women candidate and media stakeholders in public debate			2016-2020 media is one of the five strategic goals		Through the action plan (gender mainstreaming in journalism, state GE body is part of the ERT Council or social control that looks at media structures and gender equality
Iceland	Topics women and men are interviewed on								
Ireland			Funding of broadcast which tell women's stories						Funding of Women on Air and Women in film and television
Lithuania		Track victim blaming in media through monitoring	Break project on stereotypes; funding of media project highlighting women's contribution to Lithuania "Stories of 100 women"	For media professionals and students on gender equality					

Luxembourg		Expertisa.lu on women experts.				Gender4STEM supported by media direction in state ministry: a toolbox to support education at school and combat stereotypes			Actions to support women and girls in new technologies and information; exhibition of women pioneer in journalism
Malta									Free childcare, Breakfast club, Klabb 3-16 could benefit journalists
Republic of Moldova	Monitoring metrology (9.11.18) with new indicators including sexism, gender equality, incitement to hatred)		Click for gender equality project with UN Women; code of conduct for broadcasters including balanced representation of women and men, promoting role of women and men without stereotypes, encouraged to sign self-regulation on gender equality in journalistic materials		Seminars on gender stereotypes	Guide on Gender balance in media products			Commitment of the state to increase women position in leading roles in public institutions

<p>Norway</p>		<p>Declaration against hate speech (2015), social media campaign against gender-based hate speech (2017)</p>						
<p>Poland</p>							<p>The first edition of the National Action plan programme for equal treatment, for the years 2013-2016 included goals to enhance gender equality in media</p>	<p>The NBC Regulatory strategy 2014-2016 set as one objective to overcome division of roles between women and men</p>

<p>Serbia</p>	<p>Research on: the attitude of media towards discrimination,</p>			<p>Co finances projects in the field of public information on raising citizens awareness on gender equality, including violence against women; gender and minorities/people with disabilities; training on gender equality involving journalists as trainers and participants</p>		<p>Handbook for development and improvement of media literacy in education, includes a gender perspective; handbook on media reporting on domestic violence and violence against women; handbook on reporting on persons with disabilities</p>			
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Slovakia	Monitoring report on media and advertising in terms of violence against women and promotion of gender equality		Sexist blender NGO initiative raises awareness on sexism in media and advertng	Free training for journalist and others offered by "Freedom of choice" NGO on gender equality		Handbook on use of gender balanced language published in 2014 by Ministry of labour			
Slovenia			Co-financing must ensure compliance with gender mainstreaming and the promotion of tolerance						

<p>Spain</p>			<p>Observatory of women image of the institute of women organises complaints on sexist advertising that appear in media. They received 945 complaints % for advertising contents in 2018</p>	<p>Virtual school on equality (online gender equality training; observatory</p>	<p>Of equality of Spanish radio and television corporation (CRTVE)</p>	<p>EFE non-sexist communication manual, CRTVE style handbook incl. treating violence against women</p>	<p>National strategy for the eradication of violence against women 2011-2016; State Pact against gender-based violence (2017) importance of media</p>	<p>Lili Alvarez prize for journalistic works on women's sports</p>	<p>CRTVE and EFE agency have adopted equality plans and create specific sections with specific content on gender equality on their portals efeminista and todxs for igual;</p>
<p>Sweden</p>			<p>Equality ombudsman survey on gender stereotypes and sexist advertising 2019</p>						<p>Audit of media to ensure respect of discrimination Act on harassment</p>

Turkey	Study on women's representation in media, 2017						X include a section on media	X as part of the strategy paper on women empowerment; workshops for media students
Ukraine					Workshops for the media held in 2018-2019 focusing on gender equality	Guidelines by ministry of information on approaching European standards in media, including gender equality and tolerance towards minorities; handbook on gender equality and non-discrimination	x	
United Kingdom								Women in film leadership programme BBC 50/50 project

Advertising

Several member States have initiated or supported initiatives that tackle advertising.

In 2018, the French Regulator CSA launched a Charter against sexist stereotypes in advertising that was signed by the advertising industry.⁴⁶

In Austria, advertising watch groups were formed in several states and are often supported by local authorities.

In Slovakia, the sexist blender is an NGO initiative launched in 2016 and aimed at raising awareness on sexism in media advertising.

Good practice: Germany

“Monitoring project on sexist advertising in Germany” launched by the Pinkstinks campaign

Pinkstinks e.V. is a Hamburg-based NGO that campaigns against sexism and gender-based marketing. www.pinkstinks.de

The project maps the persistence and prevalence of sexist advertising and includes measures to take down sexist advertising in the media (ads or video clips, print and online).

Citizens can denounce sexist advertising by taking pictures and sharing them with Pinkstinks via a web form including location and reason for the complaint. Pinkstinks then checks the complaint and posts it on a map on its homepage. This map also says where and by whom the advertisements were taken out and:

- If Pinkstinks finds that the advertising is sexist or stereotype;
- What Pinkstinks did;
- If the company has pulled the advertisement back.

The monitoring project is an effort to make sexism and stereotypes in advertising visible, document it in a database and reduce it through various sensitisation and education modules.

The project also includes:

- Development of educational resources, e.g. to sensitise local advertising agencies in how to address sexist advertising;
- Campaigns and educational materials for schools and advertising agencies to explain why sexism is a problem;
- Newsletters and blog entries.

The results of the project will be published in September 2019.

The monitoring project receives support from the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ).

⁴⁶ <https://www.csa.fr/Informer/Toutes-les-actualites/Actualites/Retrouvez-la-charte-contre-les-stereotypes-sexistes-dans-les-publicites>

In Spain, the Observatory of women image responds to complaints on sexist advertising appearing in media. It received 945 complaints in 2018.

Good practice: Spain

In 2019 the Observatory on the image of women of the Institute of Women supported the publication of #OVER_ and "Hello, you do not know me", from the advertising association Club de Creativos/as, to eradicate discriminatory gender stereotypes in advertising. These publications are distributed to entities and institutions, libraries, women's centres, universities, organisations and professionals in the advertising sector and, consumer associations. In addition, a travelling exhibition will be organised on the basis of its content.

2. Gender equality indicators

Introducing indicators provides the basis for assessment of a specific situation and offers, through the definition of a clear timeline a possibility to monitor changes.

Recommendations CM/rec (2013)1 encouraged the *"adoption and implementation of national indicators for gender equality in the media"*, involving *"relevant stakeholders"* in the process and *"update gender equality indicators regularly"*.

Ten member states (Austria, France, Germany, Greece, Hungary, Ireland, Moldova, Serbia, Slovakia) claimed to have developed some form of indicators. They take several aspects from straight forward indicators to gender equality plans or monitoring methodology.

Most states did not involve media in the process.

Three states (Greece, Serbia, Slovakia) reported their indicators were inspired by the European Institute of Gender Equality (EIGE) indicators.⁴⁷

In countries that adopted indicators, they mainly cover women in media organisations and leading roles, gender portrayal, coverage of violence against women, gender in film crews, gender pay gap and wages, and sexist advertising.

Ireland is the only country that refers to specific indicators for funding and granting licenses. Thus, funding of sound and vision productions' final payment is subject to gender data on film crews and leaders. They base licenses for commercial television on the provision of a gender breakdown and community broadcasters must meet a 60/40 gender breakdown in boards.

⁴⁷ EIGE, Advancing gender equality in decision-making in media organisations:

<https://eige.europa.eu/publications/advancing-gender-equality-decision-making-media-organisations-report>
 PrintDownload as PDF

Good practice: Slovakia

Based on its “National Action Plan for the Prevention and Elimination of Violence against Women 2014–2019,”, Slovakia has the aim of “*Strengthening the autonomy and bodily integrity of women by eliminating the degrading and violent displays of their bodies.*” The Action Plan focuses on violence against women and domestic violence in the media and advertising and produces annual monitoring of selected media “*to increase the effectiveness of media law and self-regulation*”.

Over the past decade, regular media monitoring was published under the ‘**Monitoring report on Media and Advertising in Terms of Violence against Women and Promotion of Gender Equality**’ and using the methodology of the Global Media Monitoring Project (GMMP).⁴⁸ The method enabled getting relevant gender-sensitive data to detect the media coverage on violence against women and gender equality, the relevance of these issues, collect data on media gender representation and the level of gender-sensitive language and compare data over the monitored period.

⁴⁸ <http://whomakesthenews.org/gmmp>

3. Body co-ordinating the promotion of gender equality

Apart from Germany, all member states (33) have appointed a body in charge of gender equality issues. Some depend directly from a ministry on equality; some have appointed specific agencies.

Member state	Authority in charge of co-coordinating the promotion of gender equality	Tasks
Armenia	Ministry of Labour and Social Affairs	-
Austria	Division of Women and Equality in the Federal Chancellery	-
Azerbaijan	State Committee for Family, Women and Children Affairs	-
Bosnia and Herzegovina	Gender equality agency Gender Centre of Republika Srpska Gender Centre of the Federation of Bosnia and Herzegovina	-
Bulgaria	National Council on equality between women and men	-
Denmark	Minister of Equality	-
France	State Secretary for Equality between Women and Men	-
Finland	Gender Equality Unit, Ministry of Social Affairs and Health	-

Germany	None	-
Georgia	Inter-agency under the Human Rights Council	-
Greece	General Secretariat for Gender Equality	It is a legal entity supervised by the Ministry of Interior which conducts research, studies and carries out national and European action plans on gender equality issues
Hungary	Equal treatment authority	-
Iceland	Directorate of Gender Equality	Monitors application of the law, advise and make suggestions on measures to achieve gender equality in different entities
Ireland	Department of Justice and Equality	-
Latvia	Ministry of Welfare	-
Lithuania	Office of the Equal Opportunities Ombudsperson	-
Luxembourg	Ministry of Equality between Women and Men	-
Malta	National Commission for the Promotion of Equality	It serves as national equality body

Moldova	Council for preventing and eliminating discrimination and ensuring equality Governmental Commission for Gender Equality Ministry of Health, Labour and Social Protection	--
Montenegro	Ministry for Human and Minority Rights - Department for Gender Equality	-
Norway	Ministry of culture, Equality and anti-discrimination ombudsman	-
Poland	Government plenipotentiary for equal treatment Ombudsman	-
Romania	National Agency for Equal Opportunity for women and men	-

Serbia	Co-ordination body for gender equality Ministry of Labour, Employment, Veterans' Affairs and Social Affairs (sector for anti-discrimination policy and promotion of gender equality)	The co-ordination body oversees all to relevant issues in relation to gender equality and co-ordinates the work of the state administration bodies in this field. It initiates and monitors the implementation and process of drafting a national strategic framework in the field of gender and empowerment of women. It provides proposals, opinions to government, ministries and relevant bodies in charge of gender. The Ministry of Labour works on improving anti-discrimination policies and gender equality, drafts strategic document sin this field, promotes equal opportunities and anti-discrimination policies
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<p>Slovakia</p>	<p>Ministry of Labour, Social Affairs and Family (Department of Gender Equality and Equal Opportunities), Gender equality committee (intergovernmental advisory group) Co-ordinating methodical centre for the prevention of violence against women</p>	<p>Responsibility for the overall gender equality agenda lies with the department at the Ministry of Labour, social affairs and family of the Slovak Republic: Department of Gender Equality and Equal Opportunities. There also is an intergovernmental advisory body, the Gender Equality Committee which operates as a part of Governmental Council for Human Rights, National Minorities and Gender Equality.</p> <p>Supplementary to the overall gender equality agenda covered by the Department of Gender Equality and Equal Opportunities, there is a specific institution focused on the issue of prevention and elimination of violence against women and domestic violence - the Co-ordinating-methodical centre for the prevention of violence against women (CMC). It was established with the aim of fulfilment of article 10 of the Council of Europe Convention on preventing and combating violence against women and domestic violence. One of the main goals of CMC is to coordinate all relevant multi-stakeholder activities and policies in the area of prevention and elimination of violence against women and domestic violence.</p>
<p>Slovenia</p>	<p>Ministry of Labour, Family, Social Affairs and Equal Opportunities, Gender Equality Division, Advocate of the Principle of Equality;</p>	<p>-</p>

Spain	Ministry of the Presidency, Parliamentary Relations and Equality State Secretariat for Equality (in the ministry) which contains two General Directorates: The Institute for Women and Equal Opportunities and the Government Delegation for Gender Violence	State Secretariat for Equality, which develops, among others, the Government's policies on equality, prevention and elimination of all kinds of discrimination on the grounds of sex and the eradication of different forms of violence against women. Likewise, it is responsible for the proposal, elaboration and development of the legislation, actions and measures aimed at ensuring equal treatment and opportunities, especially between women and men, and the promotion of the social, political and economic participation of women.
Sweden	Swedish Gender Equality Agency	-
Switzerland	Federal Office for Gender Equality	-
Turkey	Ministry of Family, Labour and Social Services, Committee on Equality of Opportunity for Women and Men	-
Ukraine	Ministry Social Policy	
United Kingdom	Government Equality Office	-

Dissemination of the Recommendation

Few members states have reported having disseminated the recommendation but several took initiatives to enforce it and make it known in seminars and public events (Austria, Azerbaijan, Malta, Republic of Moldova, Serbia, Ukraine) involving media, translate them into their national languages (Bulgaria, Greece, Spain, Ukraine), have them serve as a basis for national action plans (Ireland, Luxembourg, Turkey) or published them on their respective websites. Some member states specifically mentioned sharing the recommendation with relevant stakeholders (Latvia, Romania, Serbia, Spain).

One interesting approach was the experience of Switzerland, which included the awareness of the recommendation as part of its licensing negotiation with broadcasters.

Fourteen member states did not report about the dissemination of the Recommendation

Member state	Translation into national language	Actions	Not reported
Andorra			x
Armenia			x
Austria		Annual seminar organised by audio-visual council involving all interested mass media representatives and participation of council of Europe and international expert on gender equality	x
Azerbaijan		Annual conference on the role of media in preventing domestic violence and early marriages, Azerbaijan press code �018 has a new principle on “protection of the principle of gender equality and non-discrimination” (2018), project with council of Europe on “gender equality and media freedom in Azerbaijan”, information session on gender equality and media organised with the Council of Europe and Azerbaijan press council in 2019	
Bosnia and Herzegovina		Recommendation of the agency on gender stereotypes and sexist attitudes and languages in the media submitted to media and published on the agency website; 2017 handbook with UN Women on reporting gender-based violence	
Bulgaria	x		
Denmark			x
France			x
Finland			x

Germany			x
Georgia			x
Greece	x	Promotion of Recommendation among the media is the next step	
Hungary		No specific action after the adoption of the recommendation but research on gender and media	
Iceland		Two reports commissioned in 2015 and 2018 on media and gender have served as tools to make media accountable	
Ireland		2018 Gender action plan positioned within the framework of the recommendations (data collection and publication, research, gender initiatives encouraged, enhancing accountability processes)	
Latvia		Recommendation sent to national electronic media council	
Lithuania		Disseminated to relevant stakeholders	
Luxembourg		The text is a basis for upcoming action plan on gender equality	
Malta		Discussions held in 2018 between National commission for the promotion of equality and media in line with the recommendation	
Republic of Moldova		Annual seminars organised by audio-visual council with council of Europe representatives and national and international experts on gender equality	
Montenegro			x
Norway			x
Poland			x

Romania		In process of promotion to relevant stakeholders	
Serbia		Workshops for all media, inclusion of recommendation in media literacy activities, conference on 24 May 2019 on implementation of Council of Europe standards and instruments and this recommendation was promoted among relevant stakeholders and the media	
Slovakia		Recommendations available on www.gender.gov.sk	
Slovenia			x
Spain	x	Recommendations available on website of ministry in charge of gender equality, dissemination among units in charge of promotion of gender equality and to media; in 2015 the Spanish best practices were compiled and included in the report of the member states in this field.	
Sweden			x
Switzerland		Licensing negotiations with PSB SRG SSR in 2017 included awareness of Recommendations	
Turkey		Strategic paper and action plan on women empowerment (2018-2023) including media section; meetings on domestic violence including media ethics (2014-2016), project on women representation in media (2017) including studies.	
Ukraine	x	Public events to promote the Recommendations	
United Kingdom			x

Part II – Media organisations

Recommendation CM/Rec (2013) 1 invites media organisations to “*adopt self-regulatory measures, internal codes of conduct/ethics and internal supervision, and develop standards in media coverage that promote gender equality, in order to promote a consistent internal policy and working conditions aimed at (...) equal access to, and representation in (...) media, (...) balanced participation of women and men in management (...), a non-stereotyped image (...) of women and men.*”

The recommendation also encouraged the making available of complaint procedures in relation to media content considered contrary to the principle of gender equality.

Only three media organisations responded to the questionnaire, namely Community Media Forum Europe (CMFE), Irish Near Media Co-op and Moldova Association of independent Press.

Respondents have claimed a limited level of advancement in terms of gender equality, stating that they had not adopted any internal gender equality policies, nor charters or codes with gender equality provisions. However, the Irish Near Media Co-op adopted a policy against harassment as stipulated by law and both the Moldovan Association of Independent press and Irish Near Media Co-op claimed to hold training, awareness-raising and editorial discussions on gender portrayal. The staff in Irish Near Media Co-op has been trained on gender equality and respondents claimed limited impact of the #MeToo in news production and staff matters, except for CMFE which acknowledged a limited impact.

Good practice: France

Following concerns expressed by women journalists, the French Press Agency (AFP) adopted in 2018 new guidelines to reflect the diversity and improve women's portrayal in its reports. They include gender-specific language, positive images of women, sensitive reporting on cases of gender-based violence and increased use of female experts. The agency also ran staff training sessions on these issues and invited gender experts to meetings.

Questions	Community Media Forum Europe GEC (2019)10	Moldova Association of Independent Press 44	Near Media-Co-op, Ireland
Advance level in drafting gender equality strategy/policy	Just starting	Intermediate	Intermediate
Internal policies gender equality policy	Soon/planned	No but under consideration	Not yet but under consideration
Gender equality plan/charter/code of conduct	Soon/planned	Not planned	Yes
Measures for gender balance in decision making	Soon/planned	Not planned	Yes. Equal or 60/40 at decision making level
Gender Equality audit	Under consideration	Not planned	Not planned
Gender Equality Officer	Not planned. Small organisation with no secretariat.	Not planned	Not planned
Collective agreement	Not planned	Not planned	Not planned
Anti-harassment policies	Soon/planned	Not yet but under consideration	Yes, as stipulated by law it is introduced in the procedures and staff handbooks

Other	No	No	No
Monitoring implementation of above measures to promote gender equality in your organisation	Soon/planned	Not yet but under consideration	Yes, only at governance level. Number of representatives of each gender
Media content Measures to promote non stereotyped images of women and men, incl. from different groups (ethnic minorities, LGBT...)	Soon/planned	Yes. Projects to strengthen capacities of local and national media and ensure gender balance material, public discussion, cycle of debates on mass media role in fighting gender stereotypes	Yes. Diversity included in trainings and editorial meetings remind content producers of the need to ensure diversity
Complaint mechanisms for staff and public	No	No	No
Making public aware of complaint procedure	None in place	Complaints discussed by Administrative Council	On the website
Public or regulator complaints on gender equality in past five years	No	No	No
Training of staff on gender equality in past five years	No	No	Yes. The training involved male and female programme producers and trainers
#MeToo movement impact in news production or staff matters	Yes. Limited impact	No impact	No impact

Part III – Self-regulatory bodies

The setting up of an independent mechanism to monitor media content and respond to public complaints enables media to strengthen public confidence, maintains editorial independence and limits state interference.

Recommendation Rec(2013)1 encourages media organisations to “*adopt self-regulatory measures, internal code of conduct/ethics and internal supervision, and develop standards in media coverage that promote gender equality.*” It also encourages third parties to “*consistently defend gender equality by bringing their concerns to self-regulatory bodies*”.

While only four self-regulatory bodies have answered the questionnaire (Belgium, Ireland, Spain-Catalunya, Switzerland) out of more than 30 press councils established in Europe,⁴⁹ this section also refers to additional elements shared in member states’ responses which have elaborated on press councils, including Azerbaijan Press Council, Bosnia and Herzegovina, Finnish Council for Mass media, Georgia’s Charter of journalistic ethics, Lithuania’s Commission of Ethics and the Swedish Press Council.

Only two respondents have endorsed policies to promote gender equality. In the Belgian Ethics Press Council (CDJ), policies were adopted against discrimination in the ethical board and in the body’s own recruitment process. In the Swedish Press Council, they set a quota for board members (8 members of each sex minimum out of 21 members).

All bodies insist on having parity in their board while they have adopted no binding criteria, except for Switzerland and Sweden. Gender is considered in case of “multiple candidacies” in Belgium, or only for candidates outside those proposed by the media industry in Ireland.

In Sweden legislation requires all authorities, including the press council, to incorporate a “gender equality and diversity perspective” in their organisation.

Codes of ethics form the basis for handling complaints from the public. Few organisations have included any principle of gender equality in their codes, but several refer to the principle of non-discrimination based on sex or gender. This is the case for Belgium, Georgia, Ireland, Spain-Catalunya and Ukraine. In Bosnia and Herzegovina, the Press and Online Media Code has provided specific definitions to guide journalists for expression such as “discrimination”, “gender equality” and “respect for personality”. In Azerbaijan, the Press Council amended, in November 2018, its ethical code to include a “protection of the principle of gender equality and non-discrimination”.

Very few complaints on gender equality have been lodged in those bodies in the past five years. The Catalunya Regulator received one complaint on inappropriate language.

In Bosnia and Herzegovina, the Press Council issued recommendations for the media on the treatment of gender- and media-sensitive language.

⁴⁹ See list of press councils on the Alliance of Independent Press Councils in Europe <http://www.aipce.net/>

All respondents asserted that publicity on their complaint mechanism was available through websites, publications, and on request.

It is worth pointing out the Spanish example of Equality Editor, a new self-regulatory mechanism available in TVE and newspapers *eldiario.es* and *El País*. These appointments received very positive comments from the industry and could be replicated elsewhere. The *New York Times* has also appointed a similar editor.

Member States	Level self-assessment	Policies to promote gender equality in last five years	Gender equality criteria in board	Gender equality in ethical code	Complaints received on gender equality in last five years	Informing the public on complaint mechanism
Azerbaijan Press council				Principle of gender equality and non-discrimination		
Belgium Conseil de déontologie journalistique (CDJ)	Not started	Discrimination in ethical code and CDJ recruitment	Yes, in case of multiple candidacies	No but non-discrimination principle and avoid stereotypes	No. but Yes regarding personal characteristics mentioned in news reports (article 28)	On website and on request
Bosnia Herzegovina Press council		The press and online media code forbid discrimination the basis of gender. Mentions also sexual orientation,				Monitors and publishes overview of cases violating the code
Georgia Charter of journalistic ethics				Prohibits discrimination based on sex		

<p>Ireland Press council</p>	<p>Intermedia te</p>		<p>Yes, outside candidates proposed by the industry (6). Only on the 7 others but no strict criteria as such</p>	<p>No. The code of the National Union of Journalists (NUJ) addresses equality and discrimination. The code makes no specific reference to gender balance</p>	<p>No.</p>	<p>In publications, there is a small box with all details, on website and on twitter.</p>
<p>Luxembourg Press council</p>				<p>No discrimination based on sex (art 5)</p>		
<p>Spain/Cataluna Conseil de la inforacion de Catalunya</p>	<p>Advanced</p>	<p>Not clear</p>	<p>No</p>	<p>Yes</p>	<p>Yes, on inappropriate language</p>	<p>Website and journalists' associations</p>
<p>Switzerland Press Council</p>	<p>Intermedia te</p>	<p>Quota for the board (8 members of each sex minimum out of 21 members)</p>	<p>Yes. Quota of 8 members of same sex</p>	<p>No, but code forbids discrimination based on sex</p>	<p>Yes. One on unequal pay and one on the veracity of numbers in a story. Admits it did not have to speak on gender equality</p>	<p>Website and upon request</p>

Sweden Press council			Legal "requirement to include a "gender equality perspective"			
Ukraine				Discrimination based on gender		

Part IV – Media regulators

Media regulators ensure that media regulations are implemented in the audio-visual sector. Some of them also endorse specific competencies with respect to commercial communications.

Legislation governing media regulatory authorities in the field of gender equality “*is usually minimal or very general in scope*”⁵⁰ but regulators may also use principles of diversity, pluralism and non-discrimination to support their actions.

Seventeen respondents answered this part of the questionnaire, namely the Armenian Ministry of Justice, Belgian CSA, Cypriot CRTA, Czech RRTV, Danish SLKS, Estonian TTJA, French CSA, German Medienanstalten, Hungarian NMHH, Dutch CVDM, North Macedonian AVMU, Polish KRRIT, Portuguese ERC, Slovenian AKOS, Swedish MPRT and Ukrainian NRADA.⁵¹

The majority of the 17 respondents reported a limited level of development in terms of gender equality, with seven acknowledging that they had not started implementing gender equality regulations, five assessing their level as intermediate and one stating that they had just started. Only five respondents claimed that have reached an advanced level, namely Armenia, Belgium, France, North Macedonia and Sweden. However, the Armenian respondent provided no evidence of such advanced level.

The fact that some regulators abide by legal obligations to promote gender equality in their reporting and in public service broadcasters partly explains the differences between the different bodies.

1. Overseeing and implementing gender equality regulations

Most respondents (11) claimed that they oversee or implement gender equality related regulation, including in relation to combating gender stereotypes. The Swedish regulator specifically monitors gender-based violence in media content.

Regulations provisions on gender equality are either included in general terms in constitutions, in gender equality acts, media acts or labour law (Netherlands).

An interesting example is set in the French legislation on gender equality enacted on 4 August 2014⁵² which has extensively increased the competence of the Regulator CSA in terms of women’s rights and another law dated January 2017⁵³ provides specific competence to the CSA to fight against sexist advertising.

In Sweden the media Act requires all broadcasters to consider the impact of television when choosing the subject and character of programs and time specially those dealing with violence, sex and drugs. It is prohibited to transmit programmes that are offensive to any sex, race, or sexual orientation. This rule also applies to advertising.

⁵⁰ Handbook on the implementation of Recommendation CM/Rec (2013), Council of Europe, p.16

⁵¹ See detailed list in appendix

⁵² Law no 201’-873 of 4 August 2014 on equality between women and men

⁵³ Law No 86-1067 of 27 January 2017

Beyond legal requirements, several regulators have taken specific action to reinforce their work on gender equality.

A comparative report published by the European Platform of Regulatory Authorities (EPRA)⁵⁴ in 2018 provides an interesting overview of the roles and approaches adopted by national regulators in promoting greater gender representation and portrayal. The report identifies precisely how some regulators have proactively acted to reinforce gender equality even though many did not have to fulfil any binding obligations in this regard.

The North Macedonian Regulator AVMU has even included a banner on its website on “gender and media”⁵⁵ to address more specifically the topic. The EPRA report additionally points that also the regulator has no legal obligation to collect or prepare data on representation, they use the results from their annual surveys on representation and portrayal to debate and raise awareness with the media.

Some authorities have also endorsed specific internal strategies on gender equality. This is the case for the Portuguese Regulator ERC, which adopted in 2014 a *Plan of action for the promotion of equality between men and women and combating gender stereotypes*. The authority monitors television content and develop specific analyses and working groups focusing on comparative analyses, guidelines, and recommendations.

Finally, some regulators have a specific competence in monitoring advertising and making sure they do not discriminate based on sex. This is the case in the Czech Republic, Denmark and France.

2. Few regulators and public broadcasters report annually on gender equality

While Recommendation CM/Rec (2013)1 expressly recommends that member states “*mandate media regulators to include an assessment of the implementation of gender equality policy in the media in their annual reports*”, few of them have done so in practice.

Only regulators from Belgium, France and Sweden claim they report on gender equality on an annual basis as part of their legal requirements.

In Hungary, where such legal requirement does not exist, the regulator claims it includes a section on gender diversity in media services in its annual report.

The same conclusions apply to broadcasters. Only, Belgian, Dutch, French and Swedish public service broadcasters are required to report annually on their gender equality performances.

The Dutch broadcaster NPO signed a performance agreement⁵⁶ with the Dutch Government which includes a balanced presence of women on and off screen. It has an annual reporting requirement. According to the agreement, NPO measures annually what the Dutch audience thinks about the representation of women in the NPO’s television and radio content. This is measured in a questionnaire/survey, choosing from ‘insufficient’, ‘somewhat insufficient’, ‘somewhat sufficient’, ‘sufficient’ and ‘do not know, do not want to say’.

⁵⁴ Achieving Greater Diversity in Broadcasting - special focus on Gender; benefits and best practice approaches, EPRA, 2018

⁵⁵ <https://avmu.mk/en/home-en/>

⁵⁶ <https://over.npo.nl/organisatie/onze-waarde-voor-nederland/prestatieovereenkomst>

3. Half of respondents received complaints on gender equality

Regulators from Belgium, Cyprus, Czech Republic, France, Hungary, Poland, Portugal, Sweden, and Ukraine reported having received complaints on gender equality from the public in the past five years. The French CSA has even witnessed a clear increase in the number of claims with gender equality representing 19% of their complaints in 2018.

Complainants mostly pointed at sexist behaviour or comments, as well as the depiction of violence against women, the portrayal of women as sexualised objects, the identification of victims of sexual violence and discrimination based on sexual orientation.

Regulators in the Czech Republic and Ukraine also responded to claims on sexist advertising.

4. Most regulators publicise their procedures and decisions

Apart from Armenia, Germany, Italy and the Netherlands, all regulators have made the complaint form and procedure available on their websites, in addition to which they publish press releases when decisions are taken and have included a detailed list of complaints in their reporting.

5. Limited internal measures on gender balance

Internally, very little is done to assess gender balance except for the Swedish regulator that produces an annual analysis on the subject. While legislation sometimes imposes on the authority to reflect the diversity of its citizens (North Macedonia), no regulator has adopted any quota but some point at efforts made to provide gender-friendly job posting (Germany), salary scale to avoid the gender pay gap (Belgian CSA) or flexibility for family carer (Czech Republic). Several regulators pointed at a strong gender balanced on their board.

Good practice: Sweden

The Swedish authority MPRT produces a yearly analysis (policy documents, benefits, salary, and working hours) to examine any difference between genders. The group in charge of conducting the analysis is composed of both women and men.

6. No internal training on gender equality in the past five years

Hardly any regulators have provided training on gender equality for their staff except for the North Macedonian AVMU which ran a gender awareness training for all its staff in 2018, and Ukrainian NRADA which organised an expert seminar in the framework of Council of Europe cooperation projects. However, several respondents pointed at the setting of working groups or the drafting of guidelines on gender equality as evidence of willingness to make a change.

Questions	Armenia Ministry of justice	Cyprus CRTA	Czech Republic RRTV	Demark SLKS	Estonia, TTJA	Germany Medienanst alten	Italy AGCom	Macedonia AVMU	Netherlands CVDM	Poland KRRIT	Slovenia AKOS	Sweden MPRT
Advance level in drafting gender equality strategy/ policy	Advanced	Intermediate	Intermediate	Not starting yet	Just starting	Not started yet	Intermediate	Advanced	Not starting yet	Intermedi ate	Not starting	Advanced

<p>Overseeing implementation of gender equality regulation</p>	<p>Communication Strategy on prevention of domestic violence and protection of victims within the family</p>	<p>yes</p>	<p>Yes. Ensure that broadcasts do not incite hatred based on sex. Same applies to on demand AV media services . Advertising Regulation Act requires that advertising must not be contrary to good manners or discriminate on grounds of gender</p>	<p>No. but board issues annual reports on PSB. Also ensures advertising in TV does not discriminate based on gender. Programmes must not encourage hatred based on gender</p>	<p>Yes. Media law prohibits incitement to hatred on the basis of sex</p>	<p>no</p>	<p>no</p>	<p>Yes Implement law with yearly annual report on portrayal of women and men in TV programmes, publish on website and submits to parliament, sex disaggregated data on broadcasters' structure, separate banner on website for "gender and media"</p>	<p>Yes Constitution on equal treatment, Labour law on discrimination based on gender, Media Act on balanced picture of society in PSB content</p>	<p>no</p>	<p>Yes. In accordance with Slovenian Act on AV media services which prohibits incitement of discrimination, hatred and intolerance on the ground of gender</p>	<p>Yes. Under law, obligation for all broadcasters to consider impact of television when choosing subject and character of programs and time specially those dealing with violence, sex and drugs. It is prohibited to send programs that are offensive to any sexes, people of colour, sexual orientation</p>
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													n. This also applies to advertising
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Gender equality included in annual report	No	No	No	No	No	No	No	No	No	No	No	Yes, a specific section is dedicated to gender
PSB required to include gender equality in annual report	No	No	No	No	No	No	No	No	Yes Performance agreement between Dutch PSB and Dutch government, including balanced presence of women on and off screens	No	No	Yes. obligation to report on gender equality and diversity perspective of broadcasting activities. The authority does a follow up.

<p>Response to audience complaints on gender equality in past five years</p>	No	Yes	<p>Yes, usually on advertising often because of sexually explicit content, exceptionally on drama. In these cases, the council didn't assess that these programs contained hatred or sex discrimination</p>	No	No	No	No	<p>No but we have acted ex officio</p>	No	Yes	No	Yes
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<p>Publicity around complaint procedure</p>	<p>N/A</p>	<p>Press releases sent to national newspapers and publication of decision on website</p>	<p>On the website, decisions are published through press releases, complaints are notified by letter.</p>	<p>Website</p>	<p>Mostly by press releases if necessary</p>	<p>N/A</p>	<p>Public consultation, publication of decision on website</p>	<p>Website</p>	<p>N.A</p>	<p>Internet, amount and topics of complaints in yearly annual report</p>	<p>Website, reports on its work and annual reports</p>	<p>Website, decision in press release</p>
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<p>Internal measures to ensure gender balance</p>	<p>70% women in the ministry</p>	<p>No</p>	<p>Striving to ensure gender balance at all levels, flexibility for those taking care of family members in need</p>	<p>Board has 4 men and 4 women</p>	<p>-</p>	<p>Job posting designed in a way that female applicants are preferred in case of equal conditions</p>	<p>Working on it</p>	<p>Law demands that authority membership reflect Macedonia's diversity through equitable representation of both sexes. However, No monitoring of this provision and 3 female members only</p>	<p>More than 50% women including in management and try to keep this balance</p>	<p>No</p>	<p>-</p>	<p>Yes. Yearly gender analysis</p>
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Training of staff on gender equality in past five years	No	No	Yes, all types of training to all staff.	No	No	No	No	Yes. In 2018 training on gender sensitization for all employee.	No	No	No	No
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Questions	Belgium CSA	France CSA	Hungary NMHH	Portugal ERC	Ukraine NRADA
Advance level in drafting strategy/policy	Advanced	Advanced	Not starting yet	intermediate	Not starting yet
Overseeing implementation of GE regulation	Yes, the CSA oversees implementation of a decree dated 2009 which forbids programs infringing equality between women and men, incite to discrimination hatred or violence based on sex, and advertising that promote discrimination or infringe equality between women and men. Since 2016 the CSA analyses the portrayal of women and men.	Yes. Law of 4 August 2014 includes a sanction power for CSA with respect to women's rights; obligation for broadcasters to self-evaluate and communicate results annually, reinforced requirements for PSB, a 2017 law extends the CSA competence in terms of women portrayal in advertising	No	Yes. The ERC has adopted a plan of action for the promotion of equality between men and women and combating gender stereotypes in 2014	No

GE included in annual report	Yes since 2016. Annual reports list complaints and decisions, and provide analysis of portrayal of women and men	Yes. It includes an overview of the implementation of provisions on equality and the corresponding sanctions it has taken as well as the proportion of women and men in the CSA (Not compulsory)	No such requirement but it has a section on gender diversity in media services	No	No
PSB required to include GE in annual report	Yes. In its new contract (2019-2022) RTBF has adopted a diversity plan, including in workplace, promotion, leadership, with a gender and diversity officer. RTBF must report annually on the implementation of this plan	yes	No	No	No

<p>Response to audience complaints on gender equality in past five years</p>	<p>Yes. Decree 2016 on forbiddance to infringe equality between women and men. In 2017, 40 complaints (10% of the overall complaints), in 2018 19% of overall complaints are on gender equality. Two sanctions have been taken. One on LIDL advertising using stereotypes and one on program "<i>Chasseur d'appart</i>"</p>	<p>Yes. The CSA intervened 28 times since 2014 based on gender equality. Two sanctions. Both sanctions were confirmed by the State Council in 2018</p>	<p>No but complaints received on women depicted as sexualized objects in reality shows</p>	<p>Yes. Identification of victims of sexual violence, discrimination on sexual orientation, incitement to domestic violence, objectification of women...</p>	<p>Yes on elements of sexism in TV advertising</p>
<p>Publicity around complaint procedure</p>	<p>Online form, plaintiff informed of the analysis, CSA communications</p>	<p>Website home page, decisions on website, press releases for important sanctions, Official journal for "mises en demeure" by CSA, annual report on portrayal of women in tv and radio with a table of all CSA interventions</p>	<p>Website</p>	<p>Online form, decisions published on website</p>	<p>New items on official website</p>

Internal measures to ensure gender balance	Legislation requires balanced participation of women and men and includes CSA and PSB. But no sanctions. CSA had adopted a diversity plan in 2011 and since 2017 gender equality is one of the main points of its mandate. Currently working on a guide of best practices on equality internally.	Members are appointed by Parliament; measures are taken to ensure everyone has the same opportunities. Salary scales help to fight against the gender pay gap.	N/A	None but here is already a significant proportionality of men and women particularly in leading roles	N/A
Training of staff on gender equality in past five years	No. But group working on best practices. Gender budgeting training of managers at CSA.	No, but awareness campaigns, communication on equality at work.	No	Yes, for men and women	Yes. Expert seminars in the framework of CoE projects

Conclusion

Analysis of the answers to the questionnaire on the implementation of Recommendation CM/Rec (2013)1 on gender equality and media shows a greater awareness and solid initiatives for improving gender equality in the media at the member states' level. The same applies to regulatory authorities which have made an important step, including by introducing their own initiatives to better monitor and implement gender equality in broadcasters' content.

The need to respect freedom of expression and media freedom is one of the arguments put forward in some member states to explain why many initiatives and policies remain limited in scope. However, it should be noted that freedom of expression is closely linked to other rights and can support and amplify them. Like freedom of expression, equality between women and men is an integral part of human rights and any true democracy. In this context, gender equality and freedom of expression should be seen as intertwined rather than opposing rights when adopting and implementing policies and legislation. Moreover, media have a particularly important role to play in influencing public opinion and even shaping political agendas, given their potential for reaching the broadest audiences. They can - and should - therefore be encouraged to wield their voices and power to promote gender equality, denounce domestic violence and violence against women as well as deeply rooted sexist stereotypes.

While media organisations and self-regulatory bodies have a key role to play in promoting gender equality, both in their own structures and employment policies and in the content, they produce and the decisions they take, the recommendation had had a limited impact on their activities. The fact that limited actions were taken to promote the recommendation can partly explain this result. It must also be noted that few respondents took the questionnaire is another reason for the scarcity of information about existing activities.

However, additional desk research shows that some actors in the media sector have taken significant initiatives to improve the situation. In France, *Prenons la Une*, a group of women journalists, works to denounce gender inequalities and held its first assembly in 2018. In Spain, the journalists' section of the Spanish trade Union CCOO has published specific guidelines on reporting on LGBTQ population. In Belgium, the Association of professional journalists (AJP) published reporting guidelines on violence against women in 2018 and issued, together with Universities of Brussels and Mons, a first study highlighting the reasons for women journalists leaving the profession. The BBC grassroots initiative 50/50 set in 2018 challenging objectives aiming for 50:50⁵⁷ women representation on screen. Most of the programmes met those objectives by April 2019.⁵⁸

Ahead of the Beijing+25 in March 2020 and of the 2020 Global Media Monitoring Project, time is ripe for more change in the media industry that would provide a fair portrayal and offer equal opportunities to women and men, also taking into account the notion of intersectionality and how all aspects of social and political identities (gender, race, class, sexuality, disability)

⁵⁷ <https://www.bbc.com/aboutthebbc/reports/policies/5050>

⁵⁸ <https://www.bbc.co.uk/mediacentre/latestnews/2019/5050-project-results>

can add to discrimination. It would also be crucial to adequately address the violence that women journalists are confronted with, both in newsrooms and online.

Documenting the state of play will be crucial to make a change. While collecting data remains a challenge, media organisations and their leaders must be involved in the process. The more inclusive the process will be, the more likely media organisations and professionals will own the results and be willing to be actors of change.

Further reading

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

EPRA, "Achieving Greater Diversity in Broadcasting - special focus on gender; benefits and best practice approaches

MLP in gender equality seminar - Women and the media - France, 12-13 November 2018⁵⁹

Special Eurobarometer 465, Gender Equality 2017, Gender Equality, Stereotypes, and Women in Politics

⁵⁹ https://ec.europa.eu/info/publications/mlp-gender-equality-seminar-women-and-media-france-12-13-november-2018_en

Appendix

Regulators that responded to the questionnaire

Member state	Regulator
Armenia	Ministry of Justice
Belgium	Conseil Supérieur de l'Audiovisuel (CSA)
Czech Republic	Council for Radio and Television Broadcasting (RRTV)
Cyprus	Radio and Television Authority (CRTA)
Denmark	Danish Agency for Culture, Media Division (SLKS)
Estonia	Estonian Technical Surveillance Authority (TTJA)
France	Conseil Supérieur de l'Audiovisuel (CSA)
Germany	Medienanstalten
Hungary	<u>National Media and Infocommunications Authority</u>
Italy	<u>Autorità per le Garanzie nelle Comunicazioni (AGCOM)</u>
The Netherlands	Commissariaat voor de Media
North Macedonia	Agency for Audio and Audiovisual Media Services (AVMU)
Poland	<u>Krajowa Rady Radiofonii i Telewizji – KRRiT</u>
Portugal	<u>Entidade Reguladora para a Comunicação Social (ERC)</u>
Slovenia	Agency for Communication Networks and Services (AKOS)
Sweden	Press and Broadcasting authority
Switzerland	Office fédérale de la communication (OFCOM)

**FOLLOW-UP QUESTIONNAIRE TO MEMBER STATES ON
RECOMMENDATION CM/REC(2013)1 OF THE
COMMITTEE OF MINISTERS OF THE COUNCIL OF EUROPE
ON GENDER EQUALITY AND MEDIA**

Name(s)	
Country	
Institution(s)/organisation	
Email contact (in case of any follow-up questions)	

I. Legislation for the promotion of gender equality in the media

1. Is there any specific legislation in place in your country promoting gender equality in the media?

YES		NO	
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If YES, please briefly specify and add relevant links:

2. Were any legislative measures adopted in your country in response to Council of Europe Recommendation CM/Rec(2013)1 on gender equality and media?

YES		NO	
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If YES, please briefly specify the relevant instruments:

3. Does your legislation on media regulatory authority include specific provisions on gender equality?

YES		NO	
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If YES, please briefly describe those requirements:

How is their implementation monitored?

4. Does your legislation on public service media include specific requirements on gender equality?

YES		NO	
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If YES, please briefly describe those requirements:

How is their implementation monitored?

II. Policies for the promotion of gender equality in the media

1. Do your national/regional/local authorities support, through non-financial and/or financial measures, any programmes or projects aimed at enhancing gender equality in media content?

YES		NO	
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If YES, please briefly describe those programmes or projects, adding links as relevant:

2. Do your national/regional/local authorities support, through non-financial and/or financial measures, any programmes or projects aimed at promoting gender equality in the media as a profession?

YES		NO	
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If YES, please briefly describe those programmes or projects, adding links as relevant:

3. Has your country adopted national gender equality indicators for the media sector?

YES		NO	
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4. Is there a body in your country with authority over the overall co-ordination of the promotion of gender equality?

YES		NO	
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If YES, please indicate its name:

III. Dissemination of the Recommendation - awareness raising

What step(s) did you take/support to disseminate the Council of Europe Recommendation CM/Rec(2013)1 on gender equality and media and promote it amongst the relevant stakeholders and the media (e.g. translation, awareness-raising activities about its content, etc.)?