In 2009 and 2010, people coming and going in a collection of public places in Ukraine saw an unusual set of electronic billboards. “The person who uncovers that which was hidden—that’s a real journalist,” read one, against an image of a curtain being pulled back to reveal the word “truth.” Another, showing different colored pens writing different letters and numbers, declared that “True news means various views on a single event.”

Part of a program sponsored by Internews, the billboards were a rare attempt to teach concepts of media literacy directly to a population at large, that is, anyone who happened to be passing by. The target was the practice of what Ukrainians call jeansa, or hidden advertising, in which a company or politician pays money to a media outlet to get a puff piece, presented as real journalism.

But after 2010, Internews decided to discontinue the campaign. It cited the relatively high cost, but also concerns the strategy wasn’t sufficiently effective. In surveys and focus groups, significant numbers of people showed they “were able to distinguish paid journalism and/or hidden advertisements intuitively,” said Josh Machleder, Internews’ vice president for Europe and Eurasia. Internews decided to focus on public discussions to provide a platform for opinion makers and pilot programs for media literacy education in schools and universities. Generally speaking, Machleder wrote, Internews found that “raising the general level of media literacy in the population is a complicated endeavor, and that running a PSA campaign was not enough to tackle it. It did shine light on the problem … and sowed the seeds for a larger public discussion on the quality of journalism in Ukraine.”

In countries all over the world, whether democratic or one-party states, governments are promoting media literacy as a vital skill set. Media development organizations uniformly say that it is a vital part of their work. Both programming and spending patterns among funders suggest that media literacy programs are a still small but growing focus of overall media development work.

The Center for International Media Assistance published a trio of reports in 2009 that looked at the then emerging topic of media literacy. After hearing much discussion about media literacy among media
development implementers since then, CIMA decided to take a second look at the topic. Do media literacy programs offer a promising new approach to media development, or is it yet another example of further fragmentation of overall media development efforts? What have we learned in recent years about how to best approach such programs? Has the expansion of social media and mobile devices had an impact on the way media development organizations approach media literacy?

This report aims to take another snapshot of the current state of media literacy programs and revisit some of the questions that this new area of media development is raising. Looking forward, the subject deserves much deeper research and examination. We need more data to understand how a country’s population gets access to information, understands it, and acts on it. We need more detailed spending figures to see how various donors are approaching this work and funding it. We also need more evaluations to see if this work has meaningful impact. So while “Media Literacy 2.0” is still far from the final word on the topic, it does begin to surface some revealing examples of emerging approaches.

**Growing Scale, Changing Definition**

Even as media literacy is seen as permeating most everything that media development groups do, it is rarely a stand-alone objective in programming. There are no media literacy line items on their budgets. And few practitioners have evaluated these programs to see what their overall impact has been. In part, this may reflect the fact that media literacy is often viewed as a component within a broader program.

The International Center for Journalists, for instance, views it as embedded in the instructional work that it does in many countries, in particular with citizen journalists, said Patrick Butler, vice president for programs.³ Meg Gaydosik, senior media development advisor for Europe and Eurasia at USAID, which is a major donor in the media development world, calls media literacy an adjunct, a skill set tucked inside larger civic development programs.⁴ “The ability of citizens to critically understand what’s in the traditional media is vitally important,” she said, and, in a world where Facebook has become a prime news source, understanding social media platforms is essential as well. She is not convinced the traditional training programs reach enough people to make a big impact on media literacy in the population as a whole. A better approach, she suggests, is to work with ordinary people directly. “Media literacy is best taught at a younger age, so that people get it right at the very beginning,” Gaydosik said.

It is also a relatively small part of spending on media development, albeit a growing one. Spending by U.S. media development implementing organizations on media literacy is estimated to have risen from 0.2 percent of all media development spending in 2006 to 4.3 percent in 2011, the most recent data available. This is still a negligible amount when one considers that U.S. government funding for media development as a whole represents only about 0.4 percent of all U.S. foreign assistance.

Media literacy is also undergoing a major change in the way it is defined. In its traditional definition, “media literacy” meant equipping citizens to evaluate incoming information for bias and accuracy, and it remains a crucial competency for participation in democratic society. But the advent of digital media and social networking platforms has made each of those citizens a potential publisher. In response, notions of media literacy have evolved
to include the ability to create quality content and distribute it so as to become part of society’s larger dialogue. Good content and strong media literacy among the people it’s created for are the “two sides of the same information ecosystem,” said Marjorie Rouse, senior vice president for programs at Internews.

Yet, in the world of media development NGOs, there are few programs that attempt to target entire populations. Instead, media literacy growth is more commonly treated as occurring through traditional training programs. By its nature, teaching content creation also imparts the skills of good consumption. Many of the activists who attend, say, an NGO seminar teaching how to blog responsibly in a time of political crisis won’t make a career in the media, but whatever they do they’ll be smart consumers of media for the rest of their lives. Another school of thought is that training programs will spawn high-quality content that will make people understand that not all content is created equal.

The overall findings of this recent examination of media literacy suggest that practitioners are only beginning to digest the scale of the challenge. Citizens across the world are not only consumers of media but also have become major producers of media, and this means that media literacy programs need to reach a vast audience. So far, these programs are scattered across the world and have a long way to go before they have the size and scale to be truly effective. And while we may have to wait several more years before the impact of these programs is measurable, we have been able to surface a number of different, and at times innovative, approaches to promoting media literacy.

Here is a sampling of various programs around the world:

**Pursuing the Goal Through the UN**

UNESCO might be called the grandparent of the international media literacy movement, with work extending back more than four decades. Its current programs draw their inspiration and authority from a declaration drafted by delegates from 19 countries at a meeting in Grunwald, West Germany, in January 1982. Language from that document can today feel dated, but if you add Pinterest or texting to the examples, it feels entirely modern:

> We live in a world where media are omnipresent: an increasing number of people spend a great deal of time watching television, reading newspapers and magazines, playing records and listening to the radio. In some countries, for example, children already spend more time watching television than they do attending school.

The declaration went on to say that educators must not ignore this trend and should work to promote “a critical understanding of the phenomena of communication” as a “preparation for responsible citizenship.” Ordinary people need to know how to analyze media products and use them both for the acquisition of information and for creative expression. The delegates made four recommendations to the world’s education systems:

- Initiate comprehensive media education programs from the pre-school to university level. Provide adult education, too.
- Develop training courses for teachers.
● Encourage research about media literacy education.
● Cooperate across borders to develop media education.

Another UNESCO conference, in Alexandria, Egypt, in 2005, broadened the concept into a human right:

Information Literacy lies at the core of lifelong learning. It empowers people in all walks of life to seek, evaluate, use and create information effectively to achieve their personal, social, occupational and educational goals. It is a basic human right in a digital world and promotes social inclusion of all nations.

Today, promoting this kind of education is a major part of the daily business of the Paris-based UNESCO, led by the newly founded Global Alliance for Partnerships on Media and Information Literacy.

In 2011, after years of work involving teachers, academics, expert reviewers, field tests, and editors, UNESCO published a model curriculum for national school systems. The 190-page document provides detailed direction for classroom examination of theoretical subjects such as what information is and how it shapes society. It also contains a lot of practical material: definitions of computer terms (teachers need to be conversant with the technologies that their students are using out of class); tips for avoiding online scams; and a two-hour lesson on how to convey meaning with particular camera shots and angles. It’s now offered in Russian, English, Spanish, French, Arabic, Swedish, and Portuguese. Future versions will be effected in Japanese, Chinese, Greek, Vietnamese, Slovak, Bahasa, Thai, Armenian, and Uzbek. UNESCO is now working with close to a dozen countries—Sweden, Egypt, Brazil, Russia, and Morocco among them—to adopt or pilot the curriculum.

In June 2011, educators and officials from the Moroccan government, UNESCO, and Islamic and Arab educational organizations came together for three days on the campus of Sidi Mohamed Ben Abdellah University in Fez, Morocco, to discuss ways to promote media literacy. They issued a detailed declaration calling for such steps as bringing media literacy into the curricula and using it to foster local cultures. A year later, a group including teachers, activists, media specialists, and librarians met to follow up. Now the Moroccan education ministry has ordered that 20 hours of media literacy instruction, adapted from the UNESCO framework, will become part of the national curriculum for training teachers.

As media literacy advocate Abdelhamid Nfissi of the university in Fez has noted, to many Moroccans the term “literacy” means just the ability to read and write.

Jordan, meanwhile, is already trying out the curriculum. In a pilot program during the second semester of the 2012-2013 academic year, 40 male and female students aged 16 and 17 studied media literacy skills at four UNESCO-affiliated schools. Subjects included journalistic writing, Web searches, website development, debating techniques, and dissemination of information. Students also produced electronic newsletters that highlighted vital issues in their communities, UNESCO later reported. The project was funded by the Swedish International Development Cooperation Agency.

UNESCO is also collaborating with partner organizations to develop and launch two online media and information literacy (MIL) courses, one targeting teachers, policy makers, and professionals, the other the public at large. Working with the UN Alliance of Civilizations, UNESCO has drawn eight universities around the world into an academic network on media literacy. To help countries that want to move toward greater media and information literacy, UNESCO is also working to publish a comprehensive framework known as the MIL Policy and Strategy Guidelines. These will include suggestions on what policies to employ, step-by-step implementation processes, and specific resources such as model policy statements.
In its 2012-2013 budget, UNESCO set itself some MIL objectives: At least 15 national teacher training curricula will have integrated MIL; at least 12 citizens’ media groups (of which at least three are women’s groups) will have been formed; and at least 50 public service broadcasters will have applied UNESCO’s guidelines for promoting user-generated content.11

**Neighborhood Incubators**

In a two-and-a-half year old program, Internews has helped finance six InfoTuns (community media centers) in Armenia. One of them is located in a former homeless shelter in the lakeside town of Martuni. It has 10 computers, a big printer, and room to meet and learn. Seminars teach basic digital skills. The message to the community: “If you need a computer or the Internet for something, you can come to us,” says Manana Aslamazyan, head of Internews operations in Armenia.12 The place tends to attract a cadre of young activists, some of whom have extended their reach into outlying villages. InfoTun people have taken part in multiple public campaigns targeting specific local issues. When a hydroelectric project threatened damage to the Trchkan waterfall, for instance, activists at an InfoTun in Gyumri town launched a Facebook campaign to try to block construction. The government later stopped the project.

About 7,000 people are stopping by the Infotuns annually to take online courses, including in media literacy. In the belief that media literacy must be addressed from multiple directions at once, Internews also supports a media website and a mobile museum with exhibits on such subjects as how Soviet news organizations covered the great Spitak earthquake of 1988. Through work like this, general media literacy advances, says Aslamazyan, as these skills and knowledge filter out into the community at large. But the program is also looking at classroom instruction, working with the Armenian education ministry to integrate a media literacy curriculum into teacher training and school curriculum. About 300 teachers have undergone training, and the ministry has published media literacy textbooks and piloted media literacy courses in several schools.

**Working With Activists-Turned-Journalists**

When mass demonstrations in Tunisia brought down the government of Zine al-Abidine Ben Ali in January 2011, young activists who used Facebook and Twitter to spread information during the protests found themselves placed in a new role: political reporters. In stepped the Institute for War and Peace Reporting, with a program to prepare them for the task of covering a general election. This included topics such as the etiquette of press conferences and how to interact with candidates. Later in 2011, the group’s work expanded to support the Tunisia Youth Media Network. Journalists and bloggers were trained in best practices; four Internet centers were created to serve as publication and training hubs. A news service began publishing reports. Work has begun aimed at keeping the voices of youth, women, and various marginalized groups in the public discourse and building community radio.

This work doesn’t directly target media literacy among the Tunisian public. But Cindy Sadler, the group’s director of development, said she believes it serves that goal. “We do think that the availability of increasingly higher-quality journalism is beginning to make a difference,” she said, “in terms of increasing [Tunisians’] ability to be media literate, to tell what is quality journalism.”13

**News in the Classroom**

In November 2012, 40 fifth- and sixth-grade teachers in Botswana underwent two days of training in how to use newspapers as a classroom teaching and learning tool. In one exercise, the teachers went through recent
editions of local newspapers, looking for articles that would help teach such concepts as shopping with a budget, planning a trip, or protecting the environment. In others, they read articles with a goal of differentiating fact and opinion and analyzed how it’s possible for different people to look at the same picture and have different perceptions of it.

Leading the workshop was Mhle Mthimkhulu of MIET Africa, a South Africa-based education non-profit. She calls newspapers an excellent resource that can be used at any stage or level of an education. “They reflect real life situations. They link the learners’ experience with those happening in the world around, and provide new interest on a regular basis. For younger people, they are appealing learning resources because they have a grown-up status attached to them.”

It was phase one of efforts to bring another country into the News in Education program of the World Association of Newspapers and News Publishers, the global organization known as WAN-IFRA (with headquarters in France and Germany). Three of Botswana’s leading newspapers, Mmegi, The Voice, and the Botswana Guardian, are working together in this effort, with hopes of reaching 400 teachers and 4,000 students in Botswana in the next two years.

The News in Education program is close to eight decades old now (WAN-IFRA credits the New York Times and the Milwaukee Journal with helping originate it the 1930s). There are today about 700 such programs in 80 countries around the world. The traditional purpose was both to make young people lifelong readers of newspapers and to foster general education. In recent years, the association has moved to teach media literacy skills as well, starting with the fundamentals of how news organizations work. “We have found that too many media literacy programs skip right to deconstructing ‘suspicious’ news media messages without teaching first about how professional journalism works and about the high cost and fragility of freedom of expression and of the press,” said Aralynn McMane, WAN-IFRA’s executive director for news literacy and youth engagement.

WAN-IFRA encourages news publishers to get involved with schools in a variety of ways that link to learning about news—and news staffs learning about youth. For example, in 2012 WAN-IFRA helped the Irish national newspapers association start a nationwide “Press Pass” project in which secondary students studied journalism and news, then competed in a reporting contest. Also that year, the new “My Dream Interview” program invited students aged 11 to 15 to choose an inspirational, prominent person to interview and come up with questions to pose. Participating newspapers chose the best nominations, helped the winning teams conduct the interviews, and published them. In 2012, this program, supported by the Acindar Foundation, drew in about 2,000 students and 21 newspapers in Europe, Latin America, Asia, and Africa. “Once again, young people exploded the common myth that they are interested only in entertainers and athletes,” McMane said. “On the contrary, the most likely to attract interest were social activists.”

WAN-IFRA’s World Young Reader Prize rewards newspapers that do such activities well. For example, laureates in 2013 included The Guardian (UK) for its Guardian Education Centre, which shows 7,000 students a year how journalism works, the New York Times for its Learning Network, which helps explain the news and the South China Morning Post, which explained what threats to press freedom really mean in its youth section to on World Press Freedom Day.

Restraining the Police Baton

In 2008, men undergoing training as police officers in Afghanistan began receiving a handbook that included two drawings: One showed an angry policeman beating a journalist; the other showed the policeman
and journalist working together, each happy with the other. Created by the Denmark-headquartered NGO International Media Support, the drawings aimed to build in the mostly illiterate recruits what might be called a specialized form of media literacy: awareness among police that journalists are not spies or provocateurs but should be left to do their work, even assisted. Better journalism would result and better safety for the journalists.

In conflict zones around the world, select NGOs are working to try to defuse traditional mistrust that exists between journalists on one side and police and military forces on the other.

Among the police in northern Iraq, laments an employee of the Independent Media Center Kurdistan, “there is a belief that when people are filming events, they will destroy the country’s image, reputation, economy. The police here are more afraid of a camera than a gun.” To confront attitudes like these, the Dutch NGO Free Press Unlimited (FPU) has sponsored workshops that bring Iraqi officers and journalists together. “Police are people who work with rules, so you have to tap into their ability to understand that there are certain kind of regulations and rules that you need to play by, rather than discretionary acts by individual police officers,” said Leon Willems, FPU’s director of policy and programs.

There will be times, of course, when journalists can’t avoid conflict with police (reporting on police corruption, for instance). But the idea is to reduce the many unnecessary sources of tension. In addition to Afghanistan and Iraq, countries that have hosted such programs include Ivory Coast, Somalia, Pakistan, Egypt, and South Sudan.

And the education is not just on one side. Through seminars and other training, the same NGOs typically try to instill in local journalists the notion that they have responsibilities too. They must behave professionally toward police and soldiers, for example, act as objective observers, and avoid character assassination and emotional rants.

It can all be a tough haul, says Susanna Inkinen, media and conflict expert at IMS, which in Afghanistan has also organized community meetings that bring together military, police, civil groups, and journalists. But no sooner is cooperation built up in one province than a sympathetic commander is replaced with a skeptic. Or a journalist makes a mistake that revives distrust. “It’s like one step forward and five back sometimes,” she laments.

And sometimes it’s just too dangerous to do the work at all. Plans by her group to meet with small groups of senior police and defense ministry people in Yemen were recently postponed due to the security situation in that country.

**Student Newspapers in China**

Student-edited publications are hardly a tradition in the Chinese education system. But over the course of two years, IREX oversaw the founding of 13 high school newspapers in China’s Gansu province. The newspapers were produced by about 700 students and 35 teachers who underwent training at American-style “summer camps” and in the schools.

Subject matter included such universal student paper favorites as cafeteria food and sports events. But the papers also explored edgy issues such as teen dating, pollution from neighboring factories, and safety hazards caused by nearby construction. At some schools, principals agreed to sit for interviews, a rare opening up of officialdom. One principal, IREX says, agreed to a request in an op-ed to let vendors sell food inside the school gate. But as happens at American schools, administrators vetoed some stories, such as one on overcrowding and sanitation in a school dormitory. There was probably self-censorship too, as students journalists steered clear of taboo political subjects.
The project was approved by provincial, not national authorities. IREX believes that officials in the largely rural Gansu were eager to give the province exposure to the ways of the outside world. They also believed the papers would strengthen writing and analytical skills, helping Gansu students do better in university applications.

IREX says that media literacy was goal No. 1 from the start. The hope was to get students to “see that there is a different style to newspaper writing, to create demand” for that kind of information, said IREX program officer Ye Sheng. IREX’s role ended in 2012. Today about half of the newspapers are still operating, Sheng said. She sees the fall-off as due mainly to lack of money and other resources, not political disapproval.

**Reaching the Young People of Cambodia**

From the start, promoting media literacy was a top priority for Loy9, a now two-year-old project in Cambodia overseen by BBC Media Action (formerly BBC World Service Trust). A 2010 survey had found that Cambodian young people consumed a lot of media and trusted almost all of it, said Colin Spurway, project director in Phnom Penh. They seemed highly open to being misled by media, whether it was one-sided news or karaoke videos that carried damaging messages about gender.

Loy9, pronounced *loy prambuon* in Cambodian, is a slang for something like “well done!” or “awesome!” The program comes in TV, radio, Internet, and telephone dial-in versions. In broad terms, the goal is to promote participation in civic life by young people, particularly those living in rural areas. This might be accomplished through a TV serial drama in which a young man runs for election as youth representative on a commune council, a visit with a young women’s soccer team, or a scavenger hunt around Phnom Penh, in which in addition to winning prizes and getting on TV, participants engage in problem solving and team cooperation. With music, brightly colorful animations, and ebullient hosts, Loy9 tries always to be fun and entertaining even as it delves into some serious subjects. The TV version, aired on Cambodia’s two most widely watched terrestrial networks, draws up to 2 million viewers, organizers say, with some people watching communally on TVs powered by car batteries.

More than 30 weekly TV episodes have been produced. Eight of those feature Loy9 personalities going to villages to show local young people how to make a video. In one such excursion, the audience watched energetic, red-shirted members of the team setting up in a school to lay out the basics: idea and message, “story board” plan for shooting, the shooting itself, and editing. Camera and tripod were demonstrated. Local young people were then shown tossing around ideas, coming up with a plan for a one-minute video, shooting scenes in the village, then editing on a lap-top computer. Finally, the audience saw the finished product. The video-within-a-video depicted the young people helping create a small library in the village, including moving earth to create a barrier against rainy season flooding.

The idea of these segments, Spurway said, was to impart skills to the young people in the village, but also to make a point to the broader audience that behind every video are people who have a particular message they want to convey and choose to show some things and not others. In studio segments of the show, the camera frequently pans to camera operators and producers, in order to make that same point. “We did not want to perpetuate the illusion that TV programs just sort of emanate from your television,” Spurway said. “We wanted to make it clear how it was made.”

Subjects of direct relevance to media literacy also come up in the weekly radio call-in version of the show. One show began with the question of why people cry when watching movies that they know aren’t real. Soon the discussion with callers was about the manipulation of emotions in general by media.
Empowering Young People

In 2006, the Adobe Foundation launched Adobe Youth Voices, a global program that helps underserved young people use technology to express and communicate their aspirations and concerns. With oversight from teachers and mentors in and outside of formal education institutions, young people team up to make videos, music, animations, and other creative works about issues affecting their lives. They've addressed a diverse collection of subjects over the years, including the effect of terrorism on children, peer pressure, and the benefits of reading. Through this work, they not only express themselves but also acquire content-creation skills that will serve them well in any number of professions or trades going forward. They also learn about the other side of media literacy, being smart consumers and critics of media content.

Tony Streit, project director at the Education Development Center, Inc., said the program sees the two sets of skills as building on each other: “You can’t make good work if you can’t take other work apart and understand its purpose.” EDC develops and manages the program on behalf of the Adobe Foundation, the philanthropic arm of U.S. software giant Adobe Systems Inc. Jordan, India, the United States, Uganda, and Britain are among the 50-plus countries where 17,000 educators and 130,000 young people have taken part to date.

About the Author

John Burgess is a Washington journalist and author. He worked for almost three decades at the Washington Post as a reporter, foreign correspondent, and editor. He has written two previous reports for the Center for International Media Assistance, Throwing the Switch: Challenges in the Conversion to Digital Broadcasting, and Evaluating the Evaluators: Media Freedom Indexes and What They Measure. Burgess also has a long-time interest in Southeast Asia. His historical novel A Woman of Angkor, set in twelfth century Cambodia, was published in 2013.
Endnotes

1. The term grows from a popular belief in Ukraine that most of the journalists creating these kinds of reports wear jeans while working.

2. E-mail to the author, August 5, 2013.

3. Telephone interview with the author, June 12, 2013.

4. Telephone interview with the author, August 9, 2013.

5. Skype interview with the author, June 18, 2013


11. 36 C/S Approved Programme and Budget, 2012-2013, page 201. Published in 2012 by UNESCO.

12. Skype interview with the author, July 8, 2013.


14. E-mail to the author, August 23, 2013.


16. E-mail to the author, June 11, 2013.


21. Skype interview with the author, July 29, 2013
The Center for International Media Assistance (CIMA), at the National Endowment for Democracy, works to strengthen the support, raise the visibility, and improve the effectiveness of independent media development throughout the world. The Center provides information, builds networks, conducts research, and highlights the indispensable role independent media play in the creation and development of sustainable democracies. An important aspect of CIMA's work is to research ways to attract additional U.S. private sector interest in and support for international media development.

CIMA convenes working groups, discussions, and panels on a variety of topics in the field of media development and assistance. The center also issues reports and recommendations based on working group discussions and other investigations. These reports aim to provide policymakers, as well as donors and practitioners, with ideas for bolstering the effectiveness of media assistance.

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Design and Layout by Valerie Popper