



Implementing European and International Standards on Media and Information Literacy in various domestic institutions



A study on good practices in selected member States of the Council of Europe and their relevance to the context of Bosnia and Herzegovina

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the Council of Europe and their relevance to the context of Bosnia and Herzegovina.**

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Authors:

Dr Krisztina Rozgonyi¹

Bojana Kostić²

¹ *Dr Krisztina Rozgonyi* is a senior international media, telecommunication and IP legal and policy expert. She works with international and European organizations, with national governments, and regulators as an adviser on media freedom, spectrum policy and digital platform governance. Dr Rozgonyi carries out research and lectures at the Department of Communication of the University of Vienna, where she also manages a platform to bridge research with policy agendas.

² *Bojana Kostić* is a long-time advocate for media freedom with an extensive background in community-led and inclusive research. In her research, she explores issues that lie at the intersection of human rights and technology, focusing on freedom of expression online, online abuse, safety and silences.

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ABBREVIATIONS

AVMSD	Audiovisual Media Services Directive
BAI	Broadcasting Authority of Ireland
BiH	Bosnia and Herzegovina
CM	Committee of Ministers
CMFE	Community Media Forum Europe
CoE	Council of Europe
EAVI	Media Literacy for Active Citizenship
ECHR	European Convention of Human Rights
ECP	an information society platform in the Netherlands
EMIL	EPRA MIL Taskforce
EPRA	European Platform for Regulatory Authorities
ERGA	European Regulators Group for Audiovisual Media Services
EU	European Union
FICORA	Finish Communication Regulatory Authority
GMK	Society for Media Education and Communication Culture in the Federal Republic of Germany
GSPWM	Joint Commission on Programming, Advertising and Media Literacy
IMEC	The Media Literacy Centre in Slovakia
JASA	Junior and Senior Academy in Slovakia
MCA	Ministry of Civil Affairs in Bosnia and Herzegovina
MEKU	Centre for Media Education and Audiovisual Media in Finland
MIL	Media and Information Literacy
MLI	Media Literacy Network Ireland
NIBG	Netherlands Institute for Sound and Vision
NPO	Public Broadcasting Company in the Netherlands
SMSP	Social Media Service Providers
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations International Children's Emergency Fund
VSP	Video Sharing Platforms
MCT	Ministry of Communications and Transport in Bosnia and Herzegovina
MSBiH	Ministry of Security in Bosnia and Herzegovina

Summary

Media and information literacy (MIL) is a powerful and transformative resource, providing citizens with the skills and knowledge to understand, critically assess and conceptualise the complex media and digital ecosystem. In today's digitalised world, these skills and knowledge are prerequisites for the full, unhindered and participatory exercise of human rights, in particular the right to freedom of expression. Given the importance of MIL for an enabling environment for freedom of expression, the provision of a stable and sound MIL policy framework and its effective implementation fall squarely within the scope of States' positive obligations in line with Council of Europe standards. In this regard, State bodies and authorities, at all levels, must ensure the sustainable and unhindered development and implementation of MIL in Bosnia and Herzegovina (BiH).

Against this backdrop, this Study proposes potential paths (based on international and European standards, and country-specific contexts) for the establishment of a functional MIL infrastructure in BiH. It does so by looking at both the MIL conceptual framework and governing models. Building on the expertise, unique positioning and competences of –the Communication Regulatory Agency (CRA) – the independent regulatory body in BiH – the Study proposes a set of recommendations for (1) the MIL conceptual framework: educational, research and multi-stakeholder collaboration and regulatory functioning; and (2) governing models that ensure both policy and legal frameworks contribute to an enabling environment by providing the CRA with a statutory remit (e.g., a multi-stakeholder coordination position), consistent funding of MIL activities (stability and permanence) and collaboration with national and international actors (knowledge and cooperation).

To create a stable MIL infrastructure in BiH, the current momentum and process of transposition and implementation of the revised European Union (EU) Audiovisual Media Services Directive (AVMSD) should be used to build upon, in order to ensure sustainability and stability of CRA's important position in MIL governance. In addition, MIL interventions should be complemented and supported by the involvement of multiple State and non-State actors, given the transversal and cross-sectorial nature of MIL. The ongoing efforts of the CRA to strengthen the emerging multi-stakeholder network should be supported by other actors in terms of coordination, facilitation, and funding. A formally established, legally mandated and sustainably financed MIL multi-stakeholder network should be the key resource, coordinated by the CRA, to ensure horizontal cooperation, and also systematically enable nationwide MIL interventions. The Study further explains why this type of cooperation is necessary for comprehensive and effective MIL. It also clarifies the importance of sustainable and meaningful funding for existing and future MIL interventions to be supported primarily by State funds, in addition to external resources. Indeed, it is only through stable collaboration and funding that BiH can ensure a comprehensive, strategic, evidence-based, structured and institutionally codified MIL framework and governing model.

I. Introduction

The objectives of this Study are twofold. Firstly, it analyses MIL experiences in selected member States of the Council of Europe (CoE), which have been identified as good practices, to draw lessons and assess their relevance and applicability to the context of Bosnia and Herzegovina. In doing so, the study specifically focuses on the role and responsibilities of the relevant Regulatory Authority (RA). Secondly, the study aims at contributing to strengthening and fostering sustainability of the current and future MIL policy and programmatic interventions in Bosnia and Herzegovina.

Based on the country context of BiH, the Study proposes a specific focus on those opportunities for the CRA, within the BiH MIL governance framework, for two key reasons.

To begin with, the MIL infrastructure in the country is still at an early stage of development and characterised by a lack of coordination and systematic engagement by most prominent stakeholders (Vajzović 2020, p.6; del Mar Grandío et al. 2017, p.122; Hrnjić Kuduzović & Kerševan Smokvina 2020, p.8), including the Ministry of Civil Affairs (MCA), the Ministry of Communications and Transport, the Ministry of Security, and the State Commission for Cooperation with UNESCO.³ Taking into consideration the objective of the present Study, and given the state of MIL development in the country, the purpose is to elaborate on MIL governing models (e.g., EPRA 2018; CoE 2018, p.4) using the lens of existing MIL infrastructure (see: Table 1) to inform policies and strategies in those areas within the remit of the CRA.

Secondly, the CRA, a pioneer of MIL work in BiH (Frau-Meigs et al. 2017; EC 2007, p.12; Hodžić et al. 2019, p.8; Vajzović et al. 2018, p.2; Vajzović 2020, p.9; Hrnjić Kuduzović & Kerševan Smokvina 2020, p.8), has become an indispensable actor among state actors in the country. The Study proposes sustainable funding, governing, and legal models to enable the CRA to continue and expand their work on MIL, assuming the necessary support and engagement of other BiH stakeholders.⁴ In addition, it looks at the role of various stakeholders in CoE member states, as well as legal and financial sustainability models, and contributes to the current multi-stakeholder debate in the country by offering a strategic approach to the development of MIL in BiH.

By relying on the international and European legal and policy frameworks on freedom of expression – placing particular emphasis on CoE standard-setting instruments, relevant European Union (EU) policies, as well as other topically-relevant analysis and studies, and current academic sources – the Study focuses on two central areas: (1) a MIL conceptual framework consisting of strategic programmes, and interventions,

³ For further information see: Hrnjić Kuduzović, Z. & Kerševan Smokvina, T. (2020). Project Assessment Report: *Evaluation of Project "Media and Information Literacy for Human Rights and Stronger Democracy in Bosnia and Herzegovina"*. Strasbourg: Council of Europe.

⁴ Ibid.

and (2) governing models for (2.1.) regulatory and institutional MIL governance in which RAs play a central development/implementation/leadership role; and (2.2.) coordination and accountability in multi-stakeholder MIL. The analysis will be supplemented by information on the latest trends and emerging regulatory challenges stemming from the digital ecosystem and the new roles of RAs.

MIL Conceptual Framework	MIL Governance Models
i. MIL values, skills, competencies and knowledge; ii. MIL strategic programmes and interventions.	i. Regulatory and institutional models of MIL governance in which RAs play a central development/implementation/leadership role; ii. Coordination and accountability in multi-stakeholder MIL governance models; iii. The role of the RA within the emerging MIL governance framework of the digital converging environment: core elements of an enabling legal and policy scheme

Table 1: Focus areas of the Study.

MIL is a dynamic and ever-evolving concept, continually shifting and adapting to meet similarly volatile political, societal, cultural and technological paradigms, with no universally accepted definition or conceptual framework. For this reason, MIL is now 'understood as more of an umbrella expression than a sharply defined scientific term' (CoE, 2020, p.10). For the purpose of this Study the *MIL conceptual framework shall be understood as a set of practices and interventions embedded in a specific socio-cultural, political and technological environment. MIL governance models should be understood as a multi-stakeholder network, in line with European trends and applicable best practices that confirm multi-layered decision-making systems.* This broad understanding of MIL is also in line with the CRA approach to MIL, discussed below.

Through exploratory desk research and qualitative interviews with CRA employees, a mapping of international, regional and State-level legislative and institutional frameworks for MIL was developed to elucidate locally-sensitive and tailored, as well as culturally appropriate approaches that are contextually adaptable to BiH. Utilizing a comparative approach, and based on the contextual specificities of MIL in BiH, the Study identifies countries, categorised by the stage of MIL development (early, advanced and good), and practices and lessons learned that can further serve BiH stakeholders as they navigate MIL processes in the country.

This Study examines the (1) MIL conceptual framework and (2) MIL governing models (see: Table 1), through making use of the existing data and literature (See: Annex 1: LIMITATIONS). Despite the absence of a centralised, European-wide, accessible platform or database on the MIL landscape, the methodological approach adopted for this Study allows for the identification of those frameworks and models able to better inform the development of MIL infrastructure in the country by analysing both country-specific and CoE practices. The Study utilises information accessible up until August 2021.

The Study is structured as following: the first section presents the evolution of MIL frameworks and models from an international and European regulatory perspective; the second section introduces the BiH-specific context, in particular the current MIL framework, governing models and role of the CRA in MIL; and the third section proposes ‘contextually shareable’ (Drotner et al. 2017, p.270) practices and set of recommendations to guide the development and implementation of a State-wide MIL infrastructure.

II. The International and European MIL policy framework

Freedom of expression under Article 10 of the European Convention of Human Rights (ECHR) is defined as the right to hold opinions, receive, and impart information, including online and via any means of communication. Having said that, freedom of expression remains of paramount importance and it is crucial for democratic processes and societal cohesion. However, for citizens to fully enjoy this right, the enabling environment characterised by the ability to think freely and form an opinion by accessing and assessing a plurality of information and participating in public debate stands as an essential prerequisite (CoE 2015; EAVI 2021, p.65). The system that provides citizens with those interpretative, critical cognitive and technological skills, and the knowledge to fully engage and participate in public debate and democratic processes, is Media and Information Literacy (MIL) (del Mar Grandío et. al. 2017). MIL interventions and values are in a constant state of flux to respond to ever-changing needs, and designation of ‘necessary skills and knowledge’, which are very much dependent on context and are the ultimate goal of any specific MIL programme. For this reason, the analysed literature uses various terminology to define this knowledge and skill-set (CoE 2020, p.8; Frau-Meigs et al. 2017, p.99; Costa et al. 2017, p.254). For example, ‘technological knowledge’, in the context of quality journalism, refers to ‘application of norms and rules for media’ (i.e. the logic of digital media and process of distribution) and ‘knowledge of the criteria for assessing sources of information’ (e.g., the distinction between opinions and facts, CoE 2018, p.11). These skills, in the same context, refer to the ability: ‘to understand, [...] to critically analyse and to evaluate [...] the appropriation and use of media in a self-determined way’ (ibid. p.12; see also: Vajzović 2020, p.8). Within the scope of the ‘EduMediaTest’ programme,⁵

⁵ See at: <https://edumediatest.eu/>.

carried out by European media RAs and public authorities, to assess the MIL competencies of young adults in seven European countries, an interactive tool was developed that identified six focus MIL dimensions: languages; technology; interaction processes; production and dissemination processes; ideology and values; and aesthetics. Every dimension is structured around two areas of work: 'the production of their own messages and the interaction with outside messages' (Ferrés & Piscitelli 2012, p. 75).

For this reason, interpretative, critical cognitive and technological skills and knowledge should be understood broadly as 'cultural capacity' that 'reflects social understanding and socially organised skills and competences within specific contexts such as learning and citizenship' (Trültzsch-Wijnen et al. 2017, p.111; see also: Section 4.2.4. Findings and lessons learned). In addition to skills and knowledge, environmental factors – political, societal, economic and technological – equally contribute to citizens' public participation in distinct country/community contexts (CoE 2018, p.19; Trültzsch-Wijnen et al. 2017).

These are essential processes that contribute to the creation of an enabling environment, which is a precondition for vibrant and healthy public debate and participatory citizenship. The international and European policy framework on MIL places specific emphasis on mapping out the most critical enabling factors, and putting forward standards on the provision of such enablers and the role of State actors and other stakeholders in the respective proceedings. These standards are later re-configured and translated by MIL stakeholders into countries' specific contexts to meet the particular needs of their society and communities.

2.1. Council of Europe (CoE)

The regulatory and programmatic work of the Council of Europe has sought to ensure the inclusion of MIL within institutional frameworks, through various programmes and State mechanisms. A wide range of standard-setting documents, reports and other resources implicitly referring to MIL have been adopted and produced by the CoE and cross-referenced in this Study. In this section, the following documents are recognised as crucial contributions for the development of MIL, within the scope of this Study:

- i. Recommendation CM/Rec(2014)6 of the Committee of Ministers to member States on a Guide to human rights for Internet users, which reiterates that to exercise rights and freedoms on the internet, the right to education needs to include, within media literacy, access to digital education, enabling citizens to 'critically analyse the accuracy and trustworthiness of content, applications and services', including potentially harmful content. This is also in line with the Council of Europe's Committee of Ministers' standards which promote

- computer literacy ‘as a fundamental prerequisite for access to information, the exercise of cultural rights and the right to education through ICTs’.⁶
- ii. Recommendation CM/Rec(2018)1 of the Committee of Ministers to member States on media pluralism and transparency of media ownership, which is seen as a key document as it lays out a conceptual definition of MIL as a set of cognitive, technical and social skills and capacities to ‘access, understand, critically analyse, evaluate, use and create content through a range of legacy and digital (including social) media’ and protect personal data online. The Recommendation calls on member States to adopt and develop adequate legislative provisions, coupled with coordinated and implemented national media policy and multi-annual plans, addressing the role and responsibility of different stakeholders while ensuring that ‘National Regulatory Authorities have the scope and resources for the promotion of media literacy’.
 - iii. Recommendation CM/Rec (2018)7 of the Committee of Ministers to member States Guidelines to respect, protect and fulfil the rights of the child in the digital environment, which addresses a diverse range of issues in relation to the protection and empowerment of children to use digital technology wisely and cope with associated risks. Importantly, it also addresses ‘gender stereotypes or social norms that could limit children’s access and use of technology’.

2.2 European Union (EU)

- i. The Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – A European approach to media literacy in the digital environment, of 2007,⁷ provides a European definition of MIL as the ability to ‘access the media, to understand and to critically evaluate different aspects of the media and media content and to create communications in a variety of contexts’. Pursuing this, the CRA has aligned itself, with regards to access, use, critical approach, dissemination of digital content and awareness of copyrights and other responsibilities of the citizens within the digital ecosystem. This document also outlines MIL as a wide range of technical and digital competencies, citizens’ critical skills, and civic participation (CoE 2018, p.24), and requires member states to involve regulatory authorities in charge of audio-video and electronic communication for incorporating MIL, promoting research and monitoring and implementing co- and self-regulatory frameworks at the national level (ibid.).
- ii. Most recently, the 2020 Council of the European Union conclusions on media literacy in an ever-changing world (Council of the EU 2020) described MIL as an umbrella expression including ‘the technical, cognitive, social, civic, ethical

⁶ Council of Europe. (2005). Declaration CM(2005)56 of the Committee of Ministers on human rights and the rule of law in the Information Society. Strasbourg. para. 3.

⁷ European Commission. (2007). Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: A European approach to media literacy in the digital environment. COM/2007/0833 final, Brussels.

and creative capacities that allow a citizen to access and use information and media effectively, and to safely and responsibly create and share media content through different platforms' (para. 8). In addition, it called for member States to work on establishing and maintaining MIL networks that 'bring together relevant stakeholders and enable them to cooperate and develop sustainable and long-term viable media literacy projects and initiatives' (paras. 30 and 42).

- iii. In 2010, the AVMSD laid out the fundamental rules and minimum harmonisation requirements across the EU in the field of audiovisual media. It is a fundamental EU instrument prescribing a set of rules and obligations that various audiovisual media service and video service providers must meet in order to comply with the EU media regulatory regime. Initially, the AVMSD defined the scope of media literacy relevant to audiovisual media regulation,⁸ but did not set any firm obligations neither on service providers nor on Member States.⁹

In 2018 MIL became a normative requirement in the revision of the AVMSD (Revised AVMSD 2018), which stipulates that 'Member States shall promote and take measures for the development of media literacy skills' (Article 33a), with emphasis placed on 'critical thinking' required to exercise judgment, analyse complex realities and recognise the difference between opinion and fact.¹⁰ The new rules have established member States' positive obligations to create and promote an enabling framework for the development of media literacy skills. The approximation of laws in BiH with the EU requirements should adhere to the implementation of the new AVMSD rules on the provision of effective media literacy policies. Moreover, under the new rules, Video Sharing Service providers shall be obliged to provide for 'effective media literacy measures and tools and raising users' awareness of those measures and tools' (Article 28 b 3. (j)). The new legislative provisions – once fully implemented – could provide meaningful opportunities for launching targeted MIL actions in the social media and media platformisation context.

⁸ See: Preamble 47 of the AVMSD 2010/13/EU "Media literacy refers to skills, knowledge and understanding that allow consumers to use media effectively and safely. Media-literate people are able to exercise informed choices, understand the nature of content and services and take advantage of the full range of opportunities offered by new communications technologies. They are better able to protect themselves and their families from harmful or offensive material. Therefore, the development of media literacy in all sections of society should be promoted and its progress followed closely. The Recommendation of the European Parliament and of the Council of 20 December 2006 on the protection of minors and human dignity and on the right of reply in relation to the competitiveness of the European audiovisual and on-line information services industry (1) already contains a series of possible measures for promoting media literacy such as, for example, continuing education of teachers and trainers, specific Internet training aimed at children from a very early age, including sessions open to parents, or organisation of national campaigns aimed at citizens, involving all communications media, to provide information on using the Internet responsibly".

⁹ Only reporting requirements by the Member States towards the European Commission were stipulated (Article 33 of the AVMSD 2010/13/EU).

¹⁰ Media literacy in this context 'refers to skills, knowledge and understanding that allow citizens to use media effectively and safely. In order to enable citizens to access information and to use, critically assess and create media content responsibly and safely, citizens need to possess advanced media literacy skills. Media literacy should not be limited to learning about tools and technologies, but should aim to equip citizens with the critical thinking skills required to exercise judgment, analyse complex realities and recognise the difference between opinion and fact' (Preamble 59 of the Revised AVMSD).

- iv. Recently, in the context of addressing disinformation online, both on EU and Member States level, calls have been made for a systematic, strategic and comprehensive approach by all Member States, as well as inter-sectoral collaboration between the various stakeholders for the strengthening of media literacy.¹¹ The latest conclusions on ‘media literacy in an ever-changing world’ by the European Council provided a comprehensive overview on the relevant legal and policy efforts across Europe.¹² The ongoing and the upcoming legislative and policy-making processes around the EU Action Plan on Human Rights and Democracy 2020 – 2024, the preparation of the new Digital Services Act, the European Democracy Action Plan and the Media and audiovisual Action Plan should be closely observed by BiH stakeholders and their outcomes considered for local implementation eventually.

2.3 United Nations Educational, Scientific and Cultural Organization (UNESCO)

- i. The Paris Declaration on Media and Information Literacy in the Digital Era, 2014, established a road map for addressing ‘digital convergence’ and ‘mediatization’ in the global MIL framework, stipulating that technology be viewed with ‘human rights lenses’ and ‘the move towards “knowledge societies”’ as advanced forms of the ‘information society’. The Declaration provides a nuanced and all-encompassing definition of MIL as a concept that emphasises skills, knowledge and attitudes evolving around a wide range of literacies (media, digital, IT, social network literacy, news, privacy and personal protection), spreading across all forms of media, and that these skills and knowledge should enable citizens to use information and media to critically think, reflect and evaluate content, and the influence of media content, including dealing with risks and opportunities stemming from the digital ecosystem (e.g., personal data protection, right to be forgotten, etc). The Paris Declaration addresses the role and scope of the work of various stakeholders in MIL, including Audiovisual regulatory authorities and self-regulatory bodies, described as ‘central [in] promoting media and information literacy’ (UNESCO 2014).
- ii. The Riga Recommendations on Media and Information Literacy in a Shifting Media and Information Landscape defined MIL as an indispensable process that ‘empowers and engages people as global citizens’, that ‘must be at the heart of strategies for the creation of a culture of communications that is open, inclusive, and based upon respect for human rights and democracy, and which contributes to human development at all levels’ (UNESCO/GAPMIL 2016).

¹¹ See also: European Regulators Group for Audiovisual Media Services (ERGA) on Improving Media Literacy Campaigns on Disinformation.

¹² See: The Council of the European Union. (2020). Council conclusions on media literacy in an ever-changing world. 2020/C 193/06.

These international policy and standard-setting documents recognise the importance of the involvement of various State and public authorities: ‘government ministries, media regulatory authorities, broadcasting organisations – are viewed as having obligations towards media literacy for which they are accountable is of relatively recent origin’ (del Mar Grandío 2017, p.117). In today’s MIL perspective, these stakeholders need to contribute to an enabling environment for the enjoyment of human rights by strengthening individual and collective MIL skills and knowledge (del Mar Grandío et al. 2017, p.118). What binds all these international approaches is that they constantly expand the public dimension and regulatory domain of MIL, as opposed to an initial focus on solely educational aspects (del Mar Grandío et al. 2017, p.116, 119). Seen through this expanding public perspective, the international and European frameworks recognise RAs as important actors ‘in the management of those public spaces’, and, given their specific mandate and position, able to produce a diverse and pluralist landscape – ‘a key instrument in promoting citizens’ democratic participation and access to public life [...]’ – and ‘play a central role in defining that public space in which rights for information, communication and expression are exercised and enjoyed’ (ibid. p.119).

Indeed, RAs across Europe acknowledge the increased significance of MIL and their own role in the online space. Following this, a great number of RAs have been involved with development of MIL networks within national contexts.¹³ To support these efforts, the European Platform for Regulatory Authorities (EPRA) created the MIL Taskforce in 2018, and restructured it (renamed as EMIL) in 2021, and ‘opened it to other non-regulatory organisations active in the field of media literacy, such as the Community Media Forum Europe (CMFE) and national MIL networks’.¹⁴ MIL networks serve as a crucial resource, assisting RAs to meet their obligations and responsibilities across the spectrum of regulatory activities.

III. MIL in Bosnia and Herzegovina: background and context

As MIL is shaped by a number of factors and processes, a stable policy and governance framework is a necessary precondition for the comprehensive and systematic development of MIL in any given domestic context. Seen from this normative perspective, BiH has a solid legal and policy foundation (Vajzović et al. 2018, p.8) to accommodate a wide range of MIL programmatic and policy interventions. However, the MIL foundations – in terms of institutional and regulatory underpinnings – are lacking, and ‘current support to MIL is still declarative’ (Vajzović 2020, p.7; see also: del Mar Grandío et al. 2017, p.120). The Constitution of Bosnia and Herzegovina and the Constitutions of the two entities, the Federation of Bosnia and Herzegovina and Republika Srpska, enshrine the right to freedom of expression. These provisions are supplemented by media-specific legislation such as (and as

¹³ See: EPRA. (2018). Media Literacy Networks – Guidelines.

¹⁴ See: EPRA MIL Taskforce (2021). Terms of Reference.

noted in the Law on Communication, 2003),¹⁵ the Law on Public Service Media (2005, 2006, 2008),¹⁶ defamation laws (2001, 2002, 2003), and freedom to access information laws (2001, 2002).¹⁷ Thus, ‘despite the fact that these laws do not specifically mention MIL, all of them – to some extent – ‘seek to establish a framework that promotes freedom of expression, limits the potential of undue influence over media and promotes regulatory framework of the media in respect to acceptable limitations of freedom of expression’ (Vajzović et al. 2018, p.8). However, important media-specific laws and regulations, such as regulations in the field of media pluralism and transparency,¹⁸ have yet to be adopted. Relatedly – and despite BiH’s previous forerunner standing in the transposition of sector-specific AVMSD – the European Commission annual report concluded that the media regulatory framework in the country has yet to be fully ‘aligned with European and international standards and fully enforced’ (EC 2020, p.28).¹⁹ In regards to MIL, there is no specific legislation or policies designating MIL authority/leadership, and no legislative instruments addressing the MIL educational framework and infrastructure. The existing audiovisual media services regulatory framework also fails to recognise MIL (Hodžić et al. 2019, p.8).

The CRA, as set out in the Law on Communication 2003,²⁰ is responsible for overseeing the electronic media and telecommunication sectors. Envisaged as an independent authority, and based on the principles of legality, objectivity, transparency, and non-discrimination, the CRA is the main regulatory authority in the country with competences²¹ resembling and compatible with those of other European countries – reflecting thus the multifaceted and intersecting nature of telecommunications and broadcasting technology, and resulting market and audience needs. However, the CRA is often subject to political pressure and lacks financial independence, which can hinder its functioning (UNESCO 2019 p.21, 41; EC 2020, p.29; Hodžić et al. 2019, p.12). Despite this delicate and politically sensitive position,

¹⁵ See: Official Gazette of Bosnia and Herzegovina, No. 31/03, available at <https://www.rak.ba/bs-Latn-BA/articles/80>.

¹⁶ The institutional structure of the public broadcasting system, its guiding principle and the relations between the three public service broadcasters and the Corporation are regulated by the Law on Public Broadcasting System of Bosnia and Herzegovina (Law on PB System), adopted in 2005 by the Parliamentary Assembly of Bosnia and Herzegovina. In addition, separate public service broadcasting laws adopted from 2005 to 2008 regulate the establishment and operation of each public service broadcaster: the Law on Public Broadcasting Service of Bosnia and Herzegovina sets out the legal framework of BHRT (Law on BHRT); the Law on the Radio Television of Federation of BiH regulates the RTFBiH (Law on RTV FBiH); the Law on the Radio Television of Republika Srpska deals with RTRS (Law on RTRS).

¹⁷ Translation of the defamation laws and freedom to access information laws is provided by Council of Europe, at: <https://english.vzs.ba/index.php/guidelines-and-laws/laws-related-to-journalism>.

¹⁸ For an in-depth discussion on the media-specific regulatory framework see: UNESCO 2019, p.31-38.

¹⁹ This is especially true for EU audio-visual policy, with which BiH is expected to further align itself. See: European Commission. (2020). Bosnia and Herzegovina 2020 Report Accompanying the Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. SWD(2020)350, final. Brussels.

²⁰ See: Official Gazette of Bosnia and Herzegovina, No. 31/03, available at <https://www.rak.ba/bs-Latn-BA/articles/80>.

²¹ The CRA’s competences are: the development and promotion of rules in the sectors of telecommunications and broadcasting, the licensing of operators in the broadcasting and telecommunications sectors, the planning, management and allocation of the frequency spectrum, the implementation of technical and other standards related to quality, and the establishing and maintenance of license fees.

the CRA plays a prominent role in stabilizing the media sector in BiH and improving the overall quality of radio and broadcast programs in the country (Irion & Jusić 2013, p.20).

Moreover, the efforts of the CRA – partly supported by external funding (CRA, interview; Frau-Meigs et al. 2017, p.70) and through a dedicated department and resources for media literacy and content – have provided the impetus for the development of MIL programmes and regulatory interventions in BiH. The Law on Communications, due to its broad scope, is often seen as the key legal tenet enabling CRA involvement in MIL. In the absence of specific legal mandate set out by the law, nevertheless the CRA has developed and implemented a wide range of MIL interventions in Bosnia and Herzegovina. In other words, the Law is not seen as an obstacle to the development and implementation of a range of MIL interventions. In 2009 the CRA has taken on the task of promoting media and information literacy and raising awareness for responsible and safe use of all media services (CRA, interview). As a result, the CRA has been recognised as one of the key institutional actors in the country, as its activities cover all media related issues and include the provision of resources for multiple stakeholders, in particular children, youth and parents (Frau-Meigs et. al. 2017; EC 2007, p.12; Hodžić et al. 2019, p.8; Vajzović et al. 2018, p.2, 4; Vajzović 2020, p.9; Hrnjić Kuduzović & Kerševan Smokvina 2020, p.8).

3.1. MIL focus and implementation status in BiH

The CRA has a dedicated department for media literacy and media content that has established the foundations for a programmatic and regulatory framework on MIL in BiH via: (1) MIL programmes and interventions roughly categorised in the following sub-groups: provision of resources on internet safety and media education, research, and policy interventions;²² (2) research and focused analysis often undertaken in cooperation with other actors in the country; (3) cooperation and establishment of an emerging and multi-stakeholder network in line with the EPRA's recommendations and similar European governing models; (4) policy interventions; (5) promotion and outreach through communications channels (e.g., MIL website – medijskapismenost.ba or the CRA official webpage).²³ In this way, the CRA has established an emerging State-wide governing model, to the extent of its existing remit, without an explicit legal mandate or policy framework.

²² This categorization was utilised to scope the work of CRA. On the CRA website the following subcategories are listed: Guidelines on the use of media, ICT and screen-time; Online safety of children; Media habits of children and parents; Promotional video and brochure on the protection of minors; Expert study: impact on tv on minors and children; Media literacy and protection of minors; Guidelines for the classification of broadcast content; What are the disinformation and counter mechanisms?; Study results: analysis of the adequate information level of youth in BiH in relation to Covid-19; Ethical reporting on mental health; Analysis of youth programs, programs targeting minority or marginalised communities, programs adapted to meet the needs of people with disabilities of broadcast and radio media providers in BiH. Available at: <https://www.rak.ba/bs-Latn-BA/brdcst-media-literacy>.

²³ Interview with CRA experts on 21 June and 5 July 2021. See also: Hrnjić Kuduzović & Kerševan Smokvina (2020). p.35, 38.

This particular MIL approach can be further broken down into the following focus areas and implementation practices (based on CRA interview and relevant research material). This categorisation is not meant to serve as an in-depth evaluation²⁴ or classification, but rather serve the purpose of illustrating CRA engagement, ensuring a consistent approach to the identified areas throughout the Technical Paper.

In relation to the MIL conceptual framework:

1. Education and MIL

- The CRA engages in the production of resources and creates opportunities for citizens to engage in the field of MIL, including internet safety more broadly as well as traditional MIL themes, with a focus on participatory citizenship and in line with freedom of expression principles;
- It focuses on all group ages, including children and parents, but with plans to develop MIL interventions dedicated to senior citizens, to ensure appropriate transfer of knowledge and tailor-made programmes for all citizenship;
- Its programs and interventions are based on thorough research processes and findings.

2. Research/Reporting

- Production of and support to research, and related interventions continue to be Key mechanism for understanding MIL needs, and developing programs based on strategic planning;
- Key outreach initiatives include 'static' awareness-raising campaigns and cross-platform engagement of more diverse audiences.

3. Multi-stakeholder collaboration

- The State-level emerging network with the participation of 40 stakeholders (including State authorities responsible for the domain of education and communication, independent authorities – data protection officers and the Ombudsperson for children – public institutions, including libraries and universities, and non-State actors that address various levels of MIL) has been established;
- Internal mechanisms of accountability are in their initial stage of development (e.g., communication channels are established), and the emerging network serves to exchange information, coordination of and cooperation on the MIL activity (CRA, interview);
- The management, agenda-setting and facilitation of the network's operations are still not fully operational;
- There is a lack of proactive involvement of stakeholders, and institutional involvement, a similarity to other European countries 'with various actors

²⁴ Note: There is lack of consistent evaluation when it comes to implemented programs (a general trend at the broader European level (Aroldi, P. et al. 2017, p.196)), which makes it impossible to meaningfully assess the (added) value and effects of these interventions.

intervening in a non-linear manner'. (Frau-Meigs et al. 2017, p.70; Hrnjić Kuduzović & Kerševan Smokvina 2020, p.9).

4. Regulatory functions

- Ongoing process of legislative and policy harmonization, and transposition of the revised AVMSD, which creates a potential for the realisation of new CRA roles and responsibilities;
- Preparation for a new area of audiovisual media regulation and the emergence of platform regulation with regards to Video Sharing Platforms (VSP).

With regards to MIL governing models:

1. Multi-stakeholder MIL network

- There is no state-wide MIL infrastructure and regulatory framework, and therefore no designation regarding responsibility for coordinating and overseeing MIL programmes in the country. The absence of an established governance framework and assignment of responsibilities for all MIL stakeholders poses a significant sustainability risk for MIL in BiH.

2. The CRA's mandate

- Current CRA MIL-related duties are not clearly stipulated by law.²⁵ In addition, there is a clear lack of sustainable funding necessary for the consistency of such duties;
- Given CRA's dedicated MIL engagement and efforts in line with the existing trends at the CoE level, the CRA has begun the process and coordination of establishing a locally-sensitive MIL governance model in form of a multi-stakeholder network (CRA 2019, p.1; CRA interview)²⁶ that should be perceived as a 'key resource in assisting the [RA] in meeting its duties and responsibilities across the spectrum of regulatory activities under its remit' (EPRA 2018, p.2).

2. Funding: identifying appropriate funding schemes

²⁵ See: Decision on the development of information Society in Bosnia and Herzegovina 2017-2021. Official Gazette of Bosnia and Herzegovina No. 42/17. Adopted on 4 May 2017. 3.6: the VI Pillar on 'Strengthening digital literacy, knowledge and e-inclusion' mentions importance of digital literacy but does not elaborate further.

²⁶ The CRA subscribes to the MIL definition proposed by the European Commission document 'A European approach to media literacy in the digital environment', (EC, 2007 para.2, see next section also) that incorporates the following skills and knowledge: Feeling comfortable with all existing media, from newspapers to virtual communities; Actively using media, through, inter alia, interactive television, use of Internet search engines or participation in virtual communities, and better exploiting the potential of media for entertainment, access to culture, intercultural dialogue, learning and daily, life applications (for instance, through libraries, podcasts); A critical approach to media as regards both quality and accuracy of content (for example, being able to assess information, dealing with advertising on various media, using search engines intelligently); Using media creatively, as the evolution of media technologies and the increasing presence of the Internet as a distribution channel allow an ever growing number of Europeans to create and disseminate images, information and content; Understanding the economy of media and the difference between pluralism and media ownership; Awareness of copyright issues, essential for a 'culture of legality', especially for the younger generation in its double capacity as consumers and producers of content.

- Unstable internal funding mechanisms often prevent sustainable and multi-disciplinary engagement on a long-term basis;
- Existing interventions are partly externally funded and supported by few international organizations, which comes with a number of risks – primarily a lack of financial sustainability and space for strategic planning and orientation;
- Reliance on external funding has also meant that certain MIL interventions could not be realised (e.g., regular conferences for MIL networks, posts/campaigns on social media channels, multipronged and collaborative projects with other international partners);
- Lack of a sustainable funding structure for the multi-stakeholder network is a serious obstacle for the effective functioning of the network.

3. Knowledge: data gathering and sharing information and experience

- The CRA has established collaboration with international organizations and expert networks ensuring the building of expertise and holistic MIL programs;
- There is further need for the development of auxiliary partnerships (e.g., with international organization, local communities) and the formal establishment of the State-wide MIL network with legally mandated collaboration mechanisms to ensure horizontal cooperation and also systematically inform the work of the CRA.

In sum, BiH has set the stage for more holistic development of MIL as well as the production of end-user engagement resources. However, there exist a number of challenges and unmet demands, primarily the notable lack of a strategic approach – embodied in the state-wide MIL strategy – by relevant stakeholders to build upon the existing work of the CRA primarily, but also other state and non-state actors, as well as a stable statutory mandate formally establishing CRA as coordinator of the MIL regulatory framework, and consistent funding for this role as minimum requirements. Moreover, a state-wide MIL strategy should be adopted in the form of a relevant by-law, setting out the meaningful involvement of relevant stakeholders²⁷ (Hrnjić Kuduzović & Kerševan Smokvina 2020, p.8) that, through various mechanisms of cooperation, especially the emerging multi-stakeholder network, propose adaptive policies for the establishment of country-wide MIL infrastructure.²⁸

In this context, a multi-stakeholder network emerges as a crucial necessity in the BiH context,²⁹ in line with the abovementioned international and European policy interventions. Given the importance of MIL for the creation of an enabling environment for freedom of expression, the provision of a stable and sound MIL policy framework,

²⁷ Especially with regards to the relevant ministries, the Personal Data Protection Agency in BiH, and the Office for the Fight against Cybercrime.

²⁸ See: Hrnjić Kuduzović, Z. & Kerševan Smokvina, T. (2020). Project Assessment Report: *Evaluation of Project "Media and Information Literacy for Human Rights and Stronger Democracy in Bosnia and Herzegovina"*. Strasbourg: Council of Europe. p. 23.

²⁹ This analysis is based primarily on interviews with CRA experts from the Department on Media Literacy and Media Content as well as findings from relevant studies: Z.Hrnjić Kuduzović & T.Kerševan Smokvina 2020, p.35, 38; S.Hodžić et al 2019, p.8.

and the effective implementation thereof falls essentially within the scope of positive obligations of the State (CoE 2015; see: ECtHR: Dink v. Turkey, para. 42). In line with this obligation, State authorities, at all levels, must ensure that all citizens of BiH can fully enjoy their freedom of expression as enshrined in the constitution, and compatible with the digitalised and mediatised world of today.

IV. Ways forward: MIL conceptual frameworks and governing models

This section provides a comparative analysis, introducing European country-specific approaches on select CoE member states, with a specific focus on the role of the RAs and other relevant stakeholders. The purpose of this section is to detect and draw the attention to relevant international approaches, and assess their relevance and suitability for MIL development in BiH, with specific reference to the role and responsibilities of the CRA. The selection of CoE member states was based on indicative good MIL practices, the status of MIL development (early, advanced stage and good practice example), and aggregated national MIL by defining characteristics, foundational frameworks and values. However, this analysis is subject to limitations and constraints arising from the lack of meaningful resources and literature addressing this particular area.

4.1. Analysis: CoE member state MIL framework and governing models

The development of MIL in CoE member states share a number of commonalities, as well as unique, and locally-sensitive approaches to adapt to and reflect the dynamic nature of MIL (EPRA 2017). Given the lack of a methodologically sound, comprehensive or comparative analysis studies on European, State-level MIL implementation, the analytics of the selected frameworks and models are approximate and indicative.³⁰

In addition, there is inherent risk and limitation in identification of 'good practices' for the purpose of comparison and transference from one context to another, especially as there is a consistent lack of systematic evaluation of MIL programmes and systems of governance (Frau-Meigs et al. 2017; CoE 2016, p.31). To minimise risk, the study used a set of 'contextualised shareability' (Costa et al. 2017, p. 227) criteria, or the social, economic and political similarities, cultural proximity, and also parallel contextual settings (such as constraining factors).

³⁰ A similar observation was made in the context of MIL and quality journalism in CoE study in 2020, *Supporting Quality Journalism through Media and Information Literacy*. 'It is also worth noting that the range of policy priorities, funding and delivery infrastructures for MIL varies dramatically from country to country. As a result, there is no central platform or database that could be accessed in order to provide comparable, up- to-date information on the MIL landscape in Europe, making comparative studies complex, time-consuming and potentially expensive to conduct' (p.8).

By focusing on MIL frameworks (program and interventions) and governing models (role of RAs and existing networks (see: Table 1)), the following countries have been included in this analysis:

- a. Good practice examples: Finland (in-depth analysis), Germany, and the United Kingdom: developed, sophisticated and well-established MIL infrastructure that relies heavily on NRA involvement and support; strategic MIL interventions with long-term objectives.
- b. Advanced stage: Ireland (in-depth analysis), the Netherlands and Slovakia: NRAs are indirectly involved in MIL governing networks, which fall under the responsibility of public authorities.
- c. Early stage: Croatia (in-depth analysis), Lithuania and Slovenia: RA has a statutory responsibility for MIL, with networks and EU-related cooperation as a primary focus for further progress on MIL.

Country	MIL Framework ³¹	Governing Models ³²
GOOD PRACTICE		
GERMANY	<p>Alongside traditional regulatory tasks, German RAs (14 total), other stakeholders are also involved in MIL interventions: public authorities, audio-video content providers, civil society. Their competencies span the gamut of digitalization thematic, including net neutrality, platform regulation, and, with regards to MIL, stakeholder focus is on children and parents.</p> <p>The RAs-umbrella organisation (<i>Medienanstalten</i>) runs State-wide programs including FLIMMO, an advisory service for parents that evaluates popular children’s (ages 3-13) programmes, and a learning platform for online safety, ‘Internet ABC’. Most RAs’ resources focus on user engagement and/or the creation of networking platforms. Seitenstark, a platform for children’s online protection, is an excellent model of cooperation with contributions from 65 child-focused content creators, including independent media, journalists, federal ministries, private businesses, religious and non-religious associations and kids’ clubs (CoE 2016, p.125 and p.131).</p> <p>In addition to joint projects, the individual RAs (Landesmedienanstalten) also organise national and local media literacy projects in day-care centres, schools and other. educational institutions.</p> <p>The MIL skills addressed by the featured project are creativity, critical thinking, intercultural dialogue, media use, participation and interaction.³³</p>	<p>MIL falls under the jurisdiction of individual federal states (<i>Länder</i>). The <i>Medienanstalten</i>, established under the Interstate Treaty on Broadcasting, is the umbrella organization, encompassing the 14 RAs (<i>Landesmedienanstalten</i>).³⁴ The Joint Commission on Programming, Advertising and Media Literacy (GSPWM, Gemeinsame Stelle Programm, Werbung und Medienkompetenz) was established to coordinate the exchange of information for the promotion of media literacy (EAVI 2021, p.64). The <i>Medienanstalten</i> works with a number of State, academic, and non-State actors, including the Society for Media Education and Communication Culture in the Federal Republic of Germany (GMK, Gesellschaft für Medienpädagogik und Kommunikationskultur in der Bundesrepublik Deutschland e.V.) with the goal of promoting and supporting youth, family and senior citizen media literacy (CoE 2016, p.123).</p> <p>The funding for the most prominent of the MIL projects comes from cross-sector collaboration (civil society and federal budget).³⁵</p>

³¹ The majority of findings were based on the Council of Europe:European Audiovisual Observatory. (2016). Mapping of media literacy practices and actions in EU-28. Experts conducted interviews and surveys with country stakeholders who were asked to identify the 20 most significant media literacy projects since 2010. In total 547 projects were analysed. The key MIL interventions were scoped, including: production of resources (majority), end-user engagement, research, networking platforms, provision of funding, campaigns and public policy developments; Media literacy skills streamlined through interventions: creativity, critical thinking, intercultural dialogue, media use and participation and interaction, CoE 2017, p. 39-41. NOTE: this study does not provide a list of stakeholders or their MIL-related legal mandate. For the purpose of the Technical Paper, the country-specific sources were also directly consulted for the selected cases, and available information analysed accordingly.

³² To the best of the authors’ knowledge, the existing resources do not mention direct provisions and/or analysis of existing laws and policies that stipulate legal mandates.

³³ According to the CoE study, these categories are defined as follows: ‘Creativity: such as creating, building and generating media content; Critical thinking: such as understanding how the media industry works and how media messages are constructed; questioning the motivations of content producers in order to make informed choices about content selection and use; recognising different types of media content and evaluating content for truthfulness, reliability and value for money; recognising and managing online security and safety risks; Intercultural dialogue: challenging radicalisation and hate speech; Media use: such as the ability to search, find and navigate and use media content and services, Participation and interaction: interaction, engagement and participation in the economic, social, creative, cultural aspects of society through the media and promoting democratic participation and fundamental rights’, p.127.

³⁴ See, in English: <https://www.die-medienanstalten.de/en/about-the-media-authorities>.

³⁵ To the best of the authors' knowledge, there is no available analysis of the existing funding models. The Study elaborates on the limited funding options for MIL interventions, see: 4.3.2 Funding prospects. See also: Frau-Meigs and other co-authors in their Introduction chapter in the book *Public Policies in Media and Information Literacy in Europe* (London, Routledge 2017) specify the difficulty in assessing funding schemes both as specific categories and poor visibility of this type of funding in public policies. Also referred to as "disconnect effect" between means (e.g., educational resources) and modalities (e.g., implementation, reporting and evaluation), see: p. 45, 75.

<p>UNITED KINGDOM (UK)</p>	<p>MIL interventions in the country can be, broadly speaking, grouped in the following areas:</p> <ol style="list-style-type: none"> 1. Observatory research 2. Educational/academic interventions 3. Employability interventions (e.g., increasing digital literacy) 4. Societal well-being initiatives (e.g., democratic participation) 5. Responses to digital threats and risks <p>(CoE 2016, p.370).</p> <p>In total, 18 stakeholders are responsible for MIL: the NRA Ofcom, academia, public authorities, civil society. The MIL driver in the country is Ofcom, which conducts research on media literacy programmes³⁶ for both children³⁷ and adults. In 2020, Ofcom organised a <i>Teens Talk</i> virtual event on MIL challenges online for representatives of government and industry, showcasing videos that provide a glimpse into the digital lives of UK teens.³⁸</p> <p>Another good practice project, funded by the national lottery fund, 'Reboot UK', utilises digital opportunities and skills as support for citizens living in poverty (CoE 2016, p.380).</p> <p>Their 20 key featured projects included production of resources and end-user engagement (CoE 2016, p.374) and they mostly focused on participation and interaction and media use such as the ability to search, find and use media content and services (CoE 2016, p.375). In 2020, Ofcom key initiatives spread across the organization of MIL weeks for adults and global MIL week, including research on children 'life in lockdown' and news consumption survey report (Ofcom, 2020, p.2-4).</p> <p>Most Ofcom activities are funded through licensing fees and similar schemes, in addition to state allocated funding (Ofcom 2020, p.30).³⁹</p>	<p>Under Section 11 of the Communications Act 2003⁴⁰, Ofcom is tasked with promotion of media literacy and, under Section 14 (6a) of the same Act, Ofcom coordinates research, monitors the status of media literacy among citizens through an annual survey, conducts MIL programmatic research, and connects and collaborates with MIL stakeholders, with partnering and signposting media literacy clearly on the agenda of all stakeholders. 'That is to say that Ofcom is accountable for the implementation of media literacy projects in the UK, and serves as a mediator among all social actors, involving them in a common project' (EAVI 2021, p.65).</p> <p>In July 2019, Ofcom established the 'Making Sense of the Media' Advisory Panel, composed of 250 UK and international organisations to 'increase collaboration, information-sharing and debate to improve media literacy in the UK'.⁴¹</p> <p>The Making Sense of Media Advisory Panel 'brings together expert representatives from across industry, the third sector and academia, to debate and inform the development of Ofcom's media literacy research and policy work'.⁴² The Advisory Panel provides 'co-ordinated input into reviews of existing media literacy activity and initiatives, identification of gaps in activity and best practice on what makes activities successful'.⁴³ The Advisory Panel is chaired by Ofcom, with ad-hoc meetings convened by Ofcom (approximately every two months), and may invite guests, in consultation with Ofcom, to give expert testimony at meetings. The outputs include recommendations for Ofcom working groups, reports, guidance documents and other relevant initiatives.</p>
<p>ADVANCED</p>		

³⁶ E.g., Adults' Media Lives: annual small-scale qualitative tracking research monitoring of about 18 people and their media habits, with trends over time since 2005, available at: <https://www.ofcom.org.uk/research-and-data/media-literacy-research/adults/media-lives>.

³⁷ See here: <https://www.ofcom.org.uk/research-and-data/media-literacy-research/childrens/childrens-media-lives>.

³⁸ See here: <https://www.ofcom.org.uk/research-and-data/media-literacy-research/making-sense-of-media-events>.

³⁹ See here: <https://www.ofcom.org.uk/about-ofcom/what-is-ofcom>.

⁴⁰ Ofcom assumed its powers under the Communications Act 2003 (the 'Act') on 29 December 2003. The promotion of media literacy is a new duty for Ofcom arising from Section 11 of the Act.

Media literacy - Art. 11 Duty to promote media literacy: (1) It shall be the duty of OFCOM to take such steps, and to enter into such arrangements, as appear to them calculated-

(a) to bring about, or to encourage others to bring about, a better public understanding of the nature and characteristics of material published by means of the electronic media;

(b) to bring about, or to encourage others to bring about, a better public awareness and understanding of the processes by which such material is selected, or made available, for publication by such means;

(c) to bring about, or to encourage others to bring about, the development of a better public awareness of the available systems by which access to material published by means of the electronic media is or can be regulated;

(d) to bring about, or to encourage others to bring about, the development of a better public awareness of the available systems by which persons to whom such material is made available may control what is received and of the uses to which such systems may be put; and

(e) to encourage the development and use of technologies and systems for regulating access to such material, and for facilitating control over what material is received, that are both effective and easy to use., See here: <https://www.ofcom.org.uk/research-and-data/media-literacy-research/media-literacy>.

⁴¹ See here: <https://www.ofcom.org.uk/research-and-data/media-literacy-research/network>.

⁴² See here: Making Sense of Media Advisory Panel Agreed Terms of Reference.

⁴³ Ibid.

<p style="text-align: center;">The Netherlands</p>	<p>Most programmes utilise end-user engagement (games, platforms, services, etc.) and are created through multi-stakeholder collaboration, concentrating predominantly on children, youth and parents. This decentralised approach is a result of the government decision to facilitate entrepreneurship and open-model of MIL interventions. Good practice initiatives include: MediaMasters, an interactive MIL game that builds problem-solving skills and features co-creation of media content. Media Toddler Days is a set of projects (Appcafe for toddlers, App Party, Digital Readout, etc.) that provides parents and teachers with resources for MIL. Informational websites such as Parents online, My child online, and Mediaopvoeding.nl provide a Q&A forum between parents, educators and MIL specialists (CoE 2016, p.300-304). The 20 key featured projects focus on strengthening the following skills: critical thinking, participation and interaction, including creativity (CoE 2016, p.300).</p> <p>MIL or media wisdom is defined by the Dutch Council for Culture as ‘the knowledge, skills and mentality with which citizens consciously, critically and actively engage in a complex, changing and fundamentally mediated world’ (Trültzsch-Wijnen et al. 2017, p.102).</p>	<p>There is no centralised MIL body and existing policies ‘stimulate decentralised media literacy efforts’ (CoE 2016, p.294). Mediawijzer.net⁴⁴ – which translates to ‘media wisdom’ – a term used instead of MIL, has more than 1000 network members. It is facilitated by the Ministry of Education, Culture, and Science, in addition to Nederlands Instituut voor Beeld en Geluid (NIBG, Netherlands Institute for Sound and Vision); Electronic Commerce Platform Nederland (ECP, an information society platform); Koninklijke Bibliotheek (KB, National Library of the Netherlands Institute for the Public Libraries Sector); Kennisnet, an expertise centre for ICT in education; Nederlandse Publieke Omroep (NPO, a Public Broadcasting Company).⁴⁵</p> <p>The network’s objectives are to foster MIL programs, and facilitate networking among members. Members include Stichting Kennisnet (expert centre for ICT in education) and ECP (Platform for the Information Society), and Institute for Sound and Vision, which includes the National Library (Ibid). For example, an important partner are public libraries that through their associations offer training and assistance to teachers to work on MIL with their students (CoE 2016, p.294).</p>
<p style="text-align: center;">Slovakia</p>	<p>The country focuses on the production of MIL resources (e.g., educational video games, cartoons on internet safety), and State-wide programs that address the MIL needs of vulnerable groups. A good practice project has enabled senior citizens to interact with youth to gain and strengthen their MIL skills. The Junior and Senior Academy (JASA) provides space for students and their grandparents to join university multimedia HD studios to improve intergenerational dialogue and skill sharing. Most of the 20 key featured projects sought to strengthen the following skills: participation and interaction, critical thinking and media (CoE 2016, p.365-369).</p>	<p>The only stakeholder with a statutory remit in charge of MIL is the Council of Broadcasting and Transmission, the RA for media, alongside 17 stakeholders that are involved in MIL (academia, public authorities, civil society). The Media Literacy Center (IMEC) is responsible for State-wide MIL in educational settings. IMEC cooperates with other State actors, international research partners, and cross-sectoral MIL programmes and is a part of the Faculty of Mass Media Communication at the University of Ss. Cyril and Methodius in Trnava (CoE 2016, p.360-368).</p>
EARLY STAGE		

⁴⁴ See here: <https://www.mediawijzer.net/op-mediawijzer-net/>.

⁴⁵ See here: <https://netwerkmediawijsheid.nl/over-ons/about-dutch-media-literacy-network/>.

<p style="text-align: center;">Lithuania</p>	<p>MIL primarily consists of the provision of resources, end-user engagement, and research. The 'Media4Change' programme engages journalists across different sectors in the production of media content for better representation of socially vulnerable groups. 'Learning from Film' consists of a set of interventions targeting youth and children, moderated by experts to improve MIL skills and comprehension. The twenty key features projects focus on strengthening the following skills: critical thinking, media use and creativity (CoE 2016, p.258, 260-261).</p>	<p>Despite a large number of MIL stakeholders (83 actors have been identified) and 6 of these with statutory responsibilities (Public Authorities and the NRA), the MIL governing model lacks a central coordination body and is scattered among different actors. MIL stakeholders constitute several networks, including 'Learning from Film', 'Safe Internet Lithuania', 'Media4Change', and 'Newslit'. A policy initiative between Lithuanian stakeholders and Nordic counterparts promotes the development of projects based on lessons learned and shared knowledge from Nordic experiences (CoE 2016, p. 255-260).</p>
<p style="text-align: center;">Slovenia</p>	<p>MIL primarily consists of informational and digital literacy and is defined as 'education about the media and with the media, it focuses on developing critical skills, in particular the ability to critically analyse media messages and the recognition of the audience's active role in the interpretation' (CoE 2016, p.348). The State-wide Safer Internet Centre maintains two hotlines and runs different projects, co-funded by the EU and Ministry of Education, Science, and Sport. Simbioza is a project that provides space for senior citizens to develop digital skills via inter-generational, voluntary programs. In three years, the program connected more than 15.000 senior citizens with 9.000 volunteers. There are two relevant educational film festivals, Slon and Kinobalon that promote MIL among the youth population. The 20 key features projects focus on participation and interaction, critical thinking and media use (CoE 2016, p.353-358).</p>	<p>Despite a lack of State-wide coordination and corresponding governance framework, 20 different stakeholders are involved in MIL (NRA, audio-video service provider, civil society, journalist association, academia, public authorities) (CoE 2016, p.349). MIL is implemented (via film festivals, educational centres, etc.) through a cross-sector collaboration involving public authorities, RAs, academia, media providers and civil society, as well as with the involvement of other State and non-State actors and volunteers (CoE 2016, p.353).</p>

Table 2: Overview of the selected countries' frameworks and models

4.2. In-depth country analysis

4.2.1. Good practice: Finland

Finland is recognised as a MIL champion at the EU level (EAVI 2009). The Finnish decentralised educational system allows for the early inclusion of children in MIL education, which is deeply embedded within the (formal and non-formal) system – a key for measurable success of MIL. A multi-stakeholder network and inclusion of diverse State and non-State actors, such as ministries, agencies, municipalities, non-governmental organisations, associations, foundations, companies, educational institutions and other communities (Finish Ministry of Education and Culture 2019, p.8) has resulted in policies and strategies (educational, cultural, media, audiovisual, youth and social welfare policies) being adopted under the supervision of a central body, namely the Ministry of Education and Culture. In addition, the Ministry of Justice (e.g., through their work to address hate-speech), the Ministry of Transport and Communications (e.g., by drafting public policies in this field), and the Competition and Consumer Authority (e.g., offering consumer education and advertising) also have a statutory obligation to promote MIL in their areas of responsibility. The National Audiovisual Institute, which functions under the Ministry of Education and Culture, ‘has an administrative duty to promote media education’. The public broadcaster provides support by producing material on their website and is also responsible for the implementation of MIL interventions (CoE 2018, p.36; Finish Ministry of Education and Culture 2019, p.33, 37,40, 53). In practice, the central government and municipalities are involved in promotional activities, whereas the educational process takes place under municipal purview (e.g., libraries, schools, museums) with the involvement of civil society organizations and communities – perceived as ‘third sector actors’. Universities and other academic institutions, together with non-formal educational institutions, offer various means for media education (Finish Ministry of Education and Culture 2019, p.32).

These various levels of MIL are structured around two central pillars: (1) MIL as traditional media education – the focus of The National Board of Education – and (2) the promotion of MIL education in the context of audiovisual content, under the auspices of the Center for Media Education and Audiovisual Media (MEKU) (which became the National Audiovisual Institute (KAVI) in 2014). It is responsible for ‘the promotion and coordination of media education at a national level, and the supervision of the provision of audiovisual programmes from the perspective of protection of children’ (Finish Ministry of Education and Culture 2019, p.36). In that sense, KAVI conducts traditional regulatory activities through the RA (Finish Communication Regulatory Authority – FICORA), such as the protection of minors and age-limit classification of audiovisual programming, as well as MIL awareness-raising campaigns and programs (ibid., p.38). Activities are predominantly funded through the

Ministry of Culture, in addition to contributions from other public authorities (CoE 2016, p.171-172).

The Finnish MIL framework, enshrined in *Good Media Literacy: National Policy Guidelines 2013-2016*, fosters 'social inclusion, active citizenship, critical thinking, creativity and self-expression' (CoE 2016, p.173; see also: del Mar Grandío et al. 2017, p. 125). The Guidelines were updated in 2019, renamed as the National media education policy, with the goal to 'improve everyone's opportunities to develop their media literacy' (Finish Ministry of Education and Culture, 2019, p.1). This document defines MIL as: 'all skills related to using and consuming media as well as an understanding of media and skills related to creating media content'⁴⁶ (Finish Ministry of Education and Culture 2019, p.10). The updated 2019 Guidelines are based on the following objectives: i. comprehensive media education for different groups, and inclusion of a range of topics, as well as opportunities to practice these skills and gain new knowledge; ii. high-quality media education that is research-based, carried out by competent and well-versed educators, using value-based and topic-oriented MIL curriculum; iii. systematic media education through consolidation of diverse knowledge, including improved planning and modelling of media education (Finish Ministry of Education and Culture 2019, p.11-19). With a focus on respect for human rights, MIL interventions in Finland are based on the values of literacy, humanity and ethics, diversity and equality, sustainable development and implementation into the future (Finish Ministry of Education and Culture 2019, p.20-23).

The most significant project since 2010, though not necessarily a best practice, according to survey data taken by Finnish MIL actors, encouraged parents' agency in identification of age-appropriate media content, including games, videos, etc. As video games and gaming in general has become a focus of MIL in the country, an interactive gaming education handbook and 'gaming week' were key components of the project. In partnership with the Finnish public broadcaster, a project was developed to promote ICT skills and online participation among senior citizens, as well as a youth-focused initiative on broadcasting and journalism (CoE 2016, p.173-174; CoE 2018, p.41). The most important joint activities from KAVI stakeholders are the Media Literacy weeks, used not only as a forum to promote MIL more broadly (in 2017 there were 2,700 registered participants), but also to generate new ideas for topics and material to be produced throughout the year. One of the topics from 2017 is the development of empathy in online communication, focusing on children and youth (CoE 2018 p.42).

The Finnish MIL model should be considered as good practice for BiH stakeholders for several reasons: the MIL framework and governing models are centralised but divided into two pillars – media education and media policy – this separation resembles current trajectory lines in BiH. KAVI has a leadership and coordination role in the context of MIL policy and partly media education in strategic planning and implementation of the programmes that are genuinely decentralised and streamlined

⁴⁶ See here: <https://julkaisut.valtioneuvosto.fi/handle/10024/75280>.

across multiple actors and disciplines. Moreover, the State, and in particular the Ministry of Culture and Education offer necessary financial and political support (e.g., development of legislation applicable to the sector, (Finish Ministry of Education and Culture 2019, p.33) – a crucial element for the stability and functionality of the MIL framework and governing model in Finland. However, MIL in Finland has also dealt with a lack of resources in terms of ‘organisation of activities, hiring personnel, allocating working hours, purchasing of equipment and materials, competence development and travelling’ (Finish Ministry of Education and Culture 2019, p.27).

4.2.2. Advanced stage: Ireland

Under the Broadcasting Act, the Broadcasting Authority of Ireland (BAI) has been established and tasked with the promotion of media literacy since 2009 (Art.26/2).⁴⁷ BAI has become a champion of MIL, as a key actor that is meaningfully engaged in multiple facets of Irish MIL. In 2016, following stakeholder consultations, BAI published the Media Literacy Policy (BAI 2016), a document that established the country’s MIL framework, focusing on informational and digital literacy, and has also enabled the establishment of the Media Literacy Network Ireland (MLI).⁴⁸ Media Literacy Policy does not define MIL and instead proposes a set of skills and components as indicators and ways to assess MIL. In particular, it seeks to foster the following skills: i. to understand and critically evaluate broadcast, digital and other media content and services, in order to make informed choices and best manage media use; ii. access and use broadcast and digital media content and services in a safe and secure manner, to maximise opportunities and minimise risks; iii. create and participate, via media, in a responsible, ethical and effective manner, in the creative, cultural and democratic aspects of society (BAI 2016, p. 3-8).

BAI has taken a coordinating role in media literacy planning, including the selection of annual theme, and securing project funding through various State and third-party mechanisms (CoE 2018, p. 44-46). While playing a central coordination role, BAI also provides the flexibility and agency for other stakeholders – especially for industrial partners⁴⁹ – through the participatory and inclusive development of annual work plans and other strategic MIL documents, to focus on areas and priorities in line with their own mandates and priorities.

In 2017, under the auspices of the BAI, the MLI was formally established to foster further collaboration among MIL stakeholders (135 members at present, including Ofcom, Association of Advertisers in Ireland, Office of the Press Ombudsman as well as social media companies Goole, Facebook and Twitter). The MLI is a ‘network of volunteer members coming from a large number of sectors, organisations and

⁴⁷ Article 26(2)(g) reads: The Authority has the following ancillary functions— to undertake, encourage and foster research, measures and activities which are directed towards the promotion of media literacy, including cooperation with broadcasters, educationalists and other relevant persons, in addition to traditional regulatory activities.

⁴⁸ See, here: Irish Media Literacy Policy document at https://www.bai.ie/en/media/sites/2/dlm_uploads/2016/12/BAI_media_literacy_policy_EN1.pdf (2016)

⁴⁹ See the partners of the BE MEDIA SMART program at <https://www.bemediasmart.ie/about>.

interests, working together to empower people to make informed media choices about the media content and services that they consume, create, and disseminate across all platforms', facilitated by the BAI.⁵⁰ The network is coordinated through the Interim Steering Group by BAI and 12 other members, and is responsible for: 'strategic decisions and features key sectors involved in the promotion and encouragement of media literacy' (CoE 2018, p.44). In practice, MLI coordinates members' activities, connects members so that they act in a more synchronised way, and it acts as a communication platform for different stakeholders and promotes through campaigns MIL interventions (MLI website).

One of the network's key activities is the 'Be Media Smart' public awareness campaign, which highlights the importance of citizens verifying and critically assessing information. The campaign, which was planned and organised by more than 20 network members (including public and commercial broadcasters, social media platforms and library associations), 'was an excellent example of what can be achieved with this kind of collaborative approach' (CoE 2020, p.43). A core team of stakeholders and volunteers took on campaign management, with an initial annual budget of €30,000 - €50,000, but were ultimately able to raise approximately €380,000 (CoE 2020, p.44). The BAI also manages the 'Sound and Vision' fund,⁵¹ paid for by television licensing fees (7% of the annual net receipts),⁵² that offers financial support for external content creation programs on Irish culture, heritage and diversity.⁵³

The Irish case is exemplary for BiH stakeholders in that it showcases the potential for and possibilities of RA engagement with MIL in a flexible and tailor-made manner that provides an inclusive governing model and a multi-disciplinary debate. The leadership of the BAI was an important component for success, but only possible given the clear legal mandate stipulating its role in coordinating MIL for the benefit of all Irish citizens. In addition, the fact that BAI has a certain level of autonomy in coordinating and funding MIL activities and network initiatives allows for flexible multi-stakeholders planning and coordination.

⁵⁰ See, here: Media Literacy Ireland.

⁵¹ Legislative Context for Sound & Vision: Section 154(1) of the Broadcasting Act 2009 provides that the BAI shall prepare and submit to the Minister a scheme or schemes for the granting of funds to support 'b) New television or sound broadcasting programmes to improve adult or media literacy', whereby '(b) *Adult Literacy or Media Literacy* - Programme topics should be focused towards methods of improving adult literacy or media literacy. Adult Literacy is defined as involving speaking, listening, reading, writing, numeracy and using everyday technology to communicate and handle information. Media Literacy is defined in the Act as bringing about a better public understanding of the nature and characteristics of broadcast and related electronic media, the processes by which it is selected and produced, the available access systems and their regulation'.

⁵² 'Scheme basics

- The Scheme is financed from the Broadcast Fund which comprises 7% of the annual net receipts from television license fees.
- The BAI has been assigned the responsibility of administering this fund.
- The BAI Archiving Scheme is also financed from the Broadcast Fund.
- The BAI will generally allocate funding using a funding rounds system.
- For each round, the BAI determines the closing time and date; the types of applications that can be submitted and the amount of funding available'.

See at <https://www.bai.ie/en/broadcasting/funding-development-3/sound-vision-4/#ai-block-5>.

⁵³ For more information, see: <https://www.bai.ie/en/broadcasting/funding-development-3/sound-vision-4/>.

4.2.3. Early stage: Croatia

Due to its cultural and linguistic proximity, the Croatian MIL framework and model are highly relevant for the BiH context.⁵⁴ Though the country lacks a MIL-specific regulatory infrastructure and remit, the Croatian Agency for Electronic Media, and its network of non-State actors, has been recognised as key player in the field of MIL (CoE 2018, p.48). This current MIL infrastructure in Croatia, especially the strong position of the RA, is particularly relevant for the BiH context reflected in the strong RA, which is similar to the current situation in BiH. The Agency is involved in development of educational and research activities, independently and with international support (for instance, UNICEF⁵⁵). It has also developed an external funding⁵⁶ scheme that provides resources for a number of projects (23 projects in 2018, with a total value of 40,300 EUR). Additionally, the Agency has been involved in several multi-platform campaigns and production of video and website⁵⁷ material showcasing ‘information on the effect of various types of media and genres on children, covering topics such as safer internet, violence in the media, stereotypes, media’s effect on child development, and offering advice to parents on how to approach certain real-life situations’. The website is the result of multi-stakeholder collaboration, not only in its design and production, but also continued maintenance and long-term stakeholder involvement (including by the Faculty of Political Science, Film Academy, and the Croatian Audiovisual Centre). In the same vein as the Finnish example, the Agency launched ‘Media Literacy Days’⁵⁸ in 2018, a large-scale State-wide event (more than 61 cities were included, featuring 130 workshops, and an estimated 6,500 children followed the events) (CoE 2018, p.52-54). Since MIL as a concept is not yet deeply rooted in the country’s media (regulatory) framework, (also referred to as hybrid regulatory model, see: Matović et al. 2017, p.185), the Agency has put emphasis on raising awareness of and education on MIL.

The Croatian MIL model is relevant for the BiH context because it provides an excellent example of the gradual and organic evolution of a functioning MIL governance model, in which the NRA plays a central role. Other key components of this model, including international, national and local partnerships and collaboration could be easily adapted by the CRA in BiH.

4.2.4. Findings and lessons learned

The preceding country examples indicate a collective focus area on the skills, competencies and knowledge that foster:

⁵⁴ Croatia was also mentioned by CRA experts during interviews, and CoE studies refer to this country as a potentially good model (see for example: CoE, 2018).

⁵⁵ See here: <https://www.unicef.org/croatia/medijska-pismenost>.

⁵⁶ Note: despite all the attempts, it was not possible to determine the funding mechanism for these projects. Also see: 4.3.2. Funding prospects.

⁵⁷ See, here: <https://www.medijskapismenost.hr/>.

⁵⁸ See, here: <https://www.medijskapismenost.hr/dani-medijske-pismenosti-2019/>.

- *critical thinking* (e.g., understanding how the media industry works and how media messages are constructed; questioning the motivations of content producers in order to make informed choices about content selection and use; recognising different types of media content and evaluating content for truthfulness, reliability and value for money; recognising and managing online security and safety risks; intercultural dialogue, and challenging radicalisation and hate speech);
- *participation and inclusion* (interaction, engagement and participation in the economic, social, creative, cultural aspects of society, as well as the promotion of democratic participation and fundamental rights through and by the media);
- *responsible media use* (such as the ability to search, find, navigate and utilise media content and services).

These focus areas resemble the MIL conceptual framework elucidated in the EAVI study on Current Trends and Approaches to Media Literacy in Europe that identified: media education, participation and active citizenship and critical and creative abilities and skills (EAVI 2021, p.16). Another study assessing the MIL conceptual framework across Europe established the following skills, competencies and knowledge as key components of MIL frameworks: ‘comprehension, critical thinking, creativity, consumption, citizenship, cross-cultural communication and conflict resolution’, and, more recently, focused on media knowledge domains, operational skills and organizational skills (Costa et al. 2017, p. 239). Across CoE member States, strategic MIL interventions predominantly support the production of resources, user engagement and research (CoE 2016, p.40), in line with the findings from the CoE study on supporting quality journalism through MIL, which found that production of resources (print, audio-video content, websites, TV programmes), together with outreach and campaigns are all the key most common MIL interventions (CoE 2020, p.19). The country examples above also indicate that MIL deployment occurs both from within and outside the digital ecosystem, through MIL weeks, educational centres, internet safety organizations, and via other initiatives, campaigns and organizations. In countries with well-established MIL infrastructure, these interventions are, for the most part, well structured, strategic in their planning and objectives, and supported mainly through governmental and/or international funding (in particular, with EU support, in the case of Finland and UNICEF support in Croatia), and with broad European cooperation.

Against this background, and based on extensive empirical and theoretical research of MIL policy in Europe, five main themes have emerged in the European MIL framework:

- i. integration of fine arts studies within media education,
- ii. information processing and management skills as enhancing employability;
- iii. promotion of civic and political participation and (e-) democracy;

- iv. media ethics and consumer protection; and
- v. technical and production skills (Frau-Meigs et al. 2017, p.105).

In addition, MIL public policies across Europe largely conceptualise 'MIL as a style of media usage that is conscious and critical, that refers to both the consumption and production of content, and is enabled by a combination of technical and more abstract skills' (EC 2007; Trültzsch-Wijnen et al. 2017, p. 100).

Within the methodological limitations, this Study has attempted to demonstrate that in those countries where RAs play a central role in MIL governing models (the United Kingdom, Ireland, and to some extent Germany and Lithuania), their competence and mandate are prescribed by law, including the provision of specific and appropriate funding schemes and the structure of the corresponding governing model. Moreover, State authorities and those institutions specifically designated as responsible for the implementation of MIL interventions and programmes, support the MIL work carried out by the respective RA to ensure sustainability and efficacy of a MIL policy agenda, and inclusion of different stakeholders, supported by State-wide networks (like in the UK, Ireland and Germany). In other cases, where RAs have not been given specific designation within MIL governance (Lithuania and Slovakia), their meaningful inclusion as equal partners in networks run by public authorities, as well as engagement of other key stakeholders (ministries, public authorities and civil society organisations) are clear best practices in successful MIL policy. The decentralised models in Slovenia and the Netherlands also delivered useful insights for the BiH context. The Slovenian model relies on cross-sectorial collaboration and networks of volunteers in the absence of a State-run MIL, whereas the Netherlands' *Mediawijzer* network, with over 1000 members, has almost replaced the State-wide MIL infrastructure. In these countries, the successful coordination of MIL networks should be further studied as potential alternative models that could be also developed in BiH.

4.3. Emerging regulatory opportunities, funding prospects and evolving governing models

4.3.1. Emerging regulatory opportunities

The process of digitalization is the primary paradigm underpinning the current transformation of MIL, so it has been of crucial importance that regulatory and institutional frameworks in each country respond by setting regulatory and non-regulatory mechanisms to ensure 'the appropriate prominence of content of general interest under defined general interest objectives such as media pluralism, freedom of speech and cultural diversity' (Revised AVMSD, paras. 12 and 25), and by supporting better MIL coordination and MIL interventions as proposed in the revised AVMSD (see: Table 3).

The revised AVMSD prescribes a Europe-wide harmonisation of States' responsibility to develop and implement effective media literacy policies and actions. The implementation process offers BiH a unique opportunity and a clear legal basis to create a sound governance scheme, but also to enact the necessary legal amendments and by-laws stipulating roles, responsibilities and mandates for relevant actors. In line with the trends of the transforming nature of media regulation and the future of regulation as such, there is a growing emphasis on 'cooperation-collaboration-competence' rather than 'command and control'. National regulators are, more and more, serving as national and international coordinators and centres of competence of MIL. This has particular relevance for the CRA, both in traditionally regulated areas – linear and non-linear audiovisual media services – but also for Video Sharing Platforms (VSPs),⁵⁹ since the revised AVMSD extended the scope of audiovisual media regulation to VSPs and to some extent to Social Media Service Providers (SMSPs).⁶⁰ Responsibility for implementing these new rules lies with the RAs, and they must provide regulatory oversight and public scrutiny in a dynamic and complex media landscape. RAs should specifically ensure that all VSPs under their jurisdiction apply appropriate measures for the protection of minors against harmful content online, the protection of the general public from incitement to violence or hatred, and public provocation from criminal offences on the Internet (Article 28b, para. 3). The revised AVMSD also obliges VSPs to provide effective media literacy measures and tools – a crucial requirement due to the central role of online platforms in providing access to audiovisual content. Platforms are also required to raise user awareness about these new measures and tools (Article 28b 3(j)). These obligations, as a whole, are to be overseen by RAs acting either as the regulator in charge or as a point of reference to other European regulators.

The implementation of the revised AVMSD is ongoing across the EU. Emerging regulatory responses by RAs of EU member states should be taken into consideration by BiH stakeholders – especially government bodies (ministries) and the Public Service Media organisations – as well as relevant lessons learned. It is important that the CRA continues to closely monitor measures taken by leading RAs vis-à-vis VSPs with regards to MIL requirements. It is yet to be seen which governing models will emerge as best practices and which MIL-related normative efforts will be proposed to mitigate any potential regulatory dysfunction (Rozgonyi 2020).

4.3.2 Funding prospects

Across Europe, State funding is the predominant system of support for MIL (CoE 2020, p.22). External funding opportunities are also available from the EU (the EU is the second biggest funder in Europe after individual States), other international funds, also

⁵⁹ 'It is therefore necessary that both media service providers and video-sharing platforms, in cooperation with all relevant stakeholders, promote the development of media literacy in all sections of society, for citizens of all ages, and for all media, and that progress in that regard is followed closely' (Preamble 59 of the Revised AVMSD).

⁶⁰ '...a social media service should be covered if the provision of programmes and user-generated videos constitutes an essential functionality of that service' (Preamble (4) and (5) of the Revised AVMSD).

through the private sector, especially tech companies, as well as associations/networks, research grants, foreign State funding, and public support in the form of donations, project partnerships and voluntary contributions are among the most common (CoE 2020, p.22). These funds are allocated via: i. state funding (e.g., annual budget allocation) or state-mandated MIL revenue (e.g., certain percentage of licensing fees); ii. private funding (e.g., corporate and commercial funding, foundations, partnerships); iii. international support (e.g., foreign states, EU support, international organization donations); iv. academic grants (e.g., research grants).⁶¹

In addition to a significant funding gap, poor coordination, unbalanced funding flows and a conflict of stakeholder interests plague consistent and sustainable MIL planning and implementation in many European countries (Aroldi et al. 2017, p.195 and p.204-209). In the context of BiH, which is predominantly dependent on external funding for small to mid-level projects, huge resource gaps are a major obstacle to long-term planning and policy implementation and have significant implications for the MIL infrastructure in BiH. Transparent budgeting and spending for MIL, including at the project level, have proven to 'build up trust in projects and stimulate participation and beneficial synergies with other social actors working in the field', as is the case in Denmark and the Netherlands, where transparent funding has been a key catalyst for 'fostering dissemination of good practice and validating MIL policy development' (Aroldi et al. 2017, p. 212).

Based on European experiences, stable and sustainable funding for MIL infrastructure must come via State allocated funds and resources (e.g., budget allocation, national agencies, and public sector, see: Costa et al. 2017, p.253), including the eventual allocation of CRA operational costs. External funding should be utilised for those MIL interventions (networks, supplemental events, and campaigns) that are collaborative by design and implemented on an individual project basis.

4.3.3. Evolving network-based governing models

In several European countries, MIL stakeholders (e.g., RAs or public authorities) do not have a statutory mandate or any type of binding responsibility stipulated by national law (CoE 2016, p.36), sometimes resulting in varying degrees of imbalance and unclear prioritization between MIL focus areas, and stakeholders (between the education and media sector, for example), which hinders the success and sustainability of MIL more broadly. To remedy this situation, consistent media policy – that is to say stable governance and regulation of MIL – could play an important role, as well as effective and regular evaluation of objectives and outcomes related to MIL policy (del Mar Grandío et al. 2017, p. 126). In addition, and as noted in previous sections, cross-sectorial cooperation and meaningful involvement of various

⁶¹ The budgets for MIL initiatives (per project activity) range from 1000 to 1 million EUR, with most operating budgets between either 10-50.000 or 100.000-250.000 EUR (CoE, 2020, p.22).

stakeholders are crucial preconditions for the effective functioning of MIL infrastructure and framework.

In the context of BiH, the functioning of the emerging State-wide multi-stakeholder network is ‘a key resource in assisting the [RA] in meeting its duties and responsibilities across the spectrum of regulatory activities under its remit’ (EPRA 2018, p.2). Therefore, the further development and facilitation of a stable MIL network in BiH should be based on a participatory and transparent model that provides flexibility, resources and agency to all interested MIL stakeholders. The network should be strengthened via open consultative processes, identifying shared objectives and network structure that addresses key components, including

- i. defining a manageable network size and membership criteria, including membership management and data protection issues;
- ii. network structure and governance modalities, which define key decision-making processes and executive powers;
- iii. internal and external communication channels and their management;
- iv. methods of membership engagement (face to face meetings, regular assembly, committees);
- v. management and establishment of a core team to coordinate the work of the network, and cooperation structure for specific projects; and
- vi. resourcing, both human and financial – especially relevant for initial planning, as seen through ‘the experiences of RAs who have already set-up MIL networks indicate that the budget requirements are not large but it is important that the network be budgeted for adequately, in order to address any issues arising, and be able to support the early development of the network’ (EPRA 2018, p.4).

Consistent engagement with network members, and prioritizing a sense of belonging and trust (again, through transparency and provision of agency) are key to network success. To this end, MIL network members must be offered the opportunity to consistently and meaningfully engage and interact (ibid., p.5).

The differences in the various MIL frameworks, funding and governing models across Europe come down to country-specific objectives, inherent values and logic behind MIL, resulting from specific contexts – political, societal, legal, economic, cultural – and environmental factors and processes. In a 2018 study, public policy scholars proposed the ‘ideal theoretical framework’ for a fully functional MIL framework that resembles previously proposed governing models of the multi-stakeholder network in the country, and indicated the salient dimensions of this ideal framework: i. a coherent policy framework (definitions, values), ii. coordination between public authorities, iii. capacity building and professionalism, iv. governance process of engagement with other actors and multi-stakeholders (Frau-Meigs et al. 2017, p. 84). Thus, it is evident that MIL frameworks and interventions in BiH must be grounded in social and political consensus and dialogue, which is also true for the MIL governing model, which could take different forms, though all should reflect the country-specific dynamics. In other

words, ‘the definition of MIL is a matter of power relationships that need to be elucidated in terms of governance, to clarify the roles of the other actors from the public and private sectors within different traditions and political histories’ (Frau-Meigs et al. 2017, p.75).

V. Recommendations

The objectives of this Study are twofold. Firstly, it analyses MIL experiences in selected member States of the Council of Europe (CoE) with special emphasis on the role of RAs, which have been identified as good practices. Secondly, the study aims at contributing to strengthening and fostering sustainability of the current and future MIL policy and programmatic interventions in Bosnia and Herzegovina.

In line with these objectives, the recommendations presented in this section address both the governance modalities, with an emphasis on the role of the CRA (5.1), and the key elements of an enabling legal and policy framework in BiH (5.2).

5.1 Recommendations on the governance modalities in BiH and role of the CRA

5.1.1 Education/Awareness-raising

Current and future interventions and programs should be established on the basis of multi-annual strategic planning, and in the future reflected in the state-level MIL strategy (see: Hrnjić Kuduzović & Kerševan Smokvina, 2020, p.38, 39). This process should catalyse MIL needs and opportunities in a comprehensive manner so that they are logically connected and carefully calibrated through a transparent and inclusive process. Given that the scope of MIL is constantly transforming and expanding to include new ‘literacies’ (social media literacy, algorithmic literacy, digital native literacies), it is important to adapt and expand the BiH MIL agenda to include a focus on critical and responsible online communication and behaviour, including themes such as advertisement literacy, AI-driven media and information consumption, critical use of news recommender systems and their impact on the public’s right to information, gender-based threats and disinformation online and counter-mechanisms. In addition to the production of resources (videos, brochures, informational materials) more emphasis should be put on production of interactive, stand-alone resources (apps, video games, MOOC courses, etc.) but also non-digital materials (events, educational centres, etc.) for those stakeholders less likely to use digital tools.

The CRA should champion the coordination of above-mentioned activities, while the focus of CRA’s own initiatives should stay closely linked with the regulatory mandate. Moreover, the CRA’s proposed focus on all citizens, including seniors and marginalised groups and their MIL needs should be expanded to include other marginalised and under-represented groups (e.g., LGBTQ+ community, Roma

community, people with special needs, and other ‘invisible’ communities, based on specific needs).

5.1.2 Research/Reporting

Research processes and outputs (studies, policy briefs, reports, surveys, etc.) should be strategically planned and structured to mirror MIL needs and interventions. The goals and objectives of research activities should be agreed upon within the multi-stakeholder network in BiH as integral components of MIL State-wide interventions.

Two central research pillars should be prioritised and further developed, and supported by other key actors in the country: (1) BiH citizens’ informational and MIL habits, needs and trends, and their integration into educational resources; and (2) focus on media service providers’ roles and responsibility in strengthening active citizenship and engage, contribute to and promote MIL interventions in the country, especially audio-visual service providers, video-sharing platforms and non-linear audiovisual media services given their growing role in media content production. Beyond analytics on market behaviour, research should also explore the potential and opportunities for these market actors, especially with regard to identification of opportunities for cooperation for more holistic MIL. Moreover, regular evaluation and monitoring of MIL must be an integral and consistent part of research agendas, and the results should be made available in a transparent and accessible manner.

5.1.3 Multi-stakeholder network

The establishment of a legally mandated multi-stakeholder network, including adoption of a national MIL strategy and follow up action plan is crucial for sustainable MIL in BiH. The strategy and action plan should design a MIL framework – including potential priorities, and timeframes – designate roles and responsibilities – including ensuring the CRA has the agency to function in a coordination role – and stipulate consistent funding for MIL (see also: Hrnjić Kuduzović & Kerševan Smokvina, p.38).⁶²

In parallel, the network – through inclusive consultation processes – should independently devise an internal structure, decision making processes and task division (see: Section 4.3.3. Evolving network-based governing models). This network should ensure that the MIL conceptual framework is calibrated to respond to country specific needs, set the MIL agenda, and streamline implementation and evaluation of MIL initiatives. The CRA – due to its expertise – should provide the impetus for

⁶² ‘To specify the institutional stakeholders responsible for public policy making and policy implementation: mapping resources and needs of the Ministry of civil affairs of BiH in the segment of citizen MIL education; specifying the obligation of the MCA regarding MIL education of citizens; mapping resources and needs of the Ministry of Communication and Transport of BiH in the segment of information society development; specifying the obligation of the MCT regarding information society development; mapping resources and needs of the Ministry of security of BiH in the segment of cyber security; specifying the obligation of the MS regarding cyber security’. See Hrnjić Kuduzović, Z. & Kerševan Smokvina, T. (2020). Project Assessment Report: *Evaluation of Project “Media and Information Literacy for Human Rights and Stronger Democracy in Bosnia and Herzegovina”*. Strasbourg: Council of Europe. p. 15.

development of the governing mechanisms of such a network, but also ensure that the network's outputs facilitate CRA's regulatory functions and MIL engagement.

The funding for MIL should be provided primarily by the state, allocated through institutional budgets of the public authorities tasked with MIL interventions, (see also: Hrnjić Kuduzović & Kerševan Smokvina 2020, p.8, 38-39) and supplemented by third-party project-based funding. The allocation of financial and other resources should ensure the stability and sustainability of MIL, and enable long-term strategic and cross-sectoral planning and partnerships. The multi-stakeholder network should become the backbone of MIL infrastructure in BiH, replicating good practice from other European countries' experience.

5.2 Recommendations on an enabling legal and policy framework

5.2.1 Multi-stakeholder MIL network: identifying the need for a specific statutory remit

The establishment of an operational multi-stakeholder network should be legally mandated, and designate the roles and responsibilities of various State institutions as MIL stakeholders. These legal stipulations should include basic rules for the functioning of the network, including the modalities of mandatory collaboration among the involved actors. Moreover, a public funding scheme should also be part and parcel of the legislation. At a minimum, the following framework should be established⁶³:

- network size, and membership criteria and obligations;
- structure and governance modalities;
- communication within the network;
- engagement and collaboration procedures;
- management and decision-making procedure;
- resourcing and financing for the network.

5.2.2 The current momentum, including the transposition of the revised AVMSD into the BiH regulatory framework, should serve as a suitable and unique opportunity to introduce and amend relevant legal provisions in order to expand the CRA's scope of responsibility to address MIL in addition to their regulatory mandate, and in line with European legislative practice. This will also serve to acknowledge CRA's past and current MIL efforts and reaffirm its coordinating position, and is necessary for sustainability of the MIL framework and interventions.

5.2.2.1 It is equally important to establish a clear legal mandate to support the CRA's coordinating role within the multi-stakeholder network, in accordance with the governing model of the network (see: Hrnjić Kuduzović & Kerševan Smokvina 2020, p.38). The role and corresponding mandate of the CRA should also reflect the inherent

⁶³ See also: 'Media Literacy Networks – Guidelines (2018)'.

opportunities presented by overlapping media regulation and regulation of the electronic communication sector.

The CRA should be legally mandated to coordinate a multi-stakeholder MIL engagement in the country, coordinate the inputs of other public authorities, government bodies and civil society actors in MIL interventions, including informing relevant policy-making processes (on educational reform, public awareness campaigns, legislative work, etc.). This legal mandate should also include provision of activities such as:

- coordination of activities of other MIL stakeholders and actors;
- formalise cooperation with relevant ministries;
- inclusion of audio-visual media service providers and VSPs in the promotion of MIL;
- identification of MIL-relevant emerging actors; and
- determine a participatory, inclusive and comprehensive approach to MIL across BiH.⁶⁴

5.2.2.2 The statutory remit and revision of the CRA mandate in the context of MIL within the regulatory framework must be coupled with legally stipulated financial guarantees and annually allocated funding. Failure to do so would undermine the statutory remit and expanded legal mandate.

5.2.3 Building capacity at the CRA: provision of enabling organisational, institutional, staffing and budgeting conditions.

Significant changes in the regulation of audiovisual media services must be reflected in the institutional and organizational framework of RAs across Europe, including at the CRA. The previous regime of broadcast regulation has ended, also linear audiovisual media is phasing out while the scope of regulation of non-linear audiovisual media services is limited. Meanwhile the new platform and VSP-oriented regulation has ushered in a new generation of regulatory capacities, including novel skills and knowledge. On a conceptual level, regulation is to become an inherently interactive exercise with much attention placed on the dynamics between the regulated (platforms) and the beneficiaries (users) (Helberger et al. 2015). This transformation also implies that regulators must adapt in order to meet these expectations and effectively govern media and communications, and, ultimately, build

⁶⁴ See: Hrnjić Kuduzović, Z. & Kerševan Smokvina, T. (2020). Project Assessment Report: *Evaluation of Project "Media and Information Literacy for Human Rights and Stronger Democracy in Bosnia and Herzegovina"*. Strasbourg: Council of Europe. 'Officially authorise the CRA as a coordinating body for the MIL by the Government. Actors operating in the MIL field are often not familiar enough with each other's activities. To develop and implement a strategic approach to MIL, it is necessary to appoint a coordination body. This role could be taken over by the CRA. The Agency is getting more involved in MIL activities, has the necessary resources, conducts research, and is mostly positively perceived among other actors in this field'. (p. 38).

trust with citizens by ensuring their full enjoyment of their freedoms and rights (Rozgonyi 2018).

It is therefore recommended to invest in expertise (e.g., ICT specialists in AI, data analysts, social scientists with expertise in human dimensions of online participation and engagement) in order to enable the CRA to respond and adapt to the needs of dynamic regulation, and evaluation of the social-political-economic impact of intervention, driven by participation, collaboration and flexibility.

5.2.4 Funding: identifying appropriate funding schemes

When developing State-run funding schemes, including self-funding (e.g., budgetary allocations) in BiH, the following should be taken into consideration (Aroldi et al. 2017, p. 212-214):

- i. ensuring that projects and programs be funded even if third-party budgetary support is exhausted (problem of sustainability);
- ii. establish financially sustainable coordination (problem of overlapping programs, interests and clustering);
- iii. learn from best practice of other States and share created knowledge;
- iv. move beyond awareness raising to provide efficient resources for MIL understanding and engagement.

With regards to potential third-party funding opportunities, the new Media literacy program was recently launched as part of the Creative Europe media program, with a significant budget (for the period 2021-2027, the programme's budget is an estimated €2.44 billion, compared to €1.47 billion for 2014-2020).⁶⁵ With its 3 sub-programmes – the Culture, MEDIA and the Cross-sectoral strand – the goal of the Creative Europe program is to 'promote cross-sectoral innovative and collaborative actions, including support for media literacy and a diverse, independent and pluralistic news media environment'. For the first time, the program offers 'funding to the news media sector in order to promote media literacy, pluralism and media freedom, as well as activities to help the Public service media institutions adjust to the structural and technological changes it faces'.⁶⁶

It is recommended that the BiH audio-visual and multimedia sector attempt to access funding through the MEDIA strand sub-program of Creative Europe. The first call for applicants opened in June 2021 on the theme of Journalism Partnerships, with the specific objective of promoting media literacy, and BiH applicants, including the CRA

⁶⁵ See: <https://ec.europa.eu/culture/news/creative-europe-2021-2027-programme-launch>.

⁶⁶ See: <https://ec.europa.eu/culture/funding-creative-europe/cross-sectoral-strand>.

were invited to apply,⁶⁷ coordinated through the Desk Creative Europe Bosnia and Herzegovina.⁶⁸

Moreover, it is recommended that the CRA become part of BiH's participation in the EU Digital Education Action Plan (2021-2027).⁶⁹ This policy initiative supports the sustainable and effective adaptation of education and training systems in two priority areas: i. fostering the development of a high-performing digital education ecosystem; and ii. enhancing digital skills and competencies for the digital transformation. The policy objectives of the Action Plan foresee the development of digital literacy skills, including tackling disinformation.

5.2.5 Knowledge: data gathering and sharing information and experience

Development and collaboration through different national and international cross-sectorial networks is, perhaps, the most significant way to increase the impact of MIL in the country and to adapt to and reflect dynamic MIL processes and needs. For this reason, proactive involvement through expert-exchange, cooperation with Europe-wide networks (EAVI, EPRA, CoE MIL events, etc) and directly with RAs provide a unique opportunity to bring MIL innovation to BiH and expand the existing country infrastructure. The recommended statutory remit and mandate, together with the establishment of a State-wide multi-stakeholder network, and sustainable funding are the key components to ensuring that the CRA, together with other State and non-State actors, has the capacity to implement current and future MIL interventions, and contribute to an enabling environment for freedom of expression that is essential for the country's democratic development and societal cohesion.

⁶⁷ See: the Call News-Journalism partnerships (CREA-CROSS-2021-JOURPART)

⁶⁸ Desk in Bosnia and Herzegovina is performed by a consortium of two organisations- Akcija from Sarajevo and Vizart from Banja Luka. CED BiH has two offices- one in Sarajevo, responsible for sub-programme Culture and one in Banja Luka, responsible for sub-programme Media. See: <https://kreativnaevropa.ba/about#>.

⁶⁹ See: https://ec.europa.eu/education/education-in-the-eu/digital-education-action-plan_en.

Annex 1: LIMITATIONS

The methodological constraints, including factors influencing methodological choices and the research design for the Study, are set by the available literature, policy documents, and other resources. Existing data and literature is rather limited given that 'there is no central platform or database that could be accessed in order to provide comparable, up-to-date information on the MIL landscape in Europe, making comparative studies complex, time-consuming and potentially expensive to conduct' (CoE 2018, p.8; see also: Frau-Meigs et al. 2017 p.30; CoE 2016, p.1).

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