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EVALUATION OF UNESCO'S WORK IN THE THEMATIC AREA OF MEDIA AND INFORMATION LITERACY (MIL)

**Internal Oversight Service
Evaluation Office**

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The Evaluation covers the work of UNESCO in the field of MIL at the global level, sampling a representative number of Member States and Field Offices. Country case studies were conducted in Nigeria, Serbia, Kyrgyzstan and Tunisia. Two thematic case studies were conducted with a focus on partnerships and the development of the theory of change for MIL in the international arena. The evaluation covers three biennia from 2014 to 2019 relating to three cycles of the UNESCO Programme and Budget documents (37, 38 and 39 C/5).

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Abstract & Acknowledgements

ABSTRACT

Optimism about the ability of social media and the Internet to assist in making informed decisions in life has also led to a global awareness as regards vulnerabilities around the spread of and access to accurate and timely information. This has especially been the case in the last decade when supporters of the new digital age have become aware of the risks and potential misuses of the global availability of information and the new global means to spread it.¹ In this setting, Media and Information Literacy (MIL) has for some decades been providing answers to questions concerning how to access, search for, critically assess, use and contribute to information and media content, both online and offline, as well as what citizens' rights are in the access and use of information, how to respond to hate speech online, and what the related ethical issues are surrounding the access and use of information.

Despite lacking a solid resource base and as the result of a decade of continuous development and efforts by the CI Sector, UNESCO has become the lead agency supporting countries to harness MIL as the most adequate long-term tool to address and empower citizens and institutions in the twenty-first century knowledge society. UNESCO currently holds the global intellectual lead in the MIL arena. However, other multilateral organisations and corporations are currently prominent with regard to implementation establishing the risk that the focus might deviate to other conceptual meanings and interests than those promoted by UNESCO. This evaluation offers an in-depth assessment of UNESCO's work in the thematic area of MIL over the last three biennia (2014-2019), providing an overview of the main deployments, achievements and challenges, enablers and bottlenecks that have characterised the area of work within an interdisciplinary perspective, as well as a set of evidence based findings, conclusions and recommendations for the way forward.

Overall, this evaluation has shown that over the last biennia UNESCO has made significant achievements through its work in MIL and is holding the lead in this constantly evolving field that has gained increasing importance at the forefront of global and national agendas. It also revealed that MIL offers increasingly interdisciplinary opportunities for the Organization and strategic decisions are needed as to the level of priority and adequacy of resources required for optimally positioning this strand of work to contribute to the achievement of Agenda 2030 through a wide range of topics. Among other, work on data privacy and big data, media and freedom of expression areas, a focus on PVE and a boost towards the disinformation, life-long learning and artificial intelligence approaches, as well as an enhanced focus on disadvantaged groups and a more consistent approach to advancing gender equality will allow UNESCO to remain at the forefront and to keep and expand its intellectual and foresight role in the area of MIL.

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Bert Keuppens, Director Internal Oversight Service

¹ Inspired by Tucker, J., Guess, A., Barbera, P., Vaccari, C., Siegel, A., Sanovich, S., Stukal, D., & Nyhan, B. (2018), p. 3. Social Media, Political Polarization, and Political Disinformation: A Review of the Scientific Literature. SSRN Electronic Journal. <https://doi.org/10.2139/ssrn.3144139>

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List of Acronyms

ADG	Assistant of the Director General	PVE	Preventing Violent Extremism
CI	Communication and Information	RBM	Results Based Management
COVID-19	Coronavirus disease pandemic in 2019 and 2020	RF	Results Framework
DAC	Development Assistance Committee	ROAM	Human Rights-Based, Open, Accessible, Multi-stakeholder
DRC	Democratic Republic of Congo	SDG	Sustainable Development Goal
EQ	Evaluation Questions	SIDA	Swedish International Development Cooperation Agency
ER	Expected Result	SIP	Sensitive Intervention Point
FGD	Focus Group Discussion	SMART	Specific, Measurable, Attainable, Relevant, Time-bound
FoE	Freedom of Expression	ToC	Theory of Change
HQ	Headquarters	ToR	Terms of Reference
HRBA	Human Rights-Based Approach	UNAOC	United Nations Alliance of Civilisations
HRD	Human Right Defender	UNDP	United Nations Development Programme
ICT	Information and Communication Technology	UNEG	United Nations Evaluation Group
IOS	Internal Oversight Service	UNESCO	United Nations Educational, Scientific and Cultural Organization
KM	Knowledge Management	UNICEF	United Nations Children's Fund
MAS	Section for Media Development and Society	UNSDCF	United Nations Sustainable Development Cooperation Framework
M&E	Monitoring and Evaluation	WHO	World Health Organization
MEL	Monitoring, Evaluation and Learning	XB	Extra budgetary Resources
MID	Section for Media and Information Literacy and Media Development		
MIL	Media and Information Literacy		
MLA	Main Line of Action		
MSC	Most Significant Change		
OECD	Organisation for Economic Cooperation and Development		
PI	Performance Indicator		

1 EXECUTIVE SUMMARY

1.1 UNESCO's work in the thematic area Media and Information Literacy

1. Media and Information Literacy (MIL) has for some decades been providing answers to questions concerning how to access, search for, critically assess, use and contribute to information and media content, both online and offline, as well as what citizens' rights are in the access and use of information, how to respond to disinformation and hate speech online, and what the related ethical issues surrounding the access and use of information are. UNESCO's articulation of MIL has been bringing together information and media approaches in a composite concept that defines MIL as a combined 'set of competencies that empowers citizens to access, retrieve, understand, evaluate and use, to create as well as share information and media content in all formats, using various tools, in a critical, ethical and effective way, in order to participate and engage in personal, professional and societal activities'. Through the Organization's engagement with information, media and ICTs, its work on MIL aims to promote accomplished citizens by giving them the adequate tools to exercise their fundamental rights and freedoms, enhancing gender equality and other aspects of inclusion, enabling freedom of expression and freedom of information and favouring intercultural dialogue, interreligious dialogue, and peace.

2. Over the past decade, Member States have increasingly become aware of the related risks and potential misuses of information, all the more so in the new digital age in which information is immediately available quickly, globally and easily accessible through new means of communication such as social media. However, with the development of information sources outside formal broadcasting channels and not subject to the same rigour afforded to traditional communication means, it has become increasingly important to educate citizens on how to discern valid information from unreliable communications. Member States' and citizens' increasing awareness of such issues has opened new opportunities for UNESCO. In light of the increasing global relevance and growing demand for MIL interventions, UNESCO is seeking to assess the significance and positioning of its work in MIL globally and identify the results achieved so far as well as to explore future opportunities for MIL across the Organization.

1.2 The evaluation objectives

3. The overarching purpose of the evaluation is to enhance the Organization's potential contribution to the 2030 Sustainable Development Agenda through its work in MIL and to provide better support to Member States in this area. The evaluation shall therefore feed into the formulation of future strategic directions for the Organization's work in MIL as it relates to the positioning, approaches and resources devoted to MIL.

4. Specifically, the evaluation seeks:

- to take stock and assess UNESCO's action in the field of MIL in terms of its effectiveness, its alignment with UNESCO global priorities, the adequacy of resources for MIL activities as compared to Member States' needs, as well as the outcomes and potential impacts in the area of MIL.
- to assess the broader context of UNESCO's MIL work and its positioning in the international arena: to spot UNESCO's comparative strengths and potential niches of action and to identify potential features, as well as the optimal scale and nature of MIL projects that can help operationalize the Organization's potential contribution to the 2030 Agenda through its work in MIL.
- to assist strategic decision-making internally by assessing opportunities and challenges of inter-sectoral and intra-sectoral work in areas related to MIL, as well as the position of MIL within UNESCO.

1.3 Main findings

1.3.1 Relevance

5. Within its unique global mandate, UNESCO is best positioned and demonstrates several comparative strengths in the area of MIL, including the Organization's worldwide reputation as a neutral broker, which enables it to provide both the pool of resources and experts, on the one hand, and the global perspective, on the other hand. It also offers highly recognized MIL research and reliable resources.

6. As the result of a decade of continuous development and efforts by the UNESCO CI Sector, and despite the absence of a solid resource base, UNESCO has become the leading agency supporting countries to harness MIL as the most adequate long-term tool to address and empower citizens and institutions in the twenty-first century knowledge society. While the thematic field is not mentioned explicitly in the 2030 Agenda, UNESCO's

MIL work is recognised for supporting Member States efforts in contributing to the achievement of the Sustainable Development Goals (SDGs), in particular SDG 16 on Peace, Justice and Strong Institutions, target 10 (Access to Information), SDG 4 on Quality Education for All, and SDG 5 on Gender Equality and Empowerment of Women and Girls.²

7. The Organization excels in its added values, i.e. the overall conceptual approach taken³ that has influenced policy development and approaches across the world, and the overall boost of MIL internationally through a wide variety of interventions, including the establishment of international partnerships (such as GAPMIL and MILID) and global MIL awareness-raising conferences (MIL week).

1.3.2 External Coherence

8. UNESCO currently holds the global intellectual lead in the MIL arena. The Organization is recognized by a large number of Member States and key MIL partners and stakeholders as the main policy influencer, as it developed or influenced strategies across the world (including in France, Canada, the Philippines, Nigeria and Jordan). It is recognized as such not only by Member States but also by other multilateral organisations like the European Union. However, whilst recognizing UNESCO's intellectual leadership, other organisations are currently prominent with regard to implementation of MIL projects, with the constant risk that Member States' focus may deviate from the composite articulation of MIL promoted by UNESCO to other conceptual meanings of MIL.

9. UNESCO's work in the MIL area has been to a large extent highly aligned with the main MIL approaches referred to by Member States. Driving MIL through a focus on education, media, ICTs, youth and disinformation have been the most common approaches and have proven to be useful and effective entry points. Nonetheless, there remain a variety of niches of action where Member States would welcome and also expect further action from UNESCO, namely in a wide range of topics such as data privacy and new waves of big data that are at the forefront of Member States' agendas, through linking MIL to the areas of Media and Freedom of Expression through greater

2 Furthermore, it contributes to other SDGs such as SDG 8 on decent jobs and economic growth, and SDG 11 on sustainable cities and communities.

3 Conceptual approaches and strategies traditionally distinguished between information, digital and media literacy and considered these separately. UNESCO has had one of the most substantial influences in the MIL arena: including the composite concept of media, digital and information literacy and bringing these fields together as a combined set of competencies (knowledge, skills and attitudes) necessary for life and work in today's world. UNESCO considers MIL by including all forms of media and other information providers such as libraries, archives, museums and the Internet irrespective of technologies used.

promotion and focus on MIL as a tool for the prevention of violent extremism, as well as through a stronger move towards tackling disinformation, and enabling life-long learning and artificial intelligence approaches. Embracing these other strategic entry points would grant UNESCO the opportunity to position itself at the forefront and to keep and expand the intellectual and foresight role it is playing in the field.

1.3.3 Internal Coherence

10. The MIL thematic area has a strong potential to contribute to a wide set of specific SDG indicators. Nonetheless, its current status, strategies and priorities within UNESCO (whether formalised in the C/5 or driven by the Programme Sectors) do not place MIL as a core contribution area to SDGs for UNESCO. The evaluation has shown that its current level of strategic prioritization appears to be inadequate compared to the evolving needs in this area, given the strong mismatch between the expectations towards UNESCO as the intellectual lead in the MIL thematic area and the current insufficient resources (financial, human and logistical). Furthermore, MIL holds a very low to non-existent profile in strategic reporting and integrated budget approaches. This resulted in an overall lack of awareness and limited communication of the breadth of actions in the area, both by external stakeholders (Member States and MIL partners) and internal partners (UNESCO Programme Sectors and UNESCO family).

1.3.4 Interdisciplinarity

11. One of the main challenges as well as opportunities of the thematic area has been the interdisciplinary and continually evolving scope of the topic that crosscuts many different policy areas and themes in addition to Communication and Information such as Education, Culture, Social and Human Sciences (particularly as related to ICT in Education, youth and intercultural dialogue), Gender Equality, and Inclusion. This is reflected in the varied terminology used to refer to it: twenty-first century skills, knowledge society, information literacy, news literacy, digital skills, media education, media literacy and media information literacy.

12. UNESCO's MIL work includes many successful examples of both inter-sectoral and intra-sectoral work. These joint collaborations have been enhanced by a recent focus on interdisciplinary mainstreaming that centres on collaboration as the new operational implementation standard and in-house paradigm. Nonetheless, such collaboration is still incipient at both cognitive and implementation levels. The success of this paradigm shift therefore not only requires that staff and management fully and consistently embrace

interdisciplinary work but also that UNESCO ensures the necessary organisational reforms and strategic clarity about methodologies and operationalizations so as to create an enabling environment, while considering that these issues are crosscutting and not specific to MIL. The formal set of MIL resources that have developed an extremely sound basis for actions in the MIL thematic area, are not well deployed or developed into operational systems, tools and processes to better serve the purpose of guiding Member States in a more holistic manner. In parallel, the intervention logic for MIL reflects a considerable breadth of approaches and actions that has not yet been captured and reflected in visual form under the umbrella of an organization-wide, integrated comprehensive Theory of Change for MIL to reflect the crosscutting, multi-thematic and fluid nature of MIL that has been adopted by UNESCO.

1.3.5 Effectiveness

13. The UNESCO MIL thematic area includes an important set of well-developed and reliable resources and standard implementation approaches⁴ that provide and ensure a recognised brand and quality approach. They have been key to achieving results. Among other, UNESCO has successfully positioned media and information literacy on global agendas, resulting in heightened integration of MIL in national policies – especially in education – and the adaptation and piloting of the MIL Curriculum for Teachers. The wide celebration of the MIL Week with an increasingly global outreach further counts among the key achievements.

14. The evaluation found several examples that demonstrate signs of potential impact of UNESCO's MIL work in terms of MIL policy development (as is the case of the Philippines), or an influence on policies causally linked to UNESCO (in the cases of Sweden, France and Canada). As it relates to youth, UNESCO's MIL work has been upscaling the role of youth from a mere target group to one that can shape local MIL policies and identify their exact needs. It has been empowering youth as active partners with an equal standing to other stakeholders. In addition, the evaluation found evidence that shows how partnerships and networks established and facilitated by UNESCO's MIL work have expanded their influence on advocacy over other policy areas, such as in the case of Nigeria with networks opening debates over Freedom of Expression (FoE) legislation.

4 These include the MIL assessment framework (for diagnosis of countries and individuals with a complete set of indicators and steps to follow), the comprehensive MIL policy guidelines (providing steps from conceptualizations to policy mainstreaming and the development of strategies) and the MIL curriculum for teachers i.e. the fundamental and most widely recognized tool of UNESCO in the MIL area, which fosters the mainstreaming of MIL in all education areas worldwide.

15. While formally all outcomes as defined in the C/5 have been documented and have been reached, and at times exceeded, several examples of potential impacts identified during the evaluation are, however, not systematically captured in UNESCO's reporting and monitoring data, as not formalised among the previously defined indicators. Nor are they registered among UNESCO's contributions to the SDG agenda. This is not least due to a lack of resources dedicated and adequate systems in place for collecting and analysing such data, and therefore limiting the Organization as regards demonstrating and communicating such results, establishing a missed opportunity for attracting donors and partners.

16. With Youth as a consistent transversal theme, the set of operational implementation standards, guiding principles and lines of action in formal, non formal and informal education settings were also found suitable for a wider use such as by youth organisations. Nonetheless, limited resources did not yet allow the focus to be further extended to other segments of the population, especially the most vulnerable groups.

1.3.6 Partnerships

17. UNESCO has developed a strong network of partners at both Field Office and global level and is connected with leading national players in the field. MIL partnerships and networks are, at national, regional and international level, among the most outstanding added values and perceived achievements in the area. Coupled with the MIL resources produced, these networks have positioned UNESCO as the key global player, taking the intellectual lead in the field of MIL from the point of view of media, education and information. While UNESCO's well-established networks of national partners is mature in intensity of engagement and covers multiple themes and was found to be rich and diverse in terms of the number and type of partners, the degree of interaction across partnerships is still incipient. Furthermore, the potential of interaction with other international organisations at national level, especially with sister UN agencies, has not yet been fully explored in order to adequately position MIL in the UN Sustainable Development Cooperation Framework (UNSDCF), leaving space for leveraging all opportunities and taking the intellectual and coordination lead of the UN Country Team in the MIL area. Collaboration with UNESCO family partners is well developed through networks in the case of UNESCO Chairs.

18. The CI Sector established two core expert groups to encourage discussions, debates and innovations around MIL: the MIL University Network (MILID) followed by the Global Alliance for Partnerships on MIL (GAPMIL). These two networks were found to be

among the most notable achievements during the period assessed by the evaluation. GAPMIL is a broad network of partners, whose size and variety of stakeholders position this alliance as the largest and best current expert network in the MIL arena. MILID, less ambitious in scope and more research-oriented, unites top academic players that have been key for producing the well-known and influential UNESCO MIL resources. Nonetheless, the evaluation identified some challenges in relation to ensuring a balanced geographic representation, a diverse typology of partners, and optimizing interaction and correlation of GAPMIL and MILID networks with Field Office's national level MIL networks. Furthermore, there are expectations from some stakeholders for these networks to evolve in regard to resourcing and management, as well as linked to communication and operationalisations that need to be managed in order to fully explore their vast potential.

19. Furthermore, while both global partnerships have demonstrated their significance such as through ad hoc concrete actions, as shown in the effective media and information resources response to the COVID-19 health crisis, they are barely visible in UNESCO's strategic and C/5 Programme and Budget documents, with specific formal indicators almost non-existent, and thus leading to a lack of formal visibility. Furthermore, both networks have been built up from scratch based on motivation and UNESCO reputational assets, but they still lack a solid base of human, logistic and budget resources.

1.3.7 Global Priorities Africa and Gender equality

20. Global priority Africa is fully integrated in the overall strategy of the thematic area, with several sound efforts, actions and results specifically dedicated to the continent. The priority is also reflected in the number of interventions in 14 African countries, a well-established network of partners, and a very good representation of organisations in terms of numbers in GAPMIL and MILID.

21. The MIL thematic area has inherently a high potential with regard to gender equality aspects and considerations, which have already produced a number of gender assessment angles and incipient interventions, showing a strong potential for action in this regard. Most significant gender-responsive activities include representation of women's organisations in consultation processes; gender equality considerations in the curriculum adaptation and some awareness-raising materials produced touching upon gender biases (e.g. the MIL awareness cartoons developed in Myanmar). On average, activities, however, tend to be limited to considering women's representation in terms of parity, while specific gender-responsive or gender transformative interventions remain occasional. It is noticeable that at country level, Ministries responsible for Gender affairs

are included in MIL networks in a significant number of Member States. Thus, and although not as high as other major related areas such as education and media, gender authorities are considered part of Member State networks in a large number of cases.

22. The potential for strengthening gender equality perspectives in UNESCO's MIL work also extends to relevant international and multilateral organisations with whom current interaction is limited but where the UNESCO Gender Equality Division can play a key role. Examples include bridging the Section responsible for MIL to UN Women and other agencies' specialized departments through the group on new technologies. In addition, the Gender Equality Division can be the entry point to other major networks, such as the EQUALS global partnership for gender equality in the digital age, which has over 70 member organisations and is a major pillar that mostly revolves around access to information and digital skills.

1.3.8 Knowledge Management and Lessons Learned

23. MIL knowledge relies on sound knowledge developed over decades of work, maintained and passed on thanks to the existence of partners and experts in the area, with a historical overview and evolving perspectives of MIL. While this knowledge is deeply reflected in several MIL resources (information management level) these are, however, not feeding into necessary knowledge management processes within UNESCO to systematically support better decision-making. Furthermore, at a strategic level, there is a wealth of knowledge accumulated in-house on drivers and hindrances and on inter- and intra-sectorial cooperation that has not yet been formalised (collected, shared and applied).

24. At an implementation level, knowledge revolves around the need for more pragmatic guidance, adapting the paces and intensity of interventions together with addressing bureaucratic bottlenecks that are hindering interventions from being more effective. Nonetheless, so far, expertise is mainly concentrated at HQ and thinly spread across UNESCO staff in Field Offices, who are confronted with a thematic area in which they are often not specialized. Furthermore, communication channels across the Organization and among Field Offices remain ad hoc and informal in the absence of an organisation-wide knowledge base to systematically collect information on what has worked and why, in what specific settings and to identify what the main lessons learned are.

1.4 Conclusions and Recommendations

25. Reflecting on the Theory of Change (ToC), the evaluation found evidence that over the last biennia, UNESCO has made significant achievements through its work in MIL, a constantly evolving field that has gained increasing importance at the forefront of global and national agendas with Member States' rising awareness as regards vulnerabilities around the spread of disinformation and access to accurate and timely information.

26. The evaluation also revealed that given the evolving media and information challenges and increasing awareness of related risks, there are several opportunities for UNESCO to build on the results achieved so far and strengthen implementation to maintain and advance its intellectual lead and foresight role embracing all conceptual meanings of MIL, leveraging in particular the many opportunities for interdisciplinary work within UNESCO's own mandate that this theme offers. The evaluation, however, clearly identified a mismatch between these rising needs and the current positioning of MIL within UNESCO which requires a strategic decision as to the level of priority and adequacy of resources to be granted to it to set the future of UNESCO's MIL work in a more holistic and interdisciplinary perspective.

27. Optimally positioning this strand of work will be a precondition for harnessing its potential in contributing to the achievement of Agenda 2030 through a wide range of topics such as data privacy and big data, by linking MIL to the area of Media and Freedom of Expression, through greater promotion and focus on MIL as a tool for the prevention of violent extremism, and through a stronger move towards tackling disinformation and enabling life-long learning and artificial intelligence approaches. These areas will be granting the opportunity for UNESCO to remain at the forefront and to keep and expand the intellectual and foresight role it is playing in MIL, in particular by enhancing its focus on disadvantaged groups, and by strengthening its collaboration within the UN family as well as through a more consistent approach to mainstreaming and advancing gender equality.

28. Given that MIL's position as a priority area is not formalised, a first step is to better position MIL within the CI Sector as well as its key features (such as its global networks) more explicitly within UNESCO's strategic and planning documents. Furthermore, adopting operational and administrative systems that better capture and allow monitoring and reporting of intended and unintended results can be used to better communicate on UNESCO's MIL work and highlight projects that are attractive to donors and enhance collaboration among all stakeholders and networks.

29. Key recommendations resulting from this evaluation include:

- | | |
|--------------------------|---|
| RECOMMENDATION 1: | Make a strategic decision on the degree of priority of MIL within the Organization |
| RECOMMENDATION 2: | Strengthen and better utilise UNESCO's global partnership networks: GAPMIL AND MILID UNITWIN |
| RECOMMENDATION 3: | Develop a communication strategy around UNESCO's work on MIL |
| RECOMMENDATION 4: | Launch and lead specifically MIL related interdisciplinary working groups |
| RECOMMENDATION 5: | Strengthen UNESCO's foresight function and role as a laboratory of ideas in the field of MIL |
| RECOMMENDATION 6: | Increase interconnection with the UN Family |
| RECOMMENDATION 7: | Upscale MIL work with a focus on gender equality and the inclusion of most vulnerable groups |
| RECOMMENDATION 8: | Strengthen monitoring, evaluation and knowledge management for MIL |

2 MANAGEMENT RESPONSE

Overall Management Response

The evaluation is welcome given the significant increase in Member States' requests for support in the area of Media and Information Literacy (MIL). This increase in demand for MIL is not only consequent to the rising "disinfodemic," partially owing to the COVID-19 pandemic, but also a recognition that media and information literate societies enable the achievement of the sustainable development goals. At the intersection of SDG 4, 5, 11, and 16, UNESCO aims to leverage media and information literacy to foster lifelong learning and inclusive and creative societies with a specific focus on women, men, and youth of all ages. The fact that the evaluation highlights UNESCO's global leadership in promoting MIL internationally, emphasizes the need to strengthen and expand the MIL thematic area, and calls for improved intersectoral cooperation, and aligns with the strategic direction of the Communication and Information Sector. The recommendations will therefore be implemented within the context of the ongoing strategic changes.

Recommendations

Management response

Recommendation 1:

Make a strategic decision on the degree of priority of MIL within the Organization

Addressed to:

UNESCO Senior Management, in particular ADG/CI in close cooperation with Senior Management of other Programme Sectors and BSP.

Accepted

This recommendation will be implemented. Steps have already been taken with the recent naming of the Media and Information Literacy and Media Development Section⁵. Actions will be taken to reinforce human resources needed among other through extrabudgetary resources. A statement of vision and mission for MIL led by the CI Sector, and in collaboration with all relevant Sectors will be prepared. Other steps will be taken in cooperation with BSP to ensure that MIL features more prominently in the 41 C/4 and the corresponding C/5 Programme and Budget documents, as well as for MIL to feature more explicitly as a theme in the UNESCO structured financing dialogues.

⁵ Note: The former "Section for Media Development and Society" was renamed as "Media and Information Literacy and Media Development Section", as part of the adjustment of the structure of the CI Sector.

Recommendations	Management response
<p>Recommendation 2:</p> <p>Strengthen and better utilize UNESCO's Global Partnership Networks: GAPMIL and MILID UNITWIN</p> <p><i>Addressed to:</i></p> <p><i>CI Sector Senior Management in cooperation with Senior Management of other Sectors in particular ADG/ED.</i></p>	<p>Accepted</p> <p>This recommendation is welcome given that the Sustainable Development Goal 17 calls for the strengthening of “the means of implementation and revitalize the global partnership for sustainable development.” The Communication and Information Sector (CI) has already developed a comprehensive strategy to reposition and strengthen the UNESCO Global Alliance for Partnerships on MIL (GAPMIL). The implementation of this strategy has commenced. While the UNESCO GAPMIL and MILID UNITWIN networks have been quite active in magnifying and enabling UNESCO's MIL work, a main hindrance for optimising their potential has been the lack of resources. CI will implement actions to mobilize and allocate more resources to strengthen the operations and reach of GAPMIL and to expand the collaborative activities of MILID. Steps will also be taken to initiate and sustain cooperation between the MILID and other related UNITWIN Networks in other UNESCO Sectors.</p>
<p>Recommendation 3:</p> <p>Develop a communication strategy around UNESCO's work on MIL</p> <p><i>Addressed to:</i></p> <p><i>CI Sector Senior Management and UNESCO Media and Information Literacy and Media Development (MID) Section in cooperation with Senior Management of other Sectors in particular ADG/ED, as well as with the Department for Public Information (DPI).</i></p>	<p>Accepted</p> <p>The CI Sector in close cooperation with other Programme Sectors and DPI will develop and implement a comprehensive communication strategy for UNESCO's MIL work maintaining the interdisciplinary and intersectoral perspective. Resources mobilization and allocation of funds have to be identified jointly for this intersectoral portrait of MIL action. CI will continue producing social media content, including in cooperation with Twitter and other major networks globally.</p>
<p>Recommendation 4:</p> <p>Launch and lead specifically MIL-related interdisciplinary working groups.</p> <p><i>Addressed to:</i></p> <p><i>UNESCO Senior Management, especially ADG/CI and ADGs in other Sectors in cooperation with BSP.</i></p>	<p>Accepted</p> <p>The UNESCO conceptualization and framework for MIL is interdisciplinary. This has contributed to some of the successes of the MIL thematic area to-date. CI's cooperation with the Education Sector, SHS, and more recently the Culture Sector is ongoing. MIL-related interdisciplinary working groups will be established to systemize, synergize, and sustain related actions such as in the areas of ESD, GCE, intercultural dialogue, cultural diversity, youth empowerment and basic science literacy across all Sectors.</p>

Recommendations	Management response
<p>Recommendation 5:</p> <p>Strengthen UNESCO's foresight function and its role as a laboratory of ideas in the field of MIL</p> <p><i>Addressed to:</i></p> <p><i>UNESCO Senior Management, especially ADG/CI and ADG/ED in cooperation with BSP.</i></p>	<p>Accepted</p> <p>This recommendation is particularly welcome given the contributions of MIL to the sustainable development goals and the need for innovation, empirical evidence, and indicators for measurement. The UNESCO CI Sector will ensure the continued leadership of UNESCO in this field. In order to succeed the sustainable development of MIL into the future, and even to respond to the growing technical assistance demands from Member States, UNESCO will seek to increase financial and human resources for MIL, among other through the mobilization of extrabudgetary resources. This should enable activation of the Research and Development Consortium on MIL Expansion (MILx) and national assessments on MIL with UNESCO MILID and the UNESCO MIL Global Partnership Alliance (GAPMIL) in Field Offices and at Headquarters, as well as relaunch the MILID Yearbook as a tool to articulate MIL foresighting. In this regard, CI welcomes BSP's support to prepare the first global forum on "Mobilizing Partnerships and Resources for Media and Information Literacy" (Online, 30 October 2020). The Forum will be organized with the framework of Global MIL week 2020 under the theme, "Resisting Disinfodemic: Media and Information Literacy for Everyone and by Everyone."</p>
<p>Recommendation 6:</p> <p>Increase interconnection with the UN family</p> <p><i>Addressed to:</i></p> <p><i>CI Sector, in particular the Media and Information Literacy and Media Development Section, in cooperation with BSP and UNESCO Field Offices.</i></p>	<p>Accepted</p> <p>At a strategical level, UNESCO will seek to include MIL in the agenda of established inter-agency groups, such as CEB, subsidiary committees and inter-agency meetings of high decision-making officials where UNESCO is already a member. At the governing level, the 40th Session of the UNESCO General Conference, one hundred and ninety-three countries unanimously adopted a resolution and proclaimed 'Global Media and Information Literacy Week', which is being taken to the UN General Assembly for further deliberation and UN-wide actions which Member States are encouraged to support.</p> <p>At an operational level, in connection with Global MIL Week 2020 mentioned above, UNESCO CI is preparing the first UN Round Table on MIL (Online, 28 October 2020, tentative date). Field Offices will strengthen cooperation on MIL with UN agencies, programmes and funds at the country and regional levels to bring MIL as priority into UN Country Teams, UNSDCFs and individual agencies' agendas. They will be encouraged to improve engagement with the UNESCO MIL Global Partnership Alliance at the regional and national levels.</p>

Recommendations	Management response
<p>Recommendation 7:</p> <p>Upscale MIL work with a focus on gender equality and the inclusion of the most vulnerable groups.</p> <p><i>Addressed to:</i></p> <p><i>UNESCO Media and Information Literacy and Media Development Section in collaboration the UNESCO Gender Equality Division.</i></p>	<p>Accepted</p> <p>This recommendation is fully embraced. Gender equality is an overarching priority of UNESCO. This has been mainstreamed in the MIL actions and resources, UNESCO has developed a framework for enlisting MIL as a tool for enhancing gender equality. The CI Sector will seek support from UNESCO's Gender Equality Division in updating and upscaling gender specific MIL actions, in mobilizing resources and in mainstreaming MIL in gender equality related interventions. Cooperation between UNESCO GAPMIL and related gender equality networks will be facilitated. MIL actions targeting and empowering youth as a vulnerable group will be sustained. Partnerships will be explored around MIL in support of other disadvantaged groups, such as older people, migrants, and people with disabilities. MIL in support of gender equality and empowerment of disadvantaged or marginalized groups will be a central theme in the first global forum on "Mobilizing Partnerships and Resources for Media and Information Literacy" mentioned above.</p>
<p>Recommendation 8:</p> <p>Strengthen monitoring, evaluation and knowledge management</p> <p><i>Addressed to:</i></p> <p><i>UNESCO Media and Information Literacy and Media Development Section in collaboration with BSP.</i></p>	<p>Accepted</p> <p>The continued implementation of the 2014-21 UNESCO evaluation policy that requires systematically dedicating three percent of all regular budget and voluntary contributions for monitoring and evaluation will support further improvements of this aspect of MIL related work. Furthermore, new knowledge management tools are being deployed across UNESCO. The MIL Theory of Change (ToC) outlined during this external evaluation will be further developed and deployed, among others to validate logical pathways towards results, particularly at the outcome level and to identify the most suitable indicators for their measurement, including for unexpected results that were so far not documented. A model of an automated MIL tool – initially proposed by the Media and Information Literacy and Media Development Section to provide guidance on the implementation, monitoring and evaluation of MIL activities by UNESCO staff as well as for use by external stakeholders including Member States – has been developed during this evaluation and presented as a MIL machine learning algorithm tool. It should enable Member States and Field Offices to tailor MIL activities to local needs and establish the links with the SDGs more clearly at the national level. The tool will be further explored and advanced through investment of resources mobilized for this purpose.</p>

3 INTRODUCTION

3.1 Background

1. People across the world are witnessing a dramatic increase in access to information and communication. While some people are starved of information, others are flooded with print, broadcast and digital content. The optimism people felt at the dawn of the Internet with regard to the global access, spread and production of information has led over the last decade to a general attitude of precaution and prudence in the face of the risks posed by these same means to information, knowledge democracy and development⁶.

2. Media and Information Literacy (MIL) has for some decades been providing answers to questions concerning how to access, search for, critically assess, use and contribute to information and media content, both online and offline, as well as what citizens' rights are in the access and use of information, how to respond to disinformation and hate speech online, and what the related ethical issues are surrounding the access and use of information. In this setting, UNESCO's articulation of MIL has been at the forefront of a long academic debate between information and media approaches, bringing together these two fields in a composite concept that defines MIL as a combined 'set of competencies that empowers citizens to access, retrieve, understand, evaluate and use, to create as well as share information and media content in all formats, using various tools, in a critical, ethical and effective way, in order to participate and engage in personal, professional and societal activities'.⁷ Engagement with information, media and ICTs aims to promote the active exercise of fundamental rights and freedoms, notably gender equality and other aspects of inclusion, freedom of expression and freedom of information, intercultural dialogue, interreligious dialogue, and peace.

⁶ The latest example in this line is the current Coronavirus disease 2019 (COVID-19) pandemic which is highlighting global vulnerabilities around the spread of and access to accurate and timely information. As indicated by the World Health Organization as early as the beginning of February 2020, the outbreak was not only about fighting COVID-19 but also about fighting 'a massive "infodemic" which they described as 'an over-abundance of information – some accurate and some not – that makes it hard for people to find trustworthy sources and reliable guidance when they need it'. Novel Coronavirus (2019-nCoV) Situation Report – 13. 2nd February 2020. World Health Organization. Retrieved from: <https://www.who.int/docs/default-source/coronaviruse/situation-reports/20200202-sitrep-13-ncov-v3.pdf>

⁷ UNESCO Global MIL Assessment Framework | United Nations Educational, Scientific and Cultural Organization. (n.d.).

3. As the result of a decade of continuous developments and efforts by the UNESCO Communication and Information (CI) Sector, and despite lacking a solid resource base, UNESCO has become the leading UN agency supporting countries to harness MIL in order to contribute to the achievement of the Sustainable Development Goals.

4. Given the increasing global relevance of MIL, UNESCO is seeking to assess the significance and positioning of MIL across the Organization's Programme and Budget. The objectives are to enhance the Organization's potential contribution to the 2030 Sustainable Development Agenda and to provide better support to Member States in this area through the following outputs: i) identifying the potential for expansion of actions; ii) providing a solid evidence base for possible up scaling, and; iii) maintaining and enhancing UNESCO's leadership and influence vis-à-vis other UN organisations, and other international development partners.

5. Therefore, the Evaluation Office of UNESCO's Internal Oversight Service (IOS), at the request of the Communication and Information Sector, commissioned an evaluation of this thematic area as part of the UNESCO corporate biannual evaluation plan. This is the first evaluation of this thematic area.

3.2 Purpose, use and scope

6. The **main purpose** of the evaluation is to generate findings, lessons learned, and recommendations regarding the relevance, effectiveness, efficiency, and sustainability of UNESCO's work in Media and Information Literacy, the adequacy of resources for Media and Information Literacy activities as compared to Member States' needs, and the potential for scalability in this area. The evaluation shall therefore feed into the formulation of future strategic directions for the Organization's work in MIL. Specifically, the evaluation seeks:

- ➔ To collate and assess UNESCO's action in the field of MIL: systematise and enrich the available information with data collected from other sources with the aim of assessing UNESCO's work in MIL in terms of its effectiveness, its alignment with UNESCO global priorities, the outcomes achieved and potential impacts in the area of MIL.
- ➔ To assess UNESCO's MIL work and positioning in the international arena: to spot UNESCO's comparative strengths and potential niches of action and to identify and summarise potential features, as well as the optimal scale and nature of MIL projects that can help operationalize the Organization's potential contribution to the 2030 Agenda through its work in MIL.

- ➔ To assist strategic decision-making internally by assessing the extent - as well as the strengths and challenges - of inter-sectoral and intra-sectoral work in areas related to MIL, as well as the position of MIL within UNESCO, with the aim of enabling future decision-making as it relates to the positioning, approach and resources devoted to MIL.

7. The geographical **scope** of this evaluation is global, covering a representative sample of Member States and Field Offices with different methodological tools (desk review, remote fieldwork, online surveys, lessons learned and selection of Most Significant Changes). The time span covers three biennia from 2014 to 2019, reflecting three cycles of Programme and Budget documents: 37, 38 and 39 C/5.

8. **The main target groups** (users) of this evaluation include: **UNESCO staff at Headquarters (HQ) and Field Offices** (all aspects of the report have been conceived in order to be useful to the HQ Section responsible for MIL and the Communication and Information Sector, while specific sections on external and internal coherence include references and can be very useful to other sectors within UNESCO - country case studies and partnership case studies are mainly intended for use by Field Offices); **Member States** (especially the section on External coherence and the development of the theory of change and the indicator sliders aimed at providing them guidance on national policies); **donors** (with regard to the accountability aspect and to the potential niches of action for the future); and **MIL partners** (especially the section on partnership further developed in the partnership case study annexed to the report).

3.3 Evaluation questions

9. In accordance with the above-mentioned objectives and after a thorough evaluability assessment and a strong participatory consultation with the evaluation reference group members (both individually and as a group), the evaluation has focused its thematic scope on five key dimensions. These dimensions have been developed into 16 main evaluation questions (EQs) as presented in the table below, which have in turn been broken down into 48 secondary evaluation questions (units of analysis) that have been

used as proxies to judgment criterion.⁸ The complete list of the main evaluation questions together with further detailed secondary questions are provided in the evaluation matrix in Annex 7.

Table 1: Key dimensions and evaluation questions

Key dimension 1 - external coherence: covers the collection and mapping of international strategies on MIL and the assessment of the alignment, synergies and/or influence of UNESCO work. The identification of specific niches of action. Furthermore, the exercise looks at the potential contribution of MIL to the attainment of SDGs.

Main questions

- 1.1 What are the current main approaches, objectives and priorities of key Member States in the thematic area of MIL and how does UNESCO's approach match, complement or influence them?
- 1.2 How shall UNESCO strategically position itself within the UN family and towards external stakeholders, considering the evolving expectations and new opportunities to expand the scope and quality of the work in this area?
- 1.3 What is the added value of UNESCO compared to other interventions and strategies in the area of MIL promotion?
- 1.4 What are UNESCO's comparative position and strengths in the area of MIL for contributing to the 2030 Agenda?

Key dimension 2 - internal coherence: covers the assessment of the strategies deployed in the MIL thematic area from all MIL conceptual angles, spotting opportunities for intra- and inter-sectoral work, assessing the suitability of the resources provided, the strategies and the potential contribution to the expected results of other sections/sectors.

Main questions

- 2.1 Is the strategy known and is it embedding a sound intervention logic and causal effects between inputs, outputs and outcomes?
- 2.2 Are the resources sound and balanced according to the expected benefits (outputs, outcomes)?

⁸ Given the low evaluability status of the thematic area identified during the desk review, several secondary evaluation questions were general and directed at accessing more information. (For example, EQ 1.1.1 Which are the main partners of member states in the MIL related thematic area?) In all cases this type of question was associated with others that have been used as the judgment criterion (the question in the example has been linked to the following EQ 1.2.2 How is UNESCO positioned within the network of member state key partners and how can it be better positioned? where the judgment criterion is the existence of links and synergies between UNESCO and member state'key partners.

2.3 Is the in-house strategy and the internal coordination adapted to the potential and nature of MIL in terms of intra- and inter-sectoral potential, generating a good number of synergies and improved implementation strategies?

2.4 Is the MIL strategy correctly responding to UNESCO's global priorities on gender and Africa and adequately contributing to the organisation's input regarding the 2030 Agenda?

Key dimension 3 - effectiveness: collection and systematisation of MIL interventions to provide a clear picture of current outputs and outcomes coupled with a proxy effectiveness assessment of the extent to which results are being achieved, or are expected to be achieved, taking into account their relative importance. Also includes identification of intended or unintended outcomes in the area of MIL.

Main questions

3.1 To what extent have planned outputs been achieved on time and with a high level of quality?

3.2 Are the project outputs having the expected project outcomes and any other unexpected ones? Is there a causal link between the identified project outputs and outcomes?

3.3 Are there any emerging impacts, expected or unexpected, that can be linked to outcomes?

Key dimension 4 - partnership: identifying the map of main stakeholders and networks of partners among the main actors in the field and systematising it in line with UNESCO's comprehensive partnership strategy. It also assesses the adequacy and quality of those partnerships and achievements resulting from partnerships and the thus far unused potential concerning working with and through partners in the area of MIL.

Main questions

4.1 How coherent is the current partnership strategy in the area of MIL with regard to UNESCO's comprehensive partnership strategy?

4.2 Is the partnership correctly organised according to the nature of the project and best practices concerning partnership development?

Key dimension 5 - knowledge management: the evaluation expanded on traditional lessons learned evaluation sections to cover a rapid assessment of the knowledge management system of the area and the assessment of the assumptions embedded in the intervention logic that shall comprise the main areas of knowledge generation, testing and adaptation.

Main questions

5.1 What is the current status of the knowledge management system applied in the thematic area?

5.2 Soundness risks and visibility of assumptions of the intervention logic in the area

5.3 Which are the main drivers of and obstacles to the MIL thematic area in the key intervention areas and approaches?

3.4 Programme description

10. Throughout the evaluation period, MIL has been located in the CI Sector within the Section for Media Development and Society (FEM/MAS). In terms of resources, the area has a mean average expenditure per country served of US\$32,000 and a median of US\$8,000 per intervention throughout the three biennia.⁹ Per UNESCO's type of funding for interventions (extra-budgetary or regular programme), the amounts available throughout the regular programme including activities total US\$654,000 for the three biennia.

11. In terms of budget and number of interventions, there has been an increase over the biennia (specifically, the number of projects where MIL was the principal topic), growing from six projects in the first biennium to 25 in the last one (2018-19). The most progressive increment related to number of projects with MIL as a principal topic is in Asia and the Pacific and Arab countries.

⁹ Calculated from SISTER report data on budget expended per intervention linked to specific Member States (individual or groups) but not considering either global actions (as they are considered under a different category) or Uzbekistan and Jordan (as outliers with budgets over \$500,000). This overall budget is not distributed across the MIL action, as a whole; but includes large amounts of budget focused on specific country or countries.

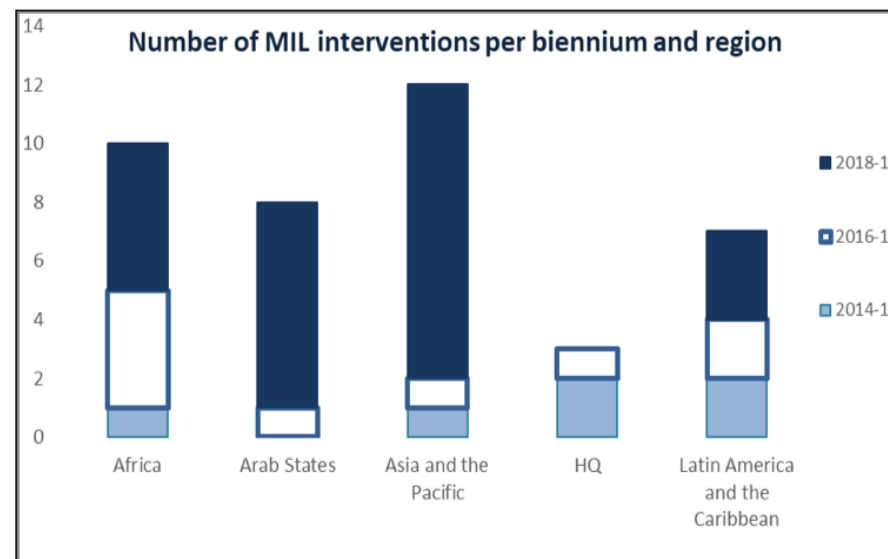
Table 2: Summary description of the MIL thematic area

UNESCO sector	Communication and Information
Total budget over the 3 biennia (XB + RP)	\$4,283,344.51 2014-15: \$1,090,600.51 2016-17: \$1,087,373.02 2018-19: \$2,015,379.98
No. of interventions over the three biennia	103
Geographical spread	52 countries divided into four groups: Africa, Arab States, Asia and the Pacific and Latin America and the Caribbean
Human resources	From 2008: One full-time P3 From 2017: one extra project assistant From 2020: one extra short term junior consultant <i>(see also footnote 10)</i>
Main target groups	Public authorities, youth, students, teachers and academia.
Main partners	Ministry of Education, Ministries of Communication and Information, media associations, NGOs and youth organisations, universities.

Source: UNESCO documentation plus information collected from evaluation sources.

12. In terms of staffing, the Section responsible for MIL is resourced with one P3, one project assistant and one junior consultant (the junior consultant available from 2020 and the project assistant since 2017). Tasks of these staff members include back up to other various areas in the section including the IPDC inter-governmental programme, gender equality, journalist education, digital skills, community media and the Week of Sound and World Radio Day, among others.¹⁰

10 It is to be noted that at the time of this evaluation, the structure of the CI Sector has been adjusted, and that the section in charge of MIL, overseen by a Chief of Section, namely the former Section for Media Development and Society (FEM/MAS), has been renamed as the Media and Information Literacy and Media Development Section (CI/MID). In terms of human resources, the MID Section now includes another P3 staff in charge of Digital and Information Literacy previously working under the former Knowledge Societies Division.

Graph 1: Number of interventions per region with MIL as a principal topic¹¹

Source: evaluation MIL database based on available SISTER reports.

13. There is a wide geographical spread of UNESCO country level MIL interventions. According to the information in UNESCO's internal monitoring and reporting mechanism (SISTER), and as shown in figure 1 below, the list of countries where MIL activities (both with a MIL focus and where MIL is a component or mainstreamed) have been implemented across five regions with a predominance in the Arab states and the Asia and the Pacific region.¹²

11 The Europe & North America region is not reflected as i) this region is mainly targeted through global HQ interventions and ii) one specific intervention with extra-budgetary funds is not coded as MIL principal topic in the database created by the evaluation.

12 It should be noted that UNESCO standard-setting and global-reaching interventions are core to its mission and are not reflected in figure 1 (given that their reach is global and not specific to a single country). This is, for example, the case of Europe & North America (apart from those country specific interventions in the Balkan region already reflected in the map) whose global interventions budgeted under the HQ MAS section have been implemented in countries not reflected in the in figure 1 because of their global nature.

Figure 1: Country-level MIL interventions



Source: available SISTER reports

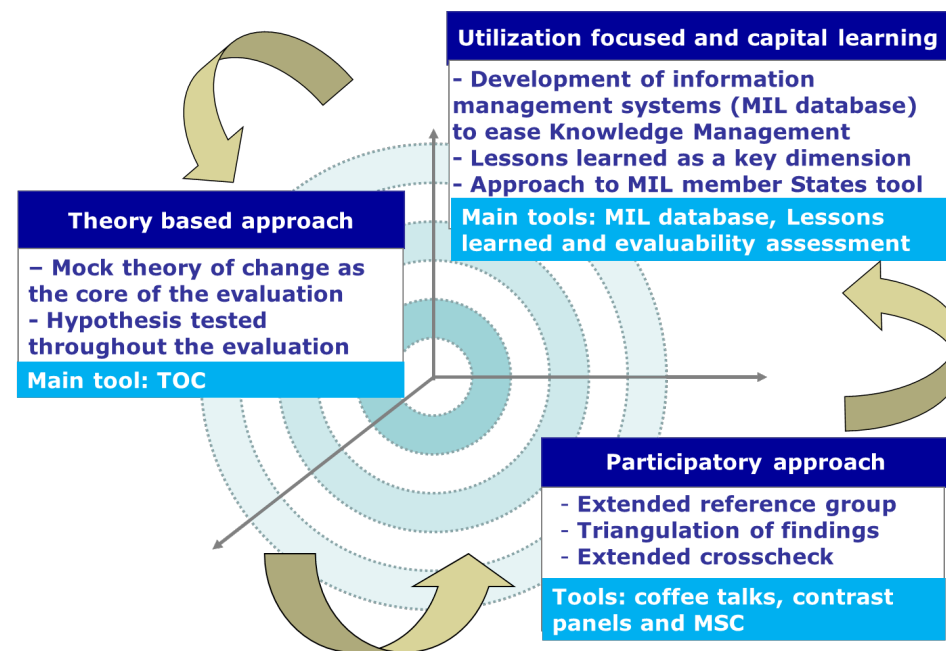
3.5 Approach and methods

14. The evaluation relies on three methodological approaches that respond to “To the core of things consulting” principles of *ownership* by the evaluand, *alignment* and *enrichment* with last international trends on the topic, *coherence* with previous evaluations and learning curve of the Organization and *pragmatism*. These include a **theory-based approach** with the objective of reconstructing the intervention logic in a Theory of Change model and disaggregating the data as much as possible during the analysis to draw conclusions relating to gender equality, target groups, geographical locations and type of activities. This approach has been the core methodology of the evaluation, establishing the framework, hypothesis and assumptions that have been tested throughout the evaluation. The report contains several annexes which provide an overview of the Theory of Change at global and UNESCO level, including Annexes 9 and 16.

15. The second main approach of this evaluation has been its focus on **utilisation and capital learning** that have guided it from the desk phase by thoroughly assessing the evaluability of the thematic area and the interest of main stakeholders and potential users. As a result of this process, the evaluation included a wider fieldwork (reaching a substantially higher number of Field Offices than outlined in the ToR to fine tune the already available data); a key dimension devoted to knowledge management; and a focus on external coherence to provide the first basis of a future MIL assessment and guiding tool for Member States (this report also includes an in-depth assessment of this tool in Annex 16).

16. In line with the United Nations Evaluation Group (UNEG) Norms and Standards, the third and complementary methodological approach used by the evaluation is the participatory approach. This approach is embedded in UNESCO's IOS evaluations with broad and highly representative reference groups including staff from different UNESCO Sectors, Field Offices and Central Services with interest at stake. Furthermore, and taking into due consideration the context, reachability of targets and workload of main stakeholders, the evaluation opened up other participatory channels. These included ‘coffee talks’ (i.e. regular short conversations with the main MIL programme coordinator around one main subtopic) and a contrast panel composed of selected external stakeholders identified during the fieldwork for consideration and validation of the findings, conclusions and recommendations. In addition, the Most Significant Change method was mainstreamed to collect information and therefore provide a potential voice to target groups involved in the identification of examples of Most Significant Change.

Figure 2: Methodological approaches of the evaluation



Source: Tothecoreofthings.consulting

17. Finally, and according to [UNEG guidance on Integrating Gender Equality and Human Rights in Evaluation](#) practices as well as UNESCO's own focus on gender equality through the lens of its Global Priority Gender Equality, the evaluation mainstreamed a human rights-based approach (identifying and assessing fundamental rights touched upon by the area and the rights and obligations of both rights holders and duty bearers) and a strong gender equality perspective into the evaluation (assessing gender equality throughout the policy cycle, from diagnosis and design to implementation, evaluation and knowledge management, looking into specific actions, main enablers and bottlenecks).

18. These approaches were implemented by means of a comprehensive set of custom tools that included a thorough desk review; two online questionnaires, one addressed to all UNESCO Field Offices and one to all Member States' National Commissions for UNESCO; Theory of Change workshops; semi-structured interviews with 107 informants; four regionally representative country case studies; one thematic case study on partnerships, and an in-depth assessment of the international theory of change of key players in the

field of MIL; contrast panels with relevant stakeholders during the fieldwork; and specific focus groups for the selection of Most Significant Change stories and lessons learned.

This mixed methodological approach, involving a comprehensive set of tools and targeting a variety of documentation and informants, ensured an adequate level of triangulation of the information that, together with the answers to first and second order evaluation questions, guaranteed a high level of accuracy and objectivity.

19. Overall, the methods proved successful and the sample of respondents demonstrates a balance both geographically and in terms of types of stakeholders, enabling a thorough and in-depth assessment, as shown in the table below.

Table 3: Sampling covered by the evaluation

Informants	Collection tool	Respondents	Specifics
Donors	Interviews	2	Japan and Sweden (SIDA)
UNESCO Field Offices	Interviews	16	Representative sample from all UNESCO regions
	Online surveys	34	
	Case studies	4	
Member States	Interviews	8	Representative sample from all UNESCO regions
	Online surveys	31	
	Case studies	4	
UNESCO HQ	CI interviews	6	Sectors included Culture, Education and Social and Human Sciences
	Other sectors	10	
	Focus groups	1	Theory of Change workshop
	Workshops	1	
MIL partners	Interviews	9	GAPMIL and MILID networks, UNAOC and Twitter
Other stakeholders	Interviews	5 (100%)	European Union, Deutsche Welle Akademie, IFAL and IFAP representatives plus UNESCO Lifelong Learning Category 1 Institute
	Case studies	8 (100%)	

3.6 Limitations and strengths

20. The evaluation has been framed within the context of the following circumstances and limitations. Nonetheless, limitations identified are not considered an absolute bias

given the high number of stakeholders interviewed, the representativeness of the sample selected, the support of the quantitative data gathered through the online surveys, and the crosscheck carried out with relevant external experts which helped strengthen the triangulation and validation of findings and recommendations.

21. **The COVID-19 pandemic and worldwide confinement measures:** with the outbreak of the pandemic, all travel foreseen for this evaluation between March and May 2020, namely the country visits for case studies, had to be cancelled. While the absence of field work posed significant challenges to the evaluation, case studies and face-to-face interviews have to a great extent been conducted remotely. Despite the availability of local consultants in selected countries, the crisis particularly affected two case studies, that of Kenya (which was replaced by Nigeria due to complex local circumstances) and Tunisia (which had a high number of non-responsive informants). The second forecasted ToC workshop, originally scheduled for May at UNESCO Headquarters with an extended number of staff from different sectors, had to be cancelled as it would not have been suited to a remote environment.

22. **Soft evidence-based M&E system and deficient information management system:** the M&E system as a whole relies strongly on UNESCO SISTER reports. This monitoring and information system, and the documentation available, is rather general and has not allowed filtering MIL-related actions from projects of the CI Sector or other sectors, thus posing a challenge to the evaluability of the thematic area. At monitoring level, reports are not providing baseline values, result-based management indicators are scarce and there is no adjusted reporting against indicators. Formal strategic indicators at C/5 level are not SMART (Specific, Measurable, Attainable, Relevant and Time-bound), in particular as regards their lack of specificity. They are too general and have been changed over the time frame of the evaluation. In many cases they included open statements such as 'steps being taken' that cannot be objectively measured. Detailed data on MIL in different targeted countries and/or at HQ is not available and there is a general lack of quality monitoring data that cannot be covered by the fieldwork of this evaluation. The evaluation has addressed this challenge by developing a MIL database of projects that has been fine-tuned throughout the evaluation period, mainly by obtaining additional information and triangulating on reported activities during interviews with staff concerned.

23. **Wide scope and fluid nature of the thematic area vs limited resources of the evaluation:** the evaluation carried out a sample assessment of certain countries and Field Offices and included a representative number of interviews and online surveys to cover the whole spectrum of Field Offices (58) and Member States (204). Furthermore, the area

has a strong cross-cutting aspect and touches upon all other UNESCO Programme Sectors (Culture, Education, Social and Human Sciences, and Natural Sciences), which poses a challenge considering the wide number of potential informants with an interest at stake. The evaluation has addressed this challenge through its open, participative nature with representatives from different sectors in the ERG and in interviews and expanding the fieldwork scope to include a larger number of Member States and Field Offices.

24. **Response rate of online surveys:** the total number of valid responses was 34 out of a possible total of 58 Field Offices (this implies a 9.1% margin of error for a confidence level of 90%). For Member States, the total number of valid responses was 31 out of a possible total of 204 (a 13.6% margin of error for a confidence level of 90%). Given that standard practice in statistics requires a margin $q < 5\%$, the responses are in principle not statistically representative. However, the total universe of respondents is most likely smaller considering the vast majority of Member States (and Field Offices) do not (yet) have MIL-related policies and/or specific actions or interventions (according to UNESCO HQ representative and to SISTER reports). Therefore, response rates for specific policy implementation questions might in reality be higher and thus be considered statistically representative. Nonetheless, in the absence of sound data to determine exact universe totals, the data has been presented as proxies of trend indicators and not as statistically representative.

25. **Depth of qualitative information on lessons learned and Most Significant Change stories:** since these tools are designed to avoid respondent fatigue, it was agreed that the number of questionnaires to be sent to informants would be limited. Only short questions on MSC and lessons learned were included in both online surveys and Field Office interviews. Thus, and although general quality of information is sufficient to identify the effects of MIL interventions, findings are limited in both number and depth, in particular because these have been collected from responses to larger surveys or interviews.

3.7 Reading guide

26. The report has been structured according to the five key evaluation dimensions. Findings are thus presented in five main sections and subdivided as relevant into main evaluation questions representing the areas of assessment within the dimensions. The aim is to facilitate navigation for the reader in following up on key dimensions and related evaluation questions:

Section 4: Key dimension external coherence

Section 5: Key dimension internal coherence

Section 6: Key dimension effectiveness

Section 7: Key dimension partnerships

Section 8: Key dimension knowledge management

27. Two final sections present overall conclusions and recommendations stemming from the above findings: Section 7 (conclusions) and Section 8 (recommendations).

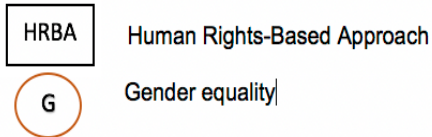
28. Regarding the narrative styles and in relation to the utilisation-focused approach, the report has been drafted according to the most relevant data visualisation quality check lists¹³ and designed to facilitate reading and comprehension by three potential types of readers:

- ➔ Passers-by and readers with heavy workloads: the report structure includes an executive summary at the beginning, synthesis tables and explanations at the beginning of each section, and overall recommendations at the end. Reading at this level provides an overview of the evaluation findings, conclusions and recommendations.
- ➔ Readers with interest but with little available time: the report also includes conclusions extracted from the assessment as sub-headers throughout the text. These are coloured in “blue” and the assessment and findings they are linked to are found underneath. The objective is to allow readers to have a deeper overview of the assessment by giving them the opportunity to choose the conclusions where they require more information.
- ➔ Project managers and reference group members: in addition, the report includes four country case studies, one thematic case study on partnerships, and one in-depth thematic assessment on the Theory of Change of MIL in the

13 See <https://datavizchecklist.stephanieevergreen.com/rate>

international arena. It also includes several other informative annexes with valuable information for readers interested in the outcomes of the more in-depth assessment.

29. Also, the text has been labelled with two visuals to highlight areas containing information on cross-cutting topics:



30. **Final note:** the report includes several synthesis fiches summarising and visualising the achievement related to the different evaluation questions. This visualisation is not a scoring but a proxy indicator of the status. Indicators quantify responses from an average of 30 interviews each plus the surveys and literature review conducted. Objectivity is balanced by the triangulation carried out. Proxies:

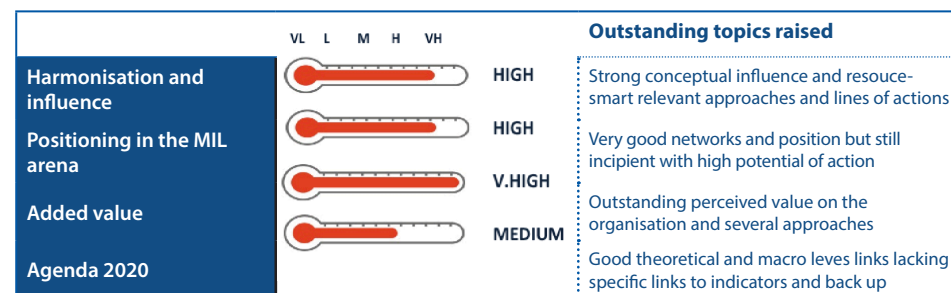
	VERY HIGH	Outstanding regarding the specific evaluation dimension
	HIGH	Meets all requirements and some extra measures
	MEDIUM	Meets all the minimum requirements and judgment criterion
	LOW	Meets some minimum requirements according to judgment criteria
	VERY LOW	Meets none or the very minimum required standards according to the evaluation judgment criteria.

4. KEY DIMENSION: EXTERNAL COHERENCE

31. According to the newly reviewed OECD/DAC criteria, "External coherence considers the consistency of the intervention with other actors' interventions in the same context. This includes complementarity, harmonisation and co-ordination with others, and the extent to which the intervention is adding value while avoiding duplication of effort."¹⁴ In line with this definition, the assessment of external coherence was undertaken at global and country level (see thematic case studies on partnerships and MIL in the international arena and country case studies annexed to the report). Evaluation questions focusing on four different areas are broken down into 12 different sub-indicators and provide the basis for analysing the complementarity, influence and harmonisation of different actors' work in the area of MIL; the positioning of UNESCO in the MIL arena; the added value of UNESCO as an organisation and of specific approaches and interventions; and finally, UNESCO's contribution to the 2030 Agenda for Sustainable Development

32. The assessment showed a considerably high added value for UNESCO approaches and concepts in the area of MIL. However, it also points to several challenges and niches of action as shown in the synthesis table included below:

Synthesis table 1: External coherence temperature proxies



14 OECD/DAC Network on Development Evaluation. (2019). Better Criteria for Better Evaluation. Revised Evaluation Criteria Definitions and Principles for Use. DCD/DAC (2019)58/FINAL, p. 8. Retrieved from: <http://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

33. As outlined in the synthesis table above, the external coherence of UNESCO's work on the MIL thematic area is considered high with generally outstanding features in almost all assessed parameters. Breaking the information down to evaluation sub-questions, the Organization excels in its added value, the overall conceptual approach taken that has influenced policy development and approaches all over the world, and the overall boost of MIL internationally through a wide variety of resource-smart interventions, including the establishment of international partnerships (such as GAPMIL and MILID) and global MIL awareness-raising conferences (MIL week).

UNESCO is recognised by a large number of Member States and key MIL partners and stakeholders as the main policy influencer and it currently holds the global intellectual lead in the MIL arena. However, other multilateral organisations and corporations are currently prominent with regard to implementation, which establishes a potential risk that the focus may deviate from the composite articulation of MIL promoted by UNESCO to other conceptual meanings of MIL and interests

4.1. Harmonisation and influence: What are the current main approaches, objectives and priorities of Member States in the thematic area of MIL and how does UNESCO's approach match them in terms of harmonisation and influence?

34. Regarding harmonisation and influence, the area was assessed against four sub-criteria, combining information collection and judgment criterion (identification of international and national strategies; complementarity of UNESCO's work to these strategies; influence of UNESCO's work; and visibility of UNESCO's work).

UNESCO has a broadly substantial influence in the MIL arena from the conceptual point of view (as the lead agency working towards the Media and Information Literacy composite concept); the role it plays (it is considered the top expert Organization - and referred to as such - bringing together all global MIL views and interpretations); and the knowledge and research perspectives (authoring main MIL resources deployed over the evaluation period that provided - and still provide - key intellectual guidance in the area).

35. One of the main challenges (as well as opportunities) of the thematic area has been the interdisciplinary and continually evolving scope of the topic, which cuts across many different policy areas (Education, Culture, Youth, Social and Human Sciences, ICT in Education). This is reflected in the varied terminology used to refer to it: twenty-

first century skills, knowledge society, information literacy, news literacy, digital skills, media education, media literacy and media information literacy. In a good number of interviews with key stakeholders and Member States, understanding of the MIL concept varies as regards depth and approach. This has in turn been reflected in a broad range of approaches across the world.

36. In addition, conceptual approaches and strategies traditionally distinguished between information, digital and media literacy as different silos that were looked at separately. It is in this conceptual field where UNESCO has had one of the most substantial influences in the MIL arena: including the composite concept of media, digital and information literacy and bringing together these fields as a combined set of competencies (knowledge, skills and attitudes) necessary for life and work in today's world. MIL considers all forms of media and other information providers such as libraries, archives, museums and the Internet irrespective of technologies used.

37. Thus, and in line with UNESCO's understanding of literacy, "Beyond its conventional concept as a set of reading, writing and counting skills, literacy is now understood as a means of identification, understanding, interpretation, creation, and communication in an increasingly digital, text-mediated, information-rich and fast-changing world".¹⁵ MIL is defined as a set of competencies that empowers citizens to access, retrieve, understand, evaluate and use, to create as well as share information and media content in all formats, using various tools, in a critical, ethical and effective way, in order to participate and engage in personal, professional and societal activities. This key influence, together with the overall MIL global expertise and the numerous and reliable resources, currently position UNESCO at the forefront of the thematic area, as was pointed out by the vast majority of informants during the evaluation (ranging from stakeholders in most to least developed MIL Member States in all five UNESCO regions, private partners and other MIL key stakeholders).

UNESCO's work in the MIL area has been highly correlative to the main MIL approaches referred to by Member States. Education, media, ICTs, youth and disinformation have been the most common approaches including aspects of MIL or as its entry points. Intensity-wise, there are nonetheless a wide variety of niches of action where Member States welcome and also expect and request action from UNESCO.

¹⁵ Extracted from <https://en.unesco.org/themes/literacy>

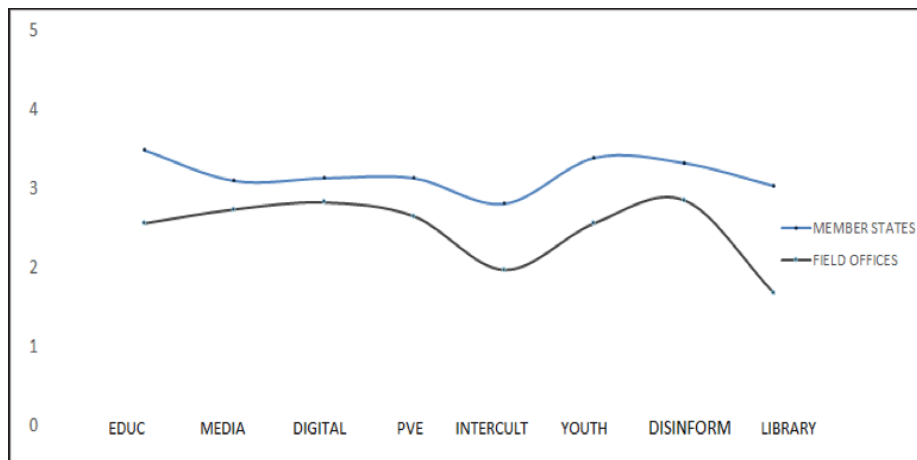
38. The conceptual and perceived influence of UNESCO is not translated into a mandate to be aligned to main international and national trends. However, the evaluation identified a high level of correlation, reference and acknowledgement from all major stakeholders. In this line, UNESCO developed or influenced strategies across the world (as acknowledged in the cases of Member States like France, Canada, the Philippines, Nigeria and Jordan or multilateral organisations like the European Union). In parallel, and as shown by the survey responses, international approaches to MIL have been focused mainly on education, youth and disinformation, aligning for the most part with UNESCO's implementation strategies on the ground (see Graph 2). While UNESCO Field Offices point to an approach focused on media, ICT and disinformation, youth and education remain amongst their top priorities, as young people are the primary targets of UNESCO interventions on MIL. This slight discrepancy is only a reflection of UNESCO's traditional structure, with CI traditionally handling media-related issues, and education matters having been the purview of the Education Sector. From the perspective of the **Human Rights-Based Approach (HRBA)**, approaches interweave core civil and political fundamental rights (related to freedom of expression), second generation human rights (in particular the right to education but also employment rights) and, to a lesser extent, third generation rights (information related to climate change and especially the right to communicate). **Gender equality perspective** and approaches were mentioned only anecdotally by a few informants in their MIL strategies. These informants, although key players, show there is a wide margin of action in this field as Ministries responsible for gender equality issues were mentioned by several partners as key players in their networks.

39. According to the survey, correlation between MIL international trends and Field Office approaches is very high, as evident in the similarity of the curves in Graph 2.¹⁶ Breaking down the assessment at regional level, the highest correlation is seen in the Asia and the Pacific region, while the lowest is in Africa. Both at global and regional level, the biggest gap is observed regarding the library related approach, which is acknowledged as a MIL approach by Member States far more than it is by Field Offices.

¹⁶ Pearson correlation of 0.78

HRBA

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Graph 2: Visual correlation of main international MIL approaches with UNESCO

Source: online evaluation surveys

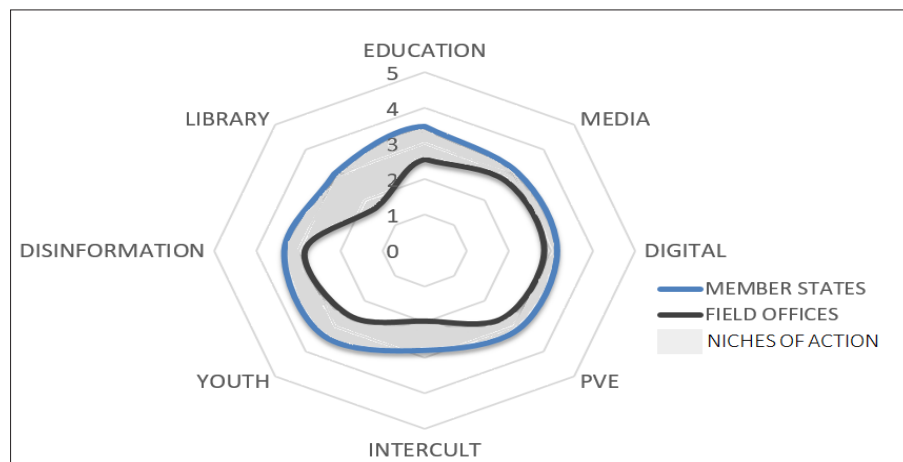
40. Triangulating this information with interviews and documents from the desk review, correlation is higher in the area of education (as it is the main focal area for resources and HQ-led approaches, both through the adaptation and integration of the MIL curriculum for teachers and, in the last biennia, through an increased focus on policy advocacy), and lower in the area of disinformation (which has not been the main focus of UNESCO's approach to MIL despite some highly relevant resources developed in the CI sector addressed at journalists¹⁷ but which are far removed from the defence and security policy approaches adopted by several Member States such as Sweden, Tunisia and Brazil).

The bulk of the disinformation approaches implemented at the international and national levels, included those currently in place in the context of the **COVID-19 'infodemic'**, are focused on reactive measures, strongly resourcing fact-checking and the promotion of trustworthy and accurate information sources (in several cases showing the risk posed to other fundamental freedoms by these approaches). On the other hand, the MIL strategies of UNESCO and other relevant key stakeholders¹⁸ have responded to the main key lessons learned from past public health crises¹⁹ and from good practices related to the need for global multi-stakeholder approaches. UNESCO's response has been described by several informants as a very sound action, displaying the necessary combination of rapid, multi-stakeholder and long-term foci. It includes: i) available resources and sources of information, ii) all relevant produced materials and, iii) new educational webinars. In all these actions, MIL is approached as the best proactive countering measure, 'empowering citizens to access, retrieve, understand, evaluate and use, to create as well as share information and media content in all formats'.

17 Ireton, C., Posetti, J. UNESCO. (2018). Journalism, 'fake news' & disinformation: handbook for journalism education and training. <http://unesdoc.unesco.org/images/0026/002655/265552E.pdf>

18 Some examples include the Digital Citizen Initiative in Canada, the multi-layered approach taken in France including an innovative new committee on ethics for the use of artificial intelligence, or the Philippines holistic, innovative and comprehensive MIL strategies.

19 World Bank Group (2020) 3 lessons from past public health crises for the global response to COVID-19. Retrieved from: <https://ieg.worldbankgroup.org/3-lesson-areas-past-public-health-crises-global-response-covid-19-coronavirus>

Graph 3: Potential niches of action of UNESCO work

Source: online evaluation surveys

41. With regard to intensity, however, and as shown in the graphic above, Member States are deploying much more means and implementing actions in all relevant approaches. Nonetheless, the average intensity of 3.17 out of 5 reflects several qualitative perceptions from informants showing MIL still moving slowly from the political corridors to the political agenda and the related budget allocation. This was acknowledged in several interviews that also point to the fact that there is, in some cases, a lack of awareness or buy-in into proposed frameworks of MIL20.

42. From the macro perspective of approaches, and as shown in the graphic above, there is ample space (coupled with expectation and demand) for UNESCO to get more deeply involved in the area (this includes demands for further action and a link to the Media and Freedom of Expression areas coming from some European and North America countries in particular; greater promotion and focus on PVE by some Arab countries; and a general boost of MIL as a tool for tackling disinformation and enabling life-long learning and artificial intelligence areas by all regions). This illustrates how UNESCO should continue to pursue its strategy of tailored approaches that are adapted to each regional and local context, but that its interventions could go deeper with the allocation of more resources.

20 The UNESCO regions registered progress with several countries to varying degrees, with advanced MIL frameworks in Europe and North America (Canada, France, Sweden) but also some good examples in Asia and the Pacific (the Philippines) and Arab countries (Jordan). See in-depth assessment annexed to the report for a more thorough description of the most common regional approaches.

In addition, the evaluation identified several niches of action at the operational level, with the surveys and the interviews showing a coherent magnitude of correlation and several areas of potential niches where UNESCO is required to carry out more work. Key operational niches of action mentioned include more research work (tailored resources at country level and updated resources on MIL) and further networking efforts (to be the interlocutor between Member States and the private sector, bringing major corporate stakeholders to the table).

43. Geographically, and referring back to the country coverage as reflected in Figure 1, UNESCO's focus is on developing and least developed countries. In this regard, and considering the demands, expectations and niches of action from a good number of Member States interviewed, there is a significant gap as regards interventions implemented in the Europe and North America region that have been addressed almost exclusively through global HQ interventions. The only exception is the EU-funded South-Eastern European project spearheaded by UNESCO HQ which, with the support of the Sarajevo Antenna, helped promote the adoption of MIL national policies in the Balkans (see Serbia case study in Annex 14 for an example).

4.2 Positioning of UNESCO: How shall UNESCO strategically position itself within the UN family and towards external stakeholders, considering the evolving expectations and new opportunities to expand the scope and quality of its work in this field?

44. Coordination and positioning were also assessed against four sub-criteria, combining information collection and judgment criterion (identification of main partners in the international MIL arena; positioning of UNESCO within national networks; the status of UNESCO's key development partnerships; and areas of action addressed).

UNESCO has a well-established network of national partnerships in the field, in terms of both the number and type of partners. This network is at an advanced maturity level in terms of forms of engagement and multi-thematic coverage, although the degree of interaction shows that work across partnerships is still incipient. Interaction with other international organisations at the national level, especially with sister UN agencies, needs to be strengthened in order to better position MIL in the UNSCDF, leveraging all opportunities and taking the intellectual and coordination lead for the UNCT in the MIL area.

45. Findings show a strong and broad multi-stakeholder network of Field Offices, with ten partners on average. According to the survey of Field Offices and the interviews carried out, the main partners at Field Office level are national public authorities, who represent more than half of their partners (5.5). The most common partners in this category are the Ministry of Communication and Information and the Ministry of Education, along with universities and public media associations. On average, they only have one international partner (bilateral donor or multilateral organisation) and three from national civil society (with media associations, teacher institutions and media self-regulation bodies being the most common).

Table 4: Average number of partners per category of partner for Field Offices

	TOTAL (0 none – 5 top)	INTERNATIONAL	NATIONAL Public	NATIONAL Other
Number of partners	9.94	1.26	5.50	3.18
Africa	11.90	1.30	7.30	3.30
Asia & the Pacific	12.38	1.69	7.15	3.54
Arab States	10.00	1.40	6.80	1.80
Latin America & the Caribbean	7.83	0.83	4.50	2.50

Source: Field Office evaluation survey

46. All in all, and as observed in the table above, a number of facts stand out:

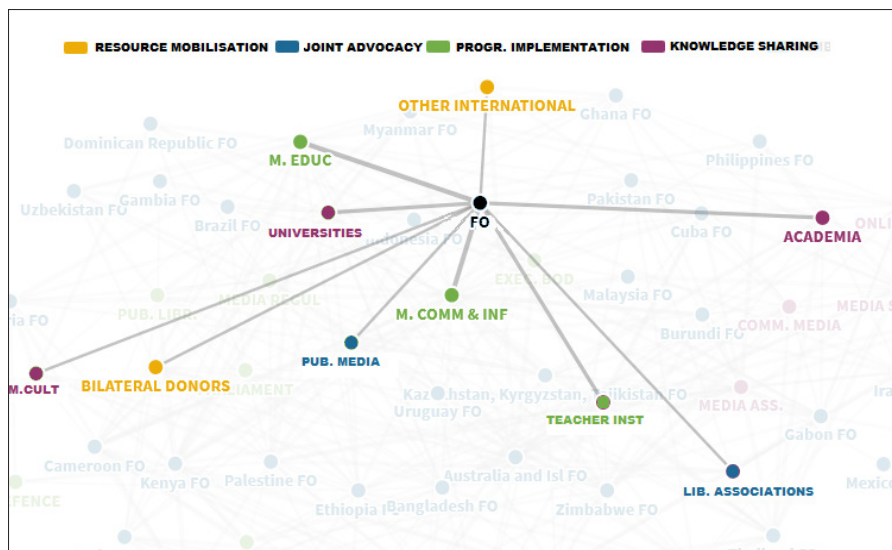
- ➔ Overall, networks of Field Offices are inter-sectorial and include contacts from different UNESCO areas (Communication and Information, Education, Culture, Gender Equality, Youth, etc.). This confirms, on the one hand, the cross-cutting nature of the thematic area and, on the other hand, the existing synergies at field level. Intersectoriality is fully embedded in fieldwork.
- ➔ Partnerships are multi-purpose and include: a) resource mobilisation with multilateral organisations and bilateral donors; b) joint advocacy with peer UN agencies and sector-specific public bodies (e.g. ministries of gender); and, c) knowledge-sharing with a vast array of national organisations involved tangentially (Ministries of Culture, Youth, media regulation authorities, etc.).



- ➔ The average interaction score shows the area is still incipient for many UNESCO Field Offices (1.45 average for activity intensity out of a possible total of 5 points). Breaking the information down into partner categories, and although still minimal with an average of 1.53 out of 5, interactions with national public partners are greatest at the global level, especially in Africa (2.50). The scope of the networks also shows a strong multi-stakeholder element at Field Office level, with ten partners on average: 1.26 international partners (with bilateral donors and multilateral organisations being the most common); 5.5 national public partners (Ministry of Communication and Information, universities, Ministry of Education, media regulation bodies and public media); and 3.18 from other sectors (with media associations, teacher institutions and media self-regulation bodies being the most common).
- ➔ Conversely, UNESCO Field Offices interact the least with international partners (with interaction averaging a score at global level of 1.31 out of 5). These are mainly viewed as advocacy partners and sources of funding. A relatively low number of Field Offices interact with sister UN agencies (39% of Field Offices reported having done so) and less than 21% share experiences and knowledge or engage in joint programme implementation with them. This reduced degree of cooperation was further reflected in the interviews with Field Offices, showing that MIL is not yet fully-fledged at UN coordination level.

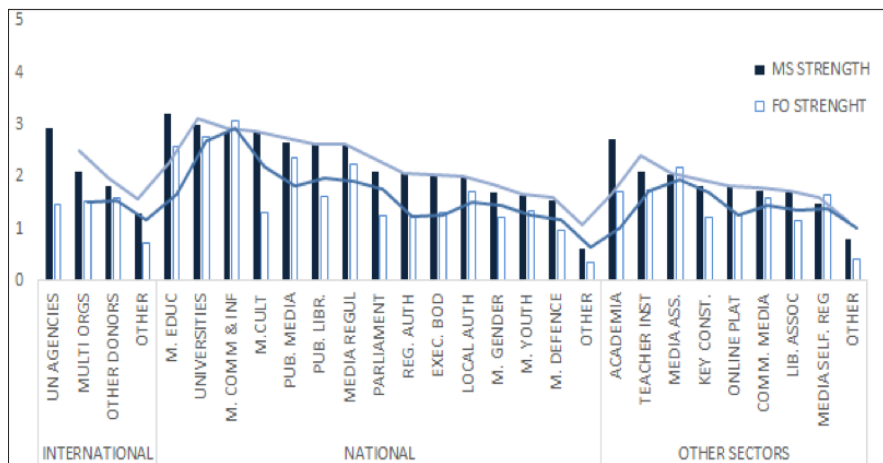
47. One very significant finding is that many partners are engaging in a multiple array of forms (e.g. the same Field Office may be engaging with one partner for multiple purposes, including mobilising resources, knowledge exchange, joint advocacy and/or coordination). On the one hand, this shows that Field Office networks have a good degree of maturity (multiple functions for partners can only be reached when interactions are deep enough) and, on the other hand, it supports the idea developed by the comprehensive partnership strategy suggesting that the identification of forms of engagement would make it easier to identify the most valuable and impactful networks, facilitate communication efforts and locate potential niches of action. Country case studies carried out show MIL networks are the result of long-standing efforts and know-how on the part of Field Offices with regard to how to work on policy mainstreaming and how to build up appropriate and durable networks that include both technical and administrative as well as high officials that ensure the sustainability and meaningfulness of the network, as they have the political influence and leverage to enable the development of national MIL policies.

Figure 3: Average network of partners in the area of MIL per form of engagement of a UNESCO Field Office



Source: online evaluation questionnaires sent to Field Offices and Member States

Graph 4: Comparison of network of partners and average interaction intensity: Field Offices vs Member States



Source: online evaluation survey

48. Although the networks are broad and mature, they are yet to incorporate key constituencies to a greater extent (with just 30% of Field Offices acknowledging them as a partner) and increase the intensity of relations (still very incipient with an average intensity of 1.06). These are different depending on the setting, but overall they include youth (as shown in the Nigeria case study in Annex 11) or adult and rural populations (as in the Kyrgyzstan case study in Annex 12).

49. Regarding gender, very few Field Offices mention women's organisations as partners in the field, though an interesting proportion of Field Offices mention the ministry in charge of gender affairs as a partner (25%). In this case, the intensity of engagement is highly incipient (0.85 out of 5) and the an 20% of Field Offices engage with Ministries with gender responsibilities as a focus in any form). In this regard, and breaking down the information at a regional level, only in Africa do Field Offices show a greater engagement with Ministries for Women's Affairs, with 50% of African Field Offices engaging at influence and advocacy level and 40% for facilitation and coordination. Engagement in the region of Asia and the Pacific is very low (less than 15% engagement with a principal focus on knowledge exchange) and it is non-existent in Latin America and Arab countries.

In terms of typology of partners and functions, Field Office networks correlate to those established by Member States at the national level in all UNESCO regions, with the exception of Europe and North America. In all cases, UNESCO is connected with leading national players in the field.

50. The information gathered from both surveys and interviews shows an absolute correspondence between the MIL networks of Member States and those developed by Field Offices:

- ➡ The structure of the network reflects that of the Field Offices, with the only difference being that Member States have a broader network of partners with whom they cooperate to a greater extent. Member States have on average five more partners in MIL than Field Offices. The proportion of partners according to category precisely mirrors that of Field Offices, with an average network consisting of 30% civil society partners, 15% international partners and almost 56% national public bodies. Breaking down the assessment per region, the distribution and total number of partners is almost equal between regions with Asia and the Pacific registering the broadest network (17.33 partners on average).

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- In terms of intensity, and as shown in Graph 4, Member States' networks are also incipient though more established than those of field offices, with an average intensity of interaction of 1,94 out of 5.
- Europe and North America is the region least covered with liaison offices in New York and Brussels and one single field office for operations in Venice. This region lacks vast national networks similar to those established in other regions, although HQ has a vast pool of CSOs that are members of the GAPMIL network.
- In addition, Member States' information mirrors to a great extent that of Field Offices, focusing around the main hubs, according to the degree of centralisation and proximity. These hubs include the Ministry of Education (a major hub in the case of Member States), universities, public media and media regulation bodies. The most remarkable differences concern the Ministry of Culture and public libraries, which are identified as important nodes by Member States but not by Field Offices. Moreover, it is interesting to note the increased participation (over 50% reference) of several stakeholders that are barely included in Field Office networks (parliament, regional authorities and library associations).

51. In terms of UN agencies, and although the difference is remarkable, the majority of Member States identified UNESCO as one of the main UN agencies they collaborate with in the MIL thematic area. This information was backed up during the interviews carried out, where the vast majority of respondents identified UNESCO as the main international stakeholder in the MIL area, especially considering the resources developed and made available and, in some cases, the composite concept. In this regard, it is to be noted that countries which mention this good locus and influence on the part of UNESCO also include countries from the global North, with already well-established and developed MIL frameworks that acknowledge a strong potential niche of action for UNESCO in these countries.

52. Several countries referred to the opportunities and need for more use of UNESCO family partners (UNESCO Chairs, UNESCO Category 1 and 2 Institutes and Centres and UNITWIN), as well as a need for more coordinated actions with other UN agencies (some interviewed Member States and responses to the questionnaires identified several that might be of interest, including in particular UNICEF,²¹ UNDP and OHCHR, showing the direct and applicable human rights-based dimension of MIL).

²¹ In the case of UNICEF, there is already some degree of interaction, e.g. in Uruguay, through the Kids Online study concerning cyber security.

4.3 Added value: What is field of promotion of MIL?

UNESCO possesses a wide range of added values, including the worldwide reputation, the intellectual lead in the field and its MIL resources.

53. The added value assessment was based on two sub-criteria (appreciation of approaches and perception of advantages provided by UNESCO in the thematic area). In both cases, there is an overall perception that the added value of the Organization and the approaches used is outstanding. UNESCO has been referred to by a large number of stakeholders as the leading reference at international level, providing the necessary trends at global level so that national perspectives can draw from global sources and tackle MIL as a global issue. Furthermore, stakeholders recognised among UNESCO's comparative strengths the Organization's conceptual lead; the resources developed that have provided international guidance on the topic; the breadth of relationships established with multiple stakeholder groups; and its bridging role between different disciplines and experts. All in all, UNESCO demonstrates its ability to influence multiple strategic policies, including education, media, youth and digital policies. The excellent worldwide reputation UNESCO has acquired through its success in other endeavours (related principally to world heritage and education) were also referred to as key drivers of the Organization's excellent reputation in the field of MIL.

54. Survey results show a modest score of 2.9 out of 5 on the perceived added value of UNESCO in the MIL area. Concerns raised relate mainly to the lack of a solid resource base for MIL in terms of financial and human resources. According to the survey, Arab States are the region with the highest perception of reputation (4 out of 5) and Europe & North America the region with the most critical view (scoring 2.44 out of 5). On the other hand, interviews demonstrated much more positive perceptions. Even in the most critical regions (Europe & North America), there is overall recognition of how nationally-developed MIL strategies are based on UNESCO's previous work in the area.

4.4 Contribution to the 2030 Agenda for Sustainable Development: What are UNESCO's comparative strengths in the area of MIL for contributing to the 2030 Agenda?

55. This aspect of assessing external coherence is related to the overall contribution of UNESCO's work in the area of MIL to the 2030 Agenda, addressing both the factual set-up for contributing and the perception Member States have concerning this contribution.

The MIL thematic area has a strong potential to contribute to a wide set of specific SDG indicators. However, current status, strategies and priorities (whether formalised in the C/5 or informal in the Programme Sectors) do not place MIL as a core contribution area to SDGs in UNESCO.

56. Despite inter-sectoral approaches and the contribution of multiple sectors to the same SDGs, there are some important specialisations within the house. In this line, UNESCO's Communication and Information Sector – responsible for MIL – is the custodian for SDG 16.10 (Access to Information) and it has set up a template to collect direct and indirect information from Member States in this area. It also contributes to journalist safety (providing information to the UNDP through the reports on impunity regarding number of journalists murdered and the status of judicial enquiries). Furthermore, the sector has taken a lead role in the [ROAM \(Human Rights-Based, Open, Accessible, Multi-Stakeholder\) internet indicators](#) - some of which are related to MIL - which were agreed to by all Member States at a General Assembly.

57. In addition, the UNESCO Education Sector, which is closely intertwined with MIL approaches, is the custodian for SDG 4 (Quality Education for All). Within this SDG, the Education Sector undertakes works on Global Citizen Education and Education for Sustainable Development that are highly related to MIL on the basis of proxies and statutory monitoring (including self-reported surveys to Member States on a regular basis), collecting information on several global and thematic indicators, as well as covering other SDGs such as Target 12.8 (Access to information and awareness for sustainable development and lifestyles in harmony with nature) and 13.3 (Education and awareness-raising on climate change).

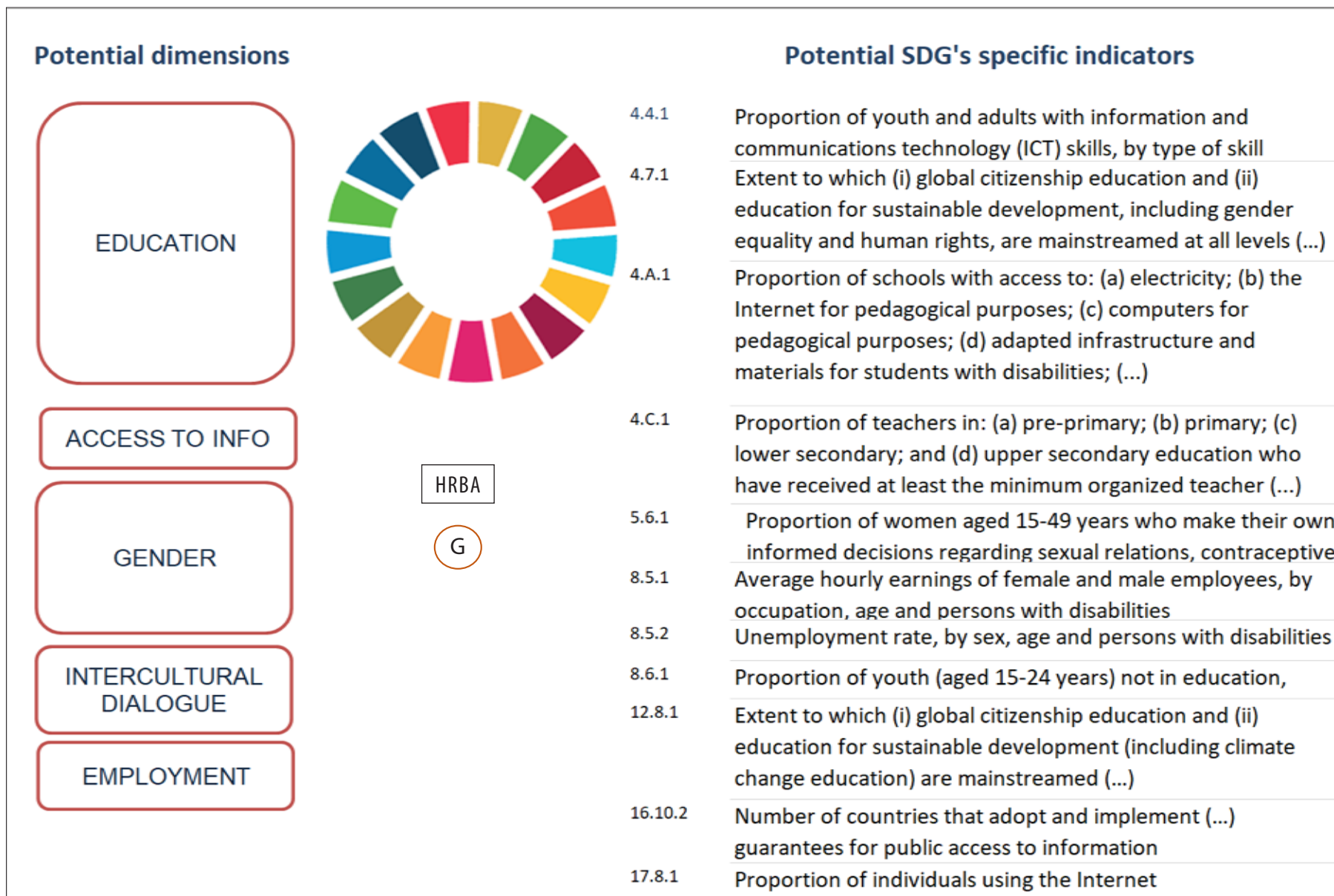
58. Regarding the MIL thematic area, and in line with Organization-wide instructions for linking all interventions to the 2030 Agenda, several resources were produced which advance the assessment concerning how MIL can contribute to a wide range of SDGs (see [Media Information Literacy for the Sustainable Development Goals MILID Year book 2015](#)). This potential is embedded in the cross-cutting nature of MIL that can be linked to a good number of SDGs, as shown in the summary figure below. At the present time, however, the link established to SDGs remains (according to UNESCO's practice) at target level and, therefore, does not offer sufficient clarity as to how and where exactly MIL can make a contribution. This macro approach is also the main weakness of the existing

research resources on the topic. Furthermore, and considering monitoring power and linked resources are currently not available, it is not a clear or explicit strategic priority of the CI Sector to contribute to other SDGs.

59. Given this current status, the cross-cutting nature which is a strength of MIL is also one of the main challenges concerning its link to SDGs. Provided that MIL can be linked to different targets, and that it is not mentioned explicitly in the 2030 Agenda (neither media nor information literacy), it risks overselling and poses a significant challenge as regards understanding its pragmatic links.

60. Regarding perception, several UNESCO Programme Sectors, MIL stakeholders and partners have mentioned different potential links to specific practical indicators. The figure below shows the simulated potential impact changes of MIL that have been tested in country case studies and covers all areas of action and potential impacts of MIL interventions globally.





Figure 4: Potential contribution of MIL per form of engagement of a UNESCO Field Office



5 KEY DIMENSION: INTERNAL COHERENCE

61. According to OECD/DAC-reviewed evaluation criteria, 'internal coherence' addresses the synergies and inter-linkages between the intervention and other interventions carried out by the same institution/government, as well as the consistency of the intervention with the relevant international norms and standards to which that institution/government adheres. This evaluation used this definition as the starting point and expanded it through four different evaluation questions, broken down into 11 sub-indicators analysing the coherence of the intervention logic; the balance of resources versus formal objective and informal expectations; the in-house inter- and intra-sectoral synergies; and the interconnection to UNESCO global priorities on gender and Africa.

Synthesis table 2: Internal coherence proxies

	VL	L	M	H	VH		Outstanding topics raised
Intervention logic						HIGH	Sound intervention logic visually fragmented in resources not yet owned by partners
Resource-smart balance						V.LOW	Lack of a solid resource base on the strategic, logistical, financial and human resources level
In-house synergies						MEDIUM	Relevant joint actions and specific deep collaborations not yet fully developed
Global priorities focus						MEDIUM	Good prioritisation of Africa and some specific gender-relevant / gender-sensitive approaches

Source: evaluation qualitative grid

62. As outlined in the table above, internal coherence has a mix of strong features and drivers (stemming from the background work started in the 1990s by the Organization that has resulted in a complex and sound intervention logic that has, however, not yet been formalised and is not formally reflected in the C/5s) whilst it also faces a good number of obstacles and bottlenecks that limit MIL as a thematic area in both its breadth (several identified areas of action not yet utilised within the CI Sector and with other UNESCO Sectors) and depth (lacking resources at all levels to respond to the current momentum, expectations and demands of Member States).

The assessment showed a sound and complex intervention logic intertwining several UNESCO Sectors, with greater or lesser success depending on the cases, lacking a solid resource base and a need for strategic decision-making as regards its prioritisation.

5.1 Intervention logic: Is the strategy known and is it embedding a sound intervention logic and causal effects between inputs, outputs and outcomes?

63. The first parameter for assessing internal coherence revolves around the existence and development by UNESCO of a sound strategy. This parameter has been assessed by breaking it down into three units of analysis (logic of the intervention; adaptation in time and to different contexts; and familiarity of MIL partners and targets with the strategy and actions).

UNESCO has a formal set of resources that have developed an extremely sound basis for actions in the MIL thematic area. However, they are not well deployed or developed into operational tools that can better serve the purpose of guiding actions. In parallel, the intervention logic reflects a considerable breadth of approaches and actions that has not yet been visualised under the umbrella of an overall, integrated comprehensive Theory of Change for MIL

64. As outlined in the previous sections, the MIL thematic area includes well-developed and reliable resources that provide the background guidance to key features of the MIL logic. Central to these resources, MIL is structured around the following key documentation:

[MIL assessment framework](#): diagnosis of countries and individuals with a complete set of indicators and steps to follow.

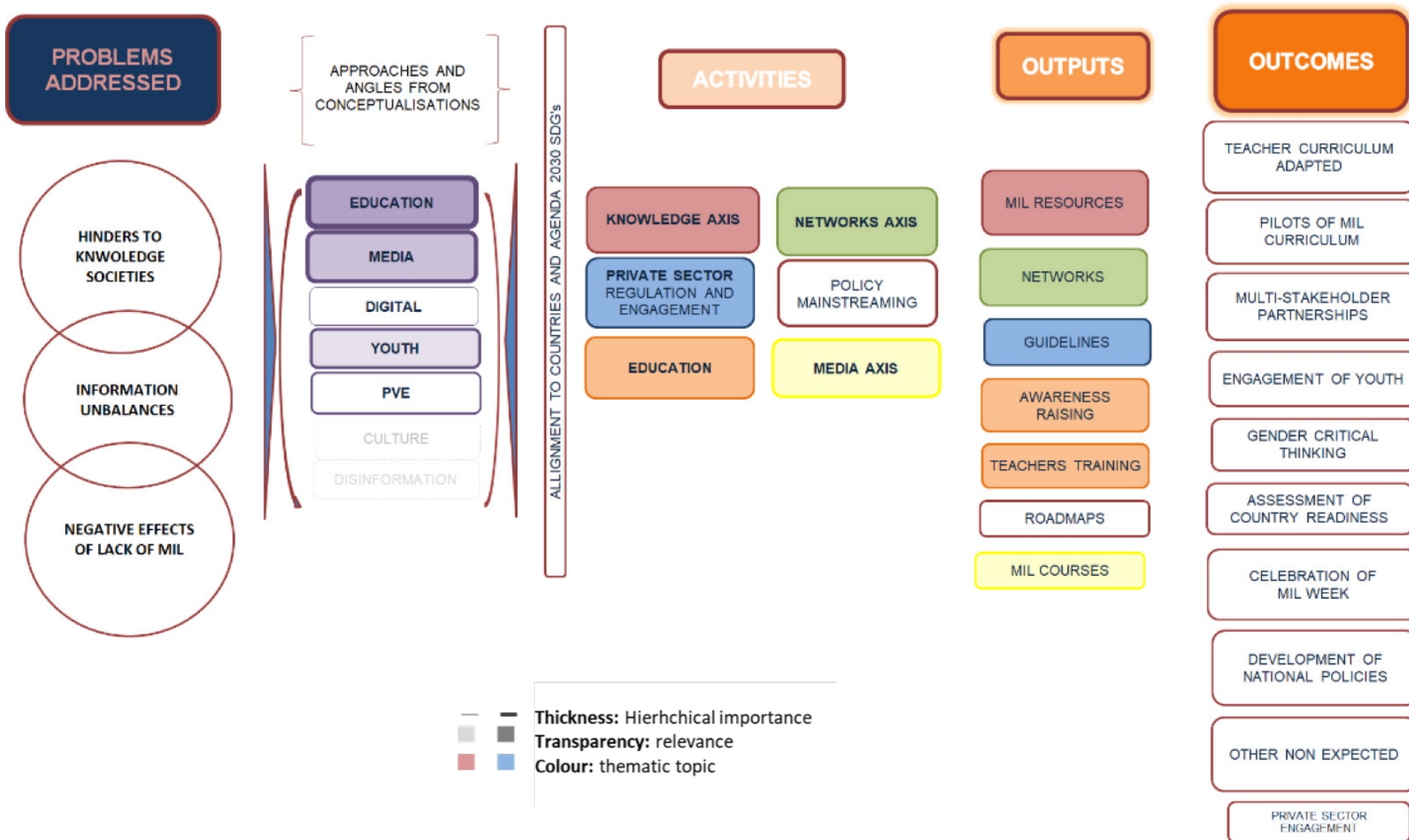
[MIL policy guidelines](#): fully comprehensive guidelines that provide all the steps to follow, from conceptualisation to policy mainstreaming and the development of strategies.

[MIL curriculum for teachers](#): the fundamental and most widely recognised tool of UNESCO in the MIL area, mainstreaming MIL in all education areas worldwide.

65. These tools have been fundamental and are recognised worldwide as some of the key inputs of UNESCO in the area. However, it is alleged that they are too academic and not suited to being applied in practice, especially the resources produced to provide concrete steps of action in order to implement MIL policies and strategies (namely the MIL assessment framework and the policy guidelines).

66. On the other hand, the evaluation identified a large number of approaches, concepts, actions, principles and outputs that conform the main intervention logic features followed in the MIL area, but that are currently not adequately reflected in visual form in the aforementioned documents. This intervention logic has been reconstructed throughout the evaluation and reflects all approaches, principles, actions, outputs, outcomes and impacts sought, making up all interventions undertaken by the UNESCO Section responsible for MIL. Furthermore, it is adapted in order to better reflect the cross-cutting, multi-thematic and fluid nature of MIL that has been adopted by UNESCO. The figure on the following page shows the summary of this intervention logic (from the sphere of control and influence of the strategies up to outcomes) including main approaches, activities and expected outcomes.

Figure 5: Identified MIL intervention logic structure



Source: Tothecoreofthings.consulting

67. The intervention logic visualised above is derived from the analysis of the MIL intervention reports available in UNESCO's internal reporting database - SISTER. It also contains a non-exhaustive set of possibilities Member States and MIL partners may be confronted with and use in their MIL strategies.

The most important thing to note in this visualisation is that MIL has been used for numerous purposes and needs (intercultural dialogue, countering violent extremism, developing an informed public opinion, engaging citizens in public debates, expanding the spectrum of freedom of expression) in different contexts (saturated/healthy information landscapes, low/high access to ICT) through at least seven different prisms (education, media, digital, youth, PVE, culture, disinformation). It is to be noted, however, that the wealth of approaches, actions and strategies is reflected only in a minor number of small scale interventions given the lack of a solid resource base.

UNESCO approaches are resource-smart and very rich in terms of range of approaches, lines of actions and outputs produced. However, they need to adhere to an opportunity-wise approach given the lack of a solid resource base.

68. With regard to how interventions are selected, these are identified on a demand and opportunity-driven basis.²² MIL interventions are undertaken at the request of a Member State, if it can finance its own projects or if sufficient extra-budgetary funding can be secured. Overall, it is envisaged in a resource-smart manner, adapting it to the reality of each country and conducting nationwide consultations whenever appropriate to the context and the resources allow for it (see, for example, the country case study of Nigeria, where consultations were deemed necessary given the interest and state of development of MIL policies). In this regard, the network of partners already established by UNESCO Field Offices provide an outstanding added value, meaning that UNESCO is very well positioned in comparison with other MIL players in the field.

69. Thus, and although always strongly linked to the opportunity- and resource-driven approach, UNESCO has varied the angles, activities and outputs produced, adapting them to the context of each country, as well as the strengths and challenges of the information landscape and the most common indicators of low or high MIL in societies.

²² Due to resource constraints, rather than developing a worldwide mapping identifying MIL needs in the different countries, the Organization intervenes on an ad hoc basis according to opportunities emerging and/or requests from Member States or Field Offices.

The lack of a current practical and pragmatic tool showing the intervention logic of the MIL area has resulted in an overall lack of awareness and limited communication of the breadth of actions in the area, both from external (Member States and MIL partners) and internal partners (UNESCO Programme Sectors and UNESCO family).

70. In terms of visibility, neither the Member States nor the UNESCO Sectors and UNESCO family partners consulted have a broad understanding of this intervention logic. In fact, several MIL partners call for actions or approaches that are already undertaken in some geographical areas (e.g. axis related to Media-Freedom of expression) and several Member States, UNESCO Sectors and Field Offices are requesting a clarified vision and concrete examples as to which are the potential actions that can be taken, partners that are to be involved and outcomes that are to be sought. The MIL Section at Headquarters is aware of this challenge and endeavours to develop a tool for Member States to help them navigate the plethora of options available to them in order to implement a national MIL strategy. The measuring mechanisms developed in this evaluation's country cases studies (see Annexes 10 to 14) may serve as a basis for the development of such tools.

5.2 Resource balance: Are the resources sound and balanced according to the expected benefits (outputs, outcomes)?

71. The second parameter for assessing internal coherence considers the resources from three angles: the balance between resources and outcomes expected; the suitability of the human resource scheme; and the use of result-based budgeting principles.

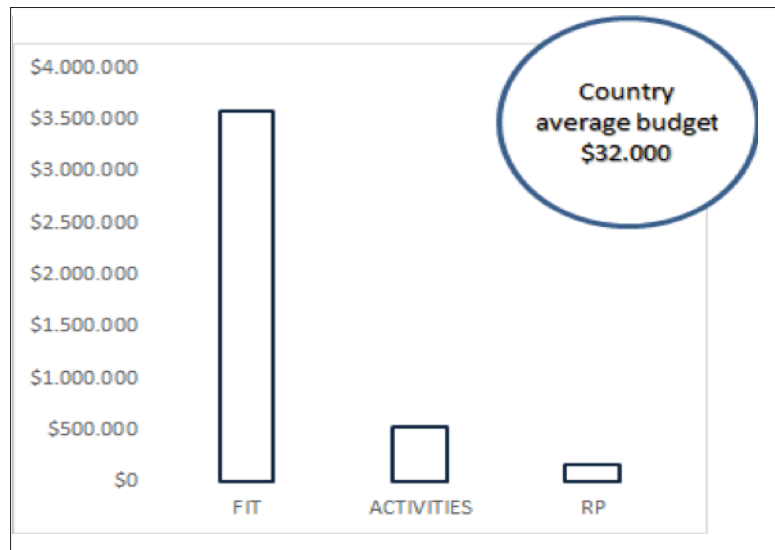
There is a strong mismatch between the informal expectations generated in the MIL thematic area (intellectual leading role gained by UNESCO) with the strategic prioritisation of MIL in terms of resources (financial, human and logistical) and resource mobilisation (with a very low or non-existent profile in strategic reporting and in the integrated budget approach).

72. Throughout the evaluation period, the Section responsible for MIL has been located in the Communication and Information Sector, within the Section for Media Development and Society (FEM/MAS). As outlined in Section 1 of the programme description, MIL has a mean average expenditure per country of \$32,000 throughout the three biennia.²³ Regarding the regular programme budget, it is noticeable that amounts available

²³ Calculated from SISTER report data on budget expended per interventions linked to specific Member States (individual or groups) but not considering either global actions (as they are considered under a different category) or Uzbekistan and Jordan (as outliers both with budgets over \$500,000).

throughout the evaluation period are relatively small (\$654,000 for three biennia budget expenditure, including activities and regular programme).

Graph 5: Proxy breakdown of MIL expenditure per type of funding (2014-2019)



Source: UNESCO SISTER reports

73. In terms of human resources, the staffing for MIL has so far consisted of one P3, one programme assistant and one junior consultant (the junior consultant available from 2020 and the programme assistant since 2017). Moreover, tasks of these human resources also include back up in the section to other various areas, including IPDC inter-governmental programme support, gender equality, journalist education, digital skills, community media and the Week of Sound and World Radio Day, among others.

74. In terms of formal reporting, MIL is not mainstreamed in strategic reporting. Regarding its visibility through C/5 documents, MIL mentions over the biennia have been decreasing from the first biennium (2014-15) to the last (2018-19) where the only outcome included is sufficiently vague to match the lack of resources. As shown in the section on external coherence, this reality contrasts with UNESCO being considered and regarded internationally as the intellectual lead in the area and expected and required to take on a highly pro-active and larger role.

No evidence of regular processes leading to budget revision/corrections linked to monitoring and evaluation of the achievement of outcomes. Potential result-based budgeting is not coupled with coding for an automated aggregation and analysis of data.

75. The overall financial decision-making flow is informed by a rigorous budget control and expenditure implementation rate. The financial department is, however, isolated from the technical team in terms of project management, and there is currently no possibility to breakdown the financial assessment to status of activities, output and outcomes.

76. On the operational side, the UNESCO WBS system allows, if set up from the design of interventions, the assessment of all types of variables, including outputs and outcomes per types of costs (budget line-based that can also be broken down) allowing as well for gender-based budget follow-up. However, that coding is not currently required for MIL-related interventions and it is not applied in the area, lacking the coding disaggregation in the SAP system to follow it up.

5.3 In-house synergies: Is the in-house strategy and the internal coordination adjusted to the potential and nature of MIL in terms of interdisciplinary approaches potential, generating a good number of synergies and improved implementation strategies?

77. The third parameter for assessing internal coherence provides an overview of intra- and inter-sectoral cooperation, analysing the current available coordination mechanisms; the formal alignment in UNESCO's strategic documents of the potential for cooperation; and the key strengths and weaknesses of the interrelation between Field Offices and HQ in MIL.

78. As shown in Section 1 on the overall area description, and apart from the conceptual cross-cutting possibilities of MIL, SISTER reports already show the wide interdisciplinary nature of the thematic area that has been depicted and confirmed in the mock Theory of Change explained in this report. MIL can be, and is in fact, approached from many different angles that touch upon media, education, social and human sciences, culture, youth, gender and several Sustainable Development Goals.

This wide nature is also pointed out by several MIL key partners as one of the main potential challenges and risks, but also as offering significant opportunities for the thematic area. In this line, an understanding which is too broad may also lead to inaction due to its conceptual fluidity and the lack of clear understanding or direct misunderstandings by first order players. To better harness the interdisciplinary nature of MIL, correct guidance on the potentials across sectors and a clear leadership is required, together with a careful use of terminology given that certain nomenclatures may be natural deterrents, automatically excluding higher interactions with other sectors.

79. A concrete example is the deterrent effect caused by stances that deliberately render the achievement of Freedom of Expression a condition for MIL, a position which may hinder not only further adoption and openness from Member States who do not adhere to this line of action or thought, but also prevent higher cooperation within the UN system itself. MIL is, from a human rights-based approach, a much wider thematic topic, encompassing as well the core human right to live one's life in dignity, with rights to education, the right to employment and the right to preserve, maintain and develop one's own culture. This link is embedded in UNESCO's own description of MIL: "The ultimate goal of MIL is to empower people to exercise their universal rights and fundamental freedoms (...) taking advantage of emerging opportunities in the most effective, inclusive, ethical and efficient manner for the benefit of all individuals"²⁴ This ultimate goal is backed up by the link of MIL to all the different political areas, and has been identified in country case studies and survey how it attracts a diverse set of UN sister agencies, including UNICEF, UNDP and OHCHR, which safeguard different sets of human rights. These sister agencies even have their own Sections responsible for MIL (in the case of UNICEF) or are partners referred to by several countries (Brazil and Tunisia are in collaboration with OHCHR in the MIL area and several countries, such as Namibia, Serbia and Tunisia, referred to UNDP as a partner in this area).

UNESCO's MIL work includes many ad hoc examples of interventions, both inter-sectoral and intra-sectoral. These joint collaborations have been backed up by in-house interdisciplinary strategic mainstreaming that centre on collaboration as the new operational implementation standard and in-house paradigm.

24 Grizzle, A., Moore, P., Dezuanni, M., Asthana, S., Wilson, C., Banda, F., & Onumah, C. (2013). Media and information literacy policy and strategy guidelines.

80. Traditionally, UNESCO's structure has promoted HQ specialisation and Field Office coordination as an operational conceptual standard that has shown several benefits as well as a large number of handicaps. Competition between Sectors and sections to a certain extent increases competence and excellence in the thematic areas covered. Nonetheless, these same boosting effects are reduced when those same mechanisms impede communication, experience, knowledge-sharing and efficient joint actions.

81. The MIL thematic area is no exception in this tradition and has both benefitted and suffered from the silos-based work style at HQ. Nonetheless, the strong cross-cutting nature of the topic, together with the opening up to extra-budgetary projects, has eased cooperation and joint actions in a good number of cases, both at intra-sectoral level, where MIL is widely integrated into the work of the Section on FoE in resources produced (MIL promotion guidance for broadcasters), training (disinformation journalist training handbook) and World Days. In addition, there are a good number of specific examples of high levels of coordination and cooperation at inter-sectoral level, including those conducted with the Youth and Sport Section of UNESCO's Social and Human Science Sector, where integration is happening at conceptual level, with each section strengthening and advocating for each other's strategies. Other examples include work with the intercultural dialogue, global citizenship education and ASP network of school sections. Furthermore, at the highest managerial level (Assistant-Directors General) there is a big strategic move from UNESCO to foster and mainstream collaboration as the main new operational implementation standard.

82. This collaborative approach is already having clear effects on the creation and development of success stories, such as the working group on PVE referred to extensively by several informants as a good example of interaction. This strategy is clearly recognisable in the new Communication and Information Sector and section structure. In this regard, the sector is currently undergoing significant restructuring, merging two divisions into one, with five sections – where MIL has been upgraded as a section - plus two secretariats (one for each UNESCO CI intergovernmental programme, IPDC and IFAP). The recent restructuring of the CI Sector in January 2020 has resulted in the creation of a distinct MIL Section (separate from community media) and the assignment of an additional P3. At the time of the evaluation, it was too early to determine whether such changes would result in increased intra-sectoral cooperation and further consideration of MIL within the CI Sector. It nonetheless demonstrates a step in the right direction.

Collaboration is still incipient at both cognitive levels with other Programme Sectors (not yet embracing such linkages) and at implementation level (lacking the necessary organisational reforms and strategic clarity about methodologies and operationalisation).

83. In several cases of collaboration, this remains an ad hoc win-win pragmatic vision where MIL is at least seen as a good potential partner, providing good practical actions, outputs and outcomes for joint extra-budgetary collaborations. These collaborations, however, do not go beyond a mutual interest level, where collaboration is not an operational standard and where interactions only reach practical goals and fade out afterwards.

84. The evaluation also identified several examples of a complete lack of collaboration between similar or potentially familiar areas, sections or Sectors. This is also backed up by the perceptions of several external stakeholders that still point to the work-in-silos approach as a characteristic of UNESCO and/or to the lack of specific contact points that coordinate UNESCO actions over cross-cutting topics.

Collaboration with UNESCO family partners is well developed through networks in the case of UNESCO Chairs and some specific collaboration with the associated schools (ASP) network, but anecdotal regarding Category 1 and Category 2 Institutes and Centres.

85. Finally, and regarding UNESCO family partners, there are a good number of actions and networks established and developed that are covered under Section 5, as well as a specific thematic case study on partnership annexed to this report. Suffice to say, there is still a vast number of potential partners and networks that can be further expanded and developed, if the priority is established and the resources provided. This includes the UNESCO Category 1 Institute UIL (UNESCO Institute for Lifelong Learning), with no current relation but strong potential, the wider use of the ASP network of schools (already used but not fully), the Sao Paulo Category 2 Centre that has, for example, worked on an online questionnaire (Kids Online) created by the London University and with the support of UNICEF and the Mahatma Gandhi Institute of Education for Peace and Sustainable Development, another UNESCO Category 1 Institute.

5.4 Interconnection to UNESCO global priorities on gender equality and Africa: Is MIL strategy correctly responding to UNESCO's global priorities on gender equality and Africa and adequately contributing to the Organization's input to the 2030 Agenda?

G

86. The final parameter of assessment of internal coherence draws upon the two main global priorities included in UNESCO's strategies: Africa and gender equality.

Global priority Africa is fully integrated in the overall strategy of the thematic area, with several sound efforts, actions and results specifically dealing with the continent.

87. Africa stands as a priority reflected in the quantitative number of interventions (ten interventions over the three biennia, behind only Asia and the Pacific with 12), although it is still very much under-resourced in terms of financial and human means (\$110,000 overall expended budget over the three biennia).

88. As outlined in the programme description, Africa includes interventions in 14 countries, with an average budget expenditure of less than \$8,000 per country. Despite this lack of resources, and as outlined in the following section on partnerships, Africa has a well-established network of partners, with an average of 12 partners per country, and a very good representation of organisations in terms of numbers in GAPMIL and MILID (though in the latter case, African universities from only three countries are represented).

89. Within this resource context, the good and proactive network of partners developed in the region stands out, with the outstanding participation of the African Youth Movement reflecting the main focus in the continent on activities which engage youth organisations. Also significant is the work started on policy mainstreaming, namely through national consultations in Kenya, Gambia and Nigeria, and the initial work on adapting MIL curriculum locally.

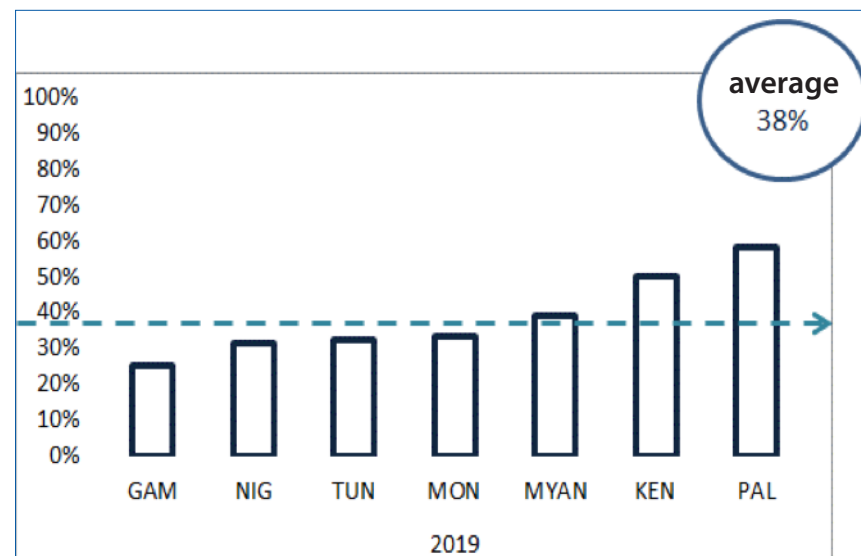
The MIL thematic area has a high potential with regard to gender equality aspects and considerations, which have already produced a number of gender assessment angles and incipient interventions, showing a strong potential for action in this regard.

90. Both the Gender Equality Division and the MIL section recognise the importance of one another to their respective areas and are acquainted with the overall approach of the other. So far, gender equality has been positioned in several of the policy cycle stages of MIL, as shown in the following outline:

- Conceptualisation and formulation: gender equality has been positioned in several of the key resources of the MIL thematic area, including the curriculum for teachers, the policy guidelines and the assessment framework. These documents provide the bases from which the entire MIL area has been constructed, although they lack the practical approach to make it operational. Further, MIL has been included specifically in the expected result for Global Priority Gender Equality in the first two biennia's C/5s (up to 2017), where it included one performance indicator and several targets: "Number of initiatives to empower citizens with increased gender-sensitive MIL competencies". It is noticeable, however, that the relevant gender indicator has been removed from the C/5 in the last biennium. Nor is it present in the new 40 C/5 covering the current period up to 2021.
- Design: the vast majority of interventions designed within the MIL area are designed as gender-responsive, including specific assessments and nuances in the needs and implementation aspects. According to the MIL database assessment, regions with a higher percentage of gender critical thinking outcomes in their design are Asia and the Pacific and Arab countries. At output level, all regions reflect gender considerations to some extent in their design.
- Implementation: given the resource context, gender equality has been included in several interventions, although it plays a complementary role. Taking the last multi-donor programme as a sample, gender equality has been reflected on average in 38% of the activities implemented.
- Monitoring and evaluation: as noted in the conceptualisation and formalisation, MIL performance indicators and targets have been included in the first two biennia. However, and given the current resource context and limitations, this monitoring is extremely limited and has even been removed in the last biennium.

Most significant gender-responsive activities included representation of women's organisations in consultation processes; including gender equality considerations in the curriculum adaptation (with the idea of adapting gender-sensitive indicators for media (GSIM) like in Kenya) and some awareness-raising materials produced touching upon gender biases (as in the case of some MIL awareness cartoons developed in Myanmar). Average activities, however, tend to be limited to women's representation in terms of parity.

Graph 6: Sample of activities actively promoting gender equality per country



Source: Multi-donor programme ex-ante evaluation

91. From the approach perspective, it is noticeable that only two of the Member States responding to the surveys mentioned gender equality aspects in their MIL approaches (out of 31 responses). This shows a strong potential for awareness-raising and implementation opportunities for both sectors, together with the main common Member State targets and partners. Furthermore, there are also some approaches used through MIL that are of great interest to the gender division, such as artificial intelligence and its implications regarding stereotypes, access, development, analysis and uses of automated information.

92. Nonetheless, and at country level, Ministries responsible for Gender Equality are included in MIL networks in approximately half of the Member States who responded to the survey. Thus, and although not as present as entities responsible for other major related areas such as education and media, gender authorities are considered part of Member State networks in a large number of cases.

93. The potential for strengthening gender equality perspectives in UNESCO's MIL work also extends to international and multilateral organisations where current interaction is limited but where the Gender Equality Division can play a key role. Examples include bridging the Section responsible for MIL to UN Women and other agencies' specialised departments through the group on new technologies. In addition, the gender equality division can be the entry point to other major networks, such as the EQUALS global partnership for gender equality in the digital age, with over 70 organisations as members and a major pillar that mostly revolves around access to information and digital skills.




6. KEY DIMENSION: EFFECTIVENESS

94. Effectiveness covers the collection and systematisation of MIL interventions to provide a clear picture of current outputs produced and outcomes achieved in the thematic area. This exercise is coupled with a proxy effectiveness assessment of the extent to which results are being achieved, or are expected to be achieved, taking into account their relative importance. Furthermore, this dimension identified the spectrum of intended or unintended outcomes in the area of MIL. Specifically, the evaluation assessed effectiveness through three evaluation questions and eight units of assessments that analysed outputs, outcomes and potential impacts. Sustainability was used as a cross-cutting parameter over all three main evaluation questions.

95. Looking at UNESCO's Programme and Budget (C/5), there has been an evolution in the formal reflection of MIL. Initially reflected in Expected Results (ER) 2 and 6 of the CI Sector, as well as CI-specific indicators under Global Priorities Africa and Gender Equality, in the past two biennia, references to MIL in the strategic document have been narrowed to ER2 only. Accordingly, the numerous targets that had been defined in the 37 and 38 C/5 were significantly reduced.

96. Nonetheless, given the information collected, projects related to MIL can be linked to eight outcomes and 20 outputs. Based on the analysis of the C/5 framework and activities implemented, the effectiveness of UNESCO's MIL activities is measured against these eight outcomes: (1) the adoption of national policies on MIL, (2) the celebration of MIL week, the integration of the MIL curriculum in training institutions – i.e. by (3) adapting it to the local context and then (4) piloting it – and (5) the integration of MIL in the policies of youth organisations. Member States are also encouraged to (6) engage in multi-stakeholder partnerships, including experts and academics through (7) the promotion of GAPMIL, and (8) to use MIL to develop gender skills and sensitivity to gender equality considerations.

Synthesis table 3: Effectiveness proxies

	VL	L	M	H	VH	Outstanding topics raised	
Outputs quality and achievement						HIGH	Good diversity and quality of outputs linked to outcomes
Un/expected outcomes						V. HIGH	Over achievement of planned outcomes and good range of unplanned outcomes
Impacts						LOW	Lack of metrics and tools to assess impacts plus scarce resources but with potential
Potential Impacts	Based on the Theory of Change potential impacts of UNESCO's MIL work are significant, in particular as the MIL thematic area has a strong inherent potential to contribute to a wide set of specific SDG indicators, However, there are currently no adequate monitoring systems in place to measure such contributions						

Source: evaluation qualitative grid

97. As outlined in the synthesis table above, and always according to the evaluation parameters, effectiveness is high overall with a good number of outputs produced, especially considering the resource base of the MIL thematic area. These outputs are in turn ensuring an over-achievement of planned and formalised MIL outcomes and a number of unplanned outcomes.

6.1 To what extent have planned outputs been achieved on time and with a high quality?

98. The first evaluation question targeted outputs produced by the thematic area and assessed three main aspects as sub-units of assessment: categorising and systematising outputs; perception by Member States; and link to outcomes.

The evaluation identified a wealth of outputs, including a good set of operational implementation standards. Within this set of outputs, formal, non formal and informal education are the lines of action with a wider use and youth organisations are a transversal theme, connected with more than one output.

99. The assessment showed a wealth of lines of action and potential outcomes. Regarding the lines of action, and as shown in the figure below, desk analysis and interviews identified six main lines of action via which to intervene: knowledge creation;

formal, non formal and informal education; networking actions; private sector; media-related actions and policy mainstreaming. According to the assessment of SISTER data, the main implementation mechanisms producing outputs are formal education and non-formal education, and in a lesser proportion, networking and media. By focusing on education, UNESCO seeks to reach, directly or indirectly, the maximum number of students. This can be via activities related to the training of teachers or creating youth clubs to reach those young people that are not attending school. In the case of networking, extensive work has been undertaken in MIL at both the institutional and CSO level and particular focus has been placed on strengthening the network. UNESCO supports Member States to advance MIL (such as through capacity development of MIL senior government officials, as in the case of Tunisia) and also promotes networking and research through the Global MIL Week, the Global Alliance for Partnerships on MIL (GAPMIL) and the MIL University Network (MILID). MIL Week awareness was utilised to a greater extent during the last biennium (2018-19) than the previous ones.

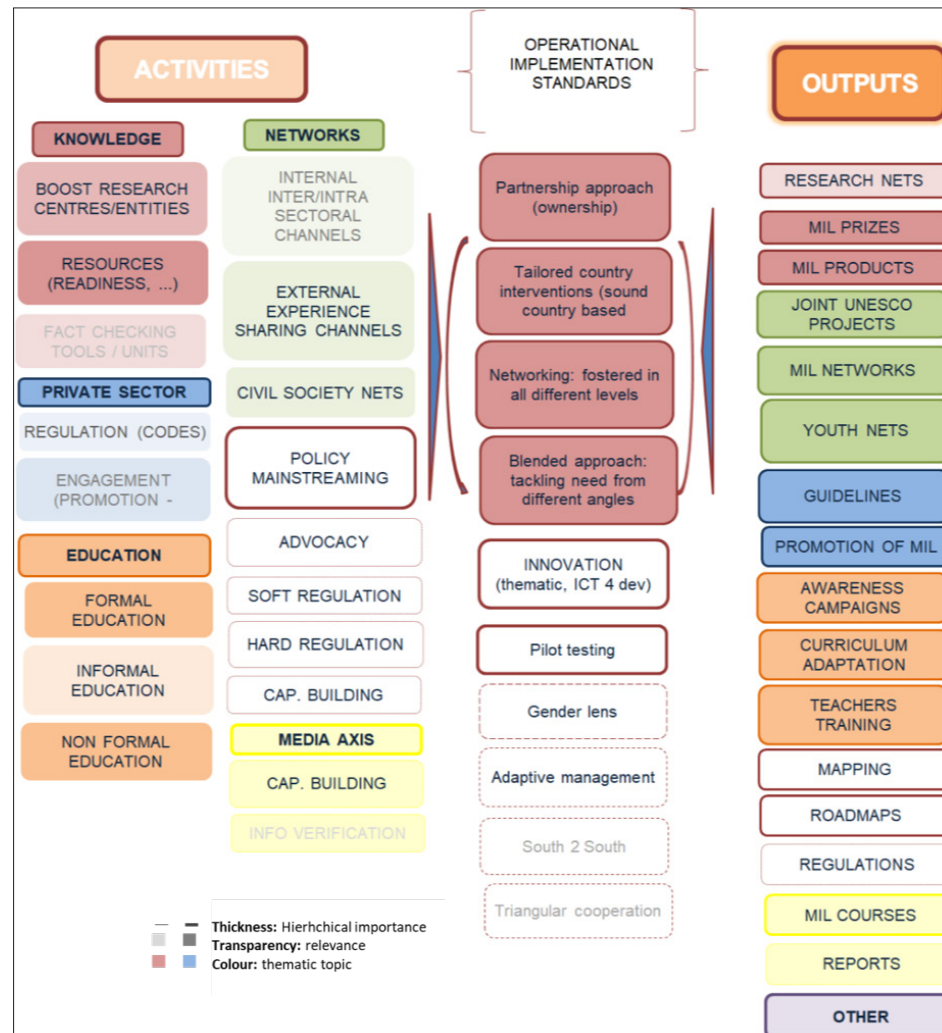
100. During the first biennium (2014-15), the main focus of the interventions was on activities related to youth organisations, the integration of the MIL curriculum, and the network. However, there is a clear balance between the outputs produced through the main implementation mechanisms and the others. During the same period, the main outcomes were in the line of engagement of youth associations, teacher curriculum adaptation and others more closely related to media and teacher training. In 2016-17, the main outputs identified were training of trainers to teach MIL, integration of the MIL curriculum and networking. Those were aligned with the main outcomes achieved such as the adaptation of the teacher curriculum and gender critical thinking. In the last period (2018-19), the implementation focus is on youth organisations, training of trainers and mapping, and the main outcomes achieved during the implementation of the MIL interventions included piloting MIL curriculum and advancing with regard to national policies and plans around MIL. Youth organisations are found as a transversal theme, connected with more than one outcome. This shows that MIL interventions made a big effort to reach youth by various means.

The MIL thematic area includes an important set of standard implementation approaches that provide and ensure a brand qualitative and quality approach and are key to successfully achieving results. These are however not monitored and do not allow performance assessment.

101. More importantly, the interviews and desk review revealed several trends in the operational implementation that emerged as enabling factors for quality and successful operational approaches, facilitating achievements in the MIL thematic area. These include the partnership approach with all interventions relying on a multi-partner implementation principle; a tailored intervention approach (adapting resources and relying on partner interests); a blended approach (combining different approaches, including formal and informal means); and networking approaches (with consultations and networks at country and international level).

102. To ensure synergies and a more sustainable approach to MIL, UNESCO engaged in different activities (outputs) to allow networking and stakeholder mapping to establish a clear picture of existing stakeholders at the national level. These are key and can contribute to the development of MIL and to the creation of a strong network. By involving these partners, Member States engaged more in non-formal education and relied on a variety of means to target the wider population.

Figure 7: Lines of action, implementation standards and outputs



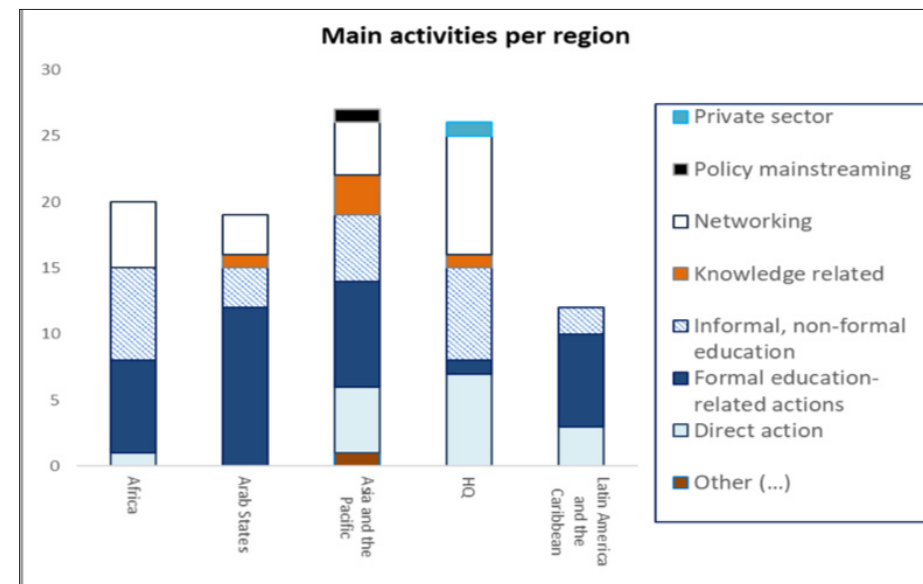
Source: Tothecoreofthings.consulting

103. Success has also been driven by innovation, which has been at the core of several MIL approaches. These include various methodological innovations (the composite concept, but also later approaches, such as the MIL expansion from an institutional

interim approach to mainstream MIL) and a strong use of ICT for development. As an example, gaming is a useful tool to gather youth attention to MIL, especially those out of school. Hence, authorities partnered with various entities, notably youth organisations, to develop innovative teaching techniques to trigger appropriate MIL reactions through game-based modules (e.g. in Jordan and Nigeria); video games (the 'Games for change network' in Brazil); MIL click platform and campaign and MOOC courses (which are being developed and targeted at a variety of groups).

104. Engaging with the private sector has also been an approach used by the MIL thematic area for wider outreach, including social media campaigns partnering with Twitter and the ongoing development of MIL guidelines for broadcasters. In this regard, several Member States pointed to UNESCO as the organisation best positioned to be the interlocutor with big corporations.

Graph 7: Main lines of action per region (2014-2019)



Source: evaluation produced MIL database based on SISTER reports available
Note: HQ actions are global and also include Europe and North America.

105. Despite limited regular programme resources, the Section for Media and Information Literacy has guaranteed global coverage in the MIL area, undertaking activities and extensive advocacy work to the benefit of all regions. UNESCO has positioned itself as the leader in the field. All stakeholders interviewed and survey respondents agreed that UNESCO was the reference UN agency on MIL. Other regional organisations such as the EU also recognised its leadership.

106. According to the survey of Field Offices, the action targets are academia, media, youth and public authorities. Youth and academia are mainly targeted through the formal education system – the strategy most widely adopted being the adaptation and gradual integration of the UNESCO MIL Curriculum for Teachers in the curricula of national or local teacher training institutions. Indeed, throughout the last three biennia, this output (along with MIL Training of trainers) was significantly present. A plausible reason for this is that prioritising activities focused on teachers and educational material is a key strategy to achieve a multiplier effect: from information-literate teachers to their students and eventually to society at large. For instance, in Cuba, following a diploma course on MIL offered by the UNESCO Havana Office in 2014, teachers from rural schools were not only equipped with the skills to critically assess information available online, but also those to create their own digital content and share these skills with their communities. This successful pilot enabled the building of consensus in the country on the necessity to integrate MIL in teacher training, a decision taken in 2018. This approach recognises the contribution that teachers make – as knowledge gatekeepers – to the empowerment of young citizens. In short, these interventions aim to improve teachers' ability to impart MIL skills to students.

107. MIL courses are taught during the final years of secondary school and, more marginally, through specific in-depth courses at university level. This is in line with the idea that MIL is important in shaping alert and conscious citizens. This is especially true given that young people are a sensitive group of the population and are highly exposed to new technologies and to unregulated social media in particular. The intention is to have empowered audiences who are able to critically evaluate, and contribute to, media content, and who also have the competencies to participate effectively in dialogue and to engage safely with the information available on the Internet. Instilling those skills at a decisive age (just before they become adults) seems essential in order to limit

manipulation in light of increasing concern worldwide regarding disinformation narratives used for voter manipulation and other purposes. This is a concern of such importance that Member States ranked disinformation as the third main entry point for MIL, while Field Offices ranked it as the first.

6.2 Are outputs being used and leading to expected outcomes and any other unexpected outcomes? Is there a causal link between the identified outputs and outcomes?

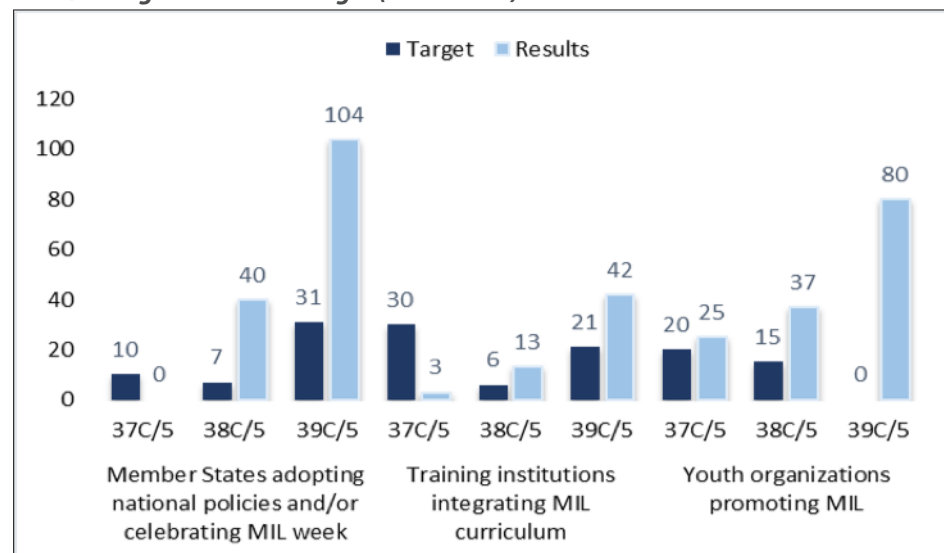
108. The second evaluation question targeted outcomes formalised in the C/5, broadening and adding to the assessment, including an overview of unplanned results while continuing to consider the sustainability aspect.

UNESCO has successfully positioned media and information literacy on global agendas, resulting in heightened integration of MIL in national policies – especially in education, through the adaptation and piloting of the MIL Curriculum for Teachers. MIL Week is also widely celebrated.

109. The graph below illustrates how, within a few years, UNESCO has generated significant results and surpassed its own set objectives.²⁵ For example, while in 2015 its MIL Curriculum for Teachers had only been piloted in Slovakia, Kazakhstan and India; by 2019, 42 training institutions across the world had followed suit. The sharpest increase is undoubtedly that of the number of Member States having adopted policies or celebrating MIL Week, with more than half of UNESCO Member States doing so in 2019. However, change in language in the C/5 may have affected reporting. In the 2014-15 biennium, only the adoption of national policies was accounted for. The integration of MIL Week celebrations in the target as of 2016 explains the rise in the figures: of the 40 and 104 Member States appearing in the 38 and 39 C/5, the number of States that adopted national policies was seven and 11, respectively. The remainder refer to MIL Week celebrations. Regardless, the figure accurately reflects how UNESCO's advocacy work has contributed to increased visibility and importance being afforded to MIL skills globally.

²⁵ It is to be noted that the outcomes included in the C5 are generally defined as output level (number of youth organisations promoting MIL; training institutions integrating MIL curriculum; celebration of MIL week; or number of youth trained).

Graph 8: Attainment of UNESCO targets for MIL under Major Programme V ER2 in the C/5 Programme and Budget (2014-2019)²⁶



Source: UNESCO SISTER Reports for the 37 C/5 (2014-15), 38 C/5 (2016-17) & 39 C/5 (2018-19)

110. The formal education approach outlined in the previous section has proven successful. In 2018 and 2019 alone, the UNESCO Communication and Information Sector reported that 42 training institutions (of which ten were in Africa) – i.e. double its target for the 39 C/5 – had piloted the MIL Curriculum along with an additional 300 secondary schools. This has allowed UNESCO MIL awareness-raising efforts to reach a large number of students in formal education systems. The mainstreaming of the MIL concept through the MIL training of trainers output will further ensure the sustainable impact of the initiative.

111. As well as youth, the larger community was targeted through other non-digital media sources. Television and radio programmes in particular allow for larger outreach, hence the importance of cooperation with media houses and journalists. UNESCO has placed a special focus on these and delivered trainings and workshops to journalists on how to use MIL. At times, this is even done at the onset of journalistic training, through the adaptation of MIL courses in university curricula, as was done at Rongo University's

²⁶ Youth organisations are no longer an explicit target in the 39 C/5, but UNESCO has nevertheless continued projects aimed at supporting and training them, thanks to the reallocation of a €100,000 envelope of unspent 38 C/5 funds to MIL activities.

School of Information and Communication in Kenya for example. Such a strategy means appropriate MIL training throughout the journalistic career can be ensured. Nevertheless, in most cases, the training and workshops take place at a later stage. Lessons learned on MIL by these media houses and journalists are then replicated and the message is widely shared. In the Philippines, the GMA Network – one of the largest TV channels in the country – thus promoted various MIL-related programmes for its viewers (*Think Before You Click*, *Heart Over Hate*, *#HindiTama (Not Right)*, *Fact or Fake*, and *Stand for Truth* campaigns). Leveraging community media to adapt messages to the local context has proven equally effective. In 2018-19, the UNESCO Tashkent Office supported the development of a radio soap opera, using it as a tool to promote media and information literacy in Uzbekistan. This programme reached 280 000 people in the rural region of Karakalpakstan, introducing them to balanced discussions pertaining to various societal topics such as stereotypes, women's role in society, early marriages, environmental protection, and water consumption, with the hopes of triggering positive behavioural changes and conversations around these topics. Whilst measuring the impact of these initiatives on people's behaviour towards information may be difficult, the fact that these MIL competencies are shared so widely is an achievement in and of itself.

112. Public actors such as cities (UNESCO Creative Cities in particular) and youth houses are also appropriate vectors of communication. However, libraries are not yet fully utilised in the strategies, as noted in the Field Office survey and triangulated by the interviews with Member States. Civil society actors and youth organisations have been particularly engaged and actively involved in MIL trainings. For example, in Jordan, eight youth organisations trained by UNESCO on MIL, further implemented MIL sessions within their communities to raise awareness amongst their peers. The students' knowledge of disinformation and misinformation increased considerably, resulting in modified behaviour: they reportedly actively verified the news, there was a recorded reduction in online bullying, and children gained self-confidence. These MIL interventions better student-teacher relationships.

113. With regards to gender equality, the 37 C/5 explicitly framed it as a target for MIL in performance indicator 4 under ER1 of Global Priority Gender Equality, which read that "Youth, adults and professionals (would) use media and information literacy as a tool to advocate for gender equality", and set a target of 200 people trained in this regard. Over 300 youth were trained in that biennium. Nevertheless, this explicit mention of gender equality did not feature in subsequent reporting frameworks. That is not to say that gender equality is not a priority for the CI Sector, but that it has been less obvious in the

implementation of its MIL strategy. So far, UNESCO has noted that women's voices were often less heard in media outlets – whether in terms of showcasing women's perspectives in reported stories or having increased female presence among journalists. However, of the 80 MIL-related projects implemented by UNESCO between 2014 and 2019, only 6% included a clear gender equality component. In line with the 'Women Make the News' campaign that the CI Sector spearheaded in 2014, the MIL section also sought to encourage further gender mainstreaming within media outlets, and a number of training workshops were held to encourage community media outlets to do so (e.g. in Malawi). Despite these efforts, measuring the effects of this mainstreaming has been challenging. There is limited evidence to indicate that as a result of these trainings, women's stories have been better reflected in the media. Some notable examples emerged nonetheless. Media houses in Uzbekistan have used the UNESCO gender-sensitive indicators for media (GSIM) since 2014. Young Egyptians created 50 new Wikipedia profiles of women in the media to counter the under-representation of women on the internet during a Wikipedia Hackathon organised by the UNESCO Cairo Office in March 2018.

114. Looking at the perceptions of achievement and according to the online Field Office survey, the most regularly achieved outcomes are linked to engagement of youth organisations, established partnerships, adaptation of MIL curriculum, and celebration of the MIL Week. In this regard, triangulated information confirms success with regard to several of these outcomes. However, adaptation of the curriculum is a challenging task, as it requires extra efforts from UNESCO staff and partners and Field Offices, and there is rarely the budget, capacity and in-depth knowledge required to do so. On the other hand, outcomes perceived as less often achieved are: the assessment of country readiness, the generation of gender critical thinking, and the creation of GAPMIL alliances. In this latter case, however, the total number of members, their diverse geographical coverage and the overall triangulated perception of UNESCO as a broker of experts on MIL, point to a gap between Field Offices and GAPMIL that is analysed in the partnership dimension (see Chapter 7 below).

Resources have meant the focus could not be extended from youth to other segments of the population, especially the most vulnerable groups

115. Despite the diversity of means used, other groups with special needs and typically challenging context circumstances (indigenous, minority groups, rural population, and adult population) have not been equally targeted. Just a few anecdotal activities under review targeted specific groups such as indigenous people, for example. The few

interventions identified were conducted at a country's own initiative, e.g. to specifically tailor MIL courses to the needs of people with disabilities (joint project between the Serbian Ministry of Youth and Sport and two youth associations to design digital and media literacy courses encouraging civic participation and youth empowerment) or the elderly (Austria's Fit4Internet Initiative). The latter were only indirectly reached by UNESCO, as Programme Specialists working on MIL realised that online training modules – MOOCs – initially aimed at youth had also been used by adults.

6.3 Are there any emerging impacts, expected or unexpected, that can be linked to the outcomes of the project?

116. The final parameter of assessment in the dimension of effectiveness referred to impacts focusing on collecting information on potential impacts and its causal link to outcomes.

The MIL thematic area has a strong inherent potential to contribute to a wide set of specific SDG indicators, although there are currently no monitoring resources in place to measure and communicate such contributions.

117. As already outlined in the external coherence dimension (Figure 4), the MIL thematic area can be linked to a wide range of SDG indicators to which it potentially contributes. However, at present, the link established to SDGs remains at target level and, therefore, does not offer sufficient clarity as regards how, where exactly, and to what extent MIL is making a contribution at impact level, i.e. at the level of the SDGs.

118. From the interviews and Most Significant Change assessments, the evaluation identified a specific potential impact at policy level (with five Most Significant Changes revolving around the integration of MIL at different levels in Member States' national policies). What's more, several interviews found there are results already in place in terms of facilitating and enabling new MIL policy development (as is the case of the Philippines), or at least UNESCO partly influencing the revision or updating of existing ones (in the cases of Sweden, France and Canada). The second area of impact, with three Most Significant Changes, relates to youth (generally upscaling the role of youth not as a target but as an active partner with an equal standing to other stakeholders). In addition, establishing partnerships is referred to as an area of potential impact, with three Most Significant Changes and several references triangulated through interviews (showing how MIL work has created networks that have expanded their influence on advocacy over other policy areas, as was identified in the case study of Nigeria, with networks opening debates over

legislation on freedom of expression). In parallel, the evaluation also found a number of anecdotal or non-documented impact cases that also show the potential influence of UNESCO MIL activities on different domains:

- Strengthening student-teacher relationships: through learning about MIL, the latter also developed their ICT skills. This allowed a balance to be restored in the classroom, as the teacher was again seen as a knowledge holder and thus less likely to be challenged by their students.
- Cooperation between long-time competitors: the GAPMIL platform was mentioned as a platform that facilitates cooperation between stakeholders that are competing at the national level.
- Policy-setting influence: several informants referred to UNESCO's resources as widely influential in setting up their national policies.

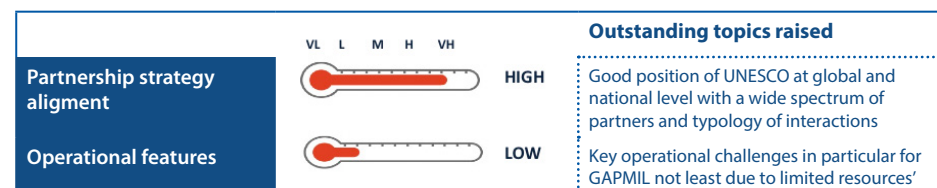
119. These examples of potential impacts identified during the evaluation are, however, not systematically captured in UNESCO's reporting and monitoring data, as not formalised among the previously defined indicators, nor are they registered among UNESCO's contributions to the SDG agenda. This is not least due to a lack of resources dedicated and adequate systems in place for collecting and analysing such data, and therefore limiting the Organization as regards demonstrating and communicating such results.

7. KEY DIMENSION: PARTNERSHIP

120. In accordance with the UNESCO Comprehensive Partnership Strategy, presented by the Director General to the 207th Executive Board session, the partnership dimension was included as one of the main key assessment dimensions of the evaluation. In this framework, partnership is understood as: 'voluntary and collaborative relationships between various parties, both public and non-public, in which all participants agree to work together to achieve a common purpose or undertake a specific task and, as mutually agreed, to share risks and responsibilities, resources and benefits.'²⁷

121. The partnership dimension addressed one single main evaluation question, addressing the coherence of the partnership strategy in the MIL area and complemented by an operational assessment of the existing global international partnerships (MILID and GAPMIL). The assessment was carried out at two levels: at the country level and on the global scale. The country level assessment focused on Field Office networks and their correlation to Member States' networks, and has already been included under the external coherence dimension, within the aspects relating to positioning UNESCO in the international MIL arena. Thus, this section will focus on the network of partners developed by UNESCO at the global level. It emerged firstly through the creation of the international University Network on Media and Information Literacy and Intercultural Dialogue (UNESCO/UNAO-MILID) and, secondly, through the establishment of the Global Alliance for Partnerships on Media and Information Literacy (GAPMIL).

Synthesis table 4: Partnership proxies



Source: evaluation qualitative grid

Partnership networks are, at both national and international level, one of the most outstanding added values and perceived achievements in the area. UNESCO has developed a strong network of partners at both Field Office and global level. Coupled with the resources produced by the thematic area, this has positioned UNESCO as the key global player, taking the intellectual lead in the field from the point of view of media, education and information.

7.1 Partnership strategy alignment: How coherent is the current MIL partnership strategy with regards to UNESCO's comprehensive partnership strategy?

123. The evaluation assessed this aspect through a set of four units, including the categorisation and systematisation of UNESCO MIL partners according to the partnership strategy; the optimisation and scale of partnerships according to type of interaction; and a third and fourth unit related to operational features that were further developed into a second evaluation question. The assessment includes a national (please refer to key dimension: external coherence for this analysis) and global level analysis.

The GAPMIL and the MILID networks are perceived by informants as some of the most notable achievements during the evaluation period. GAPMIL has a broad network of partners that positions this alliance as the top current expert network in the MIL arena. It also brings together the biggest current global network of MIL-related stakeholders, while MILID unites top academic players and references that have been key for producing the well-known and influential MIL resources. On the other hand, some challenges were identified for both networks, such as for MILID in relation to the clarity and communication of the MILID membership process, and for GAPMIL in relation to ensuring a balanced typology and geographical representation of partners as well as sufficient interaction and coherence of GAPMIL with Field Offices' MIL networks at national level. Furthermore, some stakeholders raised expectations for the resourcing and management of GAPMIL to evolve.

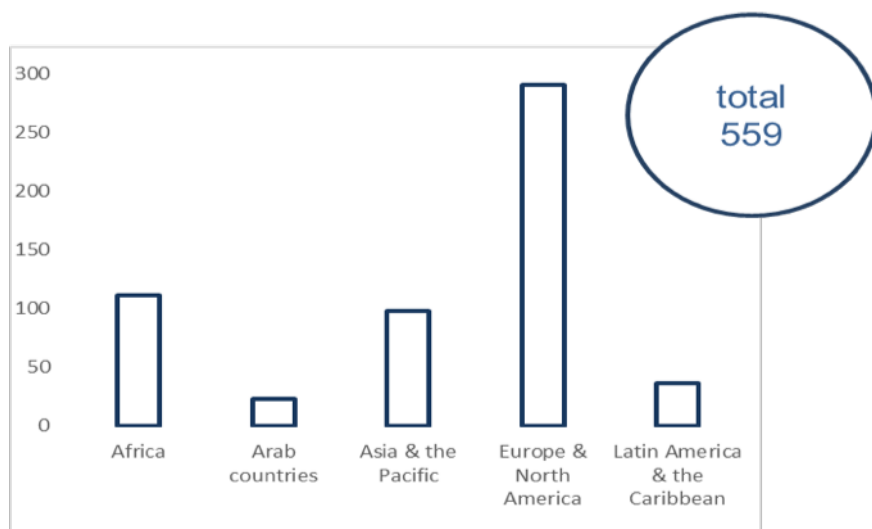
124. At the global level, GAPMIL's network of partners is centralised by UNESCO, and membership pledges are based on an online questionnaire with basic requirements.²⁸ The network is currently extensive and global, totalling 559 partner organisations from the five continents. Europe and North America (291 organisations), Africa (111 organisations) and Asia and the Pacific (98 organisations) are very well represented both in terms of

²⁷ United Nations General Assembly (GA) Resolution 68/234 Towards global partnerships: a principle-based approach to enhanced cooperation between the United Nations and all relevant partners.

²⁸ Three references, thematic, geographical and targets scope and MIL-related.

total number of organisations and number of countries with organisations in the network (34 European, 24 African and 23 Asian countries have organisations in the network). Arab States are well represented in terms of number of countries (11) but the overall number of organisations is not representative of the richness of the MIL thematic area in the region (totalling 23 or less than two organisations on average per country). The Latin America and the Caribbean region is under-represented with a total number of 36 organisations from 12 countries (out of 64 countries and territories in the region). The network also comprises over 1 000 people who subscribed as individuals and are thus not reflected in the graph below.

Graph 9: Number of GAPMIL Member organisations per region



Source: list of current GAPMIL members, updated November 2018

125. The MILID University Network is, much smaller in scale. It totals 26 members with an average of five universities per geographical region and with Africa only represented by universities from two countries (Nigeria and South Africa). In line with UNESCO UNITWIN policy, membership is open to all universities with an interest in MIL and members are not subjected to a formal selection process. Rather, interested universities join as associate members and a validation process in the yearly MILID meetings confers them full

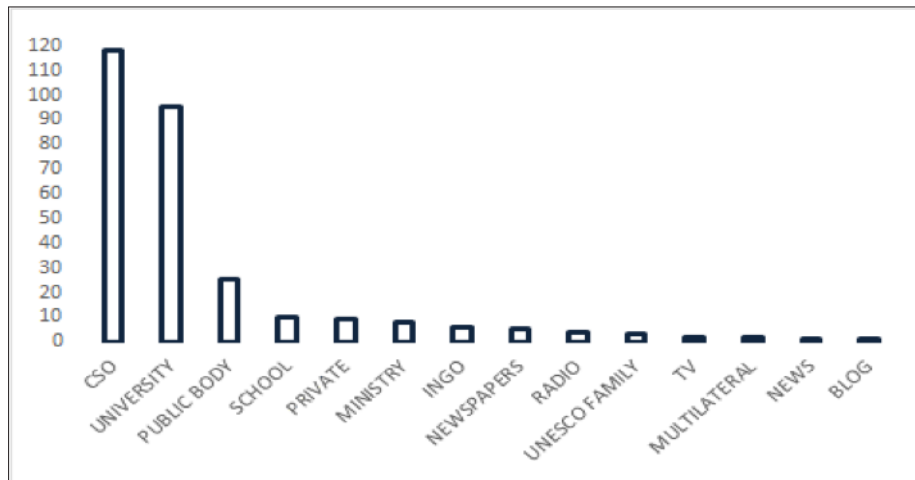
membership once agreed upon how they would contribute²⁹. However, it appears that in the past few years some universities have been somewhat less active once included.

126. Although the current data available do not allow for a conclusive categorisation concerning representativeness of key constituencies, all stakeholders acknowledge the high representativeness of youth constituencies (from the data available, 17 members are directly working on youth, representing 5% of categorised members). However, representation of other key or most disadvantaged constituencies is identified in a highly anecdotal manner, including gender-based associations or ethnic minorities (the assessment of the available list identified nine organisations working exclusively on gender, five on general community matters and two on ethnic minorities).

127. Regarding the type of partners in GAPMIL, out of those that can be categorised, the vast majority are civil society organisations (38%) and universities (31%), with over 95 universities included in the list. This is significant given the limited number of members in the MILID network. Moreover, in total numbers, there is representation of public bodies (especially media regulation bodies) and anecdotal representation of other sectors including schools (ten members), the private sector (nine companies from a diverse range of fields including consulting firms, a factory and one publishing company) and Ministries (nine Ministries from eight countries). The number of UNESCO family members that are part of the network is surprisingly small (only four members³⁰). Similarly, only a small number of media outlets (six TV and radio stations) are represented. Interestingly, 31 members categorised themselves as networks, indicating the potential of GAPMIL to open a communication channel between associative networks in areas related to MIL.

²⁹ The MILID network also has about 20 associate members which are not reflected in these figures as they have not yet been fully validated by the membership to fully integrate the network

³⁰ The Bradford UNESCO City of Film (UK), the Russian Committee for the UNESCO Information for All Programme (Russian Federation), the UNESCO Chair on Cyberspace and Culture at the University of Tehran (Iran) and the UNESCO Global Chair in Global e-Learning (Finland).

Graph 10: Nature of GAPMIL member organisations

Source: list of current GAPMIL members, updated November 2018

128. Finally, from the thematic point of view, the GAPMIL network relates predominantly to media and media education (almost 42% of categorised members), although it includes significant representation of other thematic areas that reflect the cross-cutting nature of MIL. Specifically, the network has a wide representation of education-related members (32 members or eight percent of categorised members), libraries or information-related entities (41 members or eleven percent), MIL specific³¹ bodies (19 members or five percent) and those working on ICTs (19 members or five percent). Furthermore, GAPMIL includes symbolic representation of tangentially connected thematic areas such as culture, rural development and science (all with anecdotal representation of less than five members each), and one or two representatives from a vast range of areas (including intercultural dialogue, religious groups and human rights). In this regard, and although the evaluation identified one organisation explicitly working from a human rights perspective, a significant number (38.19%) of CSO representatives presumably cover a wide range of issues linked to social, economic and cultural rights.

129. Concerning the different types of interaction, however, the spectrum of action is not as broad as at the national level (where, although still incipient, several key

31 MIL specific organisations are the only ones that explicitly refer to both media and information literacy within their names, suggesting they work on the composite concept. They potentially work in other more specific areas of the field. However, their nature could not be ascertained.

stakeholders are engaging in a multiple array of partnership forms including mobilising resources, knowledge exchange, joint advocacy and/or coordination). According to the interviews, the main types of interaction within GAPMIL and MILID have been linked to knowledge sharing and joint advocacy, but those linked to resource mobilisation and programme implementation were found to be very limited.

130. The assessment of the different national level GAPMIL partners, in comparison to the national networks developed by Field Offices, reflects a pronounced mismatch. In many cases, partners sitting on GAPMIL are not represented in Field Office networks, and Field Office partners (especially governmental bodies) are not currently members of GAPMIL. Furthermore, interaction between GAPMIL and Field Offices occurs on an ad-hoc basis, usually with HQ serving as the intermediary. This reveals a thus far under-used potential for further direct collaboration between Field Offices and GAPMIL structures.

Both global partnerships are barely visible in UNESCO's strategic and C/5 Programme and Budget documents, and specific formal indicators are almost non-existent, leading to a lack of formal visibility for partner Member States. Both networks have significant potential as a result of former products and resources produced by the MILID network and from ad hoc concrete actions, as shown in the effective media and information resources response to the COVID-19 health crisis.

131. While the 37 C/5 aimed at the establishment of at least three international partnerships promoting MIL,³² the only specific reference to GAPMIL in the formal UNESCO strategic documents appears in a target under a CI-specific expected result, under the Global Priority Gender Equality, which required that three regional chapters of the Global Alliance for Partnerships of MIL be strengthened to promote MIL.³³ Whilst a few minor references in the text remain³⁴, neither the 39 C/5 nor the 40 C/5 explicitly set targets against which to measure progress of either network. As a result, GAPMIL and

32 Target 2 under 37 C/5, Communication and Information Sector, Main Line of Action 1, Expected Result 2, Performance Indicator 2, target 'At least three international partnerships promoting MIL'

33 Target 5 under 38 C/5, Global Priority Gender Equality, Expected Result 1, Performance Indicator 4, target 'Three regional chapters of the Global Alliance for Partnerships of MIL strengthened to promote MIL'

34 39 C/5, page 248: "empower people, particularly the youth, to develop critical thinking and intercultural competences, by providing support to Member States to adopt and integrate media and information literacy (MIL) in curricula, policy guidelines and assessment frameworks, and lead the Global Alliance for Partnerships on Media and Information Literacy (GAPMIL)" and 40 C/5, page 47, under strategic objective 9, vi), UNESCO endeavours to provide "support to Member States (...) to lead the Global Alliance for Partnerships on Media and Information Literacy (GAPMIL)"

MILID are less visible to Member States and reporting on the initiatives taken regarding these networks remains informal.

132. A lack of visibility and knowledge about GAPMIL has also been observed throughout the evaluation process, with a large number of Member States, key MIL representatives, and other key MIL partners, not being aware of the existence of the network. Moreover, those familiar with it show almost no understanding of its objectives, functioning and accessibility. Despite the existence of dedicated GAPMIL and MILID websites indicating the networks' objectives and how to become a member, the organisation of several Regional MIL Forums³⁵ and targeted communication from the UNESCO CI Sector, in particular in the months leading to the Global MIL Week; the evaluation found little awareness among Member States of the network. While the evaluation was not in a position to clearly identify the reasons for this, it may be attributable to the frequency, quality or means of communication deployed by both UNESCO and the networks themselves. For example, the Communication and Information Sector's concept notes inviting Member States to participate in the Global MIL week refer to the GAPMIL and MILID networks as co-organizers and co-sponsors of this major event without however introducing these networks and their work, nor do they orient them towards the websites for further information. Alternatively, the little awareness may reflect a lack of interest of certain countries in these networks. Either way, this represents a challenge that is potentially detrimental to UNESCO's message, considering that the GAPMIL network is one of UNESCO's core strengths and notable achievements, but it also shows an opportunity for the potential of GAPMIL in terms of its visibility and results to still be fully leveraged for the achievement of MIL objectives at both country and global levels.

133. Indeed, among the strengths of the network outlined by GAPMIL members, informants pointed to the pool of MIL stakeholders that makes UNESCO very well positioned to provide experts in different MIL-related fields from all regions. This strength was demonstrated in the ad hoc creation of a 'quick response MIL operative team', i.e. a team of MIL experts from GAPMIL that has attended different UNESCO-supported workshops and conferences, where GAPMIL has been essential in providing a significant and rapid reaction and networking capacity (e.g. a curriculum adaptation workshop held in Serbia in Autumn 2019, MIL Latin American observatory, etc.).

35 The Regional MIL Forums were organized with partner resources in Europe and North America (the 2014 and 2016 European Forum on MIL respectively held in Paris, France and Riga, Latvia), Latin America and the Caribbean (2014 LAC Forum on MIL in Mexico City, Mexico) and in Arab States (the 2015 MENA Forum on MIL in Cairo, Egypt)

One of the most recent examples of this rapid deployment of GAPMIL's capacity has been the demonstration of GAPMIL as a resource centre for responses to COVID-19 initiated by UNESCO. These resources, mobilised by a single email to the GAPMIL network, generated a first response from over 40 sources with over 70 different ideas that have been followed by bi-weekly webinars on the UNESCO MIL Clicks Facebook page and further highly relevant actions, such as the creation of a database of credible and reliable resources on the pandemic and the elaboration of a Covid-19 comprehensive information guide³⁶.

134. In the case of the MILID network, most efforts have been directed towards publishing MILID yearbooks (last edition published in 2016) with the aim of influencing policy, fostering research and raising awareness by promoting localised MIL experiences. These yearbooks summarise the vast amount of work, activities, publications and overall endeavours around MIL, pointing to key current or forthcoming challenges on the global political agendas: the right to privacy, disinformation, hate speech and race and religious diversity. They are viewed as highly successfully and there is much interest in accessing such materials. Initially hindered by insufficient resources, it was decided that the Yearbook would be published every two years rather than on a yearly basis. However, as the 2017-18 edition was delayed, it was decided to do a single publication every two years from 2017 onwards. The 2017-2018 Yearbook was however further delayed because of quality concerns but also computing budget for publishing as UNESCO had undertaken those costs. It has thus not yet been published.

135. Although it was hoped that the MILID members would be integrated into GAPMIL and embody one of its intellectual arms, through the establishment of a research committee, this has never operationalized. GAPMIL-MILID meetings are held as a side-event to the Global MIL Week to discuss priority areas for MIL. Three of the MILID university representatives also sit or have sat in GAPMIL's ISC. Yet, interconnectivity between GAPMIL and MILID remains very limited in practical terms. Despite the existing potential, there has been little communication between the two networks, with several academic GAPMIL members not interacting with MILID.

36 See more information here : <https://en.unesco.org/themes/media-and-information-literacy/gapmil/covid19>

7.2 Operational features: Is the partnership adequately organised according to the nature of the project and the best practices on partnership development?

136. To measure this component, the evaluation used UNESCO's Comprehensive Partnership Strategy as its main guideline, complemented by relevant literature for assessing the operational features of the partnership.³⁷ The assessment of the operational side thus complements Strategic Objective 3 of the Comprehensive Partnership Strategy: 'Apply clear principles for engagement, disengagement and the pro-active management of partnerships' (UNESCO, 2019, p.17). Specifically, it measures the extent to which the partnership established for implementing the project is balanced, well defined, structured, resourced and provides an added value as relates to the goals of the Organization.

Both networks have been built up from scratch based on motivation and UNESCO reputational assets, but they lack a solid base of human, logistic and budget resources. This factor influences a significant set of other challenges and calls for prompt decisions in this regard. In parallel, GAPMIL faces another set of challenges, indirectly related to scarce resources, which touch upon core partnership principles and are *sine qua non* conditions before new steps can be taken. These are related to communication and operationalisation.

137. **Decision-making processes** surrounding the network are essential. In this regard, the following findings have been observed:

- At global level, GAPMIL is coordinated by UNESCO, assisted by an International Steering Committee (ISC). As per the UNESCO Framework and Plan of Action for GAPMIL, the Committee 'is composed of representatives of the core group of partners engaged in the Alliance'. This Committee supports UNESCO, which takes the overall direction on GAPMIL, in managing the network and it embodies a central administrative unit that acts as a kind of executive and monitoring body.

³⁷ The main sources used come from the development cooperation area of the Busan Partnership Agreement to SDG 17 and OECD Triangular co-operation in the era of the 2030 Agenda. It also draws from lessons learned by other multi-country partnership based programmes with multi-cultural and multi-layered stakeholder networks. For a full review of literature on the topic, see: de la Concha, Joaquin (forthcoming). 'The neglected aid effectiveness principles at project and programme levels: A proposal to include them in evaluation practices'. Journal of Multidisciplinary Evaluation.

- During the 2016 Global MIL Week in Sao Paulo, it was decided that the GAPMIL be subdivided into Committees. The Youth Sub-Committee is the only one of five sub-committees that has been operationalized so far. It has 11 members, supported by 13 youth ambassadors across the world, whose work is coordinated by a Youth Representative sitting in the ISC. It is seen to be well-functioning from the governance point of view, with horizontal principles being promoted in order to create a sense of connection, ownership and shared responsibility. 'Everybody has access to everybody', as one representative put it. In this section, they have introduced regional youth MIL Ambassadors that represent and boost action at the regional level (subsidiarity). UNESCO has supported these efforts, in line with its own Operational Strategy for Youth, which encourages UNESCO and its partners to engage meaningfully with youth both as beneficiaries and active partners in programme design and implementation. In the past few years, UNESCO has promoted a greater involvement of youth in GAPMIL decision-making processes and actions. According to youth representatives, these efforts have already borne fruit as regards improving relationships with the ISC, promoting the voice of youth and bringing forward youth perspectives on the overall MIL debate. One of the most significant steps in this regard is the organisation of a Youth Agenda Forum during the past two editions of the Global MIL Week that features as a stand-alone conference distinct from the broader Feature Conference. The 2019 edition closed with the adoption of a Youth Open letter on MIL to International Development organisations and Member States³⁸. No other specific measures in favour of other vulnerable groups were identified in the evaluation process.
- Some members of the partnership raised concerns about UNESCO being perceived as the main decision maker and controlling body, whether *de facto* (e.g. decisions on final topics of the Global MIL Week) or due to little awareness of potential actions that can be taken by members (e.g. several members referred to inaction because of a lack of understanding as to who can do what).
- The Steering Committee has been meeting on a monthly basis since its creation and has strong regional representation. Decisions on moving forward have been jointly made in the ISC, where they have stressed the importance of involving all regional voices. In an effort to further encourage change in GAPMIL

³⁸ The letter is available here: <https://en.unesco.org/news/youth-open-letter-heads-international-development-organisations-and-states-act-media-and>

leadership and to stimulate coordination, UNESCO proposed to organize an election of new members to serve on the ISC. This was the first renewal of the ISC composition since it was established in 2013. The election process was led by an Elections Committee and Nomination Committee made-up of volunteers from GAPMIL, with support from IFLA and UNESCO. Some members pointed to perceived issues in the technical process (i.e. identification of potential candidates, communication around the elections, complex procedures) that should be better clarified in future elections.

138. Governance in MILID works differently. There are no elections as the network is open to all universities and membership is approved by UNESCO's UNITWIN unit. The Chair rotates from one university to another every two years independently of the will and motivation of the incoming chair. Indeed, it was the practice, that the next university to host and co-finance the Global MIL Week would bear the responsibility of chairmanship in the year leading up to the MIL Week³⁹. Whilst this has allowed for many members amongst the network to take up leadership, it has at times slowed down activities and steering. Transitions between Chairs ought to be smoother to allow for longer-term planning and ambitions for the network.

139. Given the context, a key aspect in the assessment of global partnership efforts, successes and challenges, are **resources** available for establishing, developing and maintaining the networks:

- At UNESCO level, minimal resources have been provided to establish, develop or maintain the global partnership network (none for MILID and very little for GAPMIL). This means the partnership strategy was severely under-resourced at the CI sector level, both in terms of human resources (during the period of evaluation, the Section responsible for MIL was resourced with one P3 and one project assistant, neither of whom worked solely on the MIL thematic area that has another seven outcomes apart from GAPMIL) and financial resources (\$748,000⁴⁰ over a period of six years devoted to eight different outcomes

³⁹ The MIL week (initially named MILID week) was first launched in 2012. It has been organized in Barcelona, Spain (2012), Cairo, Egypt (2013), Beijing, China (2014), Philadelphia, USA (2015), Sao Paulo, Brazil (2016), Kingston, Jamaica (2017), Lithuania (2018), Gothenberg, Sweden (2019) and is due to take place in Seoul, Republic of Korea (2020). In the year preceding the event, the MILID network was chaired by the corresponding university member.

⁴⁰ Proxy data extracted from the MIL database developed by the evaluation from available SISTER reports. The proxy refers to budget allocated on interventions by UNESCO HQ Communication and Information Sector.

totalling a proxy of approximately \$15,000 per year to GAPMIL to cover all events, logistics and other expenses from UNESCO).

- Like other UNESCO networks, GAPMIL and MILID are deliberately allowing broad voluntary membership and notable opportunities for networking and cooperation with access to individuals and organisations without a formal application or fee-based membership process.⁴¹ This, however, entails that networks may face more challenges supplying and federating resources for global joint actions. GAPMIL's resources depend on UNESCO's allocation of resources and any additional ad hoc funding that may be provided by interested Member States or external organisations. As such its funding remains highly precarious and irregular. That being said, whilst some stakeholders raised expectations towards further formalizing the GAPMIL network as a way to facilitate resourcing and planning of activities, potential obstacles such as additional management costs and layers of legal and accountability procedures will need to be considered for decisions on how the network shall evolve. Furthermore it is to be noted that such issues are crosscutting and also concern other UNESCO networks of different Programme Sectors. They are thus not unique to MIL related networks only.
- GAPMIL and MILID are volunteer-based. No specific human resource management process (volunteer management systems) was identified in the evaluation process. Motivation and passion for the thematic topic and the relevance and prestige of UNESCO were pinpointed as the main drivers of membership. In this regard, however, some key members interviewed declared some level of fatigue after long years of investment through their membership and suggested a need for strengthened ownership and smoother communication.

140. **Rules and procedures:** as already outlined, partnerships have been created on a volunteer basis and have not yet been formalised as part of the UNESCO family of partners described in the comprehensive partnership strategy. Thus, in the case of GAPMIL, there is a minimum degree of formalisation.

⁴¹ GAPMIL and MILID have no legal entity and do not have a specific bank account, treasurer or petty cash. No membership fee is requested to allow access to all individuals and organisations regardless of their financial capacity.

141. In the case of the MILID University Network, the overall partnership is framed within the UNITWIN/UNESCO Chairs programme and has not developed any specific formal mission, vision, and strategy or action plan. By joining MILID, members agree to a framework defined in the Memorandum of Understanding signed with UNESCO that established the network and they further bear full responsibility for the financing of MILID-related implementation activities⁴². Hence, as mentioned above, host universities of the Global MIL Week have consistently co-financed the initiative and other activities steered by MILID are financed by the respective universities.

142. Insufficient **communication** is in this framework considered one of the biggest challenges of both networks. Interviews have revealed discrepancies in understanding of which entities are responsible for communication surrounding the networks. Whilst the Organization expects the GAPMIL ISC and MILID Chair to manage their own communication tools, several respondents amongst the networks referred to a need to strengthen communication, in both internal and external communication channels, for both partnership networks, but especially GAPMIL. In reality, there are several communication channels whose relationship needs to be clarified: communication between the MIL Section at UNESCO and network leaders on the one hand and between the network leaders and other members of the networks on the other hand. While UNESCO communicates information with the leaders, it appears somewhat unclear whether and to what extent UNESCO itself or the leaders should transfer information to other relevant stakeholders. Recently UNESCO developed guidelines for this purpose. They are yet to be published on the website, but should help clarify this situation for all involved stakeholders. Indeed, these guidelines clearly call on the different entities of GAPMIL (the ISC, the Executive Committee, the Sub-Committees and the Regional Chapters) to communicate with one another regularly and frequently, at least once per quarter to discuss arising issues, topics of relevance to MIL and coordinate actions so as to avoid overlap.⁴³

- ➔ GAPMIL network internal communication area. Several respondents referred to the non-availability of the contact details of individual GAPMIL members. However, UNESCO has to respect privacy requirements and cannot share these. To allow for communication within the network, UNESCO provided a group

42 UNESCO, The UNITWIN/UNESCO Chairs programmes: guidelines and procedure, 2017, p.6: 'Networks assume all expenses linked to the implementation of the UNITWIN Cooperation programme'.

43 General Guidelines to the Operationalization of the Thematic Sub-Committees of the UNESCO-led GAPMIL and the General Guidelines to the Operationalization of the Regional Chapters of the UNESCO-led GAPMIL, as provided by the UNESCO Communication and Information Sector in June 2020.

email list that can be used by all members for communication with all other subscribers. The only requirement is for prior moderation by UNESCO staff or ISC members before the message can be disseminated to the network. Regarding more informal communication means, respondents referred to a discussion forum (online) that was very successful. This forum was discontinued as it was deemed inefficient, and required much management in terms of maintenance and animation from UNESCO Headquarters staff, as the owners of the GAPMIL website. However, UNESCO neither had the human capacity to sustain the online forum, nor did it have the resources to replace it with a more dynamic platform. This, as well as a dynamic and searchable database, are included in the new action plan for repositioning of GAPMIL prepared by UNESCO in cooperation with the new ISC. The newly elected ISC has also started plans for a quarterly email newsletter to be disseminated to GAPMIL members until funds can be identified for a more professional newsletter. Despite some hurdles in the overall communication of the network, the Youth Sub-Committee of GAPMIL is, performing well in this regard and has opened informal communication channels (WhatsApp group) and a more formal Skype-based meeting twice a month with Youth Ambassadors. These are ensuring good communication, transparency and ownership. The Youth Sub-Committee has been more active, because they are motivated, have developed action plans, and received some financial support and technical guidance from UNESCO

- ➔ Given its smaller size, the MILID network's internal communication appears to have been more effective. The 26 partner organisations have access to other members' contact details and the network decides on communication among themselves. The MILID coordinator offers updates and information to potential new members every year at the Global MIL Feature Events. Challenges are linked to the non-formal set up of procedures.
- ➔ External communication of both networks reveals significant challenges which are apparent from the assessment of both websites and other communication materials. Mostly as a result of the limited resources available, information is not regularly updated or targeted and this undermines the many efforts, achievements and potentials in the MIL area while also bearing a risk of diminishing the perception of UNESCO's intellectual leadership in this field.

If UNESCO activities in MIL, including those of its networks, are less visible and not regularly updated, they are less accessible to the public and the Organization may no longer be seen and referred to as a leader.

143. **Sound planning, monitoring and assessment** of partnerships deserves to be a stand-alone indicator thereof as it is a prerequisite for good adaptive and evidence-based decision making. Inadequate resources have hindered the development of a tailored participatory follow-up system that can provide the evidence for further decision making. Geographical representation, formal meetings and annual conferences are the only mechanisms established for planning, monitoring and assessing the functioning and performance of the network. It is, however, important to note that members interviewed were not fully acquainted with the set of goals and principles established in the GAPMIL Framework and Action Plan, for example. Furthermore, the evaluation did not identify any systematic approach for monitoring engagement of its members, which requires careful planning and budget allocation.

144. With the current resource framework, it is not likely that MIL partnerships can develop anything close to the CRM monitoring system envisaged by the Comprehensive Partnership Strategy.

145. Finally, and related to this area, partnerships currently have no formal resources, tools and/or means for providing specific support services to partners, such as for boosting knowledge sharing and knowledge management and for enhancing skills and capacity building. There are, however, some avenues where exchange is fostered and possible, as demonstrated by the GAPMIL Youth Sub-Committee, for example. The Global MIL Week annual conferences in particular offer a valid platform to share good practices. On an ad hoc basis, feedback provided on a case by case basis, such as that provided UNESCO regarding the work done by the newly appointed Youth Ambassadors, is similarly helpful.

8. KEY DIMENSION: KNOWLEDGE MANAGEMENT AND LESSONS LEARNED

146. Considering that UNESCO has deployed interventions in the MIL area since the 1990s (labelled initially as media education) and its current gradual increase of operations, the evaluation (throughout the inception phase and the interviews with key staff and in consultation with the ERG members) identified the need to upscale lessons learned as a dimension in itself which converted during fieldwork and the drafting phase into a broader assessment of knowledge management.

147. In this regard, lessons aim to explain how or why something did or did not work by establishing clear causal factors and effects. Whether the lesson signals a decision or process to be repeated or avoided, the overall aim is to capture lessons that management can use in future contexts to improve projects and programmes, and, with this in mind, the dimension aims to set up the foundations of an information management system and a future knowledge management system.

148. Methodologically, the evaluation followed a flexible approach including specific instructions and questions to identify lessons learned throughout the evaluation (including through desk review, online surveys, semi-structured interviews, coffee talks and contrast panels). These instructions and questions were based on an established standard definition of lessons learned and good practice that has been used as a basis for deepening collected knowledge through a selection process panel.

149. To measure this component, at the inception phase the evaluation included four different topic areas targeted for discerning lessons and increase knowledge management: (1) drivers and hindrances of main achievements and challenges; (2) enablers and bottlenecks of communication and synergies; (3) mobilisation of external partnerships through advocacy and policy mainstreaming; and (4) challenges and bottlenecks for longer term results. During the fieldwork phase these units of analysis have been complemented by i) a previous rapid knowledge audit process assessing the status of knowledge management and ii) an assessment of the pre-conditions included in the intervention logic that make up a core part of what shall be the knowledge management of the area.

Synthesis table 5: Knowledge management proxies

	VL	L	M	H	VH		Outstanding topics raised
Knowledge management						LOW	Formally in resources but not fully developed at Field Office level - lack of resources and insufficient UNESCO Systems
Assumptions						MEDIUM	Existence of a set of key assumptions with risks and measures identified not yet visible
Lessons learned						MEDIUM	Spotted knowledge generated around several key assumptions

Source: evaluation qualitative grid

8.1 Knowledge management system: What is the current status of the knowledge management system applied in the thematic area?

150. Knowledge involves the mental processes of comprehension, understanding and learning that go on in the mind. Components of sound knowledge management systems thus require both i) Information management systems (i.e. systems that capture, store, categorise and transmit information) and ii) knowledge management (i.e. activities that support better decision-making and innovation) and can be graded in four levels: information management, knowledge management, sense-making and decision-making; agency and collaboration (i.e. ability to act on knowledge and to influence other people).⁴⁴

MIL knowledge relies on sound know-how developed over decades of work, maintained and passed on thanks to the existence of partners and experts in the area with a historical overview of the evolution of MIL. This knowledge is reflected in several MIL resources (information management level) that are, however, not yet feeding into the necessary knowledge management for better sense and decision-making.

151. The evaluation carried out a rapid knowledge audit to understand the current knowledge generation, identification, sharing, storage and application in core interventions. The assessment of a sample of interventions, monitoring reports and evaluations shows a very embryonic stage of knowledge management in the Organization. This is, no less, the result of the current lack of a common definition and understanding across the Organization on what can be considered as a solid and useful knowledge base

⁴⁴ Knowledge only exists in the human mind. (2015, 3 July). Conversational Leadership. <https://conversational-leadership.net/knowledge-human-mind/>

in the area of MIL⁴⁵ and the lack of a common definition and understanding of what can be considered a lesson learned.

152. From an operational and information management angle, the Organization (and MIL area in particular) rely on external evaluations, and the systemic collection of lessons learned in SISTER reports. Lessons gathered from these tools are, however, diverse in terms of quality and depth and overall are not integrated and/or shared through an established formal or informal mechanism. In parallel, the MIL area relies on a wealth of resources that have been developed through the net of external and internal MIL experts, resources which are, as outlined in several sections of this report, influencing MIL worldwide, generating knowledge and improving decision-making. Nevertheless, these resources are targeted at experts and referred to by several informants as too academic, with their content not reaching Field Office staff to generate the necessary internal knowledge to improve decision-making processes.

153. Additionally, the evaluation noted that other traditional knowledge tools such as After Action Reviews, Pause & Reflect exercises, Most Significant Change or Social Network Analysis are generally not used. It is only in the framework of evaluations that knowledge management has been proposed. One specific example in this regard includes the Monitoring, Learning and Evaluation tool proposed in the framework of an ex ante evaluation on the main MIL programme currently under implementation. The proposed tool contained a basic knowledge management tool shared and made available to all Field Offices, providing information on activity-based lessons learned, potential good practices and most significant change stories. However, this tool is not currently in use due to the lack of the resources needed to fully implement it.

154. Apart from HQ guidance⁴⁶, staff across Field Offices are confronted with a thematic area in which they are not specialised and which is in many cases, little known to them as well as to their partners. Furthermore, there is no systematic information or fluid communication channel with other Field Offices to exchange on what has worked and what has not in other settings nor the capacity to draw the main lessons learned to be applied or avoided.

45 Following Knowledge audit questions (What constitutes useful, applicable knowledge for the execution of MIL tasks and processes?), see. Ramalingam, B. (2005) Implementing Knowledge Strategies: From Policy to Practice in Development Agencies, ODI Working Paper 244, London: ODI.

46 Thus, it should be noted that the Section responsible for MIL is normally surpassed by heavy workloads and this guidance cannot be as thorough as it should be considering the high specialisation in the thematic area.

155. The expertise and know-how from HQ was found as the most valuable mechanism for collecting, unifying and transmitting, on an opportunity-based approach, knowledge generated in the area. As a result, the area also has several long-term key MIL expert partners knowledgeable about the historical background of the evolution of MIL in the Organization and able to transmitting it to staff.

8.2 Theory of change: soundness and visibility of assumptions

156. In line with this definition and the theory of change methodology, the evaluation included an assessment of the assumptions underlying the intervention logic of MIL. Assumptions are a key element of theories of change and will be at the core of knowledge management systems, comprising the nucleus of the useful knowledge to be identified, collected, shared and adapted. The whole ToC approach is not valid without a correct follow-up of knowledge management mechanisms linking assumptions with risks and providing adaptive features for the cases where this does not work. Specifically, 'the assumptions identified in all steps of the process offer entry points for questioning, documenting and monitoring what we think will happen and what really happens, identifying knowledge gaps, and learning or research questions'.⁴⁷

The background work on MIL started in the 1990s and is built on a series of assumptions that have been partially formalised in the resources produced by the CI Sector but not yet made comprehensively explicit in visual form, and, therefore, without being followed up, tested and included as the core of knowledge management.

157. The assessment of the mock ToC developed as the base of this evaluation identified a number of assumptions related to the pathways of change that are presented in the figure below. These assumptions are embedded in the complex intervention logic informally followed but not formally visualised, communicated and/or followed up on.

158. Assumptions ascertained are non-exhaustive but have been identified through a triangulation process starting from a thorough desk review and individual interviews with different layers of informants.

47 Ramalingam, B, op. cit, p. 19

Table 5: TOC assumptions of the MIL area

Assumption: multi-stakeholder approach through consultation and informal networking will lead to working groups for policy advancement (unlikely working groups through Facebook, WhatsApp, MIL Week, WRD, etc.).

Risks: duty bearers are not comfortable being forced to sit at the same level at this stage with other levels of stakeholders (CSO, networks, other Ministries).

Potential measures: ad-hoc adaptation of the strategy depending on country interests.

Assumption: MIL approach through education (formal and informal) as the base of new required literacies is understood and bought in by member states as the base of new Knowledge based societies.

Risks: political approaches identify MIL as a threat and or do not see the political gain in it.

Potential measures: provided differentiated operational approaches and concepts of MIL depending on the political approach of the Member State (PVE, ICT jobs, disinformation, etc.).

Assumption: National public bodies based approach (inter-ministerial cooperation) as the main stakeholder together with other partners

Risks: National level might not be the most efficient entry point in decentralized states and legislative power is neglected

Potential measures: decentralised approach

Assumption: Youth as a strong driver of change is spreading out the message through the whole population.

Risks: Youth is globally marginalized and MIL messages will remain in the alternative channels.

Potential measures: complementary work with traditional leaders, community mechanisms and media addressed to other target groups.

159. All identified risks and potential measures associated to the assumptions represent core features of the intervention logic that have been repeatedly noted and/or mentioned by different levels of stakeholders, as either posing a risk or as an expected (or demanded) action from UNESCO MIL approaches (e.g. targeting the adult population

is a specific example which is widely triangulated and associated to the last assumption). Also, it is relevant to note that although the system has not formally followed up on these assumptions, several mitigating measures are already in place (e.g. the conceptualisation of MIL through approaches other than education).

8.3 Lessons learned: Which are the main drivers and hindrances of the MIL thematic area in the key intervention areas and approaches?

160. The evaluation also included a collection of lessons learned complemented by a collaborative selection process between IOS, the MIL Section and the lead evaluator. The collected information has been tagged and organised to feed into the future information and knowledge management system of the thematic area, and is also presented as a separate output of the evaluation. A sample of most valued lessons learned is presented below.

161. A lesson learned is considered an observation from a project or programme experience which can be translated into relevant, beneficial knowledge by establishing clear causal factors and effects. It focuses on a specific design, activity, process or decision and may provide either positive or negative insights on operational effectiveness and efficiency, impact on the achievement of outcomes, or influence on sustainability. The lesson should indicate, where possible, how it contributes to i) reducing or eliminating deficiencies; or ii) building successful and sustainable practice and performance.⁴⁸ Requirements are the following: ownership (owned by those who are ready to talk about them); based on experience (which may be positive or negative); verifiable (because the events involved are documented, useful to others (who read or hear about them); make a difference (when acted upon); and, finally, they can be used in the context of the intervention.⁴⁹

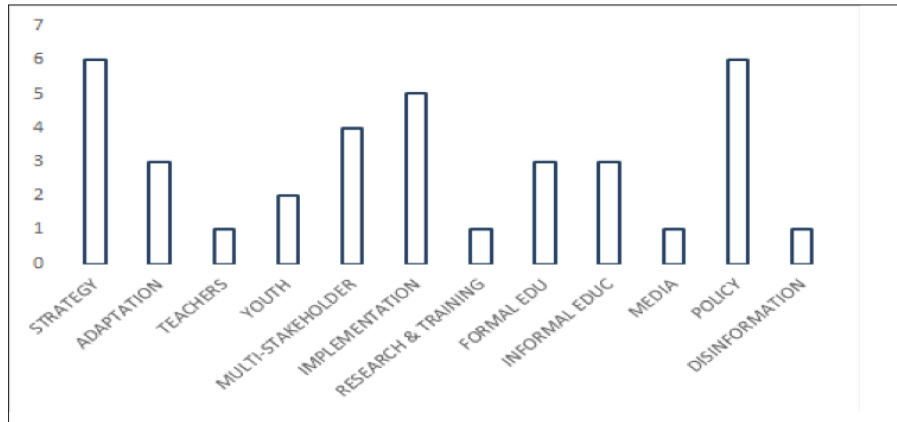
162. The collection of lessons learned gives rise to a total number of 32 lessons learned, some of which are assumptions and ideas that have not yet been tested and implemented to ensure their validity, but which stakeholders view as offering great potential for increased performance in MIL implementation strategies. They are organised around 12 main topics and over 88 tags. Areas with more assumptions, lessons learned,

⁴⁸ International Labour Organization (2014). Evaluation Lessons Learned And Emerging Good Practices. ILO Guidance Note No. 3, April 2014. Retrieved from: http://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_165981.pdf

⁴⁹ Davies, R. (2009). Expectations about identifying and documenting 'Lessons Learned'. Retrieved from: <http://mande.co.uk/blog/wp-content/uploads/2009/08/Guidance-on-identifying-and-documenting-LL-vs21.pdf>

and good practices are related to strategy, operational implementation of interventions, policy mainstreaming and multi-stakeholder approaches (see Graph 11).

Graph 11: Areas of knowledge generation



Source: interviews, online surveys and desktop review

163. Overall, the rapid knowledge collection exercise showed a good wealth of accumulated knowledge. Yet, this just reflects the most straightforward thoughts, ideas, assumptions and lessons available as in-house know-how (it is simply the tip of the iceberg).

At a strategic level there is a wealth of knowledge accumulated in-house on drivers and hindrances on inter- and intra-sectorial cooperation but this knowledge has not yet been formalised (collected, shared and applied).

164. In the strategic area, one of the most interesting knowledge areas collected refers to enablers and bottlenecks affecting inter- and intra-sectorial cooperation. On the one hand, the evaluation observed, as outlined in the dimension on internal coherence, several joint actions where drivers have been identified as **enablers**:

- ➔ The increasing number of extra-budgetary projects throughout the Organization has strengthened ad hoc pragmatic cooperation between Sectors on areas traditionally blind to one another.

- ➔ An in-house formal boost at senior management level is strongly paving the way for intra- and inter-sectorial cooperation with all informants fully aware of and acquainted with the new strategic direction across the Organization.
- ➔ Field Offices' strong intra-sectorial cooperation paves the way and creates bridges to potential collaborations between Sectors at the HQ level.

In this respect, the direct relation of Field Offices to end users of the products (teachers, CSOs, Ministries) is deemed as the key for boosting collaboration. It is, therefore, a demand-driven approach by which the interaction with 'clients' reinforces the need to present more holistic, comprehensive products and approaches integrating all angles and specificities applied from different programme sectors' perspectives. One specific example is the MIL Curriculum for teachers where several sectors have a key role to play and users are demanding integrated and comprehensive approaches and final products.

- ➔ The key to the success of intersectoral working groups is to focus on topics relevant to the agendas of the sections and sectors involved given that the work they require is already forecasted and efforts are contributing to their sector specific targets.
- ➔ Visibility to potential clients. Joint actions are deemed to boost visibility and reputation with some traditional donors and/or potential fundraisers and has been mentioned as a driver for collaboration.

165. On the other hand, there are some factors that have emerged and been referred to by several informants as bottlenecks or at least hindrances to further intersectorial cooperation:

- ➔ HQ silo structure: UNESCO programme sectors been traditionally based on the specialisation approach. This approach, although providing an outstanding value to the work of the Organization, impedes a rapid move towards more fluid working approaches across sectors, in particular at HQ. More interdisciplinary cooperation will only be fully possible when the organisational and budgetary structures reflect it formally.
- ➔ Sector based human resource monitoring and vertical performance assessment and rewarding schemes within sectors do not facilitate cooperation and joint actions across sectors. Currently, intersectorial cooperation requires extra

efforts which are not particularly recognised and/or visible in performance assessments.

- Lack of identification of common themes: There is a general lack of understanding of and insights into the work of other sectors or even other sections within own sectors. Several informants have referred to recently developed and/or current efforts to develop theories of change to visualise and monitor strategies that might ease the identification of common areas of interest and help reflect them in UNESCO's strategic and planning documents.

At an implementation level, knowledge revolves around the need for more pragmatic guidance, adapting the pace and intensity of interventions together with administrative bottlenecks that are hindering more effective interventions.

166. The knowledge area, where more ideas of force and lessons have been collected, refers to the practical implementation concerns, enablers and bottlenecks identified by Field Offices. These include the following:

- MIL area intervention drivers are: partnerships (multi-partner interventions), tailored interventions (adapting resources and filtering according to partners' interests and momentum); blended actions (combining approaches for achieving targets); and networking approaches (with consultations and networks at country and international level).
- There is a strong need for practical solutions as many stakeholders perceive a disconnect between the concept of MIL and how it can be translated at a country/local level to address the challenges (this specific lesson applied especially in MIL interventions tackling racial and religious discrimination and hate speech).
- Teacher training institutions are key and MIL interventions should make an effort to 'speak their language', while also understand and adapt to their rhythm when working with them.
- Training sessions require more time to go into depth, not least as the starting level and understanding of MIL in many countries is brand new.
- The contracting processes for engaging with partners has in many cases been administratively burdensome and complex: the contracting has to comply

with lengthy procurement processes with the risk to slow down the partnering process.

There is a consensus that policy mainstreaming is the right approach for UNESCO in the MIL policy area, in particular when complemented through a multi-stakeholder approach, whereby government and other actors are brought in at early stages and where UNESCO brings global know-how and vision as the key added value for valuable national policies to fit into a global context.

167. The vast majority of Field Offices interviewed acknowledged policy mainstreaming processes as a good approach to boost and multiply effects of limited MIL interventions in their countries. Nuances to this general lesson varied from office to office, depending on the MIL base available in the country that can be measured through basic MIL assessment indicators. The main ideas and lessons collected are the following:

- Coordination is a precondition for MIL work and advocacy in a country. The MIL coalition, in its physical and digital forms, has been a major tool in the success of projects and has created crucial opportunities for dialogue between various participants. It has proven as crucially important to include governments in these conversations as early as possible so as to ensure their buy-in and commitment to achieving the project's goals.
- Working on a policy level will assure better access to budgets and working at different levels (universities, schools), and will less depend on independent or sporadic projects.
- MIL related work requires patience and takes time, as well as being aware of sensitivities. UNESCO is considered a neutral broker which is seen as an advantage as Member States don't consider working with UNESCO as a foreign-led intervention and take ownership.
- Training for government officials from the Ministry of Education and Media as trainers on MIL is key. Acquiring support and patronage from senior policy makers for MIL makes the difference in MIL gaining attention and being included in projects all across a country.
- MIL is a transboundary topic that shall be addressed with awareness of global trends, strategies and interests. Exclusive national policies and focuses may lack this global reach and UNESCO is the Organization in the best position to provide this global understanding.

Example of an outstanding process: Multi-phase consultations including preparatory online fieldwork for producing first drafts, the use of online discussion platforms together with online surveys and coupled with face-to-face follow up have demonstrated to be a good practice. The overall approach entails a strong ownership and increased engagement as well as tailored interventions that enhance the potential for impact

The multi-stakeholder approach is also aligned as a 'rule of thumb' approach that normally adapts and fosters good cooperation and unexpected outcomes in the thematic area.

168. Another knowledge area where strong ideas and lessons were collected related to the multi-stakeholder approach identified as one of the key assumptions of the MIL intervention logic. Lessons and ideas between offices are highly complementary and the main ideas collected are summarised in the following:

- Strategic multi-stakeholder engagement during implementation of MIL interventions is critical for success and UNESCO should be prepared to fully incorporate the views of all of its partners.
- Cooperation with the relevant partners can initiate a number of successful events and cascade effects at low cost (relevant partners can include Ministry of Information, Journalist Departments in universities, local NGOs organising activities with other NGOs, as well as inviting umbrella CSOs)

9 CONCLUSIONS

169. Overall, this evaluation has shown that UNESCO is recognised as the global leader and that over the last biennia, it has made significant achievements through its work in MIL, a constantly evolving field that has gained increasing importance at the forefront of global and national agendas with Member States' awareness rising as regards vulnerabilities around the spread of and access to accurate and timely information. It also revealed that MIL offers increasingly interdisciplinary opportunities for the Organization and strategic decisions are required as to the level of priority and adequacy of resources required to optimally position this strand of work, in view of its potential to contribute to the achievement of Agenda 2030 through a wide range of topics. These include data privacy and big data, media and freedom of expression areas; as well as through greater promotion and focus on MIL as a tool for the prevention of violent extremism. A boost for MIL towards tackling disinformation, and enabling life-long learning and artificial intelligence approaches would further provide an opportunity for UNESCO to remain at the forefront and to keep and expand the intellectual and foresight role it is playing in the area, in particular with a greater focus on gender equality and inclusion.

170. **The external coherence** of UNESCO's work on the MIL thematic area is high, with general outstanding features in almost all assessed parameters, and demonstrating several comparative strengths. The Organization is holding the intellectual lead in the area and providing both the pool of resources and experts and the global perspective required for its development. The overall conceptual approach taken has influenced policy development and approaches across the world, and the institution has boosted MIL internationally through a wide variety of interventions, including the establishment of international partnerships and global MIL awareness-raising conferences. This is, however, not coupled with a strong in-depth implementation of interventions where other multilateral organisations and corporations are prominent and poses a risk that Member States' focus may deviate from the composite articulation of MIL promoted by UNESCO to other conceptual meanings of MIL.

171. In terms of approaches, UNESCO's work has been – to some extent unintentionally – correlated to the main MIL international approaches with a diverse prism of entry points ranging from education to media through ICTs, Youth and disinformation. Intensity-wise, there are, nonetheless, a wide variety of niches of action where Member States welcome and also expect and demand action from UNESCO. Therefore, the MIL thematic area has

strong potential to contribute to a wide set of specific SDG indicators (including SDG 4 on quality education, SDG 5 on gender equality, SDG 8 on decent jobs and economic growth or SDG 16 on peace, justice and strong institutions). Nonetheless, the current status, strategies and priorities within the Organization do not place MIL explicitly as a core area of UNESCO's contribution to the SDGs.

172. **Internally**, strategies and actions mix strong features and drivers together with a set of hindrances and bottlenecks. The first are reflected in a complex and sound intervention logic not yet reflected in the C/5 nor formally visualised. The second (hindrances and bottlenecks) nevertheless remain, and affect i) the breadth of MIL interventions (its wide interdisciplinary nature poses a risk to be narrowed down and not be fully implemented); ii) their depth (due to the lack of a solid financial base to adequately respond to the current momentum, expectations and demands from Member States); and iii) its prioritisation (not being formalised in the C/5 and not benefitting from a clear strategic action plan and monitoring and evaluation plan in the Sector where it stands). The evaluation identified a significant mismatch between the informal expectations generated in the MIL thematic area (UNESCO having gained the intellectual lead) with the strategic prioritisation of MIL within the CI Sector and within UNESCO as a whole.

173. The thematic area has an extensive interdisciplinary nature that has been captured and confirmed in the ToC developed for this evaluation. MIL can be and is in fact approached from many different angles that touch upon media, education, social and human sciences, culture, youth, gender and a wide range of Sustainable Development Goals. Several examples of both inter-sectoral and intra-sectoral interventions are backed up by a UNESCO interdisciplinary cooperation strategy. Synergies, coordination and common strategies are fully achieved in some cases, like the youth thematic area. However, collaboration is still incipient at both cognitive levels and at the implementation level – there is still a need for organisational reforms and strategic clarity about methodologies and operationalisation, considering that these issues are crosscutting and not specific to MIL. Collaboration with UNESCO family partners has already been developed in some areas but shows significant potential that is still untapped.

174. Global Priority Africa is fully integrated throughout the MIL strategy with several sound efforts, actions and results specifically addressing the region considering the resource context (with over 20 small-scale interventions fostering consultation, as in the case of Kenya, a MIL coalition in Nigeria or the adapted MIL curriculum in Gabon). The MIL thematic area has inherently a high potential with regard to gender equality aspects and considerations and a strong link to intercultural and interreligious dialogue. In all cases,

these components are approached and very much acknowledged as core pillars of MIL, yet the implementation level of interventions related to these topics is still developing and representativeness and voices of gender-based and minority groups are not prominent in current interventions and partnerships.

175. All **outcomes** as defined in the C/5 have been reached, and at times exceeded. UNESCO's support to Member States and advocacy work over the past three biennia have allowed for a strong increase in MIL awareness among young people. Through a blended and tailored approach of mechanisms and strategies to incorporate the MIL Curriculum for Teachers, a growing number of States are adopting measures in line with UNESCO's advice. Member States embraced the multi-stakeholder approach essential to MIL to implement awareness-raising and capacity building activities for their citizens from a wide range of angles. Further efforts to engage with traditionally marginalised groups would enhance the effectiveness of the initiatives.

176. **Multi-stakeholder partnership networks** established both at national and international level are one of the most outstanding added values and are perceived among the most significant achievements of UNESCO's MIL work. UNESCO has developed a strong network of multiple partners at the national, regional and global levels. In this setting, youth has become a true partner in MIL strategies sitting alongside decision making bodies in the global networks and acting as counterparts in national interventions. Nevertheless, all networking efforts can be strengthened. At the national level especially, whilst the interactions with local networks and partners are incipient, cooperation and interaction with sister UN agencies is limited. The current level and type of engagement show UNESCO is not at the heart of UNSDCF processes in the MIL area. Field office networks correlate in terms of types of partners and functions with those established by Member States at national level in all UNESCO regions, with the exception of Europe and North America. In all cases UNESCO is connected with key players and relevant stakeholders at national level.

177. The GAPMIL and the MILID networks are perceived by informants as some of the most notable achievements developed by UNESCO throughout the evaluation period. GAPMIL has a wide network of partners that positions this alliance as the top current expert network in the field of MIL. It is bringing together the biggest current global network of MIL related stakeholders, while MILID unites top academic players and references. On the other hand, there are some challenges for the networks that require to be addressed. These are linked to operational issues and membership management, scarce correlation with national level networks established by Field Offices; as well as reduced visibility of

the networks in UNESCO's C4 strategic and C/5 programme and budget documents and the lack of specific formal indicators for measuring performance. Ultimately, both networks lack a solid base of human, logistic and budget resources. This factor influences other challenges and calls for prompt decisions regarding the medium- to longer-term sustainability and growth of the two networks.

178. **Knowledge** relies on expertise and know-how developed over decades of work, maintained and transferred to partners and experts in the area with a historical overview of the evolution of MIL. While this knowledge is reflected in several MIL resources (on an information management level), it still lacks a structured knowledge management system to better support decision-making. Moreover, staff across Field Offices are confronted with a thematic area, that is, in many cases, either unfamiliar or blurred for partners. Communication channels across the Organization and among Field Offices remain largely ad hoc and informal and the Organization does not possess a widely accessible knowledge base (systematically collected information on what has worked or not in other settings and what are the main lessons learned to be applied or avoided).

10 RECOMMENDATIONS

179. This section provides a set of strategic recommendations drawn from the findings and conclusions reached through the evaluation process. The recommendations have been developed by the evaluation team and have been discussed, streamlined and validated through several review iterations and during the validation workshop with the evaluation reference group members. It must be noted that these recommendations are largely subject to the constantly evolving maturity level of UNESCO's MIL work and building on the implementation of recommendation one, the strategic prioritisation and resourcing of MIL. Some of these recommendations build on processes that have already been initiated by UNESCO or were suggested by stakeholders. Therefore, the evaluation also contributed to building consensus on the future around areas where maturity is reached to advance to the next quality step.

180. Recommendations are to be understood in the framework of the current strategies of UNESCO, including the Partnership Strategy and associated tools (structured financing dialogue), the Strategic Transformation Process and the global positioning of the Organization as a key player in the 2030 Agenda.

Table 6: Classification of strategic recommendations

Pre-conditions for a scale-up	Strategic decision-making on MIL
Sensitive intervention points	Communication GAPMIL and MILID upgrade M&E and knowledge management boost
Fore-sighting	MILID laboratory of ideas
Operational	Thematic working group Re-positioning within the UN family Leave no one behind

RECOMMENDATION 1: MAKE A STRATEGIC DECISION ON THE DEGREE OF PRIORITY OF MIL WITHIN THE ORGANIZATION

181. **Rationale:** the evaluation identified significant expectations and demands for UNESCO to take further action in the MIL area in a varied set of context and specific topics. In this regard, the main bottleneck is the lack of a solid resource base resulting from the

absence of a solid prioritisation of the area within the Organization and the consequent low visibility in UNESCO's strategies and strategic reporting.

182. **Addressed to:** UNESCO Senior Management, in particular ADG/CI in close cooperation with Senior Management of other Programme Sectors and BSP.

183. **Potential actions:** should Senior Management decide to take over the demands and expectations, it may come in the form of a statement of vision and mission for MIL led by the CI sector but in collaboration with all relevant sectors and divisions, and in particular the Education sector. This statement shall form the basis for better positioning MIL in the next C/5, providing it with the necessary visibility to ensure it is adequately resourced and boosting its lobbying potential. Events around the Structured Financing Dialogue coordinated by the Organization at all levels shall align the interest of UNESCO in leading the implementation of MIL in its different thematic and conceptual approaches.

RECOMMENDATION 2: STRENGTHEN AND BETTER UTILISE UNESCO'S GLOBAL PARTNERSHIP NETWORKS: GAPMIL AND MILID UNITWIN

184. **Rationale:** GAPMIL and MILID have been valuable resources. However, there are several indicators that partnerships still have an unused potential in terms of objectives and commitment and need the basic conditions to further evolve. Both MILID and GAPMIL are currently well positioned to take a step forward and in both cases some stakeholders among well-renowned experts in the field and members from networks recommend to consider a set of different potential actions to consolidate their successes and further strengthen them. A feasibility study conducted by UNESCO can provide valuable inputs for the next steps considering that even minor investments in these networks might have significant potential in yielding strong beneficial effects.

185. **Addressed to:** CI Sector Senior Management in cooperation with Senior Management of other Sectors, in particular ADG/ED.

186. **Potential actions:** there is a wide number of potential actions that can be grouped from urgent to long-term and divided up in terms of significance and deviation from the current structure of the partnerships.

Urgent actions (if a budget or resources are made available): to update and upgrade external (website) and internal (email management, internal channels) communication means and tools of alliances.

Short/Mid-term steps:

- To expand and streamline management of the network of partners balancing the typology and thematic expertise. To this end, the partnership shall deeply assess and manage the current list and prepare a plan of action to include key representative members from under-represented areas, including broadcasting unions, editorial associations, governmental authorities, information-related private corporations and the most active Freedom of Speech and digital rights INGOs and CSOs.
- Project-based fundraising is strongly encouraged, as well as boosting both networks.
- Develop a strong management plan to allow both high level room of debate and decision-making between network representatives, together with the current grass root activism and the pool of resources currently present in the youth working group.

Potential more strategic steps (that might be short-, mid- or long-term)

- Engage in a consultative process with members and stakeholders to address the potential options of scaling up the Alliance.
- Consider among other, the proposal made by UNESCO and NORDICOM of creating an international MIL institute in the context of the MILID network as a result of a recently conducted feasibility study which received much interest by members of the network. This is a commendable initiative that might be warranted in due time. Nonetheless, the evaluation shows that to ensure the success of such an initiative, the network needs to implement short and medium term recommendations before this option can be considered and be based on the level of priority given to MIL within UNESCO.

RECOMMENDATION 3: DEVELOP A COMMUNICATION STRATEGY AROUND UNESCO'S WORK ON MIL

187. Rationale: communication has been identified as an area that can be improved in a good number of areas, including internal and external coherence and within partnerships. Investing a limited amount of resources on communication is expected to unleash a great wealth of positive effects, with some of these effects being straightforward (e.g. drawing more significant attention of potential donors to UNESCO's work), and others more subtle. It would result in a better partnership base within the existing networks.

188. Addressed to: CI Sector Senior Management and UNESCO Media and Information Literacy and Media Development (MID) Section in cooperation with Senior Management of other Sectors in particular ADG/ED, as well as with the Department of Public Information (DPI).

189. Potential actions: diverse, depending on the area and objectives sought by communication.

Communication for increased internal coherence: develop, formalise and communicate on the ToC of the theme and, where possible, align it with that of other relevant sectors within UNESCO, to identify areas of common interest and to foster synergies.

Communication for further outreach:

- Replicate the Twitter campaign with other private sector corporations.
- Strengthen collaboration with traditional media, including TV channels (along the lines of the Philippines TV MIL campaigns) and radio broadcasting (similar to the ones identified in the case study of Kyrgyzstan).

Communication for strengthening partnerships:

- Create internal communication channels by i) providing access to contact details upon consent and at least to long established members, ii) by providing resources to set up a platform for communication between members to continue online momentum between conferences. This might take the form of a message board, a blog or a WhatsApp group; and iii) by injecting resources to operationalize the development of a dynamic searchable database of members as envisaged in the GAPMIL Repositioning Strategy the CI Sector had prepared before this evaluation began.
- As UNESCO formalises GAPMIL, clearly communicate on decision-making processes and rights and obligations to all members of the networks to ensure they are aware of what they can and cannot do and who is taking decisions on what areas.

Communication for increased evidence-based decision-making: invest resources – if available – for a better information and knowledge management system, which, coupled with a strong communication effort, would result in stronger informed management and decision-making.

RECOMMENDATION 4: LAUNCH AND LEAD SPECIFICALLY MIL-RELATED INTERDISCIPLINARY WORKING GROUPS

190. Rationale: thematic working groups around topics of common interest for different Sectors and sections have been repeatedly mentioned as the most successful examples of interdisciplinary approaches. Interdisciplinary topics boost collaboration as the best strategy to target individual Sector targets.

191. Addressed to: UNESCO Senior Management, especially ADG/CI and ADGS in other Sectors in cooperation with BSP.

192. Potential actions: there are currently two very good examples of cross-sectoral topics referred to by a number of informants as key for their Sectors' and donors' agendas: an infodemics thematic working group (COVID-19 provides the adequate momentum for setting up a working group targeting Worldwide infodemics, as referred to by the World Health Organization – this shall include all the relevant UNESCO family entities – the Institute for Lifelong Learning (UIL), the Sao Paulo category 2 Centre, the Mahatma Gandhi Institute (MGIEP)); and an artificial intelligence working group (artificial intelligence in its dimension of privacy of data, information ethics and citizens' understanding of the way algorithms work is being referred to by several Sectors as a key topic in their agenda that can be led by the new MID section, including with the recently incorporated expertise from the former CI/Knowledge society division, in charge of digital and information literacy.

RECOMMENDATION 5: STRENGTHEN UNESCO'S FORESIGHT FUNCTION AND ITS ROLE AS A LABORATORY OF IDEAS IN THE FIELD OF MIL

193. Rationale: with regards to potential niches of action, there is significant expectation and demand for UNESCO to get more deeply involved in a wide range of topics. In this context, a large number of informants have identified several areas of interest that are at the forefront of future political agendas in different parts of the world where MIL is deemed a priority. These areas include the ethical dimension of artificial intelligence, data privacy and the new waves of big data (see Internet of Things). In this sense, MIL can rely on renowned academics working in the field and collaborating around the MILID network, providing the opportunity to position UNESCO at the forefront to keep and expand the intellectual role it is playing in the area. This work shall be intimately linked to Agenda 2030 and will provide the necessary link between the thematic areas, the current SDGs and their future potential development.

194. Addressed to: UNESCO Senior Management, especially ADG/CI and ADG/ED in cooperation with BSP.

195. Potential actions:

- ➔ Re-launch the MILID Yearbook as one of the tools to articulate foresighting in the area.
- ➔ Develop the predictive suggestion MIL tool drafted as a product of this evaluation
- ➔ Strengthen the role of MILID as one of the research arms of GAPMIL.
- ➔ Clarify and publish the process to join the MILID network through various platforms, including the MILID website.
- ➔ Strengthen MILID by reviewing the current validation process for new members and creating further incentives for increased participation/involvement of current MILID members.

RECOMMENDATION 6: INCREASE INTERCONNECTION WITH THE UN FAMILY

196. Rationale: the evaluation pinpointed considerable collaboration potential with several other UN agencies that are already part of Member States' networks in the area of MIL (UNICEF, UNDP, and OHCHR) or that have developed their own MIL departments (UNICEF). UNESCO has done some work in this area and a number of initiatives have been observed throughout the evaluation, yet the current interaction is still embryonic, both from Field Offices and the GAPMIL alliance. A stronger involvement in line with the UNESCO Comprehensive Partnership Strategy is sought. 'UNESCO needs to more proactively identify its distinctive contribution to United Nations coordination and joint-programming efforts through the United Nations Sustainable Development Cooperation Framework, Resident Coordinator System, United Nations Regional and Country Teams and by mobilising the global, regional and local networks of the UN Global Compact. The United Nations Reform process also creates more space for strategic partnerships and strong alliances within the UN.

197. Addressed to: CI Sector, in particular the Media and Information Literacy and Media Development Section, in cooperation with BSP and UNESCO Field Offices.

198. Potential actions:

- Field Offices need to proactively get involved in GAPMIL actions.
- Integrate members of GAPMIL in Field Offices' networks by ensuring access to them to guide other UN agencies setting up MIL desks.
- Ensure UNESCO is part of all main relevant UN groups, taking the coordination lead in those more relevant (e.g. the current Risk Communication and Community Engagement Working Group on COVID-19).
- Ensure UNESCO is present in the relevant coordination units of the UNSDCF at country level to include MIL.

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RECOMMENDATION 7: UPSCALE MIL WORK WITH A FOCUS ON GENDER EQUALITY AND THE INCLUSION OF THE MOST VULNERABLE GROUPS

199. Rationale: MIL and gender equality have a strong natural fit that has not yet been fully activated in MIL interventions, and there is scope for more gender equality focused MIL interventions with gender equality as a main topic or including gender transformative approaches. Furthermore, many vulnerable groups are still not reached and some special MIL needs are not yet targeted.

200. Addressed to: UNESCO Media and Information Literacy and Media Development Section, in collaboration with the UNESCO Gender Equality Division.

201. Potential actions:

- In line with the 'leaving no one behind' principles of Agenda 2030, specific attention should be placed on the needs of the most vulnerable groups, addressing specific interventions and methodologies to reach and increase the MIL competencies of these groups.
- There are plenty of gender transformative approaches possible in MIL interventions (e.g. gender assessment of algorithms; gender stereotyped critical thinking competencies; identification of main gender biased information standards). These shall become the normal operational standard approach of all MIL interventions.

RECOMMENDATION 8: STRENGTHEN MONITORING, EVALUATION AND KNOWLEDGE MANAGEMENT

202. Rationale: Exploring MIL connections to SDG indicators, tracking use of resources and adequate knowledge management to address Field Offices' needs will go hand in hand with any strategic positioning of MIL. Investing in these management and reporting tools will result in increased evidence for decision-making processes, improved reporting and more efficient implementation mechanisms.

203. Addressed to: UNESCO Media and Information Literacy and Media Development Section in collaboration with BSP.

204. Potential actions: follow up on and upscale information management systems already in place (such as the ones provided in this evaluation – database, lessons learned and most significant changes; or previously existing ones such as the Monitoring, Evaluation and Learning tool of the multi-donor programme). Explore, together with interested Field Offices, and set up a list of the specific SDG targets MIL is aiming to achieve and tailor interventions to the countries' circumstances and monitoring capabilities.

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Annex 1: TERMS OF REFERENCE

Evaluation of UNESCO's work in the thematic area of Media and Information Literacy (MIL)

1.1 Background

People across the world are witnessing a dramatic increase in access to information and communication. While some people are starved for information, others are flooded with print, broadcast and digital content. Media and Information Literacy (MIL) provides answers to the questions on how to access, search, critically assess, use and contribute to information and media content, both online and offline, what are citizen's rights in the access and use of information, how to respond to hate speech online, and what are the related ethical issues surrounding the access and use of information. Engagement with information, media and ICTs also aiming at promoting equality, notably gender equality and other aspects of inclusion, freedom of expression and freedom of information, intercultural dialogue, interreligious dialogue, and peace.

Information Literacy and Media Literacy are traditionally seen as separate and distinct fields. UNESCO's strategy brings these two fields together as a combined set of competencies (knowledge, skills and attitude) necessary for life and work today. MIL considers all forms of media and other information providers, including those on the internet, such as libraries, archive, museums irrespective of technologies used.

In 1982, UNESCO founded the [Grunwald Declaration on media education](#), a term the Organization formerly used in reference to media literacy. The Grunwald Declaration calls for the promotion of citizens' critical understanding of the phenomenon of communication.

The concept of **information literacy**, enshrined in the [2005 Alexandria Proclamation on Information Literacy and Lifelong Learning](#), "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 in all nations'. Since then various international declaration and recommendations have emanated from regional and international meetings about MIL.

UNESCO's mission is to engender media and information literate societies through a comprehensive strategy which includes preparation of model Media and Information

Literacy Curriculum for Teachers, the facilitation of international cooperation, development of Guidelines for preparing national MIL policies and strategies, articulation of a Global Framework MIL Assessment Framework, setting up a MIL and Intercultural Dialogue University Network, articulation of and establishment of an International Clearinghouse on MIL in cooperation with the United Nations Alliance of Civilizations, and provision of Guidelines for Broadcasters on Promoting User-Generated Content and MIL. A particular focus of UNESCO's work is training teachers to sensitize them to the importance of MIL in the education process, enable them to integrate MIL into their teaching and provide them with appropriate pedagogical methods, curricula and resources. UNESCO's MIL work also prioritizes enhancing the capacity of youth organisations and empowering youth leaders to integrate MIL in their work.

Through its capacity-building resources UNESCO also supports the development of MIL competencies among people. Free and open [online courses](#) are available for self-paced learning about MIL. Through media and information technologies, the Organization facilitates networking and research through the [Global Alliance for Partnerships on MIL \(GAPMIL\)](#) and [MIL University Network](#). The recently-launched [MIL CLICKS](#) social media initiative is also part of UNESCO's strategy to enable media and information literate societies.

The thematic area of Media and Information Literacy (MIL) is presently managed by the Section for Media Development and Society of the Division of Freedom of Expression and Media Development, with some actions implemented by the Information for All Programme. Both entities are situated within the Organization's Communication and Information Sector (CI). MIL also offers a platform for relevant interdisciplinary work across programme sectors, such as in relation to youth or teacher education.

1.1.1 Situating the thematic area within UNESCO's Communication and Information Sector Programme and Budget

In UNESCO's Programme and Budget for the 2018-2019 biennium (39C/5), the thematic area Media and Information Literacy contributes to the Communication and Information Sector's Main Line of Action (MLA) 1, in particular the Expected Result(ER) 2, which read as follows:

- ▶ MLA 1: Fostering freedom of expression online and offline, promoting all aspects of safety of journalists, advancing diversity and participation in media, and supporting independent media'

- ▶ ER 2: Member States have benefited from enhanced media contributions to diversity, gender equality and youth empowerment in and through media; and societies are empowered through media and information literacy thematic areas and effective media response to emergency and disaster.
- ▶ MLA 2: Building knowledge societies through ICTs by enabling universal access to, and preservation of, information and knowledge
- ▶ ER 4: Capacities of Member States strengthened, through the implementation of the World Summit on the Information Society (WSIS) outcomes and of the Information for All Programme (IFAP), and the related normative framework

1.1.2 Resources for the MIL thematic area

In terms of Human resources, only one full-time P3 Programme Specialist has been coordinating MIL activities since 2012, under the supervision of the Chief of the Section for Media Development and Society. Programme staff in field offices and other programme sectors have been actively involved in a number of initiatives in particular in areas of intersectoral work.

Period	Budget amount in USD	Budget type ⁵⁰
2014/15	66,000	RP
2016/17	93,000	RP
2019/20	178,000	RP ⁵¹
2012-2014	75,000	XB
2013-2017	150,000	XB
2016-2019	200,000 ⁵²	XB
2017-2019	1,161,440 ⁵³	XB

The budgetary resources dedicated for MIL activities over the last biennia have been relatively limited.

⁵⁰ RP Regular Programme resources, XB extrabudgetary resources

⁵¹ Of which 100,000 USD was an Additional Appropriation approved by the Executive Board from unspent funds. These were allocated mid 2019 for MIL, youth and civic engagement related activities in Africa.

⁵² Corresponding to EUR 180,000

⁵³ For an EU funded project implemented by UNESCO on Youth Empowerment: Media and Information Literacy as a response to prevent hate and violent extremism.

1.1.3 Situating MIL within the 2030 Sustainable Development Agenda

Media and Information Literacy initiatives strive to level the playing field for all stakeholder groups across the world by creating enabling environments for people's critical engagement with information, media, and technology for social participation in development and governance processes. Furthermore, UNESCO MIL actions empower people to express themselves as well as by offering people access to skills and tools to not only access information but also learn to use and decipher it.

While MIL can to some extent be considered as relevant across all 17 SDGs, the thematic area is particularly tied to some specific SDGs, such as SDG 1 (eradication of poverty), SDG 4 (quality education), SDG 5 (gender equality), SDG 10 (reduced inequalities), SDG 11 (sustainable and inclusive cities) SDG 16 (peace, justice and strong institutions) and SDG 17 (partnerships).

Its relevance becomes even more evident through its contributions to the specific SDG targets. For example, MIL advances the achievement of SDG 16, Target 16.10⁵⁴, and SDG 11 by raising citizens' critical awareness of access to information; their own communication power in this regard, their fundamental freedoms, and critical engagement with information that makes cities inclusive, safe, resilient, and sustainable. It also contributes to SDG 4, Target 4.4⁵⁵, 4.6⁵⁶, and 4.7⁵⁷ by affording youth and adults with critical information, media, and technological competencies that enable quality education. Finally, it advances, SDG 5, Target 5B⁵⁸, by enhancing people's abilities to detect and counter gender stereotypes in all types of information, media and technological platforms.

⁵⁴ Target 16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements.

⁵⁵ Target 4.4 Substantially increase the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship.

⁵⁶ Target 4.6 Ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy.

⁵⁷ Target 4.7 Ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including, among others, through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity and of culture's contribution to sustainable development.

⁵⁸ Target 5.B Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women.

1.2 Rationale for the Evaluation

Despite lacking a solid resource base but as the result from a decade of continuous development and efforts of the UNESCO CI Sector, the relevant interdisciplinary work such as in relation to youth, in relation to networking with stakeholder organisations around the globe, and with regards to consultations on the MIL framework, UNESCO has become the leading UN agency supporting countries to harness MIL for contributing to the achievement to the sustainable development goals.

Given the increasing global relevance of MIL, the evaluation shall support UNESCO in measuring the relevance and positioning of MIL across the Organization's Programme and Budget, such as the extent to which MIL reflects a priority in UNESCO's C5 Programme and Budget. This assessment should identify the potential for expansion of actions in this thematic area, and provide a solid evidence base for possible scaling up and maintaining and enhancing UNESCO's leadership and influence vis-à-vis other UN organisations, and other international development partners. The evaluation would thus contribute to decision making towards enhancing the Organization's potential contribution to the Agenda 2030 and to better provide support to Member States in this area.

Therefore, the UNESCO Internal Oversight Service (IOS) Evaluation Office, at the request of the Communication and Information Sector, is conducting an evaluation in this thematic area as part of the UNESCO corporate biannual evaluation plan.

1.3 Purpose and Scope

1.3.1 Objectives and Use

The main purpose of the evaluation is to generate findings, lessons learned, and recommendations regarding the relevance, effectiveness, efficiency, and sustainability of UNESCO's work in Media and Information Literacy, regarding the adequacy of resources for Media and Information Literacy activities as compared to Member States' demands, and the potential for scalability in this area. The evaluation shall therefore feed into the formulation of future strategic directions for the Organization's work in MIL.

While the evaluation will be mainly formative in its orientation - in line with the above purpose - it will include summative elements as it is essential to learn what has been working so far, why and under what circumstances, and what the challenges have been, in order to identify possible ways to strengthen UNESCO's action in this thematic area in line with the Agenda 2030 and with Member States' demands.

The evaluation aims to help UNESCO and its Member States strengthen and prioritize the Organization's work in the field of MIL in order to maintain its leadership. It also aims to serve as a reference for stakeholders working on media and information literacy, as well as for other Programme Sectors at HQ and field offices in planning, and implementing interdisciplinary activities and programmes.

The evaluation will feed into the next Strategic Results Report (due in early 2020) and aims to inform the next quadrennial programme and budget (2022-2025) as well as the Organization's future Medium-Term Strategy for 2022-2029. The primary intended users of the evaluation are UNESCO's senior management, in particular the Assistant Director General (ADG) for CI as well as ADGs for other relevant programme sectors, the Director of the Bureau for Strategic Planning (BSP), as well as relevant managers and programme staff at Headquarters, and Field Offices. Member States, and UNESCO's constituencies, other UNESCO partners and networks are considered as secondary users of the evaluation. The final evaluation report will be submitted to the UNESCO Communication and Information Sector, will be presented to the Executive Board, and made publicly available.

1.3.2 Scope and Evaluation Questions

The evaluation will assess UNESCO's work in media and information literacy within the framework of both the Regular Programme and Extrabudgetary resources over the last three biennia, 2014/15 to the present 2018/19. The evaluation will also focus on the alignment and complementarity of the work of the Communication and Information Sector with UNESCO's global priorities Africa and Gender Equality, and its continued relevance, notably in the framework of the 2030 Sustainable Development Agenda of 'leaving no one behind'.

The evaluation shall assist in decision-making and help strengthening the thematic area by making evidence-based and future-oriented recommendations concerning the following key dimensions, including considerations in relation to the evaluation criteria relevance, efficiency and effectiveness, and sustainability of UNESCO's work in Media and Information Literacy, as well as considerations of adequacy of resources, potential for scalability. As possible, the evaluation shall help establish and validate pathways towards impact of MIL activities.

- **UNESCO's comparative strengths in the field of MIL in contributing to the 2030 Agenda through Media and Information Literacy:** *Is UNESCO best placed to address the related challenges in this area? Has MIL been adequately considered a*

priority for UNESCO in contributing to the Agenda 2030? Are the two Global priorities Gender Equality and Africa effectively mainstreamed in the implementation of MIL initiatives, and in particular are UNESCO interventions targeting the most vulnerable or disadvantaged groups? What is the level of involvement of youth as actors, leaders, and partners in MIL projects? How shall UNESCO strategically position itself within the UN family and towards external stakeholders, considering the evolving expectations and new opportunities to expand the scope and quality of the work in this field?

- **Coherence throughout the Organization and Interdisciplinary Cooperation:** Have UNESCO's organizational structure, working methods, managerial support, role distribution, and coordination mechanisms adequately assisted in the delivery of its initiatives in MIL in an efficient and effective way? Are resources allocated adequate? How can the Organization best strengthen the work in this area, in the future, , in particular regarding the respective capacity of CI and its cooperation with other Sectors, at HQ and the field, and by best utilising the potential of other UNESCO entities and networks, such as relevant Category I Institutes? What synergies have and could be gained through cooperation among the different UNESCO entities? To what extent and how has the interaction between HQ and field offices lead to greater synergies and facilitated impact of UNESCO MIL work?
- **Partnerships, cooperation and fundraising:** In what way could advocacy for MIL be more strategically and effectively pursued with donors and relevant stakeholders to mobilize external partnerships and additional resources, in particular with a view to the continued critical financial situation of the Organization? Have networks been utilised and networking efforts been effectively pursued to mobilize in-kind contributions from MIL actors globally? What future opportunities are emerging and how can UNESCO best capitalize on these? How can UNESCO further capitalize on its outreach entities and networks, including Category 2 Centres⁵⁹, affiliated to CI, UNESCO Chairs, and ASPnet schools, etc.?
- **Results and Sustainability:** What progress has been made in the achievements of the expected outcomes in the field of MIL? What are the key achievements and challenges and, what factors have been influencing the achievement or non-achievement of outcomes? Have UNESCO's interventions reached the intended target groups? To what extent have UNESCO's interventions had an impact at the policy level? What resources

and types of partners shall be envisaged to enhance the impact on vulnerable and disadvantaged groups, including those in remote areas, and girls and women? What provisions have been and could be made to ensure sustainability of results? What conditions can be put in place to enhance the potential for financial, institutional and political sustainability of the thematic area? Are the organizational tools and processes, including for planning and implementation following an RBM approach? What are potential challenges and bottlenecks for the achievement of longer term results? How comprehensive and balanced is the MIL thematic area in the support it provides to Member States (policy advocacy, resource development; capacity building)? To what extent does the MIL thematic area dedicate resources to ensure a robust monitoring and evaluation framework? Does the M&E framework for MIL Projects and initiatives include considerations of the pathways towards impact on key beneficiaries? To what extent are UNESCO Member States engaged in the MIL thematic area? What is their level of ownership?

- **Visibility, Innovation and Communication:** To what extent have UNESCO's achievements in the area of MIL been visible internally and to external stakeholders? To what extent have the MIL projects and initiatives been innovative? Are the current UNESCO planning, programming, monitoring and reporting systems, processes and tools adequate to provide the required visibility and recognition of UNESCO's work in this field? Is the way in which the thematic area is presented in the C/5 Programme and Budget adequate and does it have an impact on its visibility, communication and possibly, its funding and longer-term impact? To what extent have other UNESCO networks and partners been involved in contributing to the wider communication?

The evaluation will be guided by the above overarching questions, which will be validated and further refined during the inception phase. A set of further sub-questions may be identified for each of these key dimensions.

1.4 Methodology

The evaluation will require a combination of multiple and complementary evaluative methods and strategies in order to answer the evaluation questions and meet the evaluation purpose. It is expected that the evaluation team uses a mixed method approach and collects and analyses quantitative and qualitative data from multiple sources in order to provide information that is credible and reliable. These Terms of Reference contain set of key evaluation questions based on the key dimensions to be assessed and evaluation

59 Such as the Regional Centre of Studies for the Development of the Information Society, Sao Paulo, Brazil.

criteria defined above. It is expected that the evaluation team, following exchanges with the Evaluation Reference Group, will further elaborate the methodology, including the full list of evaluation questions, in the Inception Report.

Considering that only since 2018 the CI Sector has had resources to build in systematic M&E in the design and implementation of MIL initiatives and projects, it is expected that the evaluation team will assess the validity of the current Theory of Change (TOC), refine and further develop it during the evaluation, and measure contributions to the overall development goal. The Theory of Change shall also provide a basis and relevant inputs for the development of relevant output, process, and outcome indicators for designing, monitoring, and implementing future MIL activities and projects.

Suggested key elements for the methodology include:

- **Desk-based review:** The evaluator(s) will review all relevant documents by undertaking: Literature review of topical issues and global trends; UNESCO Programme and Budget (C/5), UNESCO Medium-Term Strategy (C/4) project progress and monitoring reports, Regular Programme and Extrabudgetary funds in connection with past and ongoing MIL projects (SISTER materials), self-assessment reports/evaluations, UNESCO publications and communication materials related to media and information literacy, review and analysis of relevant national policy documents, advocacy materials, events, statistics and trends.
- **Validation and refinement of an overall Theory of Change** for UNESCO's work in media and information literacy including the results chain and its underlying assumptions.
- **Structured and semi-structured interviews** (face-to-face and via Skype) with stakeholders within and outside UNESCO following a Sampling strategy of key stakeholders to be consulted.
- **Field-based data collection using a well-constructed case study approach, for thematic and or geographical case studies.** The topics for case studies and locations for two to three field visits will be discussed and agreed upon with the reference group during the inception phase, possible locations are Abuja, Amman, Brasilia, Nairobi, Myanmar Philippines, Tashkent while considering that at least one field visit will take place in the African region.
- **Questionnaire(s) and/or survey(s)** of UNESCO Member States and UNESCO's partners.

- **Two to three visits to UNESCO Headquarters in Paris** will be expected: once during the inception phase, once during the data collection phase to meet and interview relevant UNESCO management and staff, and once for the stakeholder workshop for presenting preliminary findings and recommendations.
- Data analysis and formulation of preliminary findings as well as evaluation recommendations.
- **Participatory workshop** to be held in UNESCO Headquarters in Paris to validate the findings and discuss the preliminary recommendations and lessons learned.

Approaches and methods for data collection, sampling and analysis must incorporate a **gender equality perspective**, be based on a **human rights based approach**, and take into consideration the **diverse cultural contexts** in which the activities are being implemented.

1.5 Roles and Responsibilities

1.5.1 IOS and external consultants

The evaluation will be managed by UNESCO's Internal Oversight Service (IOS) Evaluation Office and conducted with the support of and input from a team of two to three external consultants. The consultants are expected to contribute specific expertise in Media and Information Literacy in order to strengthen the technical quality of the data collection. They are further expected to contribute senior evaluation expertise to the evaluation design, approach and analysis. The external consultants will be responsible for the developing a methodology, the collection of data and analysis, including fieldwork, as well as for drafting the evaluation report in English and for producing other communication deliverables (as specified below). The exact distribution of roles and responsibilities of the team members will be further specified and agreed in the Inception Report once the external consultants have been selected.

1.5.2 Evaluation Reference Group

An Evaluation Reference Group will be established to guide the evaluation process and ensure the quality of associated deliverables, including the Terms of Reference, the Inception Report, the methodology and the draft evaluation report. The group will be composed of the evaluation manager and an evaluation assistant from the Evaluation Office and indicatively representatives from the following entities: the Executive Office of

the Communication and Information Sector, the CI Section for Media Development and Society, the Information for All Programme (IFAP), the Education Sector, the Social and Human Sciences Sector, the Bureau for Strategic Planning, the Gender Equality Division, the Sector for Priority Africa and External Relations and from UNESCO Field Offices in different UNESCO regions. The Reference Group shall liaise electronically and/or meet periodically during the evaluation, as necessary.

1.5.3 Logistics / field work

The external evaluation team will commonly be responsible for their own logistics: office space, administrative and secretarial support, telecommunications, printing of documentation, travel, etc. Suitable office space will be provided for the consultants when working from UNESCO premises. The team will also be responsible for administering and disseminating all methodological tools such as surveys, and logistics related to travel. The CI Sector, as well as other Programme sectors as appropriate and the relevant field units will provide access to all relevant documentation and contact details of all relevant stakeholders and distribution lists. They will also facilitate access to UNESCO staff from Headquarters, regional and field offices and institutes engaged in project delivery.

1.6 Qualifications of the Evaluation Team

The recommended composition of the evaluation team includes two to three core members: one team leader and/or one senior evaluator and a junior level evaluator/researcher. Note that alternative team compositions will also be considered.

The consultant(s) should collectively possess the following mandatory qualifications and experience:

Team Leader/Senior evaluator

- University degree at Masters level or equivalent in areas relevant to the evaluation such as media, journalism, communication, information and library sciences, political sciences, public international law, international relations, social sciences, public policy, or other related field
- At least 7 years of working experience acquired at the international level or in an international setting
- Senior experience of at least 10 years in project and/or programme evaluation, some of which relevant to the field of media and Information

- Knowledge of and experience of at least 10 years in applying qualitative and quantitative data analysis techniques and RBM principles
- Understanding and knowledge of the UN mandates and its programming in relevant areas in the framework of the Sustainable Development Agenda
- Understanding and application of UN mandates in Human Rights and Gender Equality
- Excellent communication, analytical and demonstrated excellent drafting skills in English;
- Working knowledge of French
- No previous involvement in the implementation of the activities under review.

Other team members (junior evaluator/researcher)

- An advanced university degree in the journalism, communication, or information studies, political sciences, public international law, international relations, social sciences, public policy, social sciences, or other related field
- At least 5 years of professional experience in conducting programme and policy evaluations
- Excellent oral communication and report writing skills in English
- No previous involvement in the implementation of the activities under review.

The following qualifications across all team members will be considered an advantage:

- Extensive professional experience in a field relevant to the subject of the evaluation
- Professional work experience in developing countries or in a national/regional/global development context
- Knowledge and understanding of the development needs in Media and Information Literacy
- Knowledge and experience regarding the relevance of information, media, and technologies in the context of (global) development
- Experience with media and information literacy in the field of youth
- Specialist experience in gender equality and gender-sensitive approaches in evaluation

- Familiarity with the Theory of Change approach and experience of developing ToCs in fields related to of Media and Information
- Work experience in the UN or experience with assignments for the UN
- Experience with assignments focusing on multi-stakeholder partnerships, and/or capacity building
- Other UN language skills will be considered an advantage.

Preference will be given to evaluation teams that are gender-balanced and of geographically and culturally diverse backgrounds.

Verification of these qualifications will be based on the provided curriculum vitae. Moreover, references, web links or electronic copies of two or three examples of recently completed evaluation reports should be provided together with the technical proposal. Candidates are also encouraged to submit other references such as research papers or articles that demonstrate their familiarity with the subject under review, as well as demonstrate their analytical and writing skills.

The evaluation assignment is estimated to require approximately 75 to 80 professional working days, including two to three visits to UNESCO Headquarters in Paris by the Team Leader and/or the Senior Evaluator and three country visits to be conducted by the Team Leader/Senior Evaluator. It is estimated that each country visit will require three to five working days.

1.7 Deliverables and Schedule

The timeframe for the evaluation is limited. The evaluation will take place between November 2019 and April 2020. The indicative timetable of key activities and deliverables is shown below.

1.7.1 Schedule

Activity / Deliverable	Date
Call for Proposals and Selection of Consultants	by late November 2019
Launch of Evaluation – Kick Off meeting in Paris	End of November 2019

Activity / Deliverable	Date
Inception Phase - Inception Report	Mid December 2019
Data Collection and Analysis	Mid December 2019 – mid February 2020
Stakeholder Workshop with Presentation of Preliminary Findings	February 2020
Short Summary Paper (2-3 pages)	February 2020
Draft Evaluation Report	Beginning March 2020
Final Evaluation Report and relevant other Communication Outputs and (such as evaluation brief) to be agreed in the inception phase	Mid April 2020

1.7.2 Deliverables

Inception report: An inception report containing the (initial) Theory of Change of UNESCO's work in media and information literacy (based on the desk study and preliminary interviews), an evaluation plan with a timeline, detailed methodology including an evaluation matrix (with a full list of evaluation questions and subsequent methods for data collection), a stakeholder analysis and a list of documents. should include, but not necessarily be limited to, the following elements: introduction and relevant background information; purpose of the evaluation; evaluation framework that systemizes the methodology, identifying the issues to be addressed, further elaborated sub-questions, and the performance indicators (variables to be considered), sources of information and method of information collection for each question; work schedule; and draft data collection instruments. It is advisable to use an evaluation matrix that connects questions to data collection methods/sources).

Draft evaluation report: The draft evaluation report should be written in English, the main body of the report be comprised of no more than 30 pages (excluding annexes) and follow the UNESCO IOS guidelines and template for evaluation reports (which will be made available).

The structure of the draft report should include:

- Executive Summary
- Introduction

- Chapter(s) for each key evaluation dimension or question
- Conclusions and Recommendations
- Annexes to include the Terms of Reference, detailed methodology and limitations to the methodology, interview list, data collection instruments, key documents consulted and case study /field visit reports.

Communication outputs: The evaluation team will prepare and/or contribute to communication products targeting different users: a 2-page synthesis of the main findings from the evaluation; a PowerPoint presentation for the Stakeholder Workshop; infographics for dissemination and social media use, and any other products to be agreed during the Inception Phase.

Summary Paper with Preliminary Findings for UNESCO's Strategic Results Report: This summary paper will present the key findings from the evaluation in a succinct manner to enable for them to feed into the Organization's Strategic Results Report, which is to be presented to the UNESCO Executive Board in spring 2020.

Final evaluation report: The final evaluation report should incorporate comments provided by the Evaluation Reference Group without exceeding 30 pages as per the template provided by IOS (excluding Annexes). It should also include an Executive Summary and Annexes. The final report must comply with the [UNEG Evaluation Norms and Standards](#) and its quality must comply with the criteria contained in the [UNEG Quality Checklist for Evaluation Reports](#). The evaluation is expected to reflect the requirements [UNEG Guidance on Integrating Human Rights and Gender Equality in Evaluation](#).

Outline/Framework of a basic evaluation tool for external MIL stakeholders: Based on the UNESCO main MIL framework resources, the evaluation should make suggestions for the development of a basic evaluation tool for MIL stakeholders to assess outputs, process, and outcomes against suitable indicators, when designing, monitoring, implementing, and evaluating MIL projects and learning programmes.

The final evaluation report will follow the aforementioned structure. As part of the UNESCO IOS quality assurance processes, all evaluation reports are subject to review by an external expert to ensure compliance with UNEG quality standards for evaluation reports. The recommended actions from the quality assurance process will be required to be addressed prior to finalization of the report.

1.8 References

[Website of the UNESCO Media and Information Literacy thematic area and main sub-websites](#)
[Website of the Global Media and Information Literacy Week 2019 Feature Conference and Youth Agenda Forum](#)
[Media and Information Literacy Curriculum for Teachers](#)
[Media and Information Literacy: Policy and Strategy Guidelines](#)
[UNESCO Global MIL Assessment Framework](#)
[Media and Information Literacy for the Sustainable Development Goals](#)
[Media and Information Literacy: Reinforcing Human Rights, Countering Radicalization and Extremism](#)
[UNEG Code of Conduct for Evaluation in the UN system](#)
[UNEG Ethical Guidelines for Evaluation](#)
[UNEG Handbook: Integrating Human Rights and Gender Equality in Evaluations](#)
 Final report of relevant extra-budgetary projects
 SISTER reports for the period under consideration
 Websites of external stakeholders and partners who have taken up and used the UNESCO MIL framework

Annex 2: LIST OF DOCUMENTATION CONSULTED

UNESCO DOCUMENTATION

DOCUMENTATION RELATED TO EXTERNAL STAKEHOLDERS

1. UNESCO, *List of 45 UNITWIN networks* as at 31 December 2019, no longer available on UNESCO's website.
2. UNESCO, *List of 790 UNESCO Chairs* as at 31 December 2019, now presented on UNESCO's website in the form of a programme directory: <https://unitwin.unesco.org/en-us/Pages/Chairs.aspx>.
3. UNESCO (2013), *Framework and Action Plan for the Global Alliance and Partnership for Media and Information Literacy*, http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/CI/CI/pdf/Events/gapmil_framework_and_plan_of_action.pdf
4. Hamburg E., *UNESCO-UNOAC UNITWIN Media and Information Literacy and Intercultural Dialogue (MILID) Progress Report* (June 2011 – May 2017), May 2017.

INSTITUTIONAL AND STRATEGIC DOCUMENTATION

5. UNESCO (2014), *37 C/4 Medium Term Strategy - 2014-2021*, Paris <https://unesdoc.unesco.org/ark:/48223/pf0000227860?posInSet=1&queryId=babf0646-4a83-4e92-9226-05d3ef5442e2>
6. UNESCO (2014), *37 C/5 Approved Programme and Budget 2014-2015*, Paris <https://unesdoc.unesco.org/ark:/48223/pf0000226695>
7. UNESCO (2016), *38 C/5 Approved Programme and Budget 2016-2017*, Paris <https://unesdoc.unesco.org/ark:/48223/pf0000244305>
8. UNESCO (2018), *39 C/5 Approved Programme and Budget 2018-2019*, Paris <https://unesdoc.unesco.org/ark:/48223/pf0000261648>
9. UNESCO (2019), *40 C/5 Draft Resolutions – Draft Programme and Budget, Second Biennium 2020-2021*, Paris <https://unesdoc.unesco.org/ark:/48223/pf0000367155>
10. UNESCO (2014), *194 EX/4 Part I (B): Online report: SISTER 36 C/5 – Monitoring of Programme Implementation for Regular and Extrabudgetary Resources as at 31 December 2013*, Paris (BSP/2014/1 REV.4)

11. UNESCO (2016), *Execution of the Programme adopted by the General Conference – Part I, Summary Report on Programme Implementation* (1 January 2014 – 31 June 2016), Paris (200EX/4.INF.3) <https://unesdoc.unesco.org/ark:/48223/pf0000245723?posInSet=4&queryId=8e075b61-ffda-49e6-a79f-f0a8b39a4210>
12. UNESCO (2018), *Execution of the Programme adopted by the General Conference – Part I, Analytical Programme Implementation Report* (1 January 2014 – 31 December 2017), Paris, (204 EX/4.Part I.) <https://unesdoc.unesco.org/ark:/48223/pf0000261642?posInSet=8&queryId=6a832a6a-1482-4c6b-b1c5-e02b08e2ba7c>
13. UNESCO (2020), *Execution of the Programme adopted by the General Conference – Part I, Programme Implementation Report* (1 January 2018 – 31 December 2019), Paris (209EX/4.I.A) <https://unesdoc.unesco.org/ark:/48223/pf0000372865?posInSet=2&queryId=9ea2107c-ee2-4ac3-b806-d57a9376dc4c>
14. UNESCO (2016), *Execution of the Programme adopted by the General Conference – Part I (B), Strategic Results Report 2015*, Paris (199 EX/4 Part I. (B)), <http://www.unesco.org/new/fileadmin/MULTIMEDIA/HQ/BSP/pdf/199ex4partIB.pdf>
15. UNESCO, *Executive Board Decisions, from 194 EX Decisions* (May 2014) to 209 EX Decisions (Nov 2019).

PROJECT DOCUMENTATION

16. Project documentation for the following projects:
 - Brazil: *Media and Information*, with Brazilian NGO Palavra Aberta
 - Japan: *National capacity-building in Media and Information Literacy* (2012-2013)
 - Jordan: *Youth Empowerment: Media and Information Literacy as a response to prevent hate and violent extremism* (July 2018 – February 2020), co-funded by the European Union
 - Myanmar: *Towards a Media and Information Literacy Competency Framework in Myanmar*
 - Multi-country projects:
 - » Building Trust in Media in South East Europe and Turkey – Phase I and Phase II (2018-2021),

- » Media and Information Literacy for Youth Civic Engagement implemented in several countries (2019-2020), funded by the Japanese Funds in Trust
- » *Multi-donor Programme on Freedom of Expression and Safety of Journalists* (1 January – 31 December 2018), funded by SIDA
- » *Networks of Mediterranean Youth (NET-MED) Youth Project* implemented in 10 countries in Northern Africa and Middle East, co-funded by the European Union
- » Uzbekistan, *Promoting media and information literacy and building media capacities in quality non-news programming in Uzbekistan* (June 2013 – January 2014)
- Saudi Arabia:
 - » Consolidating Intercultural Skills and Media and Information Literacy for Journalists/Journalism Educators/Informational Specialists and Researchers (2017)
 - » The King Abdullah bin Abdulaziz International Programme for a Culture of Peace and Dialogue – Phase I and Phase II (2016-2018)

RELEVANT DOCUMENTS ON OTHER SECTORS' WORK

17. UNESCO (2015), *2005 Convention Global Report - Reshaping cultural policies: A decade promoting the diversity of cultural expressions for development*, Paris, <https://unesdoc.unesco.org/ark:/48223/pf0000242866?posInSet=3&queryId=df73c431-f9ff-4310-8fb7-9dd7ded45017>
18. UNESCO (2018), *2005 Convention Global Report - Reshaping cultural policies: Advancing creativity for development*, Paris <https://unesdoc.unesco.org/ark:/48223/pf0000260592?posInSet=2&queryId=796a6c77-d9f4-4c2e-9057-1a4e5d1a0ce5>
19. UNESCO, *Monitoring Framework of the 2005 Convention* <https://en.unesco.org/creativity/sites/creativity/files/2018gmr-framework-en.pdf>
20. UNESCO (2011), *UNESCO ICT Competency Framework for Teachers*, Paris, accessible at: <https://unesdoc.unesco.org/ark:/48223/pf0000213475?posInSet=1&queryId=57a43038-8102-4a3f-9ff3-16ad46e07ec2>
21. UNESCO (2017), *Meeting of the Bureau of the Intergovernmental Council for the Information for All Programme, IFAP Strategic Plan Document (2017-2021)*, Paris (IFAP-2017/Bureau.XXVII/7) <https://unesdoc.unesco.org/ark:/48223/pf0000247276?posInSet=2&queryId=3b0fee3b-df3e-4ca4-bf14-f7f846fb1965>
22. UNESCO (2016), *The King Abdullah bin Abdulaziz International Programme for a Culture of Peace and Dialogue – Key Achievement of Phase I*, Paris (SHS-2016/WS/4) <https://unesdoc.unesco.org/ark:/48223/pf0000245760?posInSet=2&queryId=2e960b38-ceed-4f60-84f2-084938bca9a6>
23. UNESCO (2018), *The King Abdullah bin Abdulaziz International Programme for a Culture of Peace and Dialogue – Key Achievement of Phase II*, Paris, (SHS-2018/WS/4) accessible at <https://unesdoc.unesco.org/ark:/48223/pf0000265910?posInSet=1&queryId=2e960b38-ceed-4f60-84f2-084938bca9a6>

SISTER REPORTS

24. 37 C/5, Financial Report for activities related to Media and Information Literacy during the 2014-2015 period as of 24 December 2019
25. 37 C/5, General report for the Major Programme V – Communication and Information Sector, Main Line of Action 1, Expected Result 2
26. 37 C/5 (2014-2015) Reports for projects related to Expected Result 2 of Major Programme V – Communication and Information Sector (at Headquarters and in the field)
27. 38 C/5, Financial Report for activities related to Media and Information Literacy during the 2016-2017 period as of 24 December 2019
28. 38 C/5, General report for the Major Programme V – Communication and Information Sector, Main Line of Action 1, Expected Result 2
29. 38 C/5 (2016-2017) Reports for projects related to Expected Result of Major Programme V – Communication and Information Sector (at Headquarters and in the field)
30. 39 C/5, Financial Report for activities related to Media and Information Literacy during the 2018-2019 period as of 24 December 2019
31. 39 C/5, General report for the Major Programme V – Communication and Information Sector, Main Line of Action 1, Expected Result 2

32. 39 C/5 (2018-2019) Reports for projects related to Expected Result of Major Programme V – Communication and Information Sector (at Headquarters and in the field)
33. Compilation of 37 C/5 - 39 C/5 SISTER Reports for Section for Media Development and Society, Communication and Information Sector (January 2014 - December 2019)

WEBSITES

34. Global Alliance for Partnerships on Media and Information Literacy (GAPMIL) website: <http://www.unesco.org/new/en/communication-and-information/media-development/media-literacy/global-alliance-for-partnerships-on-media-and-information-literacy/>
35. Media and Information Literacy and Intercultural Dialogue (MILID) University network website: <https://en.unesco.org/themes/media-and-information-literacy/milidnetwork>

GENERAL LITERATURE REVIEW

36. *Understanding Media and Information Literacy (MIL) in the Digital Age—JMG, Göteborgs universitet.* (n.d.). Göteborgs universitet. Retrieved 18 March 2020, from <http://jmg.gu.se/publicerat/bokserie/understanding-mil/>
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40. Archive. (n.d.). Retrieved 13 December 2019, from <http://ejournal46.com/en/archive.html>
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42. Carlsson, U. (2019). *Understanding Media and Information Literacy (MIL) in the Digital Age: A question of democracy.* UNESCO Chair on Freedom of Expression, Media Development and Global Policy at University of Gothenburg in collaboration with Region Västra Götaland and the Swedish National Commission for UNESCO. <http://jmg.gu.se/publicerat/bokserie/understanding-mil/>
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44. Clark, M. (n.d.). *World Radio Day 2019 Underscores Radio's Role in Encouraging Peace.* Radio World. Retrieved 28 January 2019, from <https://www.radioworld.com/news-and-business/world-radio-day-2019-underscores-radios-role-in-encouraging-peace>
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46. Delorme, P., & Chatelain, O. (2011). *The Role and Use of Performance Measurement Indicators.* Europe-Aid.
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48. *EU Code of Practice on disinformation.* (n.d.).
49. *Explore SEL.* (n.d.). Retrieved 13 December 2019, from [Explore SEL](https://www.exploresel.eu/)
50. Frau-Meigs, D. (2017). *Public Policies in Media and Information Literacy in Europe.* [VitalSource Bookshelf]. Retrieved from <https://bookshelf.vitalsource.com/#/books/9781317242277/>
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Annex 3: LIST OF INTERVIEWEES

The interviewees are presented by category and in alphabetical order.

EXTERNAL STAKEHOLDERS

1. **Ms Anais ADRIAENS-ALLEMAND.** Officer for international projects, Centre de Liaison de l'Enseignement et des Medias d'information (CLEMI). France
2. **Dr. Mansour ALOSAIMI,** Consultant, Ministry of Education, Saudi Arabia.
3. **Ms. Maria ARNQVIST.** Programme specialist in charge of MIL multidonor programme, SIDA
4. **Ms. Ivona BAGARIC,** Counsellor, Permanent Delegation to UNESCO. Serbia
5. **Mr. Serge BARBET,** Deputy Director, CLEMI. France
6. **Ms. Pauline DUGRE,** Director of Programmes, UNESCO National Commission. Canada
7. **Ms. Ulla CARLSSON.** UNESCO Chair on Freedom of Expression, Former Director of NORDICOM, Sweden. Partner of MILID network
8. **Mr. Ronan COSTELLO.** Senior Public Policy Manager, Twitter.
9. **Ms. Sherri Hope CULVER.** Former President of the MILID Network
10. **Mr. Ghazi GHEIRAIRI,** Ambassador and Permanent Delegate, Permanent Delegation to UNESCO. Tunisia.
11. **Ms. Dorothy GORDON.** Chair of the Information for All Programme. UNESCO.
12. **Ms. Frida GUSTAFSSON.** Deputy Permanent Delegate, Permanent Delegation to UNESCO. Sweden
13. **Mr. Pierre-Yves KERVENNAL,** Heritage, Culture and Communication Counsellor, Permanent Delegation to UNESCO. France
14. **Ms. Roslyn KRATOCHVIL MOORE.** Acting Head of Digital Innovation and Knowledge Management, Policy and Concepts, Deutsche Welle Akademie.
15. **Ms. Mireille LAMOUROUX,** Ministry of Education and Youth. France
16. **Ms. Isabelle LEVERT-CHAISSON,** Education Officer, UNESCO National Commission. Canada
17. **Mr. Jesus LAU.** Co-vice chaire of the International Steering Committee GAPMIL
18. **Mr. Alexandre LE VOCI.** Co-chair of the International Steering Committee, GAPMIL
19. **Mr. Takatoshi MORI,** Director, Multilateral Cultural Cooperation Division, Ministry of Foreign Affairs, Japan
20. **Mr. Daniel NWAEZE.** Youth Sub-Committee GAPMIL
21. **Ms. Lara ORLANDI.** Policy Officer, DG CONNECT, European Commission
22. **Mr. Jose Manuel PEREZ TORNERO.** UNESCO Chair on MIL for Quality Journalism, Autonomous University of Barcelona. Partner of MILID network.
23. **Ms. Ariane PIANA-ROGEZ.** Permanent Delegation to UNESCO. France
24. **Ms. Nadine PROST.** Ministry of Education and Youth. France
25. **Ms. Véronique ROGER-LACAN,** Permanent Delegate, Permanent Delegation to UNESCO. France
26. **Mr. Anis SAADAOUI,** Deputy Permanent Delegate, Permanent Delegation to UNESCO. Tunisia.
27. **Mr. Luis Armando SOTO BOUTIN.,** Ambassador and Permanent Delegate, Permanent Delegation to UNESCO. Colombia
28. **Mr. Jordi TORRENT.** Former MIL coordinator, UNAOC
29. **Mr. Murilo VIEIRA KOMNISKI.** Counsellor, Permanent Delegation to UNESCO, Brazil
30. **Mr. Stephen WEYBER.** Chair of the International Federation of Library Associations and Institutions (IFLA). Member of the International Steering Committee, GAPMIL
31. **Ms. Carolyn WILSON.** Outgoing Chair of the International Steering Committee GAPMIL
32. **Ms. Elaine YOUNG,** Programme Officer for Communication and Information, UNESCO National Commission. Canada

UNESCO HEADQUARTERS

33. **Ms Cecilia BARBIERI,** Chief of Global Citizenship and Peace Education Section. Education sector.
34. **Mr. Guy BERGER,** Director for Strategies and Policies, Communication and Information (CI) Sector
35. **Mr Moez CHAKCHOUK,** Assistant Director-General, CI Sector
36. **Mr Gwang-Chol CHANG,** Chief of Section, Section for Education Policy, Education Sector.
37. **Ms. Sylvie COUDRAY,** Chief of the Executive Office, CI Sector
38. **Mr Jaco DU TOIT,** Programme Specialist, Section for Universal Access and Preservation, CI Sector
39. **Mr. Alton GRIZZLE,** Programme Specialist, Section for Media Development and Society, CI Sector
40. **Mr. Xu JING,** Assistant project officer, Section for Media Development and Society, CI Sector
41. **Mr. Alexander LEICHT,** Chief of Section, Section for Education and Sustainable Development, Education sector.

42. **Ms. Mirta LOURENCO**, Chief of Section, Media Development and Society Section, CI sector.
43. **Mr Dov LYNCH**, Chief of Section, Relations with Member States Section, Priority Africa and External Relations Sector
44. **Ms Claudia MAREZIA**, Assistant Programme Specialist, Youth and Sport Section, Social and Human Sciences Sector.
45. **Ms Elspeth MCOMISH**, Programme Specialist, Division for Gender Equality
46. **Ms Ann-Belinda PREIS**, Chief of Section, Section for Intercultural Dialogue, Social and Human Sciences Sector
47. **Mr. Davide STORTI**, Programme Specialist, Innovation and digital transformation section, CI Sector
48. **Mr Toussaint TIENDEBREOGO**, Head of Unit, Diversity of Cultural Expressions Entity (2005 Convention), Culture Sector

UNESCO FIELD OFFICES

49. **Mr Mikel AGUIREE IDIAQUEZ**, M&E Officer, Yangon Office
50. **Mr Sanjar ALLAYAROV**, CI and Culture Programme Officer, Tashkent Office
51. **Ms. Meirgul ALPYSBAYEVA**, Education National Professional Officer, Almaty Office
52. **Mr. David ATCHOARENA**, Director, UNESCO Institute for Lifelong Learning (UIL).
53. **Ms Naing Naing AYE**, Media Development Officer, Yangon Office
54. **Mr Rim BAJI**, CI Project Manager, Rabat Office
55. **Mr Serge BANYIMBE**, Communication for Development Expert, Yaoundé Office
56. **Mr Adauto CANDIDO SOARES**, Coordinator CI Sector, Brasilia Office
57. **Mr. Guilherme CANELA**, Former CI Advisor, Montevideo Office
58. **Mr Hezekiel DLAMINI**, CI Advisor, New Delhi Office
59. **Ms Beatrice KALDUN**, Head of Office, Dhaka Office
60. **Mr. Sergey KARPOV**, CI Specialist, Almaty Office
61. **Mr Michel Elvis KENMOE**, CI Advisor, Dakar Office
62. **Ms Ming KUOK LIM**, Advisor for CI, Jakarta Office
63. **Mr. Olushola MACAULAY**, CI National Professional Officer, Abuja Office
64. **Mr. Najib MOKNI**, Consultant, Rabat Office (based in Tunis)
65. **Ms Elena NAPOLES RODRIGUES**, CI National Programme Officer, Havana Office
66. **Mr Cedric NERI**, Associate Project Officer, Amman Office
67. **Mr. Anthony OGUNNIYI**, Programme Assistant, Abuja Office
68. **Mr John Otieno OKANDE**, Programme Assistant, Nairobi Office
69. **Mr Khaled SALAH**, Director, Yaoundé Office
70. **Mr Jean Roland ONANA NKOA**, Programme specialist, Yaoundé Office

71. **Mr. Sinisa SESUM**, Head of Office, Sarajevo Antenna
72. **Mr Karla SKEFF**, Programme Assistant, Brasilia Office
73. **Mr. Abdul Hamid YAKUB**, CI National Professional Officer, Accra Office

CASE STUDIES

Kyrgyzstan

74. **Mrs. Anara AITURMANOVA**, 'Women, Peace and Security' Project Coordinator, UN Women
75. **Ms. Tynymgul ESHIEYA**, Media support/MIL Program Director, Soros Foundation-Kyrgyzstan,
76. **Mr. Rasul MAMATOV**, Head of the Information Department, Ministry of Education,
77. **Mr. Ulanbek MAMBETAKUNOV**, Vice-President, Kyrgyz Academy of Education
78. **Mrs. Ainura TENTIEVA**, Advisor, Kyrgyzstan National Commission of UNESCO
79. **Mrs. Begaim USENOVA**, Chair, 'Institute of Media Policy' Public Fund
80. **Mrs. Aichurok USUPBAEVA**, Head, 'Media Support Centre' Public Fund
81. **Mrs. Nazira ZHUSUPOVA**, Executive Director, National Association of Community Media

Nigeria

82. **Dr. Mchivga ABELEGA**, Director, Ministry of education
83. **Dr. Ifedolapo ADEMOSCU**, Assistant General Secretary, Association of Communication Scholars and Professionals of Nigeria (ACSPN)
84. **Mr. Martins AKPAN**, Director, Teen Resources Centre
85. **Dr. Zubairu ATTA**, Convenor, MIL Coalition
86. **Dr. Gbemiga BAMIDELE**, Chair, National Union of Journalists
87. **Dr. Ibidapo OKUNNU**, Director, Ministry of Information and Culture
88. **Dr. Olunifesi SURAJ**, Convenor, Member of the MILID Network

Serbia

89. **Ms. Josy AMULYA**, Senior Monitoring, Evaluation and Learning Adviser, IREX
90. **Ms. Tijana FEMIC**, Project Coordinator, Novi Sad School of Journalism
91. **Mr. Djordje KRIVOKAPIC**, Founder, SHARE Foundation
92. **Ms. Tatjana LJUBIC**, MIL Expert, former Member of the Council of Europe's Media Literacy Task Force for Global development Education.
93. **Mr. Milos MILOVANOVIC**, Programme Manager, Propulsion, UNESCO's partner in MediaCLICKS
94. **Ms. Maja Vasic NIKOLIC**, MIL Trainer, IREX

95. **Ms. Ljiljana SIMOVIC**, Department of Science and Technological Development, Ministry of Education
96. **Mr. Mark SKOGEN**, Project Director, Learn2Discern Programme, IREX
97. **Ms. Ana SOLOVIC**, Media Monitoring Assistant in charge of MIL, Media department, OSCE Mission to Serbia
98. **Ms. Maja ZARIC**, Advisor, Ministry of Culture and Information

Tunisia

99. **Mr. Neji BGHOURI**, President, National Journalists Union (SNJT)
100. **Ms. Hamida EL BOUR**, Director, The Press and Information Sciences Institute (IPSI)
101. **Ms. Eman JARADET**, Project Coordinator, CM Solutions
102. **Mr. Said KRAIEM**, Director, African Centre for the Development of Journalists and Communicators (CAPJC)
103. **Mr. Nouri LAJMI**, President, Independent High Authority for Audio-visual Communication (HAICA)
104. **Ms. Mouna MTIBAA**, Deputy Director, European Programme for Support of Media in Tunisia (PAMT)
105. **Ms. Mouna TRABELSI**, President, Alternative Media Association

Annex 4: THEORY OF CHANGE

Section 1: Introduction, objectives and methodology

1.1 Introduction

1. This section contains a brief outline of the theory of change that has been mocked, tested and fine-tuned throughout the evaluation process. The objective of the explanation is to guide readers of the evaluation on the insights of the outline presentation of the theory and how it shall be read. The information on the substance (e.g. the meaning of the approaches chosen (for example, Preventing Violent Extremism) can be found in the body of the report under the dimension of Internal Coherence, and specifically in the in-depth assessment of MIL in the international arena. In this regard, note that even when the in-depth assessment speaks to Member States, with high correlation rates in all units,⁶⁰ it implies explanations provided apply to UNESCO's theory of change.

1.2 Methodological note

2. The methodology followed a theory of change approach by which a desk phase was used to mock up a first intervention logic of the thematic area that was enriched through a workshop with MIL staff at UNESCO's Paris Headquarters. For its development, the evaluation follows different literature reviews on theories of change that contain the latest trends and indications on elements, approaches, uses and alternatives. Out of the bulk of literature existing on the topic, we recommend readers refer to HIVOS guidelines⁶¹ that contain a first-rate overview of key features of ToC thinking users need to understand in order to be able to use the approach effectively.

3. This mock theory of change was then tested throughout the evaluation fieldwork's methodological tools (interviews with Permanent Delegations, surveys to all Member States, interviews with the Section responsible for MIL, contrast panel with selected MIL experts and country case studies). Out of the different tools, a special focus on testing has been applied to country case studies where the evaluation team tested the whole approach in four different specific settings and designed; together with Field Office staff, mock theories of change of UNESCO MIL interventions for each country (see Annexes 12

60 0.78 Pearson correlation degree

61 Marjan van, Irene Guijt et Isabel Vogel (2015). Theory of Change Thinking in Practice - A Stepwise Approach. HIVOS.

to 15). Findings and lessons from this testing process have been incorporated in the final version included in this document.

4. Visually speaking, the method used to develop the ToC is based on a modular adaptable approach collecting the whole range of approaches, actions and potential outputs and outcomes in a pool of resources and potential strategies. According to their interests, context and indicators, different Field Offices can adapt from that general pool, including, highlighting, removing and fostering the best suited design for each of them.

5. In parallel to the general limitations of the main report, the design of the ToC was specifically limited by the COVID-19 health crisis as it involved cancelling one of the two specific workshops planned with the MIL section and other representative UNESCO sectors; which would have provided a final opportunity to test and introduce the mock ToC to UNESCO staff.

In any case, readers must be aware that the ToC presented can only be understood as a mock. The design, development and testing embedded in the same nature of theories imply that stakeholders involved will take the lead and strongly participate in its development through an iterative design and testing process.

Section 2: Introduction, objectives and methodology

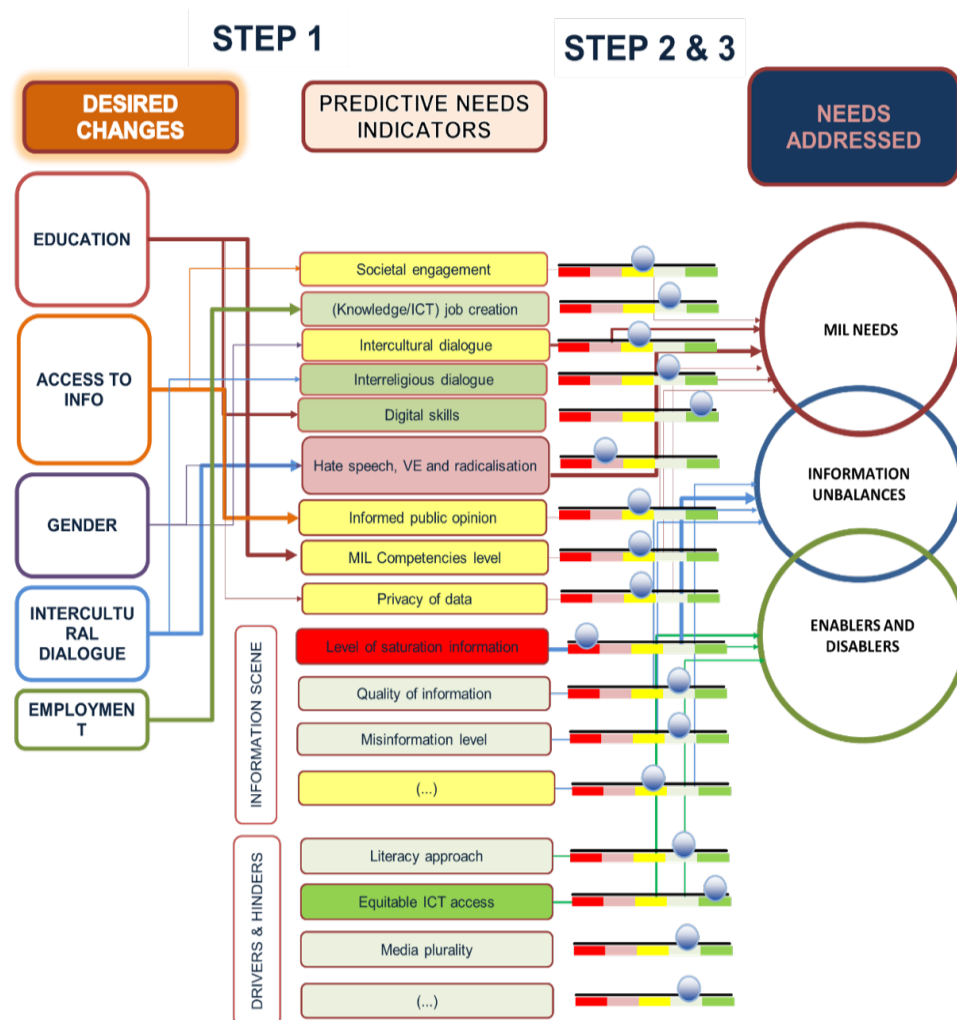
6. This section introduces and explains the different units of the ToC separately, guiding the reader with a brief explanation on the rationale behind that element and the visual keys with which to read it.

2.1 First section: targeted needs (and desired changes)

7. **Rationale:** the evaluation has followed the logic of theories of change of constructing strategies from the desired change backwards. The main challenge to this approach has been, however, the lack of impact related to indicators (common to all stakeholders in the area and very well documented in MIL literature). Consequently, the first exercise carried out mocked the potential changes MIL can contribute to (taking Sustainable Development Goals as the framework). For a thorough explanation, see section 2.3 of the annex on MIL in the international area in Annex 17 (it also includes a list of potential target indicators). To transform these desired changes into targeted needs the evaluation used three different sets of indicators reflecting the status of: i) the intervention areas regarding the desired changes; ii) the information ecosystem; iii) key enablers and bottlenecks of MIL. Please refer to section 3

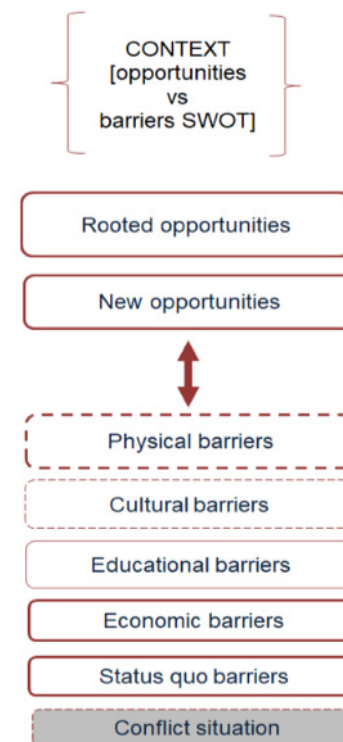
of the annex on MIL in the international area (Annex 16) for a brief explanation of each of these sets of indicators.

Figure 8: Underlying process to identify the needs addressed by MIL intervention



Source: Tothecoreofthings.consulting

Figure 9: Context adaptation visual



Source: Tothecoreofthings.consulting

8. The indicators have been tested and fine-tuned together with the Section responsible for MIL and particularly through country case studies. Their sound development is a proposal included in the machine learning-based tool.

9. **How to read the section:** the ToC does not visualise Steps 1 and 2 as presented in the Figure 8. The streamlined version of the ToC contains a visual reference to the third column on needs addressed and the three categories of needs (MIL-related needs; information imbalances; enablers and disablers). The developed detailed version contains, nonetheless, a more detailed visual representation of the specific needs within each of the categories. For example; the information imbalances category would include a varied set of related needs identified by the indicators (all in red or pink in the indicators).

10. In this vein, the whole theory of change follows the same standard visual legend with colours representing categories (MIL needs, information imbalances and dis/enablers). Their thickness would vary depending on the different context in which it could be applied (responding, therefore, to the adaptive modular-based methodological approach). The thicker the frame surrounding the indicator, the more important this indicator is in the country.

2.2 Second section: context adaptation

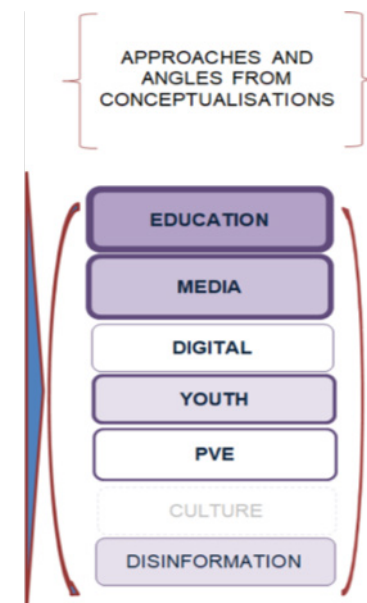
11. **Rationale:** as outlined in the annex on MIL in the international arena, indicators will always be enriched, filtered and adapted with qualitative psychological, social and cultural circumstances and features of intervention areas. In this regard, the theory of change includes a SWOT analysis to shape and adapt the more quantifiable indicators to the corresponding opportunities and barriers. The SWOT would contain opportunities (rooted, forthcoming); barriers (physical, cultural, educational, financial, *status quo*); strengths and weaknesses (of UNESCO as an implementer and partners and their tools).

12. **How to read the section:** the streamlined version will contain a non-exhaustive and merely indicative set of potential units of analysis that are of interest for adapting actions. As mentioned previously, thickness of borders and other visual legends imply the degree of importance of a given indicator (e.g. cultural barriers may be key in a certain intervention area and would then be thicker than other units in this section).

2.3 Third section: conceptual approaches

13. **Rationale:** this section is not normally present in the ToC but it is key to the MIL thematic area. As outlined throughout the evaluation report, the multidisciplinary nature of MIL makes it fit within a highly varied set of sectors and political topics. Therefore, this section reflects the potential policy entry points that identified for MIL in different settings. Each MIL stakeholder has a different approaches and strengths in each of the approaches.

Figure 10: Policy entry points for MIL



Source: Tothecoreofthings.consulting

14. Identified entry points included education (considering all formal, informal and non-formal education approaches to foster media and information competences as part of the new literacy concepts), media (more related to freedom of expression but especially access to information – seek, receive and impart information and ideas – and the right to form an opinion without interference); digital skills (with all the variants across the political agenda that vary from twenty-first-century skills, ‘*compétence numériques*’); youth policies; the prevention of violent extremism; culture (especially using MIL to foster intercultural and interreligious dialogue); disinformation (using MIL as one of the political strategies directed towards countering information disorders and often linked to security policies); and libraries (information-based strategies).⁶²

⁶² These categories were defined through the literature review of SISTER projects and inception interviews with key UNESCO MIL informants. It has been refined during the evaluation process and it is worth noting that, although not exhaustive, respondents to the interview did not suggest other relevant categories. A posterior literature review confirmed the relevance of the categories. See Carlsson, U. (2019). Understanding Media and Information Literacy (MIL) in the Digital Age: A question of democracy. UNESCO Chair on Freedom of Expression University of Gothenburg in collaboration with Region Västra Götaland and the Swedish National Commission for UNESCO.

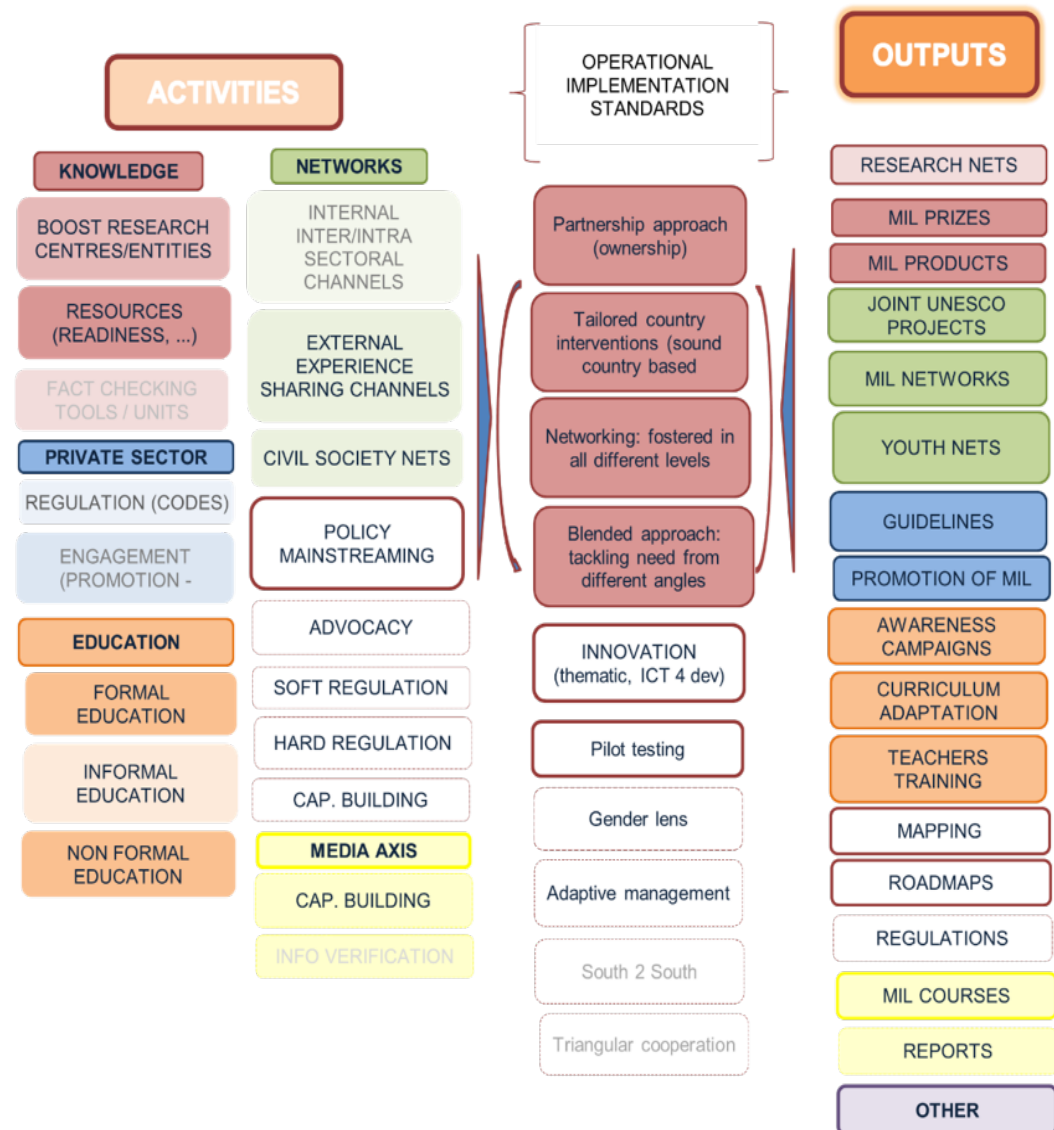
15. **How to read the section:** again, the thickness of borders and other visual legends including fading indicate the importance of an entry point (e.g. the media approach might be more important than a cultural approach). In this specific case, colours have not been used as a visual given that approaches tend to be intertwined in the action lines. Therefore, it has not been possible to visually track them in the following sections of the ToC.

2.4 Fourth section: lines of action (plus activities)

16. **Rationale:** action lines represent all identified activities that have been grouped under different categories. The exercise was based on a literature review⁶³ and has been tested and corrected throughout the ToC workshop and interviews with the Section responsible for MIL and Field Offices and particularly in country case studies. As a side note, readers must be aware that some categories which could have been included for activities have not been finally visualised as they are conceived and better represented as an approach (e.g. although action with youth has been widely identified, several interventions and field office activities linked to this target are multiple and based on a blended approach. For this reason, youth is considered – upgraded – as a policy entry point and approach embedded in all categories).

17. **How to read the section:** in this section visual legends remain the same (thickness, fading, borders) but colours come in as a strong visual element to link activities to the next section of outputs (i.e. educational activities related that appear in an orange box are linked to the orange outputs). The ToC does not use, therefore, arrows to represent the link, although it is an option that may be explored and useful in certain settings.

Figure 11: Action lines, operational standards and outputs



63 Review of SISTER reports plus general literature on the topic and specifically Directorate-General for the Information Society and Media (European Commission). (2007). Study on the current trends and approaches to media literacy in Europe.

Source: Tothecoreofthings.consulting

2.5 Fifth section: operational implementation standards

18. **Rationale:** a key element often not present in theories of change is the operational implementation standards. These reflect the principles of action mainstreamed through a project, programme or thematic area. The wider and deeper the operational standards, the more sound and robust the intervention. In the case of MIL, the evaluation observed several implementation principles that have been applied more or less coherently throughout interventions. As a result, they can be considered as standards. The first mock ToC proposed a number of potential standard approaches that were tested, enriched or removed. For example, the evaluation process noted through interviews, and more interestingly through the review of the SISTER database, a blended approach by which outcomes are approached through a variety of activities and outputs (that speak to different outcomes at the same time).

19. **How to read the section:** in this section colours do not apply since standards cut across all action lines, outputs and outcomes. Other visual legends do apply in terms of importance and the standard presence of the principles in MIL interventions (e.g. the first four principles of action have all been widely identified and documented in MIL interventions).

2.6 Sixth section: outputs

20. **Rationale:** the evaluation identified a wide number of outputs linked to the MIL thematic area that are visually represented in a non-exhaustive list in the ToC.

21. **How to read the section:** as outlined in lines of action, these two sections are linked through colour codes. Other visuals (thickness, fading) represent the importance of the output and are used as adaptive modular features to fit every context where MIL is applied throughout UNESCO coverage.

2.7 Seventh section: assumptions

22. **Rationale:** as outlined in the report, the evaluation has a number of assumptions related to the pathways of change that are presented in figure 12 below. These assumptions are embedded in the complex intervention logic informally followed by the area. Assumptions observed are non-exhaustive but have been identified through a triangulation process based on a thorough desk review and individual interviews with different stakeholders.

23. **How to read the section:** this section is not visually represented in the ToC. Interested readers should refer to the assumptions section included in the knowledge management dimension of the main report.

2.8 Eight section: outcomes

24. **Rationale:** there is a discontinued representation of outcomes in the C/5 throughout the evaluated biennia with different mentions within different Lines of Action and Strategic Results. This discontinuity makes it difficult to determine a fixed formal set of outcomes, yet through the information collected on projects related to MIL, it can be linked to eight outcomes and twenty outputs. Based on the analysis of the C5 framework and activities implemented, the effectiveness of UNESCO's MIL activities is measured against these eight outcomes: (1) the adoption of national policies on MIL, (2) the celebration of MIL week, the integration of the MIL Curriculum in training institutions – for example, by (3) adapting it the local context and then (4) piloting it – and (5) the integration of MIL in youth organisations' policies. Member States are also encouraged to (6) engage in multi-stakeholder partnerships, including experts and academics through (7) the promotion of GAPMIL, and (8) use MIL to develop gender skills and sensitivity

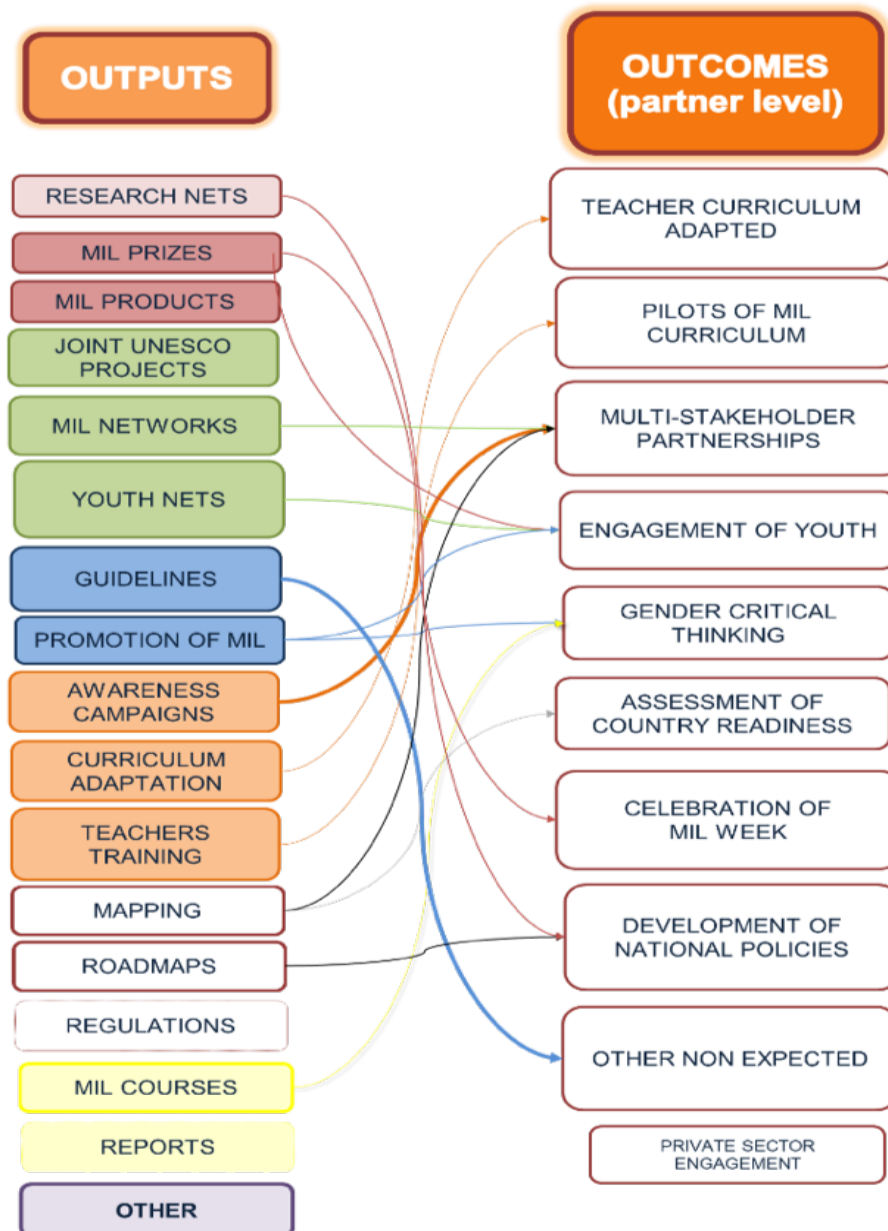
25. **How to read the section:** in this section, colours are not included as the blended approach means different outputs contribute to outcomes (e.g. engagement of youth). Links are then represented by arrows that include the colour of the category of origin and whose thickness represents the degree to which it contributes (significantly or less so) to that given outcome.

2.9 Ninth section: impacts

26. **Rationale:** this section reflects the desired changes used as the foundation of the ToC (i.e. what MIL interventions aim to achieve) and is represented by the potential SDGs. They reflect the iterative nature of the ToC process. The last section constitutes the beginning of the process.

27. **How to read the section:** Given that neither UNESCO nor other international MIL experts/organisations have developed a determined set of contributions not links are included as these shall be further developed in the participatory ToC setting exercise.

Figure 12: Visual representation of the link between outputs and outcome



Source: Tothecoreofthings.consulting

Figure 13: Theory of Change representation (from the sphere of control to outputs)

This figure shows the MIL intervention logic or theory of change in full (from its sphere of control and the influence of strategies to the impacts) including the main approaches, activities, and expected outcomes

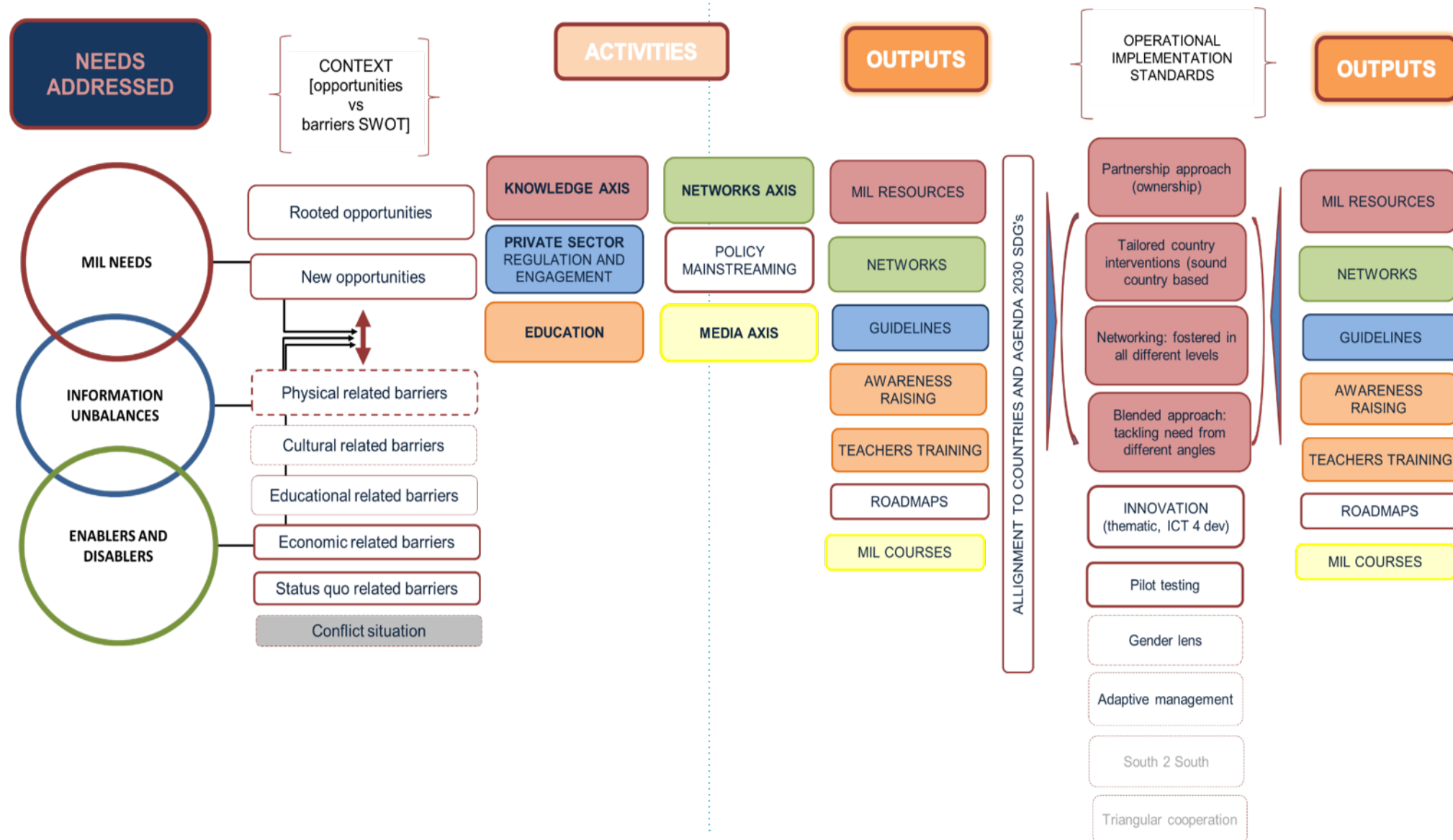
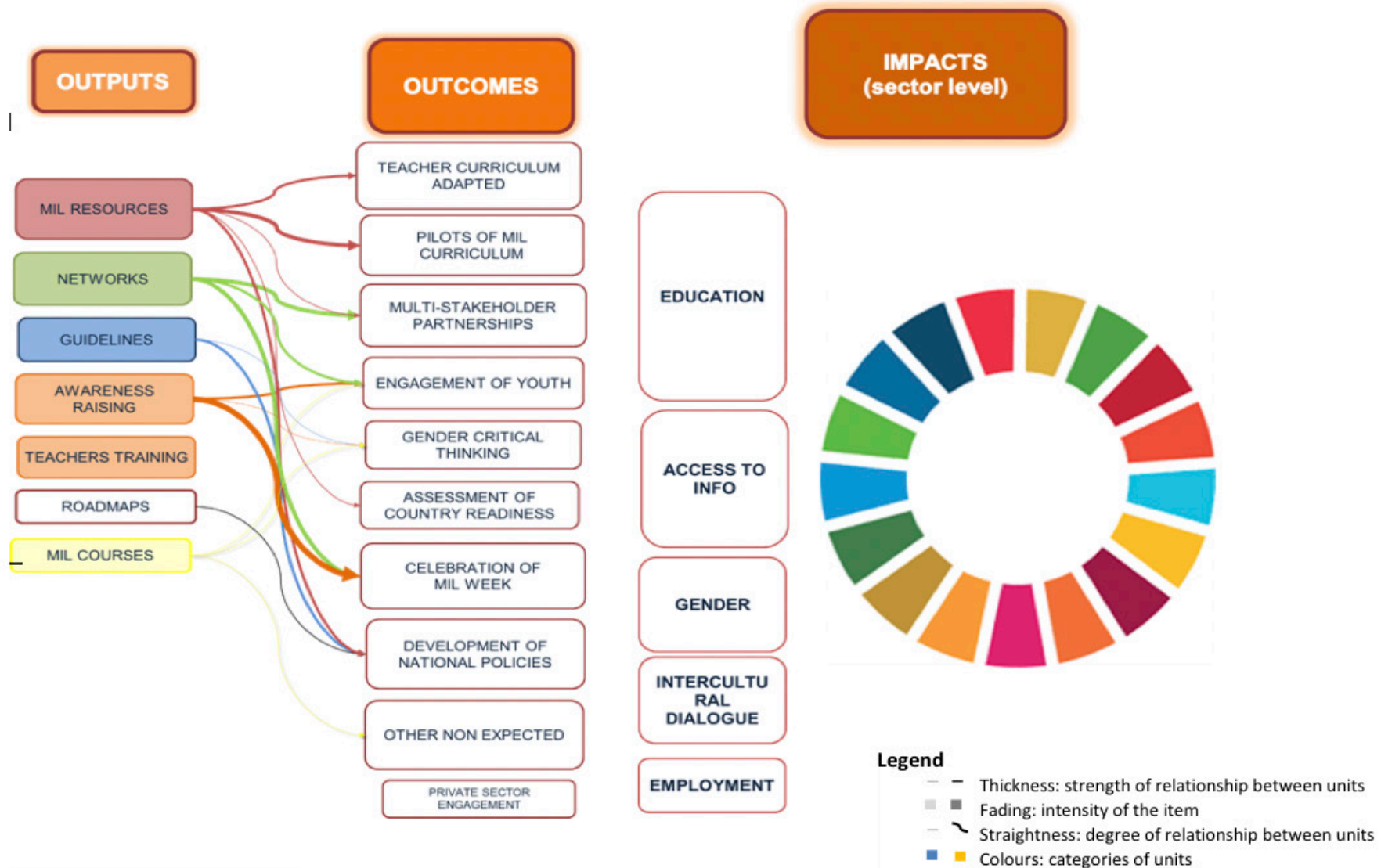


Figure 14: Theory of Change representation (from outputs and the sphere of influence to impacts)



Annex 5: MEDIA AND INFORMATION LITERACY THEMATIC AREA DESCRIPTION

Annex 6: METHODOLOGY AND FRAMEWORK OF THE EVALUATION

Annex 7: EVALUATION MATRIX

Annex 8: SURVEY RESULTS TO MEMBER STATES' ONLINE QUESTIONNAIRE

Annex 9: SURVEY RESULTS TO FIELD OFFICES' ONLINE QUESTIONNAIRE

Annex 10: COUNTRY CASE STUDIES RATIONALE AND READING GUIDE

Annex 11: NIGERIA COUNTRY CASE STUDY

Annex 12: KYRGYZSTAN COUNTRY CASE STUDY

Annex 13: TUNISIA COUNTRY CASE STUDY

Annex 14: SERBIA COUNTRY CASE STUDY

Annexes 5 through 14 are available upon request. Please contact ios@unesco.org

Annex 15: PARTNERSHIP CASE STUDY

Evaluation team member:	Mr Joaquin de la Concha. Evaluation team lead
Main stakeholders interviewed: <i>(relative position of interest for the evaluation)</i>	<p>Ms. Maria Arnqvist. Programme specialist in charge of the MIL multidonor programme. SIDA</p> <p>Ms. Ulla Carlsson. UNESCO Chair on Freedom of Expression, Former Director of NORDICOM, Sweden</p> <p>Mr. Ronan Costello. Public Policy Manager and MIL contact person of Twitter.</p> <p>Ms. Sherri Hope Culver. Former Chair of the MILID Network and co-Vice-Chair of the GAPMIL ISC Committee (USA)</p> <p>Mr. Jesus Lau, Co-Chair of the International Steering Committee GAPMIL (Mexico)</p> <p>Mr. Alexandre Le Voci Sayad, Co-Chair of the International Steering Committee GAPMIL (Brazil)</p> <p>Mr. Takatoshi Mori. Director, Multilateral Cultural Cooperation Division, Ministry of Foreign Affairs of Japan</p> <p>Mr. Daniel Nwaeze. Youth Steering Committee GAPMIL (Nigeria)</p> <p>Ms. Lara Orlandi. Policy Officer, Directorate General for Communications Network, Content and Technology (DG CONNECT), European Commission</p> <p>Mr. Jose Manuel Tornero. UNESCO Chair on MIL for Quality Journalism, Autonomous University of Barcelona</p> <p>Mr. Jordi Torrent. Former UNAOC MIL coordinator</p> <p>Mr. Stephen Weyber. Manager Policy and Advocacy, International Federation of Library Association (IFLA)</p> <p>Ms. Carolyn Wilson. Former Chair of the GAPMIL International Steering Committee (Canada)</p> <p>* The case study also used information collected from interviews with 15 field offices, 8 Member States Permanent Delegations to UNESCO and 4 country case studies. Countries covered included: Africa (Nigeria, Ghana, Gambia, Burundi and Kenya); Arab countries (Morocco, Saudi Arabia and Tunisia), Latin America (Brasil, Dominican Republic, Cuba, Uruguay and Colombia), Asia (Uzbekistan, Kyrgyzstan, Myanmar, Indonesia, Bangladesh, India, Philippines) and Europe and North America (Canada, France, Sweden and Serbia). The full list of interviewees is available as an annex</p>

Date of the case study:	March – May 2020
Executive summary:	<p>UNESCO boosted the partnership approach on the MIL area by a twofold approach: i) At the national level, it did so through the field offices developing a web of national contacts that included relevant Ministries; media and curriculum regulatory bodies; universities; public media; and to some extent other stakeholders of civil society including teacher and media associations. The Organisation's intersectoral and crosscutting MIL approach has allowed UNESCO to effectively communicate its role in MIL with all stakeholders at the country-level, thus allowing for a broad, intersectoral and participatory approach to the development of MIL policies. This approach is much appreciated and replicated by Member States and allowed the Organization to be viewed as the most relevant international organization in the area of MIL. ii) In parallel, at the global level, UNESCO jointly set up with UNAOC a network of universities: the UNITWIN Network on Media and Information Literacy and Intercultural Dialogue (the-MILID network) before launching the Global Alliance for Partnerships on Media and Information Literacy (GAPMIL). These efforts have been complemented since 2012 by the celebration of a Global MIL Week that has further strengthened networking efforts.</p> <p>Main results of the partnership efforts engaged by UNESCO include a well established, and globally recognised network of contacts and collaboration worldwide that replicate and magnify UNESCO efforts, to facilitate the global promotion of MIL. In so doing, UNESCO partners thus generate significant in-kind contribution. On the way forward, the evaluation concludes that networking efforts have reached the first set of objectives. With additional allocation of resources, UNESCO MIL partnership work can be boosted through a new wave of measures that can upgrade the operational and substantial capacity of MIL partnership results.</p> <p>Possible measures at operational level include upgrading GAPMIL to a more formally recognised structure underpinning in parallel shared leadership and a comprehensive communication strategy. On the substantial side, the network shall continue to be an umbrella network representing all relevant MIL areas (editorial, broadcasting, social media etc.) and bringing all key influencers and decision makers together around the same table while continuing providing room and voice to MIL organisations across the globe. At field office level an additional follow up and social network analysis of the existing partner landscape and partnership opportunities would underpin the excellent work already in place. Such measures are in line with the comprehensive plan and process already initiated by the Communication and information sector to reposition, mobilise resources for and expand GAPMIL.</p>

Section 1: Introduction, objectives and methodology

This section includes the main basic aspects of this case study including the evaluation questions, the objectives and the methodology used.

1.1 Introduction

1. In accordance with the UNESCO [Comprehensive Partnership Strategy](#) presented by the Director General to the 207th Executive Board session⁶⁴ the Evaluation Reference Group included partnership as one of the main key dimensions of assessment of the Media and Information Literacy evaluation. In this frame partnership is understood as: “voluntary and collaborative relationships between various parties, both public and non-public, in which all participants agree to work together to achieve a common purpose or undertake a specific task and, as mutually agreed, to share risks and responsibilities, resources and benefits”⁶⁵

2. The partnership assessment involved four main aspects: i) identifying the map of main stakeholders and networks of partners among the main players in the field and ii) a systematization of the current partnerships fostered within the MIL thematic area according to the categorisations included in UNESCO's comprehensive partnership strategy, iii) it also assesses the adequacy and quality of those partnerships as well as their achievements with the aim of iv) identifying the used and unused potential on working with and through partners in the field of MIL.

1.2 Evaluation questions

3. The case study has been structured revolving around one first order evaluation question and four sub-areas of assessment reflecting both the Terms of reference of the evaluation and the comprehensive partnership strategy.

64 UNESCO's [Comprehensive Partnership Strategy](#) was developed in 2013 and an updated version was presented to the 207th session of the Executive Board in October 2019,

65 United Nations General Assembly (GA) Resolution 68/234 Towards global partnerships: a principle-based approach to enhanced cooperation between the United Nations and all relevant partners

Table 11: Key evaluation questions of the partnership dimension

First order question:

4.1 How coherent is the current partnership strategy on the MIL area with regards to the Comprehensive Partnership Strategy from UNESCO?

Areas of assessment:

4.1.1 Categorisation and systematisation of UNESCO MIL partners according to the partnership strategy

4.1.2 To what extent optimized and brought to scale are UNESCO partnerships in the MIL area in:

4.1.2.1 the UN scene,

4.1.2.2 key constituencies and specifically the most vulnerable and disadvantaged groups

4.1.2.3 the private sector

4.1.2.4 Donors

4.1.3 How enabling is the current HQ and FO environment for enhancing knowledge management and synergies across sectors

4.1.4 How well designed are the current partnerships in terms of engagement, disengagement and proactive management.

Source: evaluation matrix

1.3 Methodology

4. To undertake this case study the evaluation has followed the overall evaluation methodology of theory based, participative and utilization focused approach through a mix of qualitative and quantitative tools that have triangulated the information through at least 4 different layers of informants.

5. Main tools used include:

➔ Desk top review of UNESCO partnership strategy, project documentation and UNESCO sister reports.

➔ Online surveys to field offices and Member States. This included rating a complete spectrum of potential partners according to a 5-point Likert Scale

and a multiple choice selection question for assessing the different typologies of partnerships in line with the comprehensive strategy.

- Interviews with Headquarter, field offices, Permanent delegations and MIL partners to complete and deepen the first set of quantitative and qualitative data through a comprehensive and triangulated set of interviews semi-structured around topic guides tailored to the circumstances of every informant.

6. Main limitations of the methodology equal those of the identified in the main report evaluation including: a) the non-statistical representativeness of the online questionnaires received (31 questionnaires for a total 14% margin of error to a confidence interval of 90%), and b) the recent context within the COVID-19 health crisis situation that may have distorted the perspective and opinion on the MIL area across the period covered by the evaluation. In parallel, and specific to this case study, social network analysis is limited by the breadth of the evaluation (sources of information have to be limited to 2 per country and therefore degree of centrality offer valuable information at global level but need to be deepened at country level). In this regard, adequate closeness assessment in terms of which stakeholders can spread information to the rest of the network most easily and which usually have high visibility into what is happening across the network are not possible with the data available. Finally, limitations also relate to the degree of comparison of data as in the vast majority of cases the information can be compared at global and regional level but only anecdotally at country level.

Section 2: Partnerships at the field office level

1.1 Introduction

7. The first area of assessment included categorising and systematising UNESCO MIL partners according to the comprehensive partnership strategy. With this aim the evaluation has triangulated information from the desk review, two online surveys addressed to both Member States and Field Offices and specific questions through a set of interviews on the most common and relevant net of partners at national level. Types of current partners have been grouped as international, national and civil society stakeholders and include the whole range of partners categories referred to by the comprehensive partnership strategy and include the whole spectrum of potential partners' categories. The list remains

however non-exhaustive and includes a category of others where respondents could include other categories non-specified.

1.2 Overview of UNESCO Field Offices' network of partners

UNESCO counts with a well-established network of national and international partnerships in the field in terms of both number and typology of partners. This network shows advanced maturity level in terms of forms of engagement and multi-thematic coverage although the degree of interaction shows work across partnerships as still incipient and resources for partnership management and monitoring appear inadequate. Interaction with other international organisations at national level, especially with sister UN agencies, is to be strengthened to better position MIL in the UNSCDF leveraging all opportunities and taking the intellectual and coordination lead of UNCT in the MIL area.

8. Findings show a strong and broad multi-stakeholder network of Field Offices, with ten partners on average. According to the survey of Field Offices and the interviews carried out, the main partners at Field Office level are national public authorities, who represent more than half of their partners (5.5). The most common partners in this category are the Ministry of Communication and Information and the Ministry of Education, along with universities and public media associations. On average, they only have one international partner (bilateral donor or multilateral organisation) and three from national civil society (with media associations, teacher institutions and media self-regulation bodies being the most common). All in all, and as observed in table 12 below, a number of facts stand out:

9. Overall networks from Field offices are wide including contacts from different UNESCO Sectors and priorities (communication and information, education, culture, gender, youth, etc.) confirming on the one hand, the crosscutting nature of the MIL thematic area at country level and on the other the hand, the existing synergies at field work level. In this regard, all informants confirmed inter-sectoral or interdisciplinary approaches are fully embedded in field work.

10. Types of partnerships are multi-purpose and include: a) resource mobilisation with multilateral organisations and bilateral donors; b) joint advocacy with peer UN agencies and sector-specific public bodies (Ministries of Gender); and, c) knowledge-sharing with a vast array of national organisations involved tangentially (Ministries of Culture, Youth, media regulation authorities, etc.).

Table 12: Average interaction intensity and type of interaction from Field Offices in the MIL thematic area

Type of partner	Average interaction (0 none - 5 very strong)	Primary type of interaction
International partners		
UN agencies	1,26	Joint advocacy
Multilateral organisations	1,29	Resource mobilisation
Bilateral and other donors	1,38	Resource mobilisation
Other	0,74	Programme implementation
National public partners		
Ministry of Communication	2,97	Programme implementation
Ministry of Education	2,47	Programme implementation
Ministry of Culture	1,03	Knowledge sharing
Ministry of Youth	1,06	Knowledge sharing
Ministry of Defence	0,44	Knowledge sharing
Ministry of Gender	0,85	Joint advocacy
Other Executive bodies	1,15	Joint advocacy
Regional authorities	0,94	Joint advocacy
Local authorities	1,47	Joint advocacy
Media regulatory authorities	1,97	Knowledge sharing
Parliament	0,91	Knowledge sharing
Universities	2,62	Knowledge sharing
Public media	2,15	Joint advocacy
Public libraries (all forms)	1,35	Knowledge sharing
Other	0,15	n.a.
Partners from other fields		

Type of partner	Average interaction (0 none - 5 very strong)	Primary type of interaction
Media associations	2,00	
Commercial media	1,38	
Media self-regulatory bodies	1,41	
Library associations	0,91	
Online platforms	1,00	
Associations of key constituencies (women, youth)	1,06	
Academia	1,56	
Teacher institutions	1,50	
Other	0,21	

Source: evaluation survey for Field Offices

- ➔ The average interaction score shows the area is still incipient for many UNESCO Field Offices (1,45 average intensity of activities out of a total maximum potential of 5 points). Breaking down the information to the categories of partners: interactions with national public partners are the highest at the global level, especially in Africa (2,50) though it is in any case still minimal.

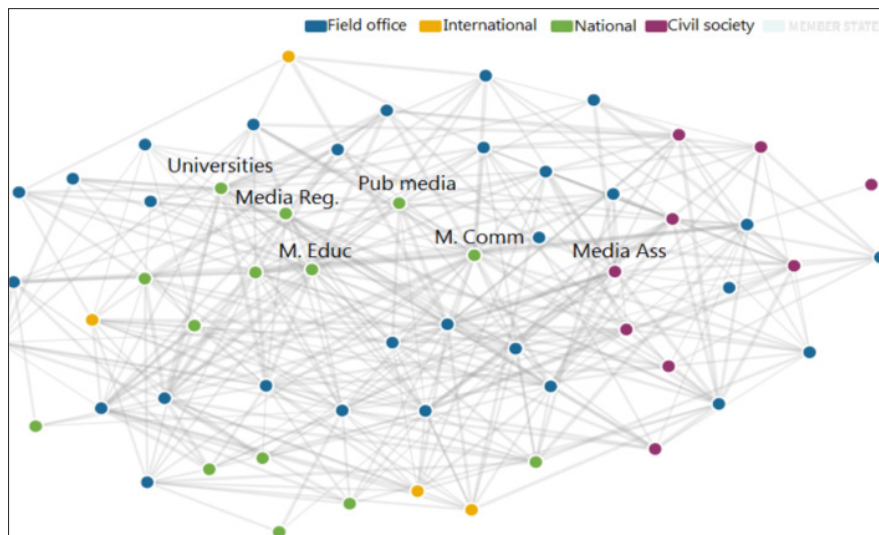
Table 13: Compared average interaction intensity at regional and global level per category of partner

Intensity of relationship	TOTAL	INTERNATIONAL partner	NATIONAL Public partner	NATIONAL Other partner
	(0 none – 5 top)			
	1,45	1,31	1,53	1,35
Africa	1,98	1,73	2,50	1,16
Asia & Pacific	1,34	1,10	1,22	1,80
Arab States	1,34	1,47	1,51	1,08
LAC	0,87	0,94	1,15	1,07

Source: evaluation survey to Field Offices

- At the regional level, Africa has the highest degree of interaction intensity with an average interaction of 1,98. Per category of partner, Field Offices in Africa mainly interact with national public bodies and those in Asia with civil society organisations (especially with media associations, media self-regulatory bodies and academia as main partners). At the international level none of the regions has significant interaction with other UN agencies and/or multilateral organisations. This has been reflected in the interviews with Field Offices and Member States showing that MIL is not yet fully fledged at UN coordination level. Staff at Headquarters are aware of this challenge and intend to address the issue by organizing a UN Roundtable on MIL with all relevant UN agencies (including UNDP, UNICEF). Initially planned for 2019, it has been postponed to October 2020 and is scheduled to take place during the 2020 Global MIL Week. This is a welcome initiatives which should allow for greater cooperation between these agencies at all levels.
- In terms of degree centrality and closeness the following hubs are identified: Ministry of Communication and Information, Universities, Ministries of Education, Media Associations, Public Media and Media regulatory bodies. In all these cases over 50% of Field Office respondents indicated at least a 2 degree intensity with these stakeholders.

Figure 31: Network map of main hubs at Field Office level per category of partner



Source: evaluation survey for Field Offices

11. As observed in the figure these hubs are clustered in their vast majority into the national public bodies cluster. Crosscutting the assessment of both intensity and degree centrality through the Pearson correlation coefficient ($r=0,97$) it shows an extraordinary positive relationship between the two variables. Thus, it indicates a strong balance, coherence and efficiency in the nets developed by field offices. In these nets national cluster stakeholders are the ones receiving more efforts on interactions by field offices and they are as well the better placed to spread information and influence the rest of the network. Also having a better visibility into what is happening across the network being able to inform on changes.

12. Breaking down the correlation assessment at regional level and although with a high positive correlation in all cases, the nets developed by the African field offices ($r=0,67$) are those reflecting the lowest match between degree of centrality (place of stakeholders in the net) and intensity of relationship. Narrowing the assessment to categories of partners it is specifically the mismatch between intensity and centrality of work with civil society sector where a wide array of stakeholders seem to be connected but are approached with less intensity than others with lesser degree of centrality.

13. The width of the nets also shows a strong wide multi-stakeholder at field offices with 10 partners on average: 1,26 international partners (bilateral donors and multilateral organisations the most common); 5,5 national public (Ministry of Communication and information, Universities, Ministry of Education, Media regulatory bodies and public media); and 3,18 from other sectors (Media associations, teacher institutions and media self-regulatory bodies being the most common).

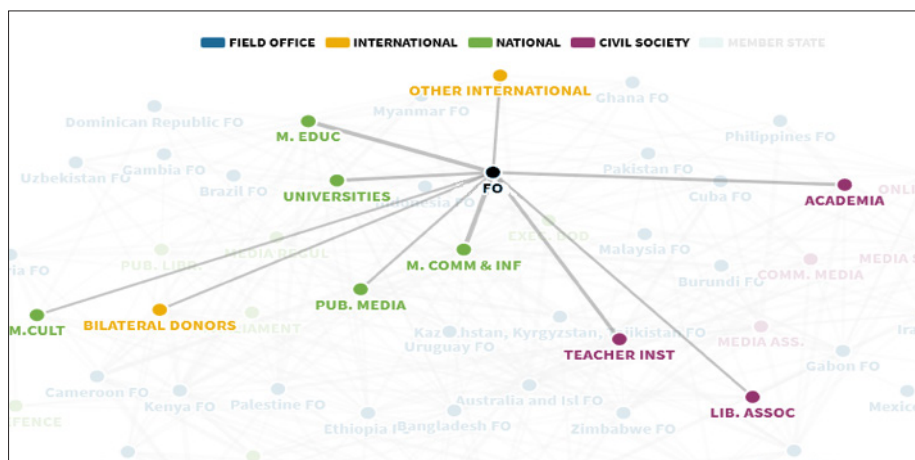
Table 14: Average number of partners for Field Offices by region & per category

	TOTAL	INTERNATIONAL	NATIONAL	OTHER
Number of partners	9,94	1,26	5,50	3,18
Africa	11,90	1,30	7,30	3,30
Asia & Pacific	9,69	1,23	4,69	3,77
Arab States	10,40	1,60	6,00	2,80
Latin America & the Caribbean	6,83	1,00	3,83	2,00

Source: evaluation survey for Field Offices

14. Breaking down the information at regional level the number of partners vary from 7 on average in Latin America and Caribbean region up to 12 partners in Africa. Proportionally speaking however, trends are almost equal in all regions regarding the distribution and importance of clusters per categories with National category partners being the biggest (55% of partners), followed by civil society stakeholders (32%) and finally with around 13% of international partners.

Figure 32: Average network of partners per CATEGORY of a UNESCO Field Office in the area of MIL



Source: evaluation survey for Field Offices

15. According to the comprehensive partnership strategy “categorising partners in terms of forms of engagement helps better prioritising and managing partnerships as it clarifies what kinds of partnership generate the most value and impact also helping to shape externally facing communications”⁶⁶. In this regard, surveys deepened by interviews show international partners are the main donors of field offices meanwhile national partners are mainly partners used for exchanging information and knowledge sharing.

⁶⁶ UNESCO. (2019). Comprehensive partnership strategy. Retrieved from: <https://unesdoc.unesco.org/ark:/48223/pf0000370506/PDF/370506eng.pdf.multi>

Table 15: Forms of engagement per category of partner

Partners category	Resource mobilisation	Knowledge sharing	Program Implement.	Joint advocacy	Facilitation & coord.
International	63%	50%	40%	52%	29%
National	11%	63%	50%	53%	47%

Source: Evaluation survey for Field Offices

16. Deepening the assessment several interesting findings were spotted and are presented below:

- ➔ From the **international category of partners**, a relatively low number of Field Offices interact with sister UN agencies (39% of Field Offices reported having done so). Multilateral organisations and especially bilateral donors are the main sources of funding though an interesting 26% of field offices remark mobilising resources as well from other UN agencies. Nonetheless, engagement is low in any typology (joint influence and advocacy with other UN agencies is remarked by 29% of field offices). Also the engagement at international level in the form of knowledge and experience sharing is very low as well as joint programme implementation (less than 24% in both cases). This low engagement is significant especially considering the opportunities embedded into the UN United Nations Sustainable Development Cooperation Framework (UNSCDF) at country level.
- ➔ At **national level**, there is a wide variety of partners and forms of engagement. Thus, and although Knowledge and experience sharing is the most common, Ministries of Communication & Information and Ministries of Education are mainly partners at programme implementation level (53% of field offices choose this option), other Ministries are engaged more from a knowledge and experience sharing angle (Ministry of Gender, Youth, Culture and Defence) but especially Universities are the main source of knowledge and exchange (59% of field offices choosing this option) followed by public libraries (32%). Other potential partners in this category show a more spread multifunction nature like media regulatory bodies, public media or decentralised authorities that are engaged almost equally as knowledge exchange, programme implementation and joint advocacy level.

1.3 Comparison with MIL networks at Member State level

In terms of typology of partners and functions, Field Office networks correlate to those established by Member States at the national level in all UNESCO regions, with the exception of Europe and North America. In all cases, UNESCO is connected with leading national players in the field.

20. The information gathered from both surveys and interviews shows an absolute correspondence between the MIL networks of Member States and those developed by Field Offices⁶⁷:

- The structure of the network reflects that of the Field Offices, with the only difference being that Member States have a broader network of partners with whom they cooperate to a greater extent. Member States have on average five more partners in MIL than Field Offices. The proportion of partners according to category precisely mirrors that of Field Offices, with an average network consisting of 30% civil society partners, 15% international partners and almost 56% national public bodies. Breaking down the assessment per region, the distribution and total number of partners is almost equal between regions with Asia and the Pacific registering the broadest network (17.33 partners on average).
- In terms of intensity, and as shown in Graph 19 below, Member States' network is as well incipient though more established than that of field offices with an average intensity of interaction of 1,94 out of 5.

⁶⁷ As outlined in the limitations, and as there is only one governmental body providing the answers it is recommended to expand this exercise at the relevant country levels in order to collect networking information from all potential stakeholders included in the questionnaire. That exercise would provide an accurate image of degree of centrality and nodes (stakeholder's hubs) that would help field offices better use networking resources

Table 16: Average number of partners of Member States per category of partner⁶⁸

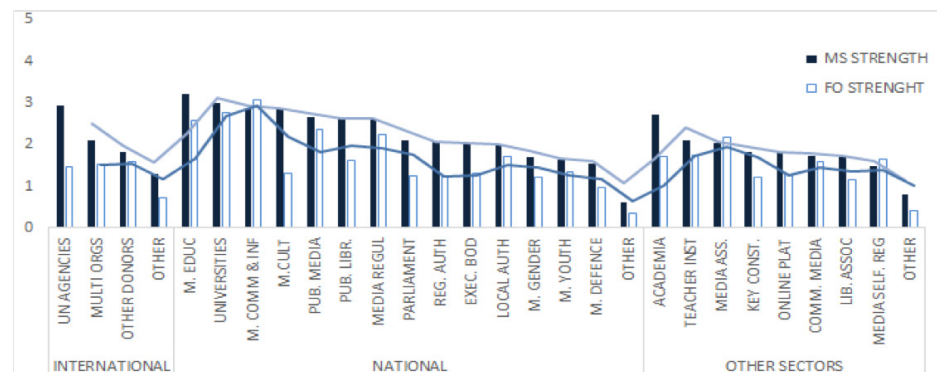
	TOTAL	INTERNATIONAL	NATIONAL	OTHER
Number of partners	15,23	2,13	8,52	4,58
Africa	15,00	2,11	8,11	4,78
Asia & Pacific	17,33	2,67	9,33	5,33
Arab States	16,50	2,75	8,75	5,00
Europe & North America	14,60	1,87	8,53	4,20

Source: evaluation survey to UNESCO National Commissions

- Europe and North America is the region least covered with liaison offices in New York and Brussels and one single field office for operations in Venice. This region lacks a similar vast national networks as those established in other regions, although HQ has a vast pool of CSO organisations that are members of the GAPMIL network.
- In addition, Member States' main hubs mirror to a great extent that of Field Offices. These include the Ministry of Education (a major hub in the case of Member States), universities, public media and media regulation bodies. The most remarkable differences concern the Ministry of Culture and public libraries, which are identified as important nodes by Member States but not by Field Offices. Moreover, it is interesting to note the increased participation of several stakeholders that are barely included in Field Office networks (parliament, regional authorities and library associations) with whom over 50% of Member States partner with.

⁶⁸ Latin American Member States although represented in the face to face interviews (Colombia and Brazil) have not responded to the online questionnaires.

Graph 19: Compared network of partners and average interaction intensity: Field Offices vs Member States



Source: evaluation surveys for Field Offices (FO) and UNESCO National Commissions in Member States (MS)

21. In terms of UN agencies, and although the difference is remarkable, the majority of Member States identified UNESCO as one of the main UN agencies they collaborate with in the MIL thematic area. This information was backed up during the interviews carried out, where the vast majority of respondents identified UNESCO as the main international stakeholder in the MIL area, especially considering the resources developed and made available and, in some cases, the composite concept⁶⁹. In this regard, it is to be noted that countries which mention this good locus and influence on the part of UNESCO are also countries from the North, with well-established and developed MIL frameworks that acknowledge a strong potential niche of action for UNESCO in these countries.

22. Several countries referred to the opportunities and need for more use of UNESCO family partners (UNESCO Chairs, UNESCO Category 1 and 2 Institutes and Centres and UNITWIN), as well as a need for more coordinated actions with other UN agencies (some interviewed Member States and responses to the questionnaires identified several that might be of interest, including in particular UNICEF,⁷⁰ UNDP and OHCHR, showing the direct and applicable human rights-based dimension of MIL).

23. Further, and in terms of partners at the national level, several of the interviewed Member State representatives pinpointed the crosscutting thematic nature of MIL in

69 Information literacy and media literacy. See UNESCO definition. <http://www.unesco.org/new/en/communication-and-information/media-development/media-literacy/mil-as-composite-concept/>

70 In the case of UNICEF, there is already some degree of interaction, e.g. in Uruguay, through the Kids Online study concerning cyber security.

their approaches. In some specific cases this inter-sectoriality was transformed into inter-ministerial action with joint political actions from different Ministries aligned in some cases directly around MIL (in different types of National MIL coalitions as in the cases of Nigeria or France) and in other cases their joint action came about on what the comprehensive partnership strategy has identified as “Project-specific partnerships and time-bound coalitions”. Specific thematic areas mentioned included artificial intelligence, digital transformation and preventing violent extremism. In this regard, the approach shown by UNESCO addressing a wide range of stakeholders at the national level is therefore confirmed as relevant

24. Finally, from a gender perspective Member States have not stressed any links with gender-issue-related partners in their MIL networks either, although the interactions with the Ministries competent for Women’s Affairs are a bit stronger than those field offices currently have. In any case, and referring to other constituencies, it is as well remarkable that Ministries of Youth are not spotted among the main players in the thematic field when youth has been unanimously identified as the main target population of MIL activities (although 44% of respondents acknowledge some interaction with the Ministry of Youth with equivalent intensity of interaction very incipient of 1,42 out of 5 potential degree). Rather, close to double of the Member States (82%) report interacting much more closely with Ministries of Education on MIL-related topics (interaction of 3,43 out of 5) and 7 in 10 with the Ministry of Culture and that of Communication and Information⁷¹. This suggests that whilst still predominantly targeting young people, governments opt for other channels to do so, rather than focusing on youth-specific activities to be implemented by the Ministries of Youth alone. This further allows them to reach other constituencies. Indeed, during the interviews, several Member States underlined their interest in and the importance of targeting the adult population and strengthening life-long learning approaches into MIL actions.

71 Specifically, 68% and 71% of UNESCO National Commissions surveyed for this evaluation (n=31) reported interacting with the Ministry of Culture and the Ministry of Communication and Information respectively. In both cases, the interaction is relatively intense, standing at 2.87 on a scale from 1 to 5.

Section 3: Partnership at the global level

3.1 Introduction

25. In parallel to the development of country national networks of partners, UNESCO has devoted significant efforts to establishing, developing and sustaining a network of partners at the global level that crystalized first through the creation of the international University Network on Media and Information Literacy and Intercultural Dialogue ([UNESCO/UNAOC-MILID](#))⁷² and second through the establishment of the Global Alliance for Partnerships on Media and Information Literacy ([GAPMIL](#))⁷³. Both the MILID and GAPMIL networks were set up with barely any resources (none for MILID and only very limited resources for GAPMIL). Since their existence, UNESCO has not had adequate budget necessary to maximize their potential, relying almost exclusively on in-kind contributions to sustain their activities (e.g. 245 355 USD worth of support for the 2018 edition of the Global MIL Week⁷⁴). Nevertheless, there are notable and several successful outcomes that are described below.

26. More recently, the Organization has turned more towards cooperating with sister UN agencies. As mentioned above, a UN Roundtable on MIL is foreseen in the upcoming Global MIL Week. The 2019 UNESCO General Conference further requested the UN Secretary General to endorse the Global MIL Week in the upcoming UN General Assembly⁷⁵, with the intention this would increase the profile of the event and UNESCO's work in this area. These initiatives are to be commended and offer great potential for UNESCO's MIL work. However, as they are yet to evolve, the evaluation will focus more on assessing the outcomes of the long established GAPMIL and MILID networks.

27. In this section the evaluation presents jointly the findings from the assessment undertaken on these two global networking structures as a whole, bearing in mind that the MILID network has been integrated into GAPMIL as its "research arm". Nonetheless, the assessment will include specific references, findings, conclusions and recommendations specific to the MILID network.

28. To measure this component, the evaluation has used as main guidelines the Comprehensive Partnership Strategy of UNESCO complemented by relevant literature for

⁷² The first international University Network on Media and Information Literacy and Intercultural Dialogue

⁷³ A multi-stakeholder network

⁷⁴ See Annex III.B, Indicative list of total in-kind contributions towards programme implementation for 2018.

⁷⁵ Records of the General Conference, 40th session, Resolution 56, point 3(c) (see page 47) available here: <https://unesdoc.unesco.org/ark:/48223/pf0000372579>

assessing the operational features of the partnership⁷⁶. The assessment of the operational side thus complements strategic objective 3 of the Comprehensive Partnership Strategy "Apply clear principles for engagement, disengagement and the pro-active management of partnerships" (UNESCO, 2019, pp.17). Specifically it measures the extent to which the partnership established for implementing the project is balanced, well defined, structured, resourced and provides an added value regarding the goals of the Organization. Table 17 below presents a set of specific operational features that need to be present for a partnership to be successful against which the MILID and GAPMIL networks have been assessed.

Table 17: Partnership operational features

Judgement criteria for measuring the operational features of the partnership	
4.1.5	Operational features of partnership
4.1.5.1	The partnership envisaged is balance in terms of: <ul style="list-style-type: none"> * Layers and types of stakeholders * Key constituencies and most vulnerable groups are represented * Partners provide an added value
4.1.5.2	Adequate governance and decision making: <ul style="list-style-type: none"> * Democratic based governance bodies and election system plus decision making processes * Ownership, mutual accountability and subsidiarity are cornerstone principles * Priority consideration is applied to boost most disadvantaged groups voices on an equal standing
4.1.5.3	Resources match the objectives and ensure sustainability
4.1.5.4	Rules and procedures are formal and clear/adequate: <ul style="list-style-type: none"> * Roles, responsibilities and structures are clearly defined and written

⁷⁶ The main sources used come from the development cooperation area from the Busan Partnership Agreement to SDG 17 and OECD Triangular co-operation in the era of the 2030 agenda. Also it draws from lessons learnt by other multi-country partnership based programmes with multi-cultural and multi-layered stakeholders' networks. For a full review of literature on the topic see de la Concha, Joaquin (Forthcoming). "The neglected Aid effectiveness principles at project and programme levels: A proposal to include them in evaluation practices". Journal of Multidisciplinary Evaluation.

Judgement criteria for measuring the operational features of the partnership

* There are clear, transparent and democratic requirements and processes for engaging and disengaging

* There is a strong regular coordination, animation and management

4.1.5.5 Communication channels are transparent, accessible, practical, timely and targeted

4.1.5.6 There is sound planning, monitoring and assessment of partnership (expected) results and of the partnership quality

4.1.5.7 There are support services for partners boosting knowledge sharing, skills and capacity building

Source: adapted from de la Concha, Joaquin (forthcoming)⁷⁷

29. Methodologically, the assessment of this section has been predominantly qualitative, based on a desk review assessment of the documentation available from the partnerships (GAPMIL and MILID) and the interviews carried out with a representative number of GAPMIL and MILID members. It has furthermore been backed up by responses to the online survey questions sent to UNESCO Field Offices and National Commissions, and by interviews with other stakeholders.

Table 18: Basic features of GAPMIL and MILID

	GAPMIL	MILID
Type of partners	Multi stakeholder	Universities
Number of partners	559 organisations plus 1000 individuals	26 members
Legal personality	None	Part of UNITWIN UNESCO network
Governing structure	International Steering Committee	Chair

⁷⁷ de la Concha, Joaquin (Forthcoming). "The neglected Aid effectiveness principles at project and programme levels: A proposal to include them in evaluation practices". Journal of Multidisciplinary Evaluation.

3.2 Overview, objectives and effectiveness

Both global partnerships are not explicitly stated in UNESCO's Medium-Term Strategy and recent C5 Programme and Budget documents, and specific formal indicators are almost non-existent, leading to a lack of formal visibility for partner Member States. Both networks have significant potential as a result of former products and resources produced by the MILID network and from ad hoc concrete actions, as shown in the effective media and information resources response to the COVID-19 health crisis.

31. Based on the lack of budgetary allocation, GAPMIL has not been given the attention it deserves and necessary for UNESCO to realize the full potential of this network. While the 37 C/5 aimed to establish at least three international partnerships promoting MIL,⁷⁸ the only specific reference to GAPMIL in the formal UNESCO strategic documents appears in a target under a CI-specific expected result, under the Global Priority Gender Equality, which required that three regional chapters of the Global Alliance for Partnerships of MIL be strengthened to promote MIL.⁷⁹ Whilst a few minor references in the text remain⁸⁰, neither the 39 C/5 nor the 40 C/5 explicitly set targets against which to measure progress of either network. As a result, GAPMIL and MILID are less visible to Member States and reporting on the initiatives taken regarding these networks remains informal.

32. A lack of visibility and knowledge about GAPMIL has also been observed throughout the evaluation process, with a large number of Member States, key MIL representatives, and other key MIL partners, not being aware of the existence of the network. Moreover, those familiar with it do not show a full understanding of its objectives, functioning and accessibility. Despite the existence of a dedicated GAPMIL and MILID websites indicating the networks' objectives and how to become a member, the organisation of

⁷⁸ Target 2 under 37 C/5, Communication and Information Sector, Main Line of Action 1, Expected Result 2, Performance Indicator 2, target 'At least three international partnerships promoting MIL'

⁷⁹ Target 5 under 38 C/5, Global Priority Gender Equality, Expected Result 1, Performance Indicator 4, target 'Three regional chapters of the Global Alliance for Partnerships of MIL strengthened to promote MIL'

⁸⁰ 39 C/5, page 248: "empower people, particularly the youth, to develop critical thinking and intercultural competences, by providing support to Member States to adopt and integrate media and information literacy (MIL) in curricula, policy guidelines and assessment frameworks, and lead the Global Alliance for Partnerships on Media and Information Literacy (GAPMIL)" and 40 C/5, page 47, under strategic objective 9, vi), UNESCO endeavours to provide "support to Member States (...) to lead the Global Alliance for Partnerships on Media and Information Literacy (GAPMIL)"

several Regional MIL Forums⁸¹ and targeted communication from the UNESCO CI Sector in particular in the months leading to the Global MIL Week, the evaluation found little awareness among Member States of the network. While the evaluation was not in a position to clearly identify the reasons for this, it may be attributable to the frequency, quality or means of communication deployed by both UNESCO and the networks themselves. For example, the Communication and Information Sector's concept notes inviting Member States to participate in the Global MIL week refer to the GAPMIL and MILID networks as co-organizers and co-sponsors of this major event without however introducing these networks and their work, nor do they orient them towards the websites for further information. Alternatively, the little awareness may reflect a lack of interest of some Member States in these networks. Either way, this represents a challenge that is potentially detrimental to UNESCO's message, considering that the GAPMIL network is one of UNESCO's core strengths and notable achievements, but it also shows an opportunity for the potential of GAPMIL in terms of its visibility and results to still be fully leveraged for the achievement of MIL objectives at both country and global levels.

33. This shows that while UNESCO has by far achieved the objectives it set itself - with international partnerships established all around the world through field offices plus two networks of global MIL stakeholders that include in the case of GAPMIL chapters for each of the UNESCO regions- these can be better utilized. Out of the eight formalised MIL outcomes identified through this evaluation, partnership has been pinpointed as the one best achieved by Member States surveyed. This perception is also supported by field offices surveyed where partnerships are perceived as the second most achieved outcome. Nevertheless, the score provided in both cases (2,45 for Member states and 2,09 for field offices in a Likert's scale of 5 points where 5 represents the maximum achievement and 1 the lowest) reflects that there is room for improvement.

34. This quantitative perception represents very well the overall situation at the global partnership level. According to the interviews the global access to experts from all around the world is perceived as one of the main added values of UNESCO in the thematic area of MIL though networking is in dire need of a strong boost to take it to the next stage.

35. On the strengths outlined by informants from the academic field, GAPMIL is recognised as a global representative network of MIL key stakeholders that makes UNESCO

81 The Regional MIL Forums were organized with partner resources in Europe and North America (the 2014 and 2016 European Forum on MIL respectively held in Paris, France and Riga, Latvia), Latin America and the Caribbean (2014 LAC Forum on MIL in Mexico City, Mexico) and in Arab States (the 2015 MENA Forum on MIL in Cairo, Egypt)

very well positioned to provide experts in different MIL related fields from all regions of the World. This strength has been shown in a 'quick response MIL operative team' that has been available at different workshops and conferences where GAPMIL has been the key of a great rapid reaction and networking capacity (e.g.: curriculum adaptation workshop held in Serbia in autumn 2019, MIL Latin American observatory, etc.).

36. The current COVID-19 crisis has shown another of the key strengths of the GAPMIL and MILID networks: the capacity of direct access to key top experts in several MIL related areas.

One of the most recent examples of this rapid deployment of the GAPMIL capacity has been the demonstration of GAPMIL as a resource centre for responses to COVID-19 initiated by UNESCO. These resources, mobilised by a single email to the GAPMIL network, generated a first response from over 40 sources with over 70 different ideas that have been followed by bi-weekly webinars on the MIL CLICKS Facebook page and further highly relevant actions, such as the creation of a database of credible and reliable resources on the pandemic and the elaboration of a Covid-19 comprehensive information guide⁸².

37. Also the networks have strongly worked towards enabling the MIL community to unify the media and the information fields, in line with UNESCO's composite concept of MIL, making it stronger and wider, easing cooperation between thematic areas with no previous links. Anecdotally some informants also referred to the opportunity provided by MIL for stakeholders that are competing in other arenas to cooperate.

38. Internally in GAPMIL, the main strategic document available is the 2018 Framework and action plan that establishes three main goals – to establish key strategic partnerships to promote MIL globally, to provide a platform for discussions amongst the MIL community and promoting MIL as composite concept. These are implemented through five main lines of action: strengthening the work of international organisations, policy advocacy with Member States, partnerships, awareness-raising and the fostering of MIL initiatives. It is relevant to note however that these goals have not been referred to by many key stakeholders of the partnership and there is no compulsory reporting and evaluation system against these objectives.

39. On the contrary, the renewal of the MILID Network's Memorandum of Understanding with UNESCO every 6 years is based on the submission of a report on the effectiveness of its activities. The latest submission dates back to 2017. The MILID network, has undertaken

82 See more information here : <https://en.unesco.org/themes/media-and-information-literacy/gapmil/covid19>

many collaborative actions. One flagship cooperation is the publishing of MILID yearbooks with the aim of influencing policy, fostering research and raising awareness by promoting localised MIL experiences. Four editions were published between 2013 and 2016⁸³. Authors volunteer their services to research and prepare relevant chapters and case studies. These yearbooks summarise the vast amount of work, activities, publications and overall endeavours around MIL, pointing ahead of time to current key challenges on the global political agendas: the right to privacy, disinformation, hate speech and race and religious diversity. These resources were highly successful and referred to as being of good quality and excellent references by many stakeholders interviewed. However, lack of funding has jeopardized the sustainability and thus continuation of the yearbook. Indeed, the first three editions were financed through a partnership established with NORDICOM. To reduce costs, it was decided to issue a single publication every two years from 2017 onwards. The 2017-2018 Yearbook was however delayed because of quality concerns but also computing budget for publishing as UNESCO had undertaken those costs. It has thus not yet been published. Another area in which the Network thrived was awareness-raising. Hence, thanks to the efforts of the universities that compose the MILID, many initiatives were taken up to promote MIL i) to the general public (e.g. a TV show on MIL broadcast in the USA⁸⁴, creation of undergraduate and graduate programmes on MIL in universities⁸⁵, student exchange programmes⁸⁶ and even a Young Journalists Platform to set up an intercultural network of journalistic production), and ii) also to decision-makers, namely through the organization of Regional fora on MIL in Europe (jointly with the EU), Latin America and the Caribbean and Northern Africa. They have also proven to be a useful network in disseminating UNESCO MIL-related materials⁸⁷. Most of these activities took place in the early years of the networks, but they have somewhat dwindled in recent years.

83 The four MILID editions concern Media and Information Literacy and Intercultural Dialogue (2013), Global Citizenship in a Digital World (2014), Media and Information Literacy for the Sustainable Development Goals (2015), Media and Information Literacy; Reinforcing Human Rights, Countering radicalization and Extremism (2016). They can be viewed here: <https://en.unesco.org/themes/media-and-information-literacy/milidnetwork/milidyearbook>

84 See the Temple University's Television Union broadcast of the show 'Media Inside and Out here: <https://templetv.net/shows/media-insideout/>

85 For example, the Autonomous University of Barcelona, with the support of the University of Cairo, organized a MILID summer school in 2013 and 2014: <https://milidsummerschooleng.wordpress.com/>

86 Students from Jamaica, Spain and Brazil gathered at the University of Sao Paulo in February 2014 to discuss MIL. See here: <https://www.youtube.com/watch?v=3oZFVbcFHdk>

87 Discussion of the adaptation MIL curriculum in a Teacher's workshop at the Sao Paulo University, it was translated into Japanese by Hosei University and the Punjabi University in India adapted UNESCO's MOOC on MIL to the local context.

3.3. Operational features

The Global Alliance and the MILID network are perceived by informants as some of the most notable achievements during the evaluation period. GAPMIL has a broad network of partners that positions this alliance as the top current expert network in the MIL arena. It also brings together the biggest current global network of MIL-related stakeholders, while MILID unites top academic players and references that have been key for producing the well-known and influential MIL resources. On the other hand, main challenges of both networks refer to the balanced typology and geographic representation of partners and the correlation with national Field Office networks.

40. Other key strengths identified during the evaluation relate to the operational criteria presented below, namely regarding the composition of the networks, their coordination and resources put aside for them.

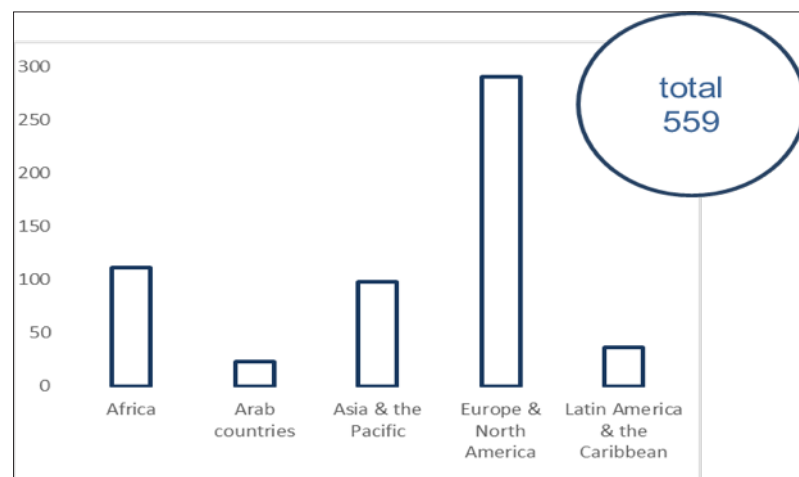
3.3.1 Composition

41. Specifically and regarding the **balance of the partnership** in terms of number of partners, type, added value and representativeness of key constituencies the assessment of the documentation available⁸⁸ shows the following findings:

42. GAPMIL is open to all and advertised mainly through a dedicated UNESCO website explaining the purpose and activities of the network. Membership is free and subscription is based on an online questionnaire aimed at understanding the organization's profile and work⁸⁹. To date, no organisation has been denied access or membership as the aim has always been to build a wide network.

88 List of current GAPMIL members (updated on 22 November 2018). UNESCO (2018). Framework and action plan GAPMIL.

89 Namely assessing three points; thematic scope of the Organisation, its geographical setting and MIL-related targets.

Graph 20: Geographic distribution of GAPMIL members

Source: List of GAPMIL members as provided by UNESCO MIL section – last updated in Nov. 2018

43. UNESCO has been successful in this regard. The GAPMIL network is very extensive totalling 559 partners from all five UNESCO regions. Europe & North America (291 organisations), Africa (111 organisations) and Asia & the Pacific (98 organisations) are very well represented both in terms of total number of organisations and number of countries with organisations in the network (34 European, 24 African and 23 Asian countries have organisations in the network). Arab countries are well represented in terms of number of countries (11) but the overall number of organisations is not representative of the richness of the MIL thematic area in the region (totalling 23 or less than 2 organisations on average per country). In the case of Latin America and the Caribbean region, it is underrepresented with a total number of 36 organisations from 12 countries (out of 64 countries and territories in the region). Language barriers may account for the lower figures in some regions (Arab States and LAC especially), as most resources are not available beyond the English and French versions. UNESCO has however made attempts to mitigate these effects. For instance, in 2019, the MIL MOOC was translated into Spanish and Portuguese thanks to extra budgetary funds from Latin America⁹⁰.

- ➔ Although the current data available does not allow for a conclusive categorisation on representativeness on key constituencies all stakeholders

⁹⁰ The two donors are the Autonomous University of the State of Morelos, Mexico and the University of Campinas, Brazil. See the list of in-kind contributions for 2018 referred to in note 11.

acknowledge the high representativeness of youth constituencies. (from the data available 17 members are directly working on youth representing 5% of classified members). Very anecdotal representation appears however from other key or most disadvantaged constituencies such as gender-based associations or ethnic minorities (the assessment of the available list identified 9 organisations working exclusively on gender, five on general community matters and two on ethnic minorities)⁹¹.

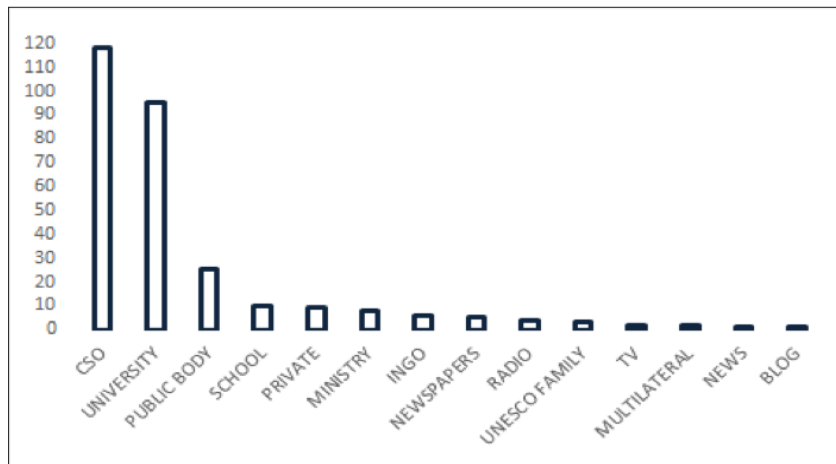
- ➔ From the thematic angle, the GAPMIL network is predominantly related to the media and media education (almost 42% of classified members), although it has a significant representation of other thematic areas that reflect the crosscutting nature of MIL. Specifically, the network has a wide representation of general education related members (32 members or eight percent of classified members), libraries or information related (41 members or eleven percent), MIL specific⁹² (19 members or five percent) and members working on ICT issues (19 members or five percent). Further, GAPMIL has a symbolic representation of tangentially connected thematic areas such as culture, rural development and science (all with anecdotal representation of less than five members each) and one or two representatives from a vast range of areas (including intercultural dialogue, religious groups and human rights). In this regard, and although the evaluation identified one organisation explicitly working from a human rights angle the significant number (38,19%) of CSO representatives they presumably cover a relevant range of issues linked to social, economic and cultural rights.
- ➔ Finally, regarding the type of partners in GAPMIL, out of those that can be classified, the vast majority are civil society organisations (38%) and universities (31%), with over 95 Universities included in the list, which is significantly more than the number of members in the MILID network, although the latter's structure and belonging to the UNESCO University Twinning (UNITWIN) network never lent itself to adopting a larger scale. Far beyond in total numbers there is representation of public bodies (especially media regulatory related

⁹¹ This assessment is however not exhaustive as the data available is scarce and, the analysis is primarily based on the members' name and may thus not accurately reflect all priority areas of the organisations. (i.e. although a name may indicate a focus on gender that is not to say it does not work in any other relevant policy area).

⁹² MIL specific organisations are the only ones that explicitly refer to both media and information literacy within their names, suggesting they work on the composite concept. They potentially work in other more specific areas of the field. However, their nature could not be ascertained.

bodies) and anecdotal representation of other sectors including schools (ten members), the private sector (nine companies from a diverse range of fields including consulting firms, one factory and one publishing company) and Ministries (nine Ministries from eight countries). The number of UNESCO family members such as Category 2 Institutes or Chairs that are part of the network is surprisingly limited (only four members⁹³) and equally only very few media outlets (six TV and radios) are represented. Interestingly, 31 members classified themselves as networks indicating the potential of GAPMIL to open a communication channel between associative networks in areas related to MIL.

Graph 21: Type of partners amongst GAPMIL Members



Source: List of GAPMIL members provided by the UNESCO MIL Section – last updated in November 2018

- MILID Universities network is on the contrary very much halted in terms of number of members and geographical representativeness totalling 26 members from 20 countries with an average of 4,8 universities per geographical region and Africa only being represented by Universities from 2 countries (Nigeria and South Africa). Further, the selection process of members seem to be challenged in the last few years with some additions not following the previously established process and/or not active once included.

⁹³ The Bradford UNESCO City of Film (UK), the Russian Committee for the UNESCO Information for All Programme (Russian Federation), the UNESCO Chair on Cyberspace and Culture at the University of Tehran (Iran) and the UNESCO Global Chair in Global e-Learning (Finland).

3.3.2 The coordination

44. **Decision-making processes** surrounding the networks are also essential. In this regard the following has been observed:

- At global level, the GAPMIL network of partners is coordinated by UNESCO, assisted by the GAPMIL International Steering Committee (ISC). According to the UNESCO Framework and Plan of Action for GAPMIL, the Committee “is composed of representatives of the core group of partners engaged in the Alliance” with each region represented by two members, one of whom also serves as the youth representative. This Committee supports UNESCO, which takes the overall direction on GAPMIL, in managing the network, and as reflected in the GAPMIL framework and action plan, it embodies a central administrative unit, that acts as a kind of executive and monitoring body.
- The network has Regional Chapters, aimed at developing and sustaining the network at the regional level. UNESCO staff members in Field Offices are also invited to engage with the Regional Representatives of the ISC. They however have different levels of activities owing to volunteerism and lack of resources to implement proper monitoring and reporting mechanisms.
- During the 2016 Global MIL week in Sao Paulo, it was decided that the GAPMIL be subdivided into Committees. The Youth Sub-Committee is the only one of five sub-committees that has been operationalized so far. It has 11 members, supported by 13 youth ambassadors across regions, whose work is coordinated by a Youth Representative sitting in the ISC. It is seen to be well-functioning from the governance point of view, with horizontal principles being promoted in order to create a sense of connection, ownership and shared responsibility. ‘Everybody has access to everybody’, as one representative put it. In this section, they have introduced regional youth MIL Ambassadors that represent and boost action at regional level (subsidiarity). UNESCO has supported these efforts, in line with its own Operational Strategy for Youth, which encourages UNESCO and its partners to engage meaningfully with youth both as beneficiaries and active partners in programme design and implementation. In the last few years, UNESCO has promoted a greater involvement of youth in GAPMIL decision-making processes and actions. According to youth representatives, these efforts have already borne fruit as regards improving relationships with the ISC, promoting the voice of youth and bringing youth perspectives in the overall

MIL debate. One of the most significant steps in this regard is the organisation of a Youth Agenda Forum during the past two editions of the Global MIL Week that features as a stand-alone conference distinct from the broader Feature Conference. The 2019 edition closed with the adoption of a Youth Open letter on MIL to International Development organisations and Member States⁹⁴.

- Some members of the partnership raised concerns about UNESCO being perceived as the main decision maker of GAPMIL, whether *de facto* (e.g. decisions on final topics of MIL Week) or due to little awareness of the potential actions that can be taken by members (e.g. several members referred to inaction because of a lack of understanding as to who can do what).
- The Steering Committee has been meeting on a monthly basis since its creation and has strong regional representation. Decisions have been jointly made in the ISC, where they have stressed the importance of involving all regional voices. In an effort to further encourage change in GAPMIL leadership and to stimulate coordination, UNESCO proposed to organize an election of new members to serve on the ISC. This was the first renewal of the ISC composition since it was established in 2013. The election process was led by an Elections Committee and Nomination Committee made-up of volunteers from GAPMIL, with support from IFLA and UNESCO. A number of members pointed to perceived issues in the technical process (i.e. identification of potential candidates, communication around the elections, complex procedures) that should be better clarified in future elections.
- Governance in MILID works differently. There are no elections as the network is open to all universities and membership is approved by UNESCO's 'ED Section responsible for coordinating the UNITWIN Network. The Chair rotates from one university to another every two years independently of the explicit commitment and motivation of the incoming chair. Indeed, it was the practice, that the next university to host and co-finance the Global MIL week would bear the responsibility of chairmanship in the year leading up to the MIL week⁹⁵.

94 The letter is available here: <https://en.unesco.org/news/youth-open-letter-heads-international-development-organisations-and-states-act-media-and>

95 The MIL week (initially named MILID week) was first launched in 2012. It has been organized in Barcelona, Spain (2012), Cairo, Egypt (2013), Beijing, China (2014), Philadelphia, USA (2015), Sao Paulo, Brazil (2016), Kingston, Jamaica (2017), Lithuania (2018), Gothenberg, Sweden (2019) and is due to take place in Seoul, Republic of Korea (2020). In the year preceding the event, the MILID network was chaired by the corresponding university member.

Whilst this has allowed for many members amongst the network to take up leadership, it has at times slowed down activities and steering. Transitions between Chairs ought to be smoother to allow for longer-term planning and ambitions for the network.

- Although it was hoped that the MILID members would be integrated into GAPMIL and embody its intellectual arm, through the establishment of a research committee, this has never operationalized. Interconnectivity between the two networks has been relatively limited in practical terms. Yearly GAPMIL-MILID meetings are held as a side-event to the Global MIL week to discuss priority areas for MIL. Three of the MILID university representatives also sit or have sat in GAPMIL's ISC. Yet, despite the existing potential, there has been little communication between the two networks, with several Academic GAPMIL members not interacting with MILID.

3.3.3 Resources

45. Given the context, a key aspect in the assessment of global partnership efforts, successes and challenges, are resources available for establishing, developing and maintaining the networks:

- At UNESCO, minimal resources have been provided to establish, develop or maintain the global partnership network. This means the partnership strategy was severely under-resourced at the CI sector level, both in terms of human resources (during the period of evaluation, the Section responsible for MIL was resourced with one P3 and one project assistant, neither of whom worked solely in the MIL thematic area that has another seven outcomes apart from GAPMIL) and financial resources (\$748,000⁹⁶ over a period of six years devoted to eight different outcomes totalling a proxy of approximately \$15,000 per year to GAPMIL to cover all events, logistics and other expenses from UNESCO).
- GAPMIL has no legal entity and does not have a specific bank account, treasurer or petty cash. No membership fee is requested, to allow for broader membership and access to all organisations regardless of income. This entails that members cannot supply or federate resources for global joint actions and GAPMIL's resources depend on UNESCO's allocation of resources and any

96 Proxy data extracted from the MIL database developed by the evaluation from available SISTER reports. The proxy refers to budget allocated and expended on interventions by UNESCO HQ Communication and Information Sector.

additional ad hoc funding that may be provided by interested Member States or external organisations. As such its funding remains highly precarious and irregular.

- The GAPMIL and MILID networks are volunteer-based. No specific human resource management system (volunteer management systems) was identified in the evaluation process. Motivation and passion for the thematic topic and the relevance and prestige of UNESCO were pinpointed as the main drivers of membership. In this regard, however, key members interviewed declared some level of fatigue after long years of membership and suggested a need for increased ownership and smoother communication.
- So far there have been very few attempts by Members and regional chapters to fundraise for global or regional joint actions and apart from the logistical limitation of not having a legal entity and bank account also members are not acquainted as to how and to what extent they can fundraise and act jointly on behalf of the Organization at the different potential levels. The CI Sector attempted a clarification through the publication of guidance material on the GAPMIL website⁹⁷. These require prior UNESCO consent to the use of the GAPMIL name or logo in the organisations and communication surrounding events associated with members' own initiatives. However, it remains unclear to many interviewees whether they are expected to communicate on GAPMIL to governmental officials and other more formal settings. Main expenses of the network are on conferences that are subsidised jointly by UNESCO and the organising Universities posing a risk on financial bias as regards importance and resources. This is very relevant in terms of both who organises the conferences (a key aspect as currently hosts have a strong decision power on the agenda) but also who attends as UNESCO is covering limited expenses of travelling to key members of the networks.

3.3.4 Rules and procedures

46. As already outlined, partnerships have been created on a volunteer basis and have not yet been formalised as part of the UNESCO family of partners described in the comprehensive partnership strategy. Thus, in the case of GAPMIL, there is a minimum degree of formalisation.

⁹⁷ See Guidelines to the Use of GAPMIL's name and logo available here: https://en.unesco.org/sites/default/files/guidelines_use_name_logo_gapmil.pdf

47. In the case of the MILID University Network, the overall partnership is framed within the UNITWIN/UNESCO Chairs programme. By joining MILID, members agree to a framework defined in the Memorandum of Understanding signed with UNESCO that established the network and further bear full responsibility for the financing of MILID-related implementation activities⁹⁸. Hence, as mentioned above, host universities of the MIL Week have consistently co-financed the initiative and other activities steered by MILID are financed by the respective universities.

3.3.5 Communication

48. **Communication** in this framework considered one of the biggest challenges of both networks. Interviews have revealed discrepancies in understanding of which entities are responsible for communication surrounding the networks. Whilst the Organization expects the GAPMIL ISC and MILID Chair to manage their own communication tools, several respondents amongst the network referred to a need to strengthen communication, in both internal and external communication channels, for both partnership networks, and especially GAPMIL. In reality, there are several communication channels whose relationship needs to be clarified: communication between the MIL Section at UNESCO and network leaders on the one hand and between the network leaders and other members of the networks on the other hand. While UNESCO communicates information with the leaders, it appears to be unclear whether, when and to what extent UNESCO itself or the leaders should transfer that information to other relevant stakeholders. Recently UNESCO developed guidelines for this purpose. They are yet to be published on the website, but should help clarify this situation for all involved stakeholders. Indeed, these guidelines clearly call on the different entities of GAPMIL (the ISC, the Executive Committee, the Sub-Committees and the Regional Chapters) to communicate with one another regularly and frequently, at least once per quarter to discuss arising issues, topics of relevance to MIL and coordinate actions so as to avoid overlap.⁹⁹

49. GAPMIL network internal communication area. Several respondents referred to the non-availability of the contact details of individual GAPMIL members. However, UNESCO has to respect privacy requirements and cannot share these without consent. To allow for communication within the network, UNESCO provided a group email list

⁹⁸ UNESCO, The UNITWIN/UNESCO Chairs programmes: guidelines and procedure, 2017, p.6: 'Networks assume all expenses linked to the implementation of the UNITWIN Cooperation programme'.

⁹⁹ General Guidelines to the Operationalization of the Thematic Sub-Committees of the UNESCO-led GAPMIL and the General Guidelines to the Operationalization of the Regional Chapters of the UNESCO-led GAPMIL, as provided by the UNESCO Communication and Information Sector in June 2020.

that can be used by all members for communication with all other subscribers. The only requirement is for prior moderation by UNESCO staff or ISC members before the message can be disseminated to the network. Regarding more informal communication means, respondents referred to a former discussion forum (online) that was very successful in terms of transparency, accessibility and pragmatism. This forum was discontinued as it was deemed inefficient and required significant management in terms of maintenance and animation from UNESCO Headquarters staff, as the owners of the GAPMIL website. However, UNESCO neither had the human capacity to sustain the online forum, nor did it have the resources to replace it with a more dynamic platform. This, as well as a dynamic and searchable database is included in the new action plan for repositioning of GAPMIL prepared by UNESCO in cooperation with the new ISC. The newly elected ISC has also started plans for a quarterly email newsletter to members until funds can be identified for a more professionally edited newsletter. Despite some hurdles in the overall communication of the network, the Youth Sub-Committee of GAPMIL is performing well in this regard and has opened informal communication channels (WhatsApp group) and a more formal Skype-based meeting twice a month with Youth Ambassadors. These are ensuring good communication, transparency and ownership. The Youth Sub-Committee has been more active, because they are motivated, have developed action plans, and received some financial support and technical guidance from UNESCO.

50. Given its smaller size, the MILID network's internal communication appears to have been more effective. The 26 partner organisations have access to other members' contact details. Communication is fluid and the network decides on communication among themselves. The MILID coordinator offers updates and information to potential new members every year at the Global MIL Feature Events. Challenges are linked to the non-formal set up of procedures.

51. External communication of both networks reveals challenges which are apparent from the assessment of both websites and other communication materials. Mostly as a result of the limited resources available, information is not regularly updated or targeted and this undermines the many efforts, achievements and potentials in the MIL area while also bearing a risk of diminishing the perception of UNESCO's intellectual leadership in this field. If UNESCO activities in MIL, including those of its networks, are less visible and not regularly updated, they are less accessible to the public and the Organization may no longer be seen and referred to as a leader.

3.3.6 Monitoring and evaluation

52. Sound planning, monitoring and assessment of partnerships deserves to be a stand-alone indicator thereof as it is a prerequisite for good adaptive and evidence-based decision making. Inadequate resources have hindered the development of a tailored participatory follow-up system that can provide the evidence for further decision making. Geographical representation, formal meetings and annual conferences are the only mechanisms established for planning, monitoring and assessing the functioning and performance of the network. It is, however, important to note that members interviewed were not fully acquainted with the set of goals and principles established in the GAPMIL framework and action plan, for example. Furthermore, the evaluation did not identify any systematic approach for monitoring engagement of its members, which requires careful planning and budget allocation.

53. With the current resource framework, it is not likely that MIL partnerships can develop anything close to the Constituency Relationship Management (CRM) monitoring system envisaged by the Comprehensive Partnership Strategy.

54. Finally, and related to this area, partnerships currently have no formal resources, tools and/or means for providing specific support services to partners, such as for boosting **knowledge sharing and knowledge management and for enhancing skills and capacity building**. There are, however, some avenues where exchange is fostered and possible, as for example demonstrated by the GAPMIL Youth Sub-Committee. The MIL week annual conferences in particular offer a valid platform to share good practices. On an *ad hoc* basis, feedback provided on a case by case basis, such as that provided by UNESCO regarding the work done by the newly appointed Youth Ambassadors, is similarly helpful.

3.3.7 Link between GAPMIL and national partnership networks

55. The assessment of the different country partners to MIL in comparison to the national networks developed by field offices reflect a mutual mismatch of partners and a strong potential of further collaboration between field offices and GAPMIL structures. Although Field Offices have been encouraged to use local members of the GAPMIL and MILID networks as resources, interactions between GAPMIL Regional Chapters and Field Offices is done on an *ad hoc* basis with Headquarters often serving as the medium showing as well another potential development area. In most cases, the two regional representatives sitting in GAPMIL's ISC are not represented on average on national field offices networks and partners from field offices (especially governmental bodies) are not currently members of GAPMIL.

Section 4: Conclusions and recommendations

4.1 Conclusions

56. GAPMIL has not been adequately reflected as one of the key objectives of the MIL thematic areas in the C/5 during the evaluation period and has therefore not gained sufficient visibility in reports presented to the Executive Board. The objectives set are not very explicit but to some extent reflected in the CI Sector and in the Gender Equality Expected Results in the first two biennia (37 and 38 C/5) but are not reflected in the more recent biennium covered by the evaluation (39C/5) and the current one (40C/5). Visibility to Member States is therefore reduced.

57. Partnerships at both national level and international level are one of the most significant added values and perceived achievements of UNESCO in the area. UNESCO has developed a strong network of partners and experts at both field office and global layers, which coupled with the technical resources produced by the thematic area have positioned UNESCO as the main key global player taking the intellectual lead in the field from a media, education and information point of view.

58. At **field office level**, networks developed correlate to those established by Member States with a significant proportion of national public bodies as the core players and stakeholders from other sectors at national level. These nets together with the resources developed on the thematic area put UNESCO in the majority of cases at the forefront of the MIL thematic area and/or at least ensure the Organization is connected with the most relevant players at national level. The only exception is Europe and North America: the only region where it has not developed a network of key partners. The most underrepresented layer are international organisations and key constituencies especially women and other most vulnerable groups. With regards to gender equality, networks are incipient with very few field offices partnering with relevant international or national stakeholders working on gender-related topics and interactions are rather anecdotal.

59. The crosscutting nature of the MIL area is reflected in the net of partners, although low intensity of interaction and forms of engagement mainly focused on knowledge exchange indicate a need to boost the lead of UNESCO on all the areas leveraging the vast know-how and lead in well-established sectors like education and culture. Several Members States' inter-ministerial actions, projects or specific thematic working groups around topics such as artificial intelligence, digital

transformation and preventing violent extremism reaffirm the strategy taken by UNESCO calling for new steps in a more interdisciplinary direction.

60. At **global level**, GAPMIL is bringing together the biggest current global network of MIL related stakeholders with a strong potential for rapid global level reactivity reflected on concrete actions as in the media and information resources response to COVID-19 health crisis. GAPMIL in itself is one of the biggest achievements developed throughout the evaluation period. It has however reached a turning point as several challenges pose risks to the leadership role and utilization of the network in the short and medium term and to its sustainability in the long run.

61. Several key structural, operational and governance features of GAPMIL require attention. First, GAPMIL is extremely under-resourced. The whole alliance has been built up from scratch based on voluntary engagement and individual motivation backed by UNESCO's reputational assets but it lacks the most basic human, logistic and budgetary resources. This factor influences a significant number of other challenges and calls for prompt decisions in this regard. Derived challenges linked to limited human resources (volunteers) management; planning, monitoring and assessment; formal external communication means; and members' management can be underpinned with a minimum investment of additional resources.

62. In parallel GAPMIL confronts another set of challenges indirectly related to scarce resources that touch upon core partnership principles and are "sine qua non" conditions before new steps can be taken.

63. The MILID/UNITWIN network has contributed to the success of GAPMIL and has been especially relevant for developing the resource materials made available by UNESCO in this area. These are one of the biggest key achievements of UNESCO that places it at the forefront of the area. However, the partnership will not be able to evolve and grow unless UNESCO is investing in its improvements. The key challenges and improvements required are related to structural issues, operational membership management and lack of overall visibility.

64. Both networks, but especially GAPMIL are currently well positioned and supported by its key stakeholders to take a step ahead and in both cases well renowned experts in the field and members from the networks recommend a set of potential actions ranging from big steps that could be further explored such as suggestions for the creation of a MIL institute or an Observatory to more light consultation processes between members. In

all cases Informants confirmed there is will to take a step further and the current context provides a very favourable momentum to find support and alliances.

4.2 Recommendations

65. This set of recommendations relies on those included in the general report and especially on those at strategic level. The recommendations below – which make up half of the overarching recommendations of the evaluation as presented in chapter 10 – are particularly relevant for the strengthening of partnerships:

- › **Recommendation 1:** Strengthen and better utilise UNESCO's global partnerships networks – GAPMIL and MILID UNITWIN
- › **Recommendation 2:** Develop a communication strategy around UNESCO's work on MIL
- › **Recommendation 3:** Strengthen UNESCO's foresight function and its role as a laboratory of ideas in the field of MIL
- › **Recommendation 4:** Increase interconnectivity with the UN family

A suggested set of actions to implement these is presented in detail under each recommendation in chapter 10 of the evaluation report.

Annex 16: THEORY OF CHANGE IN THE MIL INTERNATIONAL ARENA

Section 1: Introduction, objectives and methodology

1. This annex contains an in-depth assessment of the external coherence included in the main report of the evaluation. It aims at developing and explaining in -depth the theory of change identified both for UNESCO and international stakeholders and the potential development of a guidance tool for assessing and setting up MIL strategies at national level.

1.1 Introduction

2. In accordance to the Terms of Reference and the evaluation reference group there was interest in producing a tool for guiding stakeholders on the potential options, partners and strategies to implement interventions in the MIL area. In relation to this interest and to the key dimension of external coherence the evaluation reference group agreed to include an in-depth assessment of the identified theory of change of Media and Information Literacy at the international level and its relation to UNESCO's strategies.

1.2 Evaluation questions and objectives

3. The assessment has been structured around two main evaluation questions and three sub-areas of assessment reflecting both the Terms of reference of the evaluation and the interests shown by the reference group members.

Table 19: Key evaluation questions of the external coherence dimension

Main question:

1.1 What are the current main approaches, objectives and priorities of key member states in the thematic area of MIL and how does the UNESCO's approach match them?

Areas of assessment:

1.1.1 Which are the current mainstream trends from Member States in the related thematic area of MIL?

1.1.2 To what extent are UNESCO approaches in line with main international trends in the field?

Second order question:

1.1 How shall UNESCO strategically position itself within the UN family and towards external stakeholders, considering the evolving expectations and new opportunities to expand the scope and quality of the work in this field?

1.1.1 Which are the main partners of Member States in the MIL related thematic area?

Source: evaluation matrix

4. Provided the wealth and depth of studies in the field of MIL thoroughly assessing MIL approaches and its status globally, this assessment aims in contrast at identifying some of the main operational features and options that can provide practical guidance for government officials and project managers that do not have an extensive expertise in the field. The main objectives of answering these questions and assessing these areas are to:

- Draft a theory of change of the main approaches and operational features of MIL internationally
- Provide a framework of a potential guidance tool for implementing MIL strategies and interventions

The exercise aims at spotting the main international approaches and options to MIL to provide a framework of a potential future guidance tool to set up the main operational features of MIL interventions.

1.3 Methodology

5. To undertake this exercise the evaluation has followed the theory based approach mocking a theory of change at the beginning of the evaluation that has been used as a hypothesis and tested throughout the evaluation process. This ToC has been conceived through a modular approach so the overall picture contains the bulk of general features used and/or envisaged by main players.

The ToC does not reflect any specific strategy but summarizes the general picture of approaches and features confirmed by the different stakeholders. Stakeholders can then adapt, highlight or enhance the concrete features that fit best to their respective context, circumstances and interests.

7. Main tools used include:

- Desk review of main literature on the topic.

- Online surveys to UNESCO field offices and Member States' National Commissions. This included rating a complete spectrum of potential approaches, lines of action and targets according to a five-point Likert Scale and qualitative open questions to provide further insights.
 - Interviews with Permanent delegations and MIL partners to complete and deepen and triangulate the first set of quantitative and qualitative data through a comprehensive set of semi-structured interviews around topics tailored to the circumstances of every informant.
8. Main limitations of the methodology are: i) the depth of the study as it is a sub-assessment of one specific dimension in the framework of an evaluation focusing on five main dimensions; ii) interviews were conducted with a limited number of Permanent Delegations (8) that in some cases lacked specific information on certain questions, and; iii) the lack of statistical representativeness of the online questionnaires received (with 31 responses from a universe of 204 Member States and Associated Member States that represent 13,6% margin of error for a confidence level of 90%).

Section 2: Main features of MIL interventions in the international arena and link to UNESCO approach

2.1 International context and MIL raise in importance

9. Until recently, media ecosystems were characterised by a mixture of regulated broadcasters and privately owned print media. Independently of the predominance of public or private broadcasters regulators hold a control power establishing a different set of controlling means and limitations that varied depending on the cultural and political background of the countries.¹⁰⁰

"In its early years the internet acted as a supplement to this broadcast-plus-print regime. Niche publications and individual bloggers could reach much larger audiences. At the same time, broadcast news retained its overwhelming pre-eminence as a source of information about the public world. But over the last decade, digital platforms have

¹⁰⁰ The national interest embedded in all democratic constitutions comes as the main boundary to Freedom of Expression but also more subtle interests were configuring the broadcasting spectrum mainly through the licensing process and related regulations. Hind, D. (2019, December 22). Another media regime is possible. OpenDemocracy. <https://www.opendemocracy.net/en/opendemocracyuk/another-media-regime-possible/>

emerged as important, if not dominant disseminators of news and current affairs content. Google, Facebook/Instagram and to a lesser extent Twitter, the traditional broadcast-plus-print regime is giving way to a digital-first organisation of information. Corporate platforms provide new opportunities to publish and discuss politically significant speech – and to do so across national boundaries without significant obstacles. Individual articles and interventions on micro-blogging websites like Twitter can reach even more readers. Audio and video content also finds global audiences without the assistance of the regulated broadcasters. This has opened up political discourse to voices from outside the mainstream (...), but the platforms have also proved vulnerable to foreign and domestic actors who seek to subvert the democratic process through disinformation. Sensational and misleading content has been an important driver of their growth¹⁰¹

It is in this context that Media Information Literacy came in the political agendas. First during the 80's as education for media where platforms were conceived as a new mean for educating citizens to thoroughly evolve through an intense academic and conceptual debate that is still in place to the current concept mainstreamed by UNESCO as a "set of competencies that empowers citizens to access, retrieve, understand, evaluate and use, to create as well as share information and media content in all formats, using various tools, in a critical, ethical and effective way, in order to participate and engage in personal, professional and societal activities"¹⁰²

2.2 Main MIL policy entry points

MIL has a strong cross-cutting nature and touches upon a wide range of political topics that serve as the entry point in relation to different contexts and interests.

10. One of the main challenges of the thematic area has been the liquid and changing scope of the topic that cuts across many different policy areas (Education, Culture, Youth, Social and Human Sciences, ICT). This is reflected in the varied terminology used to refer to MIL: 21st century skills, knowledge society, information literacy, news literacy, digital skills, media education, media literacy and media and information literacy. In a good number of interviews with key stakeholders and Member States, understanding of the MIL concept varies in deepness and approach. This has been reflected therefore, in a broad range of approaches and/or lack of a specific MIL approach across the World.

¹⁰¹ Ibid.

¹⁰² UNESCO, op. Cit., p. 151

Traditionally also, conceptual approaches and strategies clearly distinguished information and media literacy as two different silos that did not look at each other. It is in this conceptual field where UNESCO has played one of the most substantial influences in the MIL arena: including the composite concept of media and information literacy bringing together these two fields as a combined set of competencies (knowledge, skills and attitudes) necessary for life and work in today's World. This has been especially the case in Latin America and the Caribbean but also in Europe and North America (while several key stakeholders' policies in the region still refer to media literacy without the reference to information, current insights point to the integration of the concept) and/or in the Arab States and Asia & the Pacific region where the composite concept comes more naturally from their cultural traditions and understandings. This major influence together with the overall MIL global pool of experts and also the numerous and sound resources currently position UNESCO at the forefront of the thematic area as widely pointed out by the vast majority of informants during the evaluation (ranging from most to least developed MIL Member States in all five UNESCO regions, private partners and MIL key stakeholders).

11. In this regard, academic conceptual approaches have been widely addressed by the literature in the topic and reflected in UNESCO resources¹⁰³. Thus, the strategy of the exercise opted to focus on the national policy approaches used as an entry point to MIL. The aim is to be able to provide a link between the approach a country opted for (or more interestingly: could have opted for) and the specific circumstances, interests and context of MIL players.

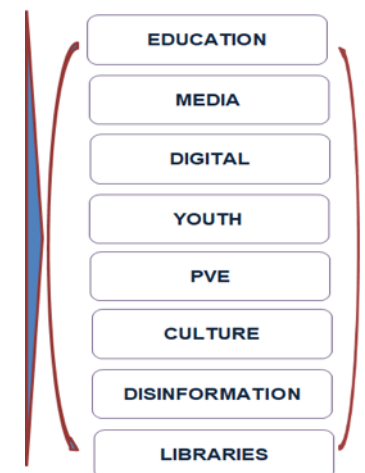
12. MIL agenda policy entry points available to Member States include:

- ➔ education (considering all formal, informal and non-formal education approaches to foster a media and information competences as part of the new literacy concepts),
- ➔ media (more related to Freedom of Expression but especially access of information i.e. seek, receive and impart information and ideas-, and the right to form an opinion without interference);
- ➔ digital competences (with all the variants across the policy agenda that vary from 21st century skills, numerical competences);

¹⁰³ Grizzle, A., Moore, P., Dezuanni, M., Asthana, S., Wilson, C., Banda, F., & Onumah, C. (2013). Media and information literacy policy and strategy guidelines.

- ➔ policies specifically addressed at youth; at preventing violent extremism; culture related policies (especially considering MIL as fostering intercultural and interreligious dialogue);
- ➔ disinformation (using MIL among one of the strategies directed towards countering information disorders and often linked to security policies); and
- ➔ libraries (information-based strategies)¹⁰⁴.

Figure 34: Policy entry points for MIL



Source: tothecoreofthings.consulting

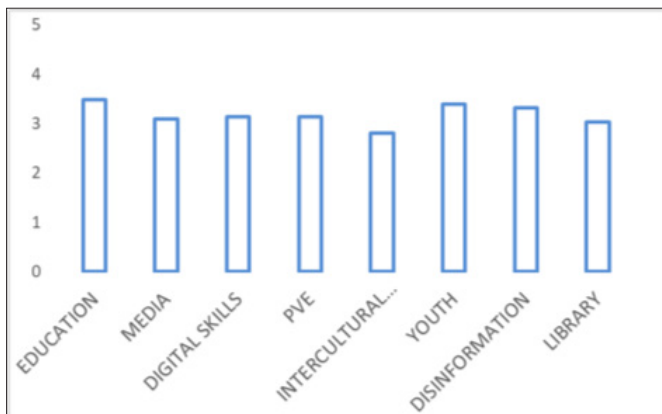
13. The survey for UNESCO National Commissions revealed that most countries have deliberately chosen to prioritize education and youth as the policy entry points for MIL with the young population as the main target group for MIL teaching and learning. Indeed, as reflected in the graph below, in integrating the MIL agenda in their own national context, education and youth were considered the main entry points, the 31 respondent Member States having on average scored them at 3.48 and 3.39 respectively on a scale from 1

¹⁰⁴ These categories were defined as a result of the literature review of SISTER information and inception interviews with key UNESCO MIL informants. It has been refined during the evaluation process and it is relevant to note that, although the list may not be exhaustive, interview respondents did not suggest additional relevant categories. Posterior literature review confirmed the relevance of the categories. See Carlsson, U. (2019). Understanding Media and Information Literacy (MIL) in the Digital Age: A question of democracy. UNESCO Chair on Freedom of Expression University of Gothenburg in collaboration with Region Västra Götaland and the Swedish National Commission for UNESCO.

to 5. This was supported by findings in UNESCO reporting materials and interviews with Member States representatives.

14. Youth are mainly targeted through the formal education system – the strategy most widely adopted being the adaptation and gradual integration of the UNESCO MIL Curriculum for Teachers in national or local teacher training institutions' curricula. In the majority of cases, MIL courses are taught the last years of secondary school and more marginally, through specific in-depth courses at university level. This is of interest as it is in line with the idea that MIL is an important skill in shaping the minds of alert and conscious global citizens. All the more so as young people are a sensitive group of the population and are highly exposed to the new technologies, and to unregulated social media in particular. The intention is to have empowered media consumers and audiences able to critically evaluate, and actively contribute to media content, as well as have the competencies to participate effectively in dialogue and to engage safely with information available on any platform or accessed by any mean. Instilling those skills at a decisive age (before majority) seems essential to limit manipulation and strengthen democracy, considering among other the raising concerns worldwide over disinformation narratives used for voter manipulation. This is a concern of such importance that Member States ranked disinformation as the third main entry point for MIL especially with relation to defence and security policies.

Graph 22: Entry points for MIL in national policies

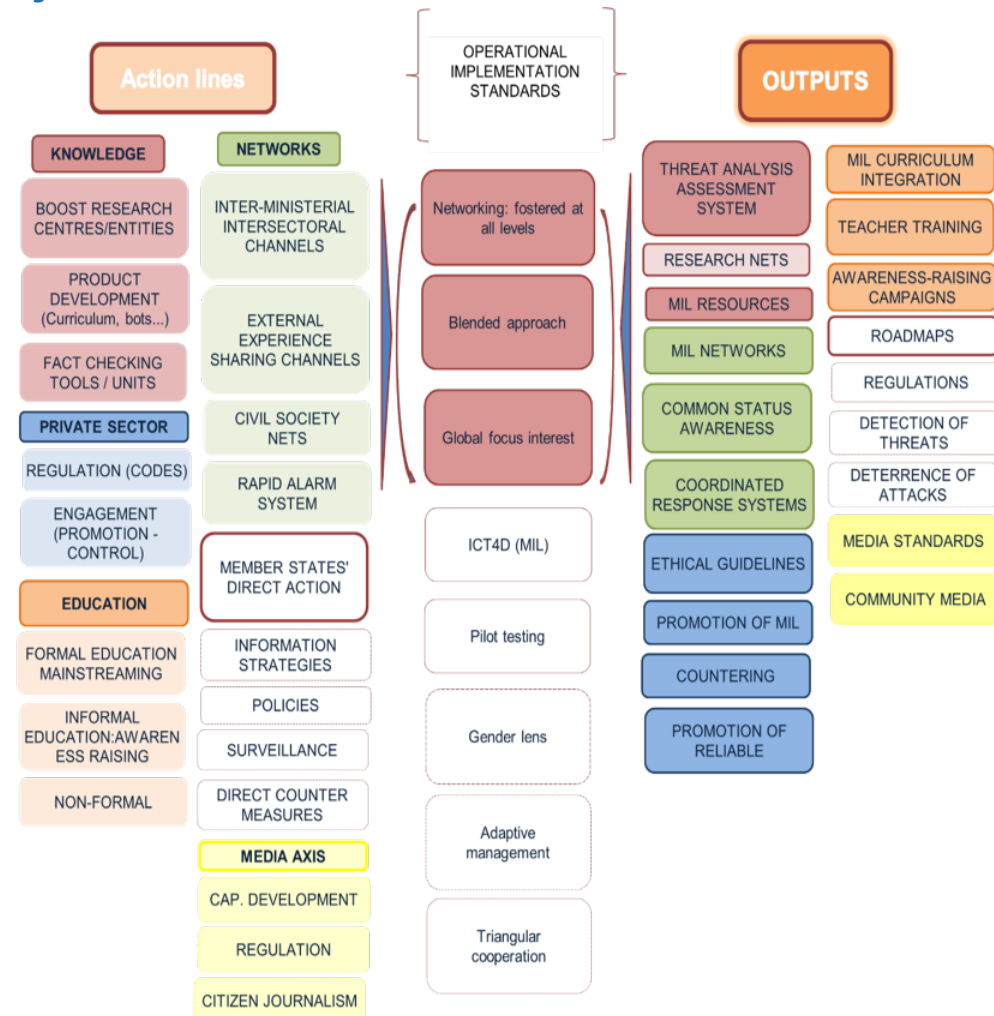


Source: surveys to UNESCO National Commission

15. Other very relevant policy approaches that were mentioned at an almost equal footing to education and disinformation are the digital agenda where MIL is understood and related to the digital skills of the 21st century; media, especially in Europe and North America where MIL is strongly linked to Democracy and Freedom of Expression especially from the consumption angle; and preventing violent extremism, which has been referred

to particularly by Arab States. Other approaches included the librarian approach referred to by Germany¹⁰⁵ for example and only to a minor extent to intercultural dialogue.

Figure 35: Main areas of interventions in the international arena on MIL¹⁰⁶



Source: tothecoreofthings.consulting

¹⁰⁵ Libraries play one of the most important roles in fostering MIL, they are the place close to the people where information about the use of media and information technology is available. Libraries also engage with politics about legislation and funding of MIL.

¹⁰⁶ See annex on the theory of change to get a full overview of the visualization and a Reading guidance

2.3 Main MIL action lines, standards and outputs in the international arena

16. Action lines proposed in the survey and rated by Member States are based on literature review¹⁰⁷ and have been tested and adapted throughout the country cases studies carried out by the evaluation.

UNESCO regions registered progress at varying degrees on MIL as a policy and showed a very rich margin of lines of action, type of activities and outputs produced in the area of MIL.

17. UNESCO regions registered progress at varying degrees. In Europe and North America, many States have already functioning MIL frameworks, some, like Canada, engaging in activities as early as the 1980s. Media regulatory authorities and/or consortiums specialized in MIL (e.g. Canada's MediaSmarts, France's CLEMI, Portugal GILM) further develop resources and tools to educate citizens on MIL. Regarding the specific influence or contribution from UNESCO, informants acknowledged the added value brought by UNESCO resources which helped local actors support their claims towards institutional decision-makers. In fact in this region the main approach leans on research closely followed by informal and formal education and networking.

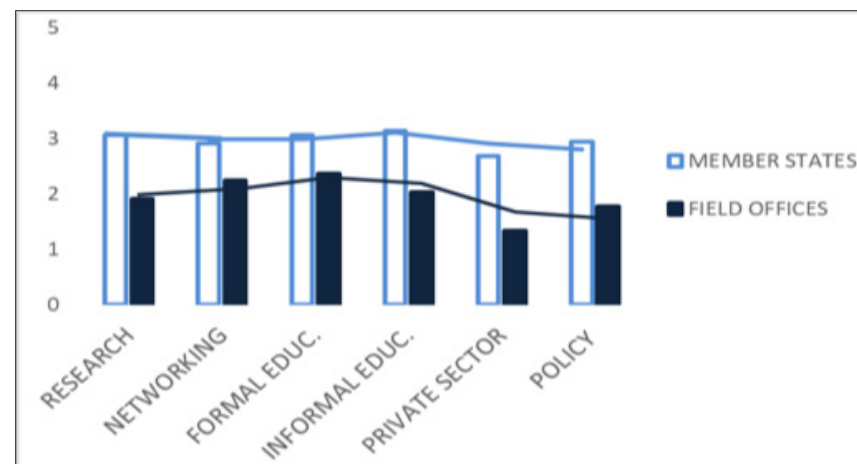
18. Several initiatives have been undertaken in the Arab States to scale up media and information literacy. As reflected in the surveys this region favoured formal education, state direct intervention and informal education approaches over research and networking.

19. In other regions – i.e. Latin America and the Caribbean, Asia and the Pacific and Africa - the implementation strategy has been fairly similar. The main focus was on training youth organisations and media professionals, to encourage them to give more space to youth and women in particular. In parallel, capacity-building workshops tailored to government officials' needs to increase understanding of MIL and encourage the adoption of national policies. In doing so, many countries referred to the translation of UNESCO materials for better dissemination (e.g. China, Mongolia, and Brazil).

20. In the case of Africa, and according to the responses to the survey, main lines of action include research related action and networking. Additionally, it is particularly interesting to note the high level of direct actions in the Arab States region (rated with

4,25 out of 5) compared to Europe and North America (2,93 out of 5). These actions may include regulation, subsidies and other promotion-based actions but also intelligence and/or coercive measures including control and vigilance.

Graph 23: Member States' and Field Offices' main lines of action on MIL

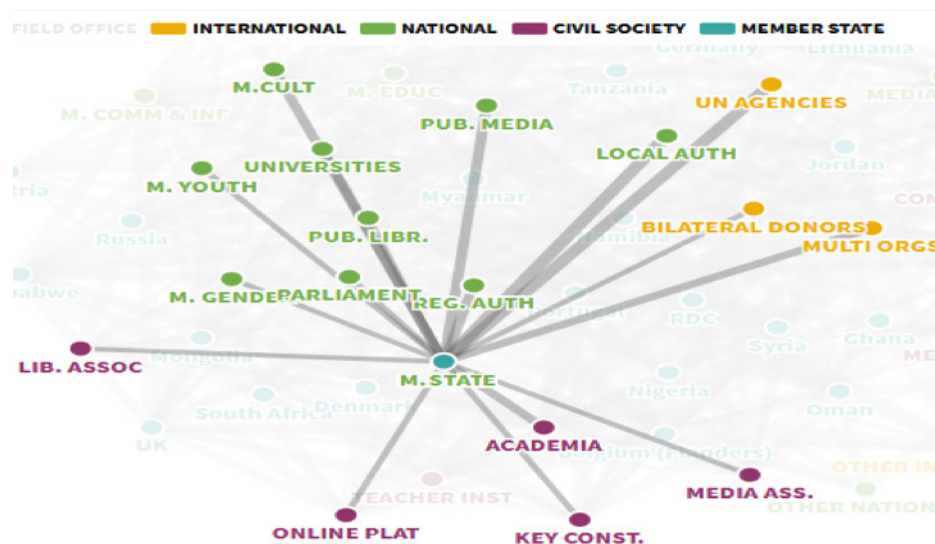


Source: Evaluation online surveys

21. In all cases it is relevant how private sector involvement is the least used action line and how several Member States referred and expected UNESCO as the best positioned agency to be the main interlocutor with private corporations.

Actions by Member States in the area are strongly based on a multi-stakeholder approach with strong networks available and blended approaches reflecting the liquid nature of the thematic area

¹⁰⁷ Review of SISTER reports plus general literature on the topic and specifically Directorate-General for the Information Society and Media (European Commission). (2007). Study on the current trends and approaches to media literacy in Europe.

Figure 36: Average network of a Member States' partners in the MIL area

Source: evaluation online survey

22. As shown in figure 36 above the evaluation identified a wealth of implementation features of average worldwide MIL interventions. These match in some cases those used by UNESCO (multi-stakeholder and blended approach) approaches and are the following:

- ➔ Multi-stakeholder approaches through national networks that include inter-ministerial cooperation. Findings show a strong and wide multi-stakeholder net by Member States with 15 partners on average: 2,13 from the international cluster (UN agencies and other multilateral organisations are the most common); 8,52 from the national category (Ministry of Education, Universities, Ministry of Communication and information, Ministry of Culture, public media and public libraries are the most common partners); and 4,48 from the civil

society sector (Academia, Media associations and teacher institutions being the most common).

Table 20: Average number of partners at NATIONAL and international level indicated by Member States per category of partner

Number of partners	TOTAL	INTERNATIONAL	NATIONAL	NATIONAL
	(0 none – 5 top)		Public	Other
	15,23	2,13	8,52	4,58
Africa	15,00	2,11	8,11	4,78
Europe	14,60	1,87	8,53	4,20
Asia & Pacific	17,33	2,67	9,33	5,33
Arab States	16,50	2,75	8,75	5,00

Source: evaluation questionnaire

- ➔ Blended approaches: Member States show a very pluralistic and diverse set of lines of action to address MIL that reflects the multi-stakeholder strategy and the liquid and cross-cutting nature of MIL.
- ➔ Global focus interest: surveys show national MIL approaches incorporate on all regions international partners (with higher intensity of interaction than national partners from CSO or private sectors). Informants from evaluation interviews confirmed the added value of UNESCO in bringing the global perspective and trends to enrich national policies though UNESCO's transboundary vision.

23. In terms of intensity, Member States' networks are however incipient with an average intensity of interaction of 2,21 out of 5 in average. Highest intervention partners are national public bodies and lowest intervening stakeholders are national stakeholders from other sectors including CSOs, commercial media and/or non-public academic bodies.

24. Other standards identified that are more or less present in MIL policies are innovation features, learning by doing, piloting options, gender lenses and to a less extent triangular cooperation. As one example, gaming is a useful tool to gather youth's attention on MIL, especially those out of school. Hence, authorities partnered with various entities, notably youth organisations, to develop innovative teaching techniques to trigger appropriate

MIL reactions through game-based modules (e.g. in Jordan, Nigeria), video games (the 'Games for change network' in Brazil) and makeshift journalism experiences (e.g. the [BBC iReporter Game](#) in the UK or the Editors Forum of Namibia's Journalism Summer School for high school dropouts). Beyond youth, the larger community was targeted through other non-digital media sources. Television and radio programmes in particular allow for large outreach.

Figure 37: Potential contribution of MIL to specific SDG indicators

Potential dimensions



Potential SDG's specific indicators

4.4.1	Proportion of youth and adults with information and communications technology (ICT) skills, by type of skill
4.7.1	Extent to which (i) global citizenship education and (ii) education for sustainable development, including gender equality and human rights, are mainstreamed at all levels (...)
4.A.1	Proportion of schools with access to: (a) electricity; (b) the Internet for pedagogical purposes; (c) computers for pedagogical purposes; (d) adapted infrastructure and materials for students with disabilities; (...)
4.C.1	Proportion of teachers in: (a) pre-primary; (b) primary; (c) lower secondary; and (d) upper secondary education who have received at least the minimum organized teacher (...)
5.6.1	Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care
5.B.1	Proportion of individuals who own a mobile telephone by sex
8.5.1	Average hourly earnings of female and male employees, by occupation, age and persons with disabilities
8.5.2	Unemployment rate, by sex, age and persons with disabilities
8.6.1	Proportion of youth (aged 15-24 years) not in education.
16.10.2	Number of countries that adopt and implement (...) guarantees for public access to information
17.8.1	Proportion of individuals using the Internet

Source: tothecoreofthings.consulting

25. From the perspective of approaches, it is noticeable that only two of the Member States responding to the surveys mentioned gender equality aspects in their MIL approaches (out of 31 responses). This shows a strong potential of awareness raising and implementation opportunities for both thematic fields, MIL and gender together

with main common Member State targets and partners. Further, there are some of the approaches used through MIL that are as well of great interest for gender specific policies as the artificial intelligence and its implications to future stereotypes, access, development, analysis and uses of automated information.

26. Nonetheless, at country level, Ministries of Gender are included in MIL networks in an important number of Member States. Thus, and although not as high as other major related areas like education and media, gender authorities are considered part of Member State networks in a large number of cases. As an example of a gender equality relevant intervention, in early 2019 Portugal launched the Media@ção competition encouraging citizens to develop videos highlighting the inter-linkages between media, disinformation and a select few SDGs, amongst which SDG5 on gender equality, (e.g. to denounce miscommunications on gender-based violence). Such initiatives encourage gender-sensitive critical thinking in and through media.

27. Finally, and regarding the outputs spotted in the international arena these are related to the main lines of action. A non-exhaustive list has been included in the mocked theory of change presented in figure 35 above.

2.4 Main outcomes and impacts

28. The most challenging part of simulating the theory of change is to determine what actually shall be the main goal, i.e. the change sought. The liquid and crosscutting nature of MIL is reflected in a variety of approaches, conceptualisations and frameworks that tend to i) limit themselves to operational aspects and/or ii) target MIL as a very distinctive set of competencies from one approach to another.

29. As reflected in the thorough study by Frau, Divina (2017)¹⁰⁸ "According to many authors, evaluation appears to be one of the hardest challenges of MIL. The complexity that characterizes its definition and aims makes it particularly hard to find common evaluation models". Further, models proposed so far focus on the acquisition by targets of a set of competencies that differ depending on the MIL approach and understanding. Meanwhile this approach is valid from an educational point of view, public policies shall include midterm outcomes and long term impacts resulting from acquiring those competencies. From the public policy evaluation standard approaches the thematic area lacks a clear set of objectives provided by MIL public policies that hamper sound evaluation approaches. Informants of interviews, even in the case of more developed national MIL

¹⁰⁸ Frau-Meigs, D. (2017). Public Policies in Media and Information Literacy in Europe, pp.

frameworks acknowledge they are still in the process of developing sound evaluation methodologies and reports (e.g.: as in the case of Canada) or are these are exclusively based on the acquisition of MIL competencies but not deepening the assessment of the effects of those competencies when acquired (as in the case of the European Audiovisual Media Services Directive framework).

30. Several UNESCO Sectors, MIL stakeholders and partners have expressed different potential links to practical and narrowed down indicators. Figure 38 below shows the potential impact level changes of MIL expressed as contributions to specific SDG targets that have been tested and cover all areas of action and potential impacts of MIL interventions globally.

31. As noted by Frau Meigs, D. (2017) "Empirical research should focus on the question of the extent and manner in which media and information literacy contributes to an increase in competitiveness and active citizenship, at the individual level and at the level of different social groups, institutions, regions and countries. There is a reasonable assumption that people with a certain degree of media and information literacy will have an advantage in the labour market and in performing a broad spectrum of civic activities."¹⁰⁹

Section 3: Setting the foundations for a future MIL machine learning evaluation and guidance tool

32. The evaluation field work identified a number of expectations and demands from a wide range of stakeholders that refer to UNESCO for a clear strategy and guidance in the implementation of MIL interventions. From UNESCO sectors (other than the Communication and Information Sector) to Member States and CSOs, players are sometimes lost in the variety of meanings, interpretations and potential approaches to MIL. In this line, the ToR included the interest of the Section responsible for MIL in developing the outline of a MIL guidance and evaluation tool in the frame of this evaluation.¹¹⁰ However, and considering the wealth of information collected and the assessment undertaken it was possible to provide an outline of how such a tool can look like together as well as to suggest the core conceptual approaches required to develop it in the future.

¹⁰⁹ Ibid.

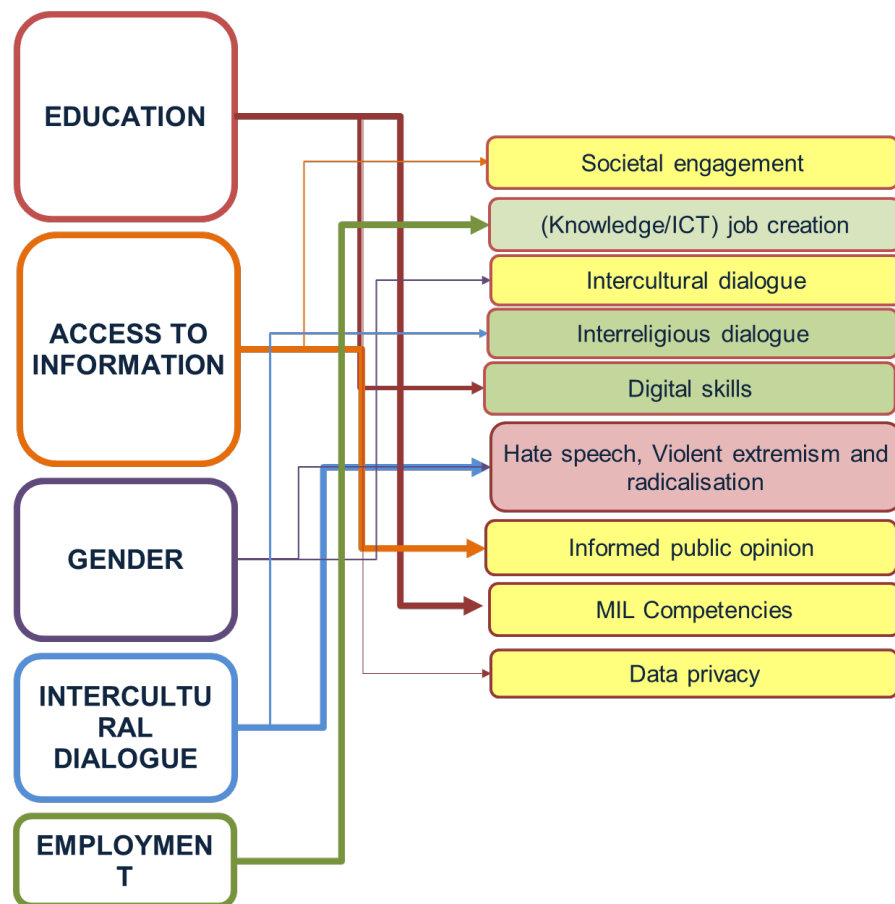
¹¹⁰ It shall be noted though that the outline shall still be developed. In this sense note resources deployed for instance for the development of the Monitor Media pluralism tool as a benchmark

33. **Methodological foundation of the proposed tool:** following the logic of theories of change of constructing strategies from the desired change backwards, the evaluation proposes the development of a series of predictive needs indicators reflecting the potential changes that MIL can contribute to in order to guide the design of the an intervention upwards. Through this methodology interventions would be constructed from the foundations of the concepts and interests from stakeholders on what MIL will contribute to. That construction would then need to be translated by measuring the relevant related indicators defining the current state of art (baseline) and the desired change (target) in their intervention area (country, region, target groups) . Once those indicators are measured, and enriching the diagnosis with the relevant information ecosystem assessment (assumptions) and specific enablers and bottlenecks, this measurement shall indicate, on the basis of a machine learning-based algorithm, the best potential approaches, action lines, outputs and outcomes sought by MIL interventions. The methodology entails continuous increased accuracy by feeding inputs through an iterative process that will be the base of the evaluation and adaptive management of MIL interventions (the foundations as well of machine learning).

34. The method used to develop such a tool is based on a modular adaptive approach collecting the whole range of approaches, actions and potential outputs and outcomes in a pool of resources and potential strategies. According to their interests, context and indicators, the strategy will be adapted from that general pool, including, highlighting, removing and fostering the best suited design for each stakeholder.

35. **STEP 1. DEFINING THE DESIRED CHANGES AND RELATED NEEDS:** The first step is to define the desired changes according to the interests and understanding of MIL stakeholders. Thus, and taking the SDGs as the core development agenda (blending global policy agendas worldwide) MIL effects can be structured according to selected SDGs and linked to the respective indicators on these areas as presented in figure 38.

Figure 38: Desired changes and linked predictive needs indicators



Source: Tothecoreofthings.consulting

36. To this effect, SDGs already contain a good range of potential areas where MIL can contribute and areas which can indicate those areas and approaches with a greater need in terms of MIL. Thus, in figure 38 above each of the desired areas of change can be linked to a specific set of indicators that measure the state of art of that expected change in the respective intervention area¹¹¹. In the set of first indicators proposed for example, if the desired changes of the stakeholder through MIL policies are related to employment potential measurement indicators are linked to the status of knowledge related jobs in our intervention area.

37. Measuring this set of indicators would then predict the potential need of MIL approaches in a certain number of domains that speak of the desired changes to which stakeholders would like to contribute to through MIL approaches and policies. The above set of indicators (STEP 1) would then need to be complemented by at least two different additional sets (STEP 2 and STEP 3)

38. **STEP 2. ASSESSING THE INFORMATION ECOSYSTEM OF THE INTERVENTION AREA** A set of indicators to measure the status of key complementary ecosystems that are closely intertwined with the MIL thematic area, i.e. the information ecosystem. Approaches, methodologies and methods for measuring development in information ecosystems have a long tradition and several key players have also proposed several very different, highly complex and comprehensive sets of indicators and diagnoses to measure it¹¹². For MIL purposes, and in order not to get entangled with the complexity of the area, the recommendation is to explore the basic information scene indicators basing measurements on some of the reports and approaches mentioned in the footnote.

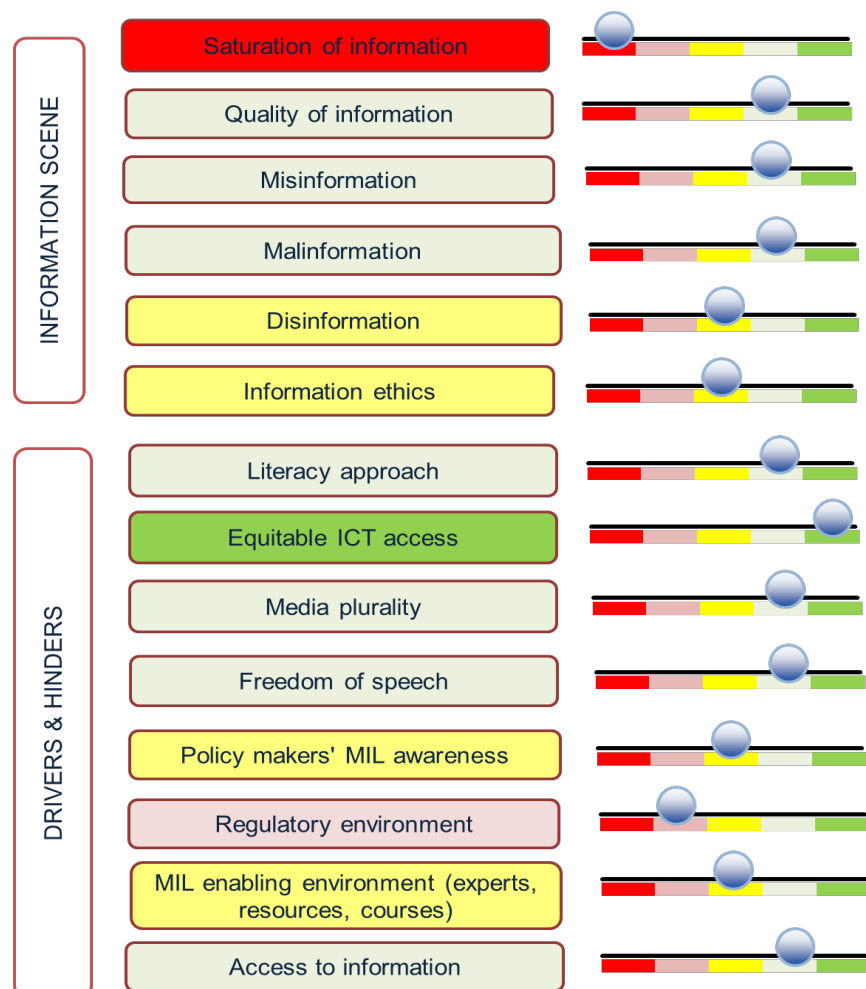
39. **STEP 3. MEASURING KEY ENABLERS AND BOTTLENECKS OF MIL:** additionally, and as a common standard for all interventions, predictive needs indicators shall also be complemented by an assessment of the key enablers and bottlenecks affecting the MIL area. Clearly defining this set of complementary indicators would go beyond the scope of this evaluation; however, and according to the literature review and the field work carried

¹¹¹ The intervention area is understood as the area where the stakeholder aims to implement its MIL intervention. Its scope can be varied and based on different grounds: geographical (country, region); target based (youth, adult population); (...)

¹¹² Some of them have been proposed in the MIL area by the European Commission providing a very comprehensive set of media pluralism indicators (see Media pluralism monitor developed by the Centre of Media Pluralism and Media Freedom and funded by the European Union) though there is a wide range of tools proposed by several international stakeholders including IFLA (development and access to information 2019), Freedom House reports, IREX Media sustainability index, Internews information ecosystem approaches, etc. Some of the tools mentioned although with a media focus provide an interesting approach to how to assess information ecosystems from the access, consumer and prosumer points of view.

out, figure 39 below suggests a potential non-exhaustive list. As a minimum, it includes the literacy approach (meaning understanding and conceptual width of the definition of literacy in the intervention area); the MIL enabling environment (referring to the existence or not of a vibrant MIL scene in the intervention area); the regulatory environment (in terms of the existence of MIL frameworks or even policies); and general communication and information indicators

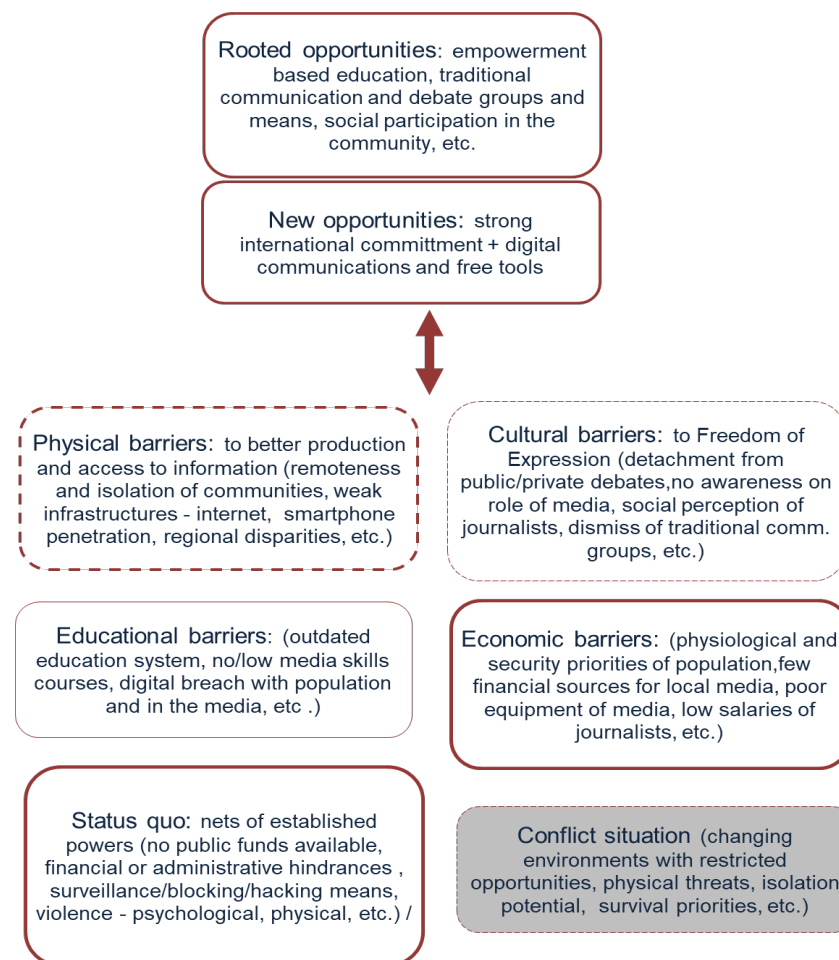
Figure 39: Complementary set of rapid MIL diagnosis indicators



Source: tothecoreofthings.consulting

40. **STEP 4. FURTHER TAILORING THE DESIGN IN ACCORDANCE WITH MORE QUALITATIVE CONTEXT CIRCUMSTANCES:** mathematical and statistical foundations of algorithms will always be enriched with qualitative socioeconomic and cultural circumstances and features of intervention areas. With this in mind, SWOT analysis provides a very interesting method for shaping and adapting the more quantifiable set of indicators to the opportunities and barriers in this regard. Thus, this step would include an assessment of opportunities and barriers (rooted, forthcoming and foresighted); (physical, behavioural, cultural, educational, financial, political. status quo); strengths and weaknesses (of the implementers, partners and their tools).

Figure 40: Partial SWOT qualitative assessment visual

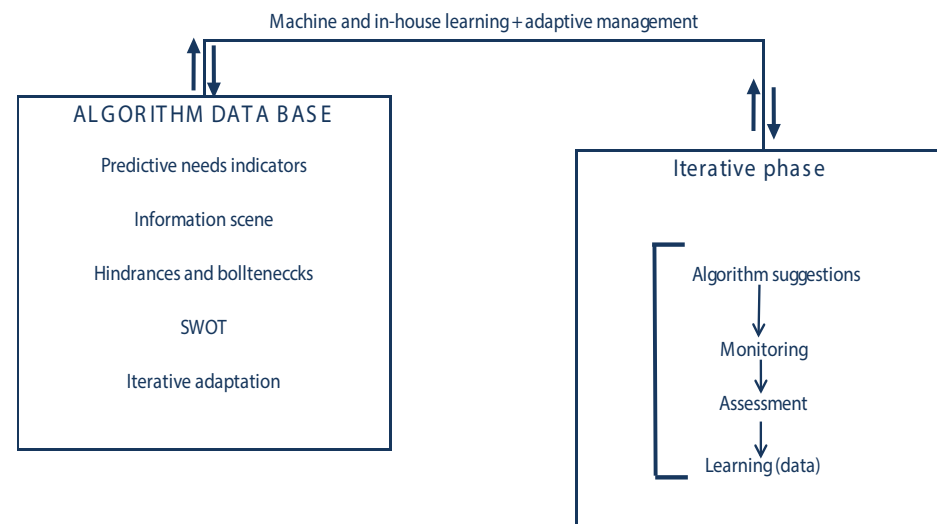


Source: tothecoreofthings.consulting

41. **STEP 5. MACHINE LEARNING ALGORITHM RESULTS:** the above mentioned measurements and quantifications would make up the data set for the functioning of a machine-learning based algorithm that would rate and propose the best suited approach(es) and their intensity with a range of associated lines of action, specific potential activities, outputs sought and potential results and outcome measurement indicators. This algorithm would be based in a weighted scale of proportional importance and probabilities of action associated that would link the different predictive needs, information scene, enablers and bottlenecks and SWOT assessment. The basis of the algorithm would be the associated actions and links between indicators approaches and action lines and the weighed scales of importance in relation to these links.

42. **STEP 6. ADAPTATION THROUGH ITERATIVE FEEDING:** building them up would need to be a participative exercise including consultation with the main experts on MIL policy implementation and academic researchers and would need to be based on a continuous iterative feeding and adaptation on the basis that the MIL area evolves and the interventions collect data on lessons learned in specific settings to adapt and validate the accuracy of predictions and suggestions.

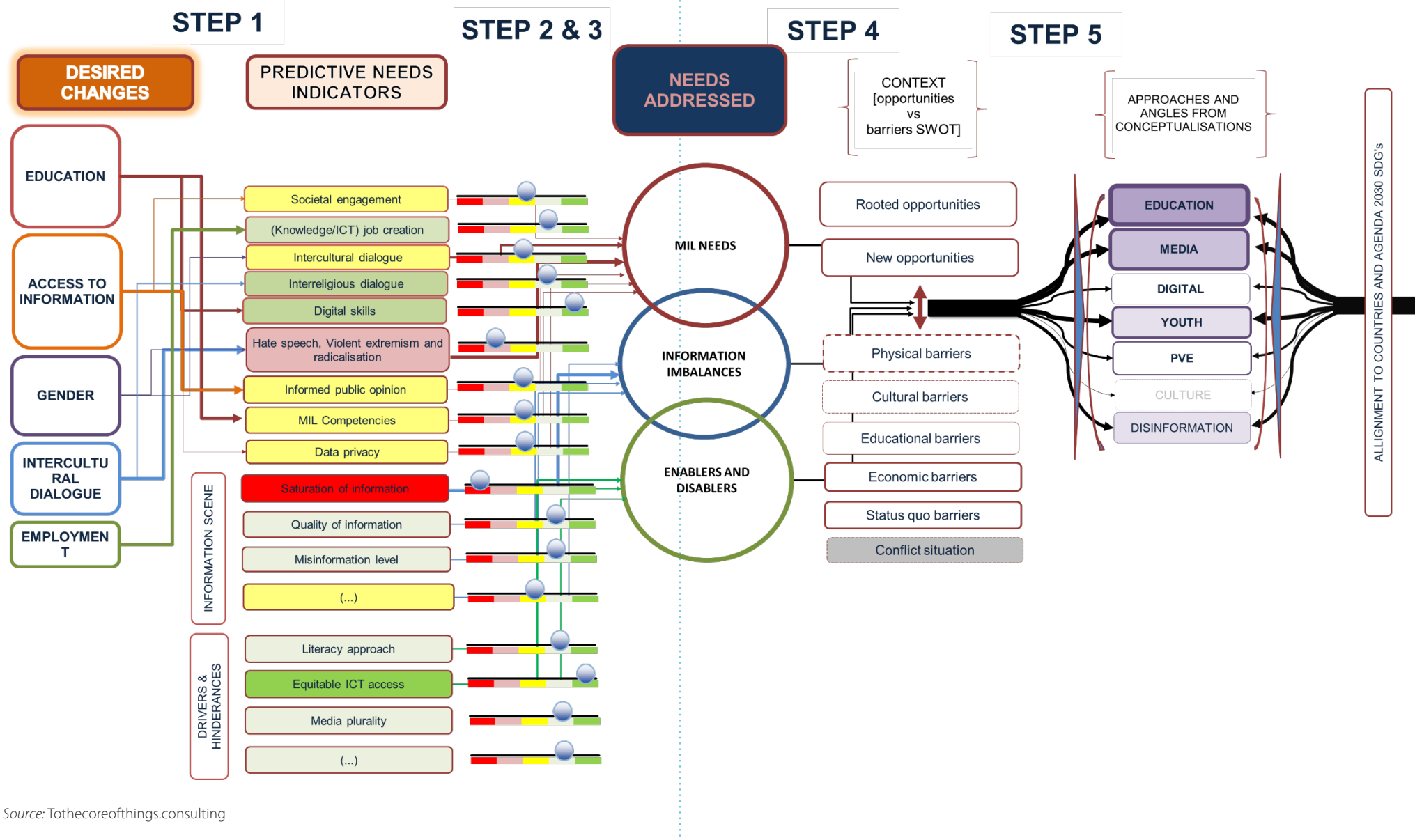
Figure 41: Iterative feeding process of the algorithm



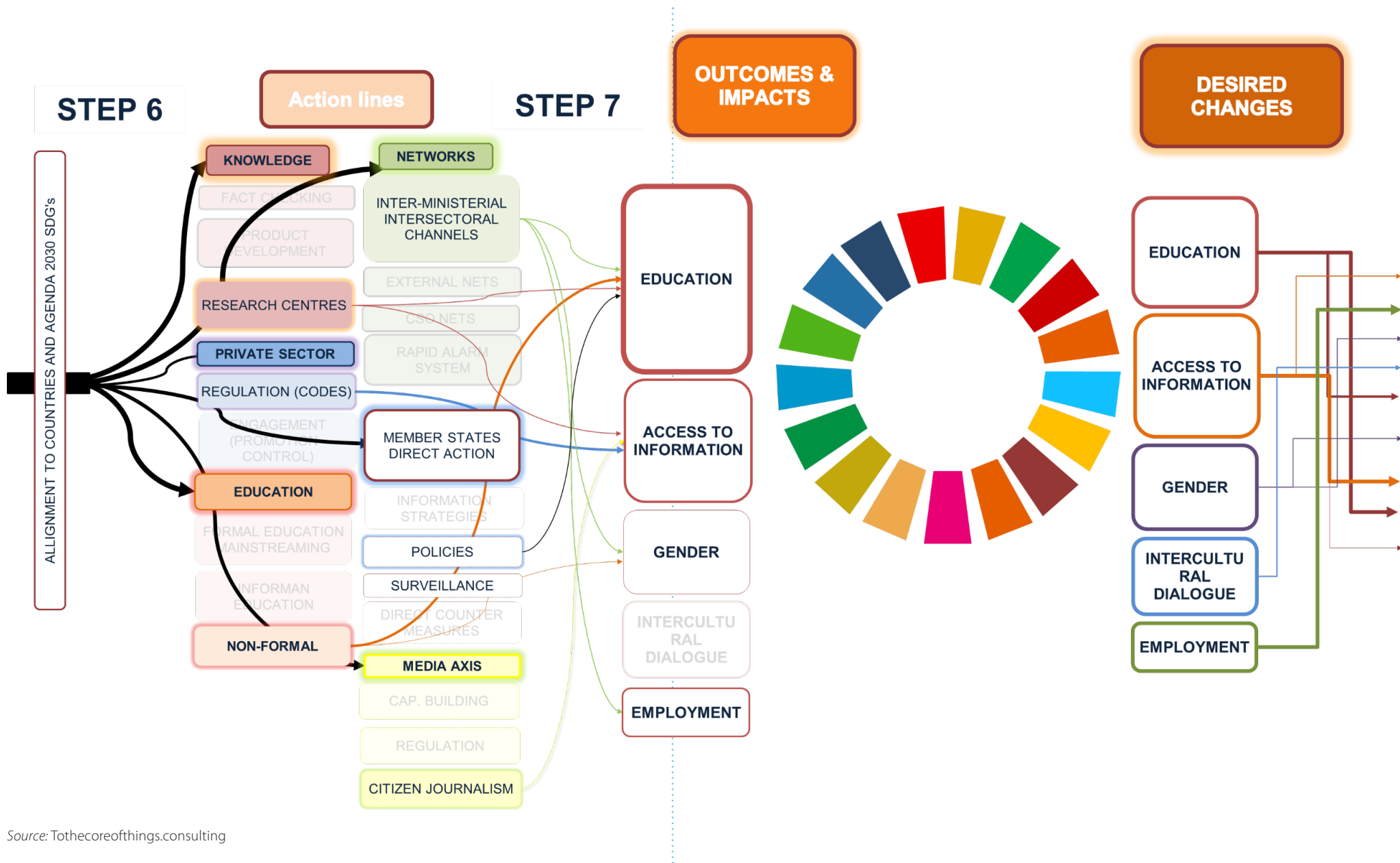
Source: tothecoreofthings.consulting

43. The whole process of guidance is represented in the figures from the next page on visualising the links and strategic suggestions that will be made by the guidance tool.

Figure 42: Visual representation of the MIL machine learning algorithm tool



Source: Tothecoreofthings.consulting



ANNEX 17: BIODATA OF EVALUATORS

To the core of things S.L.U (<https://tothecoreofthings.consulting>): since 2003, our core team conducts consultancies of programmes and projects on the 5 continents and for a wide variety of donors including UNESCO, UNAIDS, OHCHR, the EU, SIDA, USAID, The Netherlands, the Spanish development Agency, etc. Our main area of expertise is human rights-based projects including freedom of expression and media. Other areas of expertise include further human rights related areas (youth, children's rights, access to justice), grass roots and civil society capacity building and gender focused areas (gender-based violence, gender mainstreaming, women's integration in the labour market, gender in the media, etc.).

Joaquín de la Concha, team leader and Partnerships and MIL in the international arena case studies. Passionate about Freedom of Expression and human rights in all its dimensions, right to access to information and right to impart information. Joaquín has over 15 years of experience specialised in gender, human rights and evaluations of media projects from international, national and local organisations including funds from the European Instrument for Democracy and Human Rights (EIDHR), SIDA, NORAD, AECID for organisations including UNESCO, Internews, Free Press Unlimited, HIVOS, Tactical Tech Collective, etc. Joaquín has a multidisciplinary brain that fits very much the needs of this type of evaluations to incorporate different lessons and approaches from an array of creative disciplines.

Marta Pocerull, evaluation assistant on desk review and database development. Marta Pocerull is the team's core assistant, focusing especially on the desk review process and testing outputs from that phase in a first set of remote case studies. Marta is a Catalan activist highly involved in several grass root movements in her region and in Ethiopia where she has spent most of her professional career. Marta has over 10 years of experience working in development cooperation both as an activist, a volunteer and a professional in different social fields touching upon Freedom of expression (several consultancies with To the core of things working on human rights development and community media), the rights of children (especially Orphans and Vulnerable Children) and rural development (including advocacy on agricultural sovereignty and environmental fights for land and pollution-free areas). Marta's proficiency in Excel provides the needed expertise to ensure the daily tasks are performed on a top-quality standard.

Anara Alymkulova, Kyrgyzstan country case study. Anara has essential experience (over 15 years) conducting evaluations of regional programmes and projects for different donor agencies, including the UN Peacebuilding Fund, UNDP, the UN, WFP, the European Union, DANIDA, SDC, etc., being specialised in capacity building of governments, local self-governance, civil society organisations and local communities through collaborative activities. Further, Anara has several experiences with media projects in the Eurasia region, specifically through Internews, that included assessments of the MIL components of their projects in the region.

Natalija Bratuljevic, Serbia country case study is a results specialist with 20 years' experience in the field of human rights and international development cooperation. Natalija has held various posts with Civil Rights Defenders where she was responsible for the development of country strategies, programmes and policies, networking and advocacy primarily related to freedom of expression and anti-discrimination. Since 2014, Natalija works as a freelance consultant with a variety of international and regional organisations including the Swedish International Development Cooperation Agency (Sida), the OSCE, UNDP, Free Press Unlimited (FPU), FOJO Media Institute, the EU etc. Natalija is a keen supporter of public-interest initiatives that strive to deliver peoples' voices to public debate.

Nanjala Nyabola, Tunisia and Nigeria country case studies. She is a professional journalist, freelance writer and journalism expert with experience working for The Guardian, Al-Jazeera and other top outlets. She has thorough expertise in sub-Saharan Africa conflict and political assessments and an insight (and contacts) in the activists' networks. As the Guardian describes her: "Nanjala Nyabola is a Kenyan writer and graduate student at Harvard Law School, focusing on the legal and socio-political dimensions of conflict in Africa. Her writing focuses on African politics and society, international law, and feminism."