

Support for Media Pluralism and Freedom of Expression in the Republic of Moldova

ASSESSMENT PAPER:

**Media Literacy Strategy
for the Audiovisual Council of Moldova.**

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Media pluralism in the Republic of Moldova remains a priority for the Council of Europe, a commitment reinforced by the Council of Europe Action Plan for Moldova 2021-2024.

The promotion of media literacy further strengthens and supports the commitments outlined in the Council of Europe Action Plan for Moldova 2021-2024. This document supports the work of the NRA in the Republic of Moldova to promote media literacy in line with its legal obligations and in support of existing frameworks. The actions suggested in this document are intended to build on the already achieved results of a wide range of activities by existing stakeholders in order to promote media literacy to all citizens. To reach this objective, this document supports the development of a Media Literacy Strategy for the Audiovisual Council of the Republic of Moldova.

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Disclaimer:

This technical paper is prepared within the Project Support for Media Pluralism and Freedom of Expression in the Republic of Moldova.

The views and opinions presented herein are those of the authors and should not be taken as to reflect the official position of the Council of Europe.



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1 INTRODUCTION

This document is designed to help the Audiovisual Council of the Republic of Moldova develop a Media Literacy Strategy that is in line with their statutory obligations, existing legislation and frameworks, and the existing activity that has been undertaken by a wide range of stakeholders, particularly across civil society organisations.

Following consultation with the Audiovisual Council of the Republic of Moldova and other key stakeholders, it is expected that an amended version of this text could be adopted as the Media Literacy Strategy for the Audiovisual Council of the Republic of Moldova and act as a roadmap for the Audiovisual Council to play a significant role in the promotion of media literacy to all citizens.

A set of guiding principles is proposed, as well as four recommended areas of work with associated short and mid to long-term actions, based on existing best practice from other National Regulatory Authorities across Europe.



2 DRAFT MEDIA LITERACY STRATEGY FOR THE AUDIOVISUAL COUNCIL OF THE REPUBLIC OF MOLDOVA

2.1 LIST OF ACRONYMS

AAAMS - Agency for Audio and Audiovisual Media Services

AC – Audiovisual Council of the Republic of Moldova

AEM - Agency for Electronic Media

AVMSD – Audiovisual Media Services Directive

BAI – Broadcasting Authority of Ireland

CAC - Catalan Audiovisual Council

CnaM – Coimisiún na Meán

COMCOM - Communications Commission

CRA – Communications Regulatory Agency of Bosnia and Herzegovina

CSCCD – Center for Strategic Communication and Countering Disinformation

DEAP – Digital Education Action Plan

DSA – Digital Services Act

EAO – European Audiovisual Observatory

EDMO – European Digital Media Observatory

EDAP – European Democracy Action Plan

EMFA – European Media Freedom Act

EMIL – EPRA Media and Information Literacy Taskforce

EPRA – European Platform of Regulatory Authorities

ERGA – European Regulators Group for Audiovisual Media Services

IP - Interministerial Plan on the integration of Media and Information Literacy actions

ML – Media Literacy

MIL – Media and Information Literacy

MAAP – Media and Audiovisual Action Plan

MIL Alliance – Media and Information Literacy Alliance

ML AG – ERGA Media Literacy Action Group

NEPLP – National Council of Electronic Media in Latvia

NMDP – National Media Development Programme

NMHH - National Media and Infocommunications Authority

NMLM – National Media Literacy Network

NRAs – National Regulatory Authorities

VLOPSEs – Very Large Online Platforms and Search Engines

VSPs – Video-Sharing Platforms



2.2 EXECUTIVE SUMMARY

This document was produced to assist the Audiovisual Council of Moldova in the development of their media literacy strategy.

While there is no universally agreed definition of media literacy, it is generally understood to mean a set of skills and competencies which can empower citizens to make informed choices about the media content they consume, create and disseminate. This includes understanding how media is owned, operated and regulated as well as the ability to assess and evaluate media messages – across all forms of media.

This is important because in well-functioning democratic societies individuals must be able to make informed choices about the media content that they engage with.

Media literacy is often rooted in different policy areas including education, youth, media and digital regulation, culture, security/defence and social policy. For the last number of years, it has been rising on policy agendas both nationally and internationally because of the recognition of the important role media literacy has in helping citizens manage media-related issues such as countering disinformation and hate speech, managing online safety and security and facilitating democratic engagement.

There are international reports, standards and guidelines from UNESCO, the OSCE, the Council of Europe and the European Commission highlighting the importance of media literacy in functioning democratic societies – and the leading role that national regulatory authorities can have in the promotion of media literacy is well illustrated.

This trend is reflected in the Interministerial Plan on the integration of Media and Information Literacy (MIL) actions, which is a national plan that aims to increase the level of media literacy in the Republic of Moldova.

The media literacy landscape in the Republic of Moldova is well developed. As noted in the Interministerial Plan, most media literacy initiatives, projects, resources and research carried out in Moldova have been led by civil society organisations, with the support of the donor community. The role of state institutions has been mostly that as a partner rather than direct initiator, funder or implementer.

Therefore, it is very important that the Media Literacy Strategy for the Audiovisual Council of the Republic of Moldova takes into consideration the work of other key stakeholders as well as existing frameworks and activities and ensures that the work that it undertakes in this area, supports and builds on the strong foundations already in place.

This strategy is based on five principles which should underpin the promotion of media literacy:

- **Recognise media literacy as a life-long learning process for everyone:** As technology and social norms change, so too do the skills and knowledge required to make informed decisions about media use. So, the development of media literacy must be viewed as a life-long, and individual learning process with different citizens requiring different support, from different stakeholders, at different stages of their learning journey.
- **Adopt a cross-sector, multi-stakeholder approach to media literacy:** ML benefits all sectors of society, and all sectors have a role to play in promoting ML. To maximise the potential of collaborative working, a cross-sector, multi-stakeholder approach to promoting media literacy should be prioritised and all forms of collaboration should be explored.
- **Develop evidence-based interventions and evaluate the process and the outcomes:** Effective interventions should be based on a comprehensive understanding of the gaps in



knowledge and gaps in provision, as well as a nuanced understanding of the attitudes and behaviours of the target audiences.

- **Meet citizens where they are:** Media Literacy learning opportunities must be delivered where people already are, and the uniqueness of a particular audience or community must be recognised and integrated into the design, delivery and evaluation of a ML initiative. Learning opportunities can take many forms – from resources and awareness raising campaigns to events and training programmes. These activities can be undertaken by the regulator on their own but often includes a number of stakeholders working together.
- **Foster Trust through Transparency:** The aims, scope and resources of ML interventions should be easily accessible to stakeholders, users, recipients, experts, academics and NRAs.

A range of approaches are adopted by different regulators based on their statutory obligations, their resources and their experience. These approaches include the provision of research; the provision of funding; the coordination of networks; the development of learning opportunities for citizens; and policy development.

A number of Recommendations and Potential Actions are proposed in this document based on the regulatory remit of the AC and the successful approaches by other NRAs and alignment with existing national frameworks and legislation.

- **Recommendation 1:** Focus on Strategic Collaboration at local, national and international levels
- **Recommendation 2:** Build a National Knowledge Base
- **Recommendation 3:** Deliver meaningful Outreach and User Engagement initiatives
- **Recommendation 4:** Improve Communication across the Media Literacy Community

Despite the current global focus on media literacy, it would be a mistake to think that media literacy alone can fully address complex issues like the erosion of information integrity or digital threats to safety, security or privacy. It would also be a mistake to believe that a short-term investment in media literacy will deliver immediate impact. There is no ‘one-size fits all’ solution here.

In fact, media literacy must be seen as process of life-long learning, with support being provided to citizens at all life stages, by a range of partners.

To fully unlock the significant benefits of a media literate population, there must be a determination to invest, test, iterate and refine on a long-term basis.

Therefore, the Recommendations and Potential Actions proposed in this document should not be seen as prescriptive set of actions that must be immediately undertaken in their entirety.

Instead, they should be seen as a guide, based on international best practice, from which the most appropriate and effective actions can be developed over time and can grow and evolve with the capacity of Audiovisual Council and other media literacy stakeholders in the Republic of Moldova to ensure that the aims of the Interministerial Plan to increase the level of media literacy in the Republic of Moldova can be achieved.



2.3 METHODOLOGY

This strategy was developed based on a mix of qualitative and quantitative data and analysis gathered from desk research and interviews with experts and key stakeholders.

Desk Research

The desk research was carried out based on existing documentation. Initial analysis of existing media literacy/media and information literacy legislation, policies and guidelines from organisations including but not limited to:

- The Government of the Republic of Moldova
- European Platform of Regulatory Authorities
- European Regulators Group for Audiovisual Media Services
- European Digital Media Observatory
- European Audiovisual Observatory
- Council of Europe
- UNESCO
- European Commission

Stakeholder consultation

Following the initial drafting of the document, an online stakeholder meeting took place with the purpose of:

1. Presenting the role of the Audiovisual Council in the promotion of media literacy.
2. Presenting the proposed principles and draft recommended actions in AC media literacy strategy for discussion and feedback.
3. Exploring opportunities for collaboration.

The meeting invitees were:

Media Associations

- Independent Journalism Center (IJC)
- Association of Independent Press (API)
- Media Youth Center (MYC)
- Association of Electronic Press (APEL)
- International Media Support (IMS)
- Deutsche Welle Akademie (DWA)

Government Institutions

- Ministry of Culture
- Ministry of Education
- Ministry of Defense
- Ministry of Labor and Social Protection
- Center for Strategic Communication and Countering Disinformation
- Intelligence and Security Service
- National Agency for Regulation in Electronic Communications and Information Technology of the Republic of Moldova (ANRCETI)



2.4 CONTEXT

2.4.1 *Understanding media literacy*

Media, and citizens engagement with the media impacts their social, political, economic and cultural lives¹. Media literacy² has been rising on international policy agendas for a number of years due to the critical role it can play in helping citizens manage a range of media-related issues such as countering disinformation and hate speech, managing online safety and security and facilitating democratic engagement.

Media literacy is a dynamic concept that can incorporate a diverse range of skills and knowledge linked to different policy areas, including education, media and digital regulation. The skills and knowledge linked to media literacy are constantly evolving in response to changes in technology and social norms. In recent years, there has been an increasing focus on the role of media literacy in countering disinformation. While there is consensus that a media literate population is better able to identify and avoid the negative impact of disinformation, it would be a mistake to think that media literacy alone can fully address complex issues like the erosion of information integrity. Therefore, it is very important that the Media Literacy Strategy for the Audiovisual Council of the Republic of Moldova takes into consideration the work of other key stakeholders as well as existing frameworks and activities.

The Interministerial Plan (IP) for Media and Information Literacy produced by the Ministry of Education and Research and the Ministry of Culture of Moldova notes that the European Union describes media literacy as “all the technical, cognitive, social, civic and creative capacities that enable us to access, and to have a critical understanding and interact with the media. These capacities enable the exercise of critical thinking while participating in the economic, social and cultural aspects of society and playing an active role in the democratic process. Media literacy also refers to all types of media (television, radio, press), through all types of channels (traditional, internet, social media) and targets media consumers of all ages.” (Page. 2)

The IP also includes the digital literacy and capabilities of the population as part of MIL.

In well-functioning democratic societies individuals must be able to make informed choices about the media content that they consume, create and share. The skills and knowledge required to make those informed choices includes understanding how media is owned, operated and regulated as well as assessing and evaluating media messages, and managing engagement with media and information.

2.4.2 *Legislative frameworks, guidelines and recommendations*

The essential role that media literacy has in a functioning democratic society is increasingly recognised across the world and there are already a significant number of legislative frameworks and recommendations in place which acknowledge media literacy as a key element of managing citizens engagement with media.

¹ Global Standards for Media and Information Literacy Curricula Development Guidelines, UNESCO, September 2019 https://www.unesco.org/sites/default/files/mdias/files/2022/02/Global%20Standards%20for%20Media%20and%20Information%20Literacy%20Curricula%20Development%20Guidelines_EN.pdf

² For the purposes of this document, the term ‘media literacy’ is used in the broadest sense and incorporates skills and competencies that may also be described in terms of media and information literacy, media education, digital literacy, media freedom literacy etc.



International

UNESCO has published a significant number of reports, standards and guidelines emphasising the importance of media and information literacy across a range of sectors including but not limited to:

- The 2013 [Media and information literacy: policy and strategy guidelines](https://unesdoc.unesco.org/ark:/48223/pf0000225606_eng)³ provides a comprehensive policy framework for the promotion of media and information literacy.
- The 2023 [Guidelines for the governance of digital platforms](https://unesdoc.unesco.org/ark:/48223/pf0000387339)⁴ highlights the importance of cooperation and of a multistakeholder approach to safeguarding freedom of expression and the right to information while dealing with dis- and misinformation, hate speech, and conspiracy theories.
- The [Global Standards for Media and Information Literacy Curricula Development Guidelines](https://www.unesco.org/sites/default/files/medias/files/2022/02/Global%20Standards%20for%20Media%20and%20Information%20Literacy%20Curricula%20Development%20Guidelines_EN.pdf)⁵ articulates common media and information literacy competencies.
- The [Global Media and Information Literacy Assessment Framework: country readiness and competencies](https://www.unesco.org/en/articles/global-media-and-information-literacy-assessment-framework)⁶ is designed to help States assess how favourable the national environment is for media and information literacy initiatives and to determine existing competencies among key social groups.
- The 2024 [Policy Brief responding to AI through the lens of MIL](https://www.unesco.org/en/articles/examining-media-and-information-literacy-responses-generative-ai-unesco-policy-brief)⁷ which recommends developing national MIL policies connected to digital transformation with a strong AI literacy component.

The OSCE Representative on Freedom of Media has stressed the need for governments and other stakeholders to promote media and digital literacy including:

- [Fostering Media Freedom Literacy across the OSCE region](https://www.osce.org/files/f/documents/0/0/569418.pdf)⁸ which explores how core media literacy skills can promote media freedom and media pluralism.
- [Policy Manual: Spotlight on Artificial Intelligence and Freedom of Expression](https://www.osce.org/files/f/documents/8/f/510332_0.pdf)⁹ which calls on States to establish sustainable media and digital literacy programs for all societal groups in order to empower people to better manage their own media and internet use.
- [Communique on Media Freedom during Elections](https://www.osce.org/files/f/documents/9/b/554107_0.pdf)¹⁰ calls for citizens to be equipped with the necessary knowledge, skills and tools to navigate the digital information space.
- The [Commiqué on propaganda in times of conflict](https://www.osce.org/fom/117701)¹¹, recommends investing in media literacy so that citizens can better able to make informed choices.

The Council of Europe Steering Committee on Media and Information Society (CDMSI) has put forward a number of Recommendations which include potential actions for various stakeholders relating to ML / MIL. Please see Appendix 1 for a summary of the most relevant Recommendations.

Some actions which are common to multiple Council of Europe Recommendations include:

- Adopting a multistakeholder approach to promoting media literacy¹²

³ https://unesdoc.unesco.org/ark:/48223/pf0000225606_eng

⁴ <https://unesdoc.unesco.org/ark:/48223/pf0000387339>

⁵ https://www.unesco.org/sites/default/files/medias/files/2022/02/Global%20Standards%20for%20Media%20and%20Information%20Literacy%20Curricula%20Development%20Guidelines_EN.pdf

⁶ <https://www.unesco.org/en/articles/global-media-and-information-literacy-assessment-framework>

⁷ <https://www.unesco.org/en/articles/examining-media-and-information-literacy-responses-generative-ai-unesco-policy-brief>

⁸ <https://www.osce.org/files/f/documents/0/0/569418.pdf>

⁹ https://www.osce.org/files/f/documents/8/f/510332_0.pdf

¹⁰ https://www.osce.org/files/f/documents/9/b/554107_0.pdf

¹¹ <https://www.osce.org/fom/117701>

¹² Recommendation CM/Rec(2022)13 of the Committee of Ministers to member States on the impacts of digital technologies on freedom of expression; Recommendation CM/Rec(2022)4 of the Committee of Ministers to member States on promoting a favourable environment for



- Encouraging independent, national regulatory authorities to take a leading role in the promotion of media literacy¹³, an encouraging empowerment measures, such as labelling of reliable content, ensuring the transparency of commercial content and political advertising, enhancing the transparency, accountability and explainability of algorithmic systems and introducing alternative forms of personalisation compatible with the public interest¹⁴
- Presenting media literacy as a life-long learning journey which should be incorporated into the general education curriculum¹⁵, supported by teachers' education and training¹⁶ as well as non-formal educational activities and cultural programmes targeting the general public¹⁷.
- Developing strong evidence based on rigorous, independent research, which would identify gaps in provision, and inform the development of interventions¹⁸.

European Union

Media literacy is also incorporated into a number of pieces of key pieces of EU legislation.

The [Audiovisual Media Services Directive](#)¹⁹ provides for EU-wide coordination of national legislation for audiovisual media. Article 33a(1) of the Directive sets out new obligations for Member States to promote and take measures to develop media literacy skills. Under Article 33a(2) of the AVMSD, Member States must report to the Commission on their implementation of that obligation 'by 19 December 2022 and every three years thereafter'.

The critical nature of media literacy is noted in the 2020 [Media and Audiovisual Action Plan](#) (MAAP)²⁰ with a requirement for the development of a "Media Literacy Toolbox" for Member States. Media literacy is also recognised in the 2020 [European Democracy Action Plan](#) (EDAP)²¹ as a way to help

quality journalism in the digital age; Recommendation CM/Rec(2018)1[1] of the Committee of Ministers to member States on media pluralism and transparency of media ownership

¹³ Recommendation CM/Rec(2018)1[1] of the Committee of Ministers to member States on media pluralism and transparency of media ownership; Recommendation CM/Rec(2022)4 of the Committee of Ministers to member States on promoting a favourable environment for quality journalism in the digital age

¹⁴ Recommendation CM/Rec(2022)11 of the Committee of Ministers to member States on principles for media and communication governance

¹⁵ Recommendation CM/Rec(2022)16 of the Committee of Ministers to member States on combating hate speech; Recommendation CM/Rec(2022)12 of the Committee of Ministers to member States on electoral communication and media coverage of election campaigns; Recommendation CM/Rec(2022)4 of the Committee of Ministers to member States on promoting a favourable environment for quality journalism in the digital age; Recommendation CM/Rec(2018)1[1] of the Committee of Ministers to member States on media pluralism and transparency of media ownership

¹⁶ Recommendation CM/Rec(2022)4 of the Committee of Ministers to member States on promoting a favourable environment for quality journalism in the digital age

¹⁷ Recommendation CM/Rec(2022)4 of the Committee of Ministers to member States on promoting a favourable environment for quality journalism in the digital age; Recommendation CM/Rec(2022)4 of the Committee of Ministers to member States on promoting a favourable environment for quality journalism in the digital age; Recommendation CM/Rec(2018)1[1] of the Committee of Ministers to member States on media pluralism and transparency of media owner

¹⁸ Recommendation CM/Rec(2022)13 of the Committee of Ministers to member States on the impacts of digital technologies on freedom of expression; Recommendation CM/Rec(2022)4 of the Committee of Ministers to member States on promoting a favourable environment for quality journalism in the digital age

¹⁹ <https://eur-lex.europa.eu/eli/dir/2018/1808/oj>

²⁰ Communication from the Commission, Europe's Media in the Digital Decade: An Action Plan to Support Recovery and Transformation, COM/2020/784 final

²¹ Communication from the Commission, European democracy action plan, COM/2020/790 final.



strengthen media freedom and pluralism, promote free and fair elections, and counter disinformation.

Enhancing digital skills and competences for the digital transformation including digital and media literacy is one of the strategic priorities of the [‘Digital Education Action Plan 2021 – 2027’](#) (DEAP)²².

The [‘Digital Services Act’](#) (DSA) is a significant piece of EU legislation that aims to create a safer online environment, introduce accountability for online marketplaces (platforms), and to address some of the challenges of the digital environment. Some of the obligations for under the DSA relate to better informing and empowering users, for example through tools to recognize, understand and flag disinformation, to access authoritative resources, and through media literacy initiatives.

The voluntary [Code of Practice on Disinformation](#) which was a measure introduced by EDAP aimed at countering online disinformation with specific obligations for very large online platforms and search engines (VLOPSEs), is expected to become a Code of Conduct for designated services under the DSA and will formalise some of the obligations relating to access to data and the promotion of media literacy.

The [‘European Media Freedom Act’](#) (EMFA) is part of the EU's efforts in promoting democratic participation, addressing disinformation and supporting media freedom and pluralism, as set out under the [European Democracy Action Plan](#).

2.4.3 Media Literacy in the Republic of Moldova

Legal framework for Media Literacy in the Republic of Moldova

The Interministerial Plan on the integration of Media and Information Literacy (MIL) actions into the action plans of the relevant state institutions for 2024 -2026²³ (IP) is a national plan of three-year, medium-term actions that aims to increase the level of media literacy of the citizens of the Republic of Moldova. It identifies priority areas of intervention and the intersectoral distribution of roles and responsibilities among the Government, civil society, the media sector and potentially the private sector, as well as the donors’ community.

While the IP has a focus on initiatives in the field of formal and non-formal education and research in the MIL and digital literacy fields, it also addresses initiatives related regulation of the media sector, fact-checking or countering disinformation in Section 3.1.12.

The 2024 School Curriculum Development Concept²⁴ emphasizes competencies that “involve the correct, critical, and responsible use of digital technologies, as well as their use for learning and active participation in social life. These include information literacy and data processing, communication and collaboration in digital environments, media literacy, digital content creation (including programming), digital security (including digital well-being and cybersecurity skills), intellectual property issues, problem-solving, and critical thinking”.

As noted in the National Media Development Program for 2023-2026 (NMDP) the right to information is expressly stipulated in over 40 normative Acts in the Republic of Moldova, some of which require updating in response to new realities and trends.

²² Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions Digital Education Action Plan 2021-2027: Resetting education and training for the digital age COM(2020) 624 final.

²³ [Plan-interministerial-2024-2026 RO- -en.pdf \(cji.md\)](#)

²⁴ [wrgwhwth \(gov.md\)](#)



The NMDP aims to strengthen the role of the media and ensure the constitutional right to information of citizens in a democratic society. It focusses on ensuring an effective media regulatory framework which operates on democratic principles and facilitates the management of the mass media under market economy conditions and fair competition, in order to strengthen the economic sustainability of the mass media and, by extension, the editorial independence of the media. The NMDP also addresses professionalization of the media field in relation to knowledge, training ethical codes and professional associations.

Media literacy empowers citizens to recognise and value media freedom and media plurality. Media literacy also enables citizens to access, interrogate and evaluate information which in turn ensures citizens' rights to information. Therefore, successful implementation of the NMDP will be supported by a more media literacy population. This is recognised in Objective 3.3 'Developing skills in media education; and 3.5.2 'Encouraging quality journalism and countering negative phenomena in media content'.

The Information Security Strategy of the Republic of Moldova for 2019-2024 emphasizes the importance of public awareness of online safety, media and cyber literacy and education in the Republic of Moldova, which would enable citizens to critically analyse media content in order to identify propaganda.

The Audiovisual Media Services Code of the Republic of Moldova no. 174/2018²⁵ describes disinformation as "the intentional dissemination in the public space of information whose false or misleading character can be verified, and which is likely to harm national security".

In 2023, the Center for Strategic Communication and Countering Disinformation (CSCCD) was established with a mission to consolidate and improve inter-institutional efforts in the fight against disinformation, manipulation of information and counter coordinated actions to spread messages, narratives, communications, regardless of their origin, which pose a danger or may endanger the realisation of national interests.

Under the 2023 Strategic Communication and Countering Disinformation, Information Manipulation, and Foreign Interference Concept for 2024-2028²⁶ strategic communication and actions to counter disinformation, information manipulation, and foreign interference are based on several pillars, including launching educational programs in collaboration with civil society partners to improve the public's media literacy to enhance its resilience against disinformation and manipulation campaigns and actions.

The National Security Strategy of the Republic of Moldova²⁷ includes an objective to increase national resilience to hybrid threats and strengthening the security culture.

Media Literacy Landscape in the Republic of Moldova

As is the case in many countries, the cross-policy nature of media literacy means that there is no single over-arching policy owner. This can result in a lack of strategic and efficient planning, funding, coordination and evaluation of media literacy interventions – although the effective implementation of the IP could address this.

The optional nature of the subject Media Education, taught at primary, secondary and high school levels, does not guarantee opportunities for all students to develop media literacy skills. In fact, the optional nature of Media Education within formal education risks the unintended consequence of increasing the knowledge gap between those who have access to the subject, and those who do not

²⁵ https://www.legis.md/cautare/getResults?doc_id=138540&lang=ro

²⁶ [Draft normative acts \(parlament.md\)](#): H_416.2023.ro.docx

²⁷ https://www.legis.md/cautare/getResults?doc_id=141253&lang=ro



such as students studying in Russian, Bulgarian Gagauzian, Ukrainian and Romani language, for example, as well as those in technical and vocational schools or colleges.

There is no methodology that would allow a periodic assessment of the level of information, media and digital literacy of the population in the Republic of Moldova, especially of the most vulnerable categories of the population or regions, etc.

All studies and data collection to date on national levels of media literacy have been developed by civil society and donors, based on different methodologies and mostly implemented only once, which does not facilitate longitudinal tracking of changes over time in knowledge and behaviours. This makes the development of evidence-based strategies and policies challenging, as well as measuring the overall impact of media literacy interventions.

As noted in the IP, most media literacy initiatives, projects, resources and research carried out in Moldova have been led by civil society organisations, with the support of the donor community with the role of the state institutions as a partner rather than direct initiator, funder or implementer.

A recent (2024) Council of Europe study mapping media literacy interventions in the Republic of Moldova highlighted the important role of the civil society in promoting media literacy.

In the context of the forthcoming electoral cycles in the autumn of 2024 and the summer of 2025, particular attention was given to media literacy initiatives which might help to counter the phenomenon of manipulation and interference in the democratic processes of the Republic of Moldova.

Key stakeholders involved in the development and delivery of media literacy interventions in Moldova include:

- | | |
|--|---|
| • Audiovisual Council (AC) | • Ministry of Labor and Social Protection |
| • Independent Journalism Center (IJC) | • Center for Strategic Communication and Countering Disinformation |
| • Association of Independent Press (API) | • Intelligence and Security Service |
| • Media Youth Center (MYC) | • National Agency for Regulation in Electronic Communications and Information Technology of the Republic of Moldova (ANRCETI) |
| • Association of Electronic Press (APEL) | |
| • International Media Support (IMS) | |
| • Ministry of Culture | |
| • Ministry of Education | |
| • Ministry of Defence | |

Media literacy interventions take a variety of forms including:

- Policy development: Interministerial Plan, READ project, Advancement of media and information literacy in Moldova.
- Production of resources and tools to help upskills citizens: T(V)E Watch, StopFals, TRIMEDIA
- Training the trainer activities: READ
- Advocacy: READ
- Grass-roots engagement, training and events: READ, StopFals, International Conference on Media Literacy and Self-Regulation, Media Camp, Multimedia Connector.
- Monitoring: Media Radar
- Supporting media literacy integration into education: Integrated Approach in Formal Education, TRIMEDIA
- Campaigns: StopFals



2.5 MEDIA LITERACY FROM A MEDIA REGULATORY PERSPECTIVE

2.5.1 Role of National Regulatory Authorities in promoting media literacy

The EU Council [*Conclusions on Media Literacy in an ever-changing world*](#)²⁸ published in 2020 recognises the important role that National Regulatory Authorities (NRAs) can play in the promotion of media literacy – such as organising, coordinating and funding media literacy initiatives as well as bringing stakeholders together.

The inclusion of obligations around media literacy for regulated bodies and/or the oversight of these obligations by NRAs, in landmark pieces of European legislation such as the DSA – Code of Practice (expected to become a Code of Conduct), AVMSD and EMFA provides further evidence of important role that media regulators have in this area.

NRAs also have a role to play as part of international bodies such as the European Regulators Group for Audiovisual Media Services (ERGA) and European Platform for Regulatory Authorities (EPRA). Both of these bodies have established taskforces/working groups focussed on the promotion of media literacy by NRAs.

The EPRA Media and Information Literacy taskforce²⁹ (EMIL), focuses on supporting media regulators and other organisations committed to promoting media literacy and aims to encourage coordination and learning and foster networking and partnerships through international cooperation.

A 2017 EPRA Background Paper³⁰ illustrates how the promotion of media literacy can support and complement statutory media regulation, in parallel with the regulatory mechanisms by:

- **Increasing knowledge of regulation** among citizens about what media is regulated, how and by whom, empowering them to better manage their relationship with media.
- **Empowering media users by** encouraging the critical and conscious consumption of media and media messages.
- **Addressing new regulatory challenges** by enabling citizens with the critical skills to make informed decisions about their media content choices and engagement.
- **Promoting Media Pluralism and Media Freedom** by ensuring that citizens can recognise and value the role of media freedom and media plurality has in serving the needs of citizens, reflecting their diversity and holding power to account.

The ERGA Media Literacy Action Group (MLAG) activities are linked to the provisions of the Audiovisual Media Services Directive (AVMSD). By facilitating the sharing of information and best practices between peer authorities, MLAG aims to foster innovation and continuous improvement, leading to more effective regulations that can adapt to evolving technologies and emerging risks. The ERGA MLAG was instrumental in developing the *EU Guidelines for reporting of Member States measures for the promotion and development of media literacy skills*³¹. In 2021 they carried out a survey³² of EU NRAs' ML activities which showed that the most common activity was coordination of

²⁸ [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020XG0609\(04\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52020XG0609(04)&from=EN)

²⁹ [EMIL press file \(1\).pdf \(epra.org\)](#)

³⁰ https://cdn.epra.org/attachments/files/3160/original/2017_comparative_EPRA_paper_media_literacy_final.pdf?1513780732

³¹ [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52023XC0223\(01\)](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52023XC0223(01))

³² <https://erga-online.eu/wp-content/uploads/2021/12/ERGA-AG3-2021-Report-on-Media-Literacy.pdf>



a network or working group. Other common descriptions of ML activities performed by NRAs included the delivery of projects in partnership with other stakeholders; the delivery of projects independently of other stakeholders; the provision of Media Literacy research; and, the provision of funding for Media Literacy projects.

The 2021 ERGA report also highlighted that ML initiatives delivered by NRAs commonly covered the themes of promotion of ML; countering disinformation and misinformation; and the protection of minors. Citizen engagement and empowerment as well as advertising and commercial communications literacy were also noted as topics addressed by NRAs in relation to ML activities.

Given the recent developments in technology it is possible that NRAs will also start to focus on the media literacy aspects of AI, algorithms and data management to ensure that citizens have the skills and knowledge to understand the potential impact of these system on the integrity of the information they use, create and share.

2.5.2 *Approaches adopted by National Regulatory Authorities*

Different NRAs have adopted varying approaches to promoting media literacy, based on factors including their statutory duty, available resources and gaps in existing provision. The *ERGA Report on Media Literacy* (2021)³³ provides an overview of some of the practices adopted by NRAs in relation to media literacy, as does the Council of Europe report *Regulatory Authorities for Electronic Media and Media Literacy*³⁴ (2018), the OSCE report *Fostering Media Freedom Literacy*³⁵ (2024), the European Audiovisual Observatory report *Media Literacy and empowerment of users*³⁶ (2024) and various EMIL publications³⁷.

The different approaches of NRAs can be categorised as follows:

2.5.2.1 *Building the Evidence Base: Gathering data, generating insights, encouraging evaluation*

The issues addressed by media literacy are complex and ever-changing. There is no one-size fits all approach that reaches everyone. Therefore, it is essential that a robust evidence base is created to help create a comprehensive and nuanced understanding of the issues, in addition to establishing where the knowledge gaps exist for different target groups, as well as the attitudes and behaviours that might impact how receptive target audiences are to particular interventions, and how they are delivered.

Evaluating media literacy initiatives is challenging due to the complexity of the factors affecting how people develop life-long skills, and there are limits as to what can, and should, be evaluated in relation to the development of media literacy skills and knowledge, however, it is important to try to gather evidence of the effectiveness of particular media literacy interventions – both in terms of the project outcomes and the project impact.

The NRA in the UK, Ofcom, has invested heavily in media literacy research for almost two decades resulting in a substantial portfolio of longitudinal qualitative and quantitative studies on media use, understanding and behaviour, which are all publicly available and frequently cited in academic and

³³ [ERGA-AG3-2021-Report-on-Media-Literacy.pdf \(erga-online.eu\)](https://erga-online.eu/ERGA-AG3-2021-Report-on-Media-Literacy.pdf)

³⁴ <https://rm.coe.int/regulatory-authorities-for-electronic-media/1680903a2a>

³⁵ [569418.pdf \(osce.org\)](https://osce.org/files/media-literacy/569418.pdf)

³⁶ <https://rm.coe.int/iris-2024-2-media-literacy/1680b06196>

³⁷ https://cdn.epra.org/attachments/files/4337/original/EMIL_press_file_%281%29.pdf?1677862727



sector studies. Ofcom is now building on that experience to create an Evaluation Toolkit that media literacy stakeholders can freely use.

Other NRAs who are also active in this area include AAAMS in North Macedonia, CRA in Bosnia and Herzegovina and NMHH in Hungary.

2.5.2.2 Supporting Stakeholders: Provision of funding, Coordination of networks

The role of NRAs in the promotion of media literacy can often take the form of facilitator, supporting other organisations to reach members of the public when the NRA cannot. This support can take many forms but the most common are the provision of funding and the coordination of networks.

According to the 2021 ERGA Media Literacy report³⁸, only a few ERGA members are involved in the provision of funding for other third parties to deliver ML activities, including Coimisiún na Méan in Ireland and AEM in Croatia.

However, a far more common way for NRAs to address their ML responsibilities is by funding, facilitating and/or coordinating national networks. Given the cross-sector, cross-policy and ‘whole of society’ nature of media literacy, there is general agreement that no single organisation, on their own, can deliver media literacy for all. Therefore, the development of a media literacy network offers significant opportunities for a range of stakeholders to come together, share information, best practices and look for ways to collaborate. NRAs are well placed to lead on the development of national media literacy network and NRAs in the following countries have developed national media literacy networks: Ireland, North Macedonia, Slovakia, UK, France, Sweden, Bosnia and Herzegovina, Portugal, Catalonia.

Often linked to the coordination of the networks will be a communications role whereby the NRA / national network facilitates information-sharing on a regular basis. This could be in the form of a newsletters, events and/or online and social media channels.

2.5.2.3 Citizen Empowerment: Projects, Campaigns, Tools, Resources, Training

This is the broadest category of media literacy activities that might be undertaken by NRAs and includes a wide variety of activities – which can be undertaken by the NRA on their but more often includes a number of stakeholders working together.

Many NRAs also take the lead on delivering media literacy campaigns, events and presentations. In North Macedonia the Agency for Audio and Audiovisual Media Services takes a leading role in the development and delivery of Media Literacy Days. Supported by many members of the media literacy network in North Macedonia, this initiative involves a series of events delivered to coincide with the UNESCO Global Media and Information Literacy Week. It includes events (workshops, roundtables, trainings, presentations of ML research results, debates etc.) on different (sub)topics and for different citizen groups (children, adults, elderly, women, marginalized groups, general population, media etc.).

In Croatia, the Agency for Electronic Media (AEM) also organises the annual *Media Literacy Days* initiative in conjunction with the UNICEF Office for Croatia and with the support of the Ministry of Culture and Media and the Ministry of Science and Education. This initiative aims to raise public awareness about the significance of media literacy and critical evaluation of media content. It

³⁸ [ERGA-AG3-2021-Report-on-Media-Literacy.pdf \(erga-online.eu\)](https://erga-online.eu/ERGA-AG3-2021-Report-on-Media-Literacy.pdf)



provides media education opportunities for a broad audience, especially children and youth, and supports educators by offering educational resources to foster media literacy³⁹.

In 2024, the Irish NRA, Coimisiún na Méan (CnaM), launched the *Spot It. Flag It. Stop It.* information campaign⁴⁰ about combatting illegal content online, based on the provisions of the EU Digital Services Act. The campaign informs the public that Ireland's Online Safety Framework makes digital services accountable for how they protect people, especially children, from harm online and gives examples of illegal content as well as the steps that citizens can take should they encounter illegal content online, and how to seek redress if users believe that platforms are not meeting their obligations under the legislation.

CnaM (and its predecessor BAI) is also the primary funder and supporter of Media Literacy Ireland's *Be Media Smart*⁴¹ campaign which called on the public to 'Stop, Think and Check' that the information they receive is accurate and reliable. In Norway, the regulatory body Medietilsynet introduced a similar initiative, *Stop. Think. Check*⁴² (Stopp. Tenk. Sjekk.) campaign emphasising the significance of critically evaluating information before sharing it, to help counter misinformation and disinformation. Similar campaigns were also delivered by the Icelandic Media Commission and the CAC in Catalonia.

A number of NRAs provide online spaces for the public to access media literacy related information. The [Klicksafe](#)⁴³ web portal is a joint project of the Central Authority for Media and Communication Rhineland-Palatinate (LMK) and the Media Authority of NRW which focusses on online child safety. The AEM in Croatia runs a national [portal of ML projects](#)⁴⁴ the aim of which is to empower parents and teachers to help children to use media and technology more safely. In Latvia the National Council of Electronic Media (NEPLP), in cooperation with more than 30 stakeholders, has created a [media literacy platform](#)⁴⁵ which serves as a repository of knowledge and information database, as well as a communication platform in the field of media literacy. ZEBRA is an online helpline on digital media coordinated by the Media Authority of North Rhine-Westphalia. The Catalan Audiovisual Council (CAC) publishes all their ML initiatives on the [www.educac.cat](#).

NRAs also create tools and resources which can be freely accessed by the public and/or created for particular stakeholders such as those working with older people, younger people, or the formal educational sector. Since 2003 the CAC organises the EduCAC school awards.

A particularly valuable way of delivering media literacy is via trusted, learning networks. By participating in 'Train the trainer' initiatives, NRAs can work effectively with existing learning networks, outside of formal education systems, such as libraries, to help 'up-skill' existing community trainers and leaders with media literacy skills and knowledge. These community trainers and leaders and then effectively impart media literacy learnings as part of their own delivery of training and instruction.

³⁹ <https://vuv.hr/en/days-of-media-literacy/>

⁴⁰ <https://www.cnam.ie/online-safety/>

⁴¹ Bemediasmart.ie

⁴² <https://www.medietilsynet.no/digitale-medier/kritisk-medieforstaelse/stop-think-check-en/>

⁴³ klicksafe.de

⁴⁴ www.medijiskapismenost.hr

⁴⁵ <https://datubaze.neplp.lv/>



2.5.2.4 *Collaboration: Strategic partnerships*

Given the cross-sector nature of media literacy, strategic collaboration, at national and international levels, is essential. This is particularly true in relation to embedding media literacy into the school curriculum with a number of NRAs working with Ministries of Education and other agencies responsible for curriculum development.

For example, in France there is an agreement⁴⁶ in place between the NRA, Arcom, and the Ministry of Education together with the Réseau Canopée, to strengthen their cooperation around the promotion of media literacy in schools. Arcom also has an agreement⁴⁷ with ARTE Education, a subsidiary of the European cultural channel ARTE, to promote media and information literacy as well as digital citizenship, by offering new educational resources on the platform Educ'ARTE, specially designed for French-speaking secondary schools.

In 2019, the NRA of Catalonia, the CAC, coordinated the European Commission co-funded project Edumediatest in collaboration with a number of international organisations including other NRAs such as the AEM in Croatia. The project involved developing and piloting an interactive tool to evaluate and improve media literacy for students aged 14 to 18.

In Georgia, NRA ComCom joined forces with the Ministry of Education and Science of Georgia and UNICEF to integrate media literacy into formal education. This initiative resulted in the creation of an educational standard for media literacy, a manual, and a training module tailored for teachers. According to UNICEF, approximately 600 high school teachers underwent training as part of this programme.⁴⁸ Previously, ComCom had successfully trained over 900 teachers through the project *Disinformation as a Challenge: Developing Critical Thinking in Schools*⁴⁹.

2.5.2.5 *Policy Development: Monitoring, Reporting and Publications*

A number of NRAs have produced media literacy policies for their countries, in the absence of any existing ML policy – for example the [BAI Media Literacy Policy](#)⁵⁰. Media literacy related policy development can also be linked to a wide range of other topics.

In 2024 the AAAMS in North Macedonia developed, in conjunction with key stakeholders, a *Code of Conduct in the online sphere during Electoral Processes and Referenda*⁵¹. The Code was designed to be a good conduct guide aimed at ensuring integrity of information, transparency of the political advertising and its funding, privacy and safety of citizens' personal data processing, as well as preventing the spread of disinformation (false, incomplete, fake or malicious information), hate speech and discrimination on any grounds.

Arcom in France monitors media literacy actions carried out by audiovisual and digital media. Since 2021, Arcom publishes a report every year that highlights their initiatives and offers recommendations to help them increase their impact regarding these matters. The report also presents the regulator's own initiatives such as its training programs and educational resources for teachers, which aims at helping them address the challenges of media literacy in class.

⁴⁶ [Media and information literacy: signing of a new agreement between Arcom and the Ministry of National Education and Youth | Arcom](#)

⁴⁷ <https://www.arcom.fr/sites/default/files/2024-01/CP->

[ARTE%20Education%20et%20l'E2%80%99Arcom%20signent%20un%20partenariat%20et%20s'E2%80%99engagent%20conjointement%20pour%20l'E2%80%99Education%20aux%20m%C3%A9dias%20C%3%A0%20l'E2%80%99information%20et%20C%3%A0%20la%20citoyennet%C3%A9%20num%C3%A9rique.pdf](#)

⁴⁸ <https://www.unicef.org/georgia/press-releases/results-project-integration-media-literacy-formal-education-presented-ministry>

⁴⁹ <https://media-and-learning.eu/subject/media-literacy/integrating-media-literacy-into-formal-education-georgian-experience/>

⁵⁰ <https://www.medialiteracyireland.ie/wp-content/uploads/2022/12/BAI-ML-Policy-1.pdf>

⁵¹ <https://izborenkodeksonline.mk/en/code-of-conduct-in-the-online-sphere-during-electoral-processes-and-referenda/>



2.6 PRINCIPLES FOR PROMOTING MEDIA LITERACY

A number of studies and publications have explored what makes a media literacy intervention ‘best practice’ including the *Report on Media Literacy*⁵² from ERGA (2021), the *Media Freedom Literacy* report from the OSCE (2024), and the draft *Guidelines for effective media literacy* from EDMO (2024)⁵³. Based on a review of these reports and other relevant material, it is proposed that the following principles underpin the Media Literacy Strategy of the Audiovisual Council of Moldova.

2.6.1 *Recognise media literacy as a life-long learning process for everyone*

As technology and social norms change, so too do the skills and knowledge required to make informed decisions about media use. As such, the development of media literacy must be viewed as a life-long learning process with different citizens requiring different support, from different stakeholders, at different stages of their learning journey. The AC, in conjunction with other key stakeholders must be prepared to lead on, participate in, collaborate around and fund ML initiatives on a long-term basis, in order to reach all members of society.

2.6.2 *Adopt a cross-sector, multi-stakeholder approach to media literacy*

ML benefits all sectors of society, and all sectors have a role to play in promoting ML. There is a general consensus within the ML community that no single organisation or body will be effective in promoting ML to an entire population. There are already a wide range of stakeholders involved in the promotion of ML in the Republic of Moldova. To maximise the potential of collaborative working, the AC should prioritise a cross-sector, multi-stakeholder approach to promoting media literacy and seek out opportunities to appropriately support and build on the work of other ML stakeholders, in accordance its mission and legal obligations. All forms of collaboration should be explored, from formal (e.g., contractual partnerships, memorandums of understanding) to informal, voluntary support from partners.

2.6.3 *Develop evidence-based interventions*

Media literacy is a dynamic concept that is constantly evolving and peoples media literacy needs can be very individual, based on life experiences, education, values, beliefs and social norms. Extensive research and insights are required in order to create meaningful, effective and relevant interventions.

Developing ML skills and knowledge is a life-long learning process which makes evaluation of ML interventions challenging. However, in order to understand and improve, both the impact of an intervention, and the process by which it was delivered, evaluation is a key principle for best practice. Evaluation can have a qualitative focus, a quantitative focus or both.

2.6.4 *Meet citizens where they are*

Media literacy learning works best when the learning opportunity meets people where they are. Understanding the theory of change path for the participants of an intervention and providing the right support at the right time is critical for sustained and effective learning.

Consideration should be given to how to reach and maintain engagement in ML interventions. When interventions are being developed it is essential that the target audience is well understood, especially in relation to their specific needs, abilities and the socio-cultural factors likely to impact them.

Interventions should ensure that the tone, content and format of resources are appropriate and resonate with the audience. The language and messaging should also be accessible and relevant. Particular attention should be paid to identifying and engaging third party intermediaries who are

⁵² <https://erga-online.eu/wp-content/uploads/2021/12/ERGA-AG3-2021-Report-on-Media-Literacy.pdf>

⁵³ <https://edmo.eu/edmo-news/publication-of-media-literacy-standards-and-best-practices-draft-checklist-seeking-feedback/>



already embedded within the communities or who are best placed to reach, engage and influence those audiences.

Many media literacy related issues are of an international nature and resources, tools and interventions have already been developed to address all aspects of media literacy. However, to ensure that a ML intervention can be as impactful as possible, the uniqueness of a particular audience or community must be recognised and integrated into the design, delivery and evaluation of a ML initiative.

2.6.5 Foster Trust through Transparency

Transparency enables trust. The aims, scope and resources of ML interventions should be easily accessible to stakeholders, users, recipients, experts, academics and NRAs.

In addition, to help citizens develop a critical understanding of the media ecosystem the AC should, in line with its regulatory obligations, make information about media ownership, operation and regulation accessible to the public, to help citizens make informed decisions about the media they use, create and share.

It may also be helpful to explain the regulatory and complaints processes as well as licensing decisions, in a manner which is accessible and understandable to the general public.



2.7 RECOMMENDATIONS AND POTENTIAL ACTIONS

These Recommendations and Potential Actions are proposed based on the regulatory remit of the AC, successful approaches by other NRAs and alignment with existing national frameworks and legislation.

2.7.1 *Focus on Strategic Collaboration*

One of the intended positive changes as a result of the implementation of the Interministerial Plan (IP) is the “Strengthening and streamlining the cross-sectoral communication, collaboration and coordination of actions and initiatives implemented by groups of MIL and digital literacy stakeholders” (P.13).

Facilitating and /or funding the development of a cross-sector media literacy network would help to achieve this aim by creating a platform where all the key media literacy stakeholders meet on equal terms. Membership should include all the coordinating institutions and partners involved in delivering the Interministerial Plan, and other important stakeholders such as civil society organisations who are already active in the area, as well as organisations such as public libraries and other community networks who have the potential to help deliver media literacy into the heart of communities and citizens not involved in any kind of formal or informal education. In addition, the media sector, community media, VSPs, VLOSEs and academic institutions should all be represented in a cross-sector, multi-stakeholder network.

Strategic collaboration could also help to address some of actions outlined in the IP relating to the development of curricula and resources for formal educational settings, parents and guardians and other community trainers, and in particular action 3.1.12 of the IP.

Reflecting the approach used by other NRAs (such as AAAMS in North Macedonia and CAC in Catalonia), the AC could develop resources that specifically relate to the regulatory remit of the AC (e.g. Media ownership, operation and regulation) as well as supporting other stakeholders and ML practitioners in the development of curricula and resources contributing to the wider body of media literacy resources (e.g. critical evaluation, countering disinformation, online safety).

Developing a strategic collaboration with existing third-party learning networks could be particularly beneficial.

Strategic collaboration at an international level should also be considered and this is in line with action 1.2.1 of the IP.

Proposed short-term actions (0 – 6 months)

- Compile a list of key ML stakeholders and carry out stakeholder consultation to gauge interest and support for the development of a national media literacy network,
- Create a proposal for discussion with key stakeholders which would outline the aims and objectives of the network, the structure and operation, membership and roles and responsibilities and resourcing. EMIL has created a guidance document on developing media literacy networks⁵⁴ and there are also key considerations outlined in Appendix 2 of this document.
- Consider joining international networks such as the EPRA EMIL Task Force or UNESCO’s Media and Information Literacy Alliance.

⁵⁴https://cdn.epra.org/attachments/files/3336/original/EPRA_MIL_Taskforce_MIL_Networks_-_Guidelines_final.pdf?1528723176



Proposed mid to long-term actions (6 – 24 months)

- Establish a National Media Literacy Network (NMLN) with the appropriate governance and resourcing in place to meet the desired objectives.
- Develop an annual plan of activities for the NMLM with the input and support of network members.
- Develop and deliver regular opportunities for information-sharing, networking and other NMLN activities.
- Review and evaluate the processes and outcomes of NMLM on an annual basis and refine activities in line with the review findings.

2.7.2 Build a National Knowledge Base

Specific Objective 3.3 of the IP refers to monitoring/evaluation at the national level of the MIL level of the population of the Republic of Moldova.

In order to develop meaningful and impactful media literacy programmes and initiatives, it is essential to have a comprehensive and up-to-date knowledge base. Ideally, this knowledge base would act as a central repository for a wide range of research and data relevant to development, roll-out and evaluation of ML initiatives and would be accessible by a wide range of stakeholders. This is in line with action 3.1.9 of the IP.

Ideally, the National Knowledge Base would contain a range of data including:

- National baseline measurements in relation to media literacy skills and knowledge which would identify the groups most vulnerable to media literacy related issues and facilitate the tracking of changes over time relating to media literacy skills, knowledge, attitudes and behaviours.
- Detailed qualitative insights about the target audiences, especially around barriers to and opportunities for engagement, and potential third parties who may already have a position of trust and influence with the target group.
- Research and insights on existing and emerging ML topics and the risks associated with them.
- A regularly updated map of existing ML tools, resources and interventions that are available for use in the Republic of Moldova.
- A regularly updated overview of key ML stakeholders in Moldova and their areas of interest, expertise and experience.

UNESCO encourages and supports Member States to gather valid and reliable data on the status and availability of competencies on media and information literacy. The UNESCO *Global Media and Information Literacy Assessment Framework*⁵⁵ enables Member States to carry out comprehensive assessments of the information and media environment, and to monitor at the national level the extent to which citizens have acquired MIL competencies, particularly targeting educators in service and training.

⁵⁵ <https://unesdoc.unesco.org/ark:/48223/pf0000224655>



Proposed short-term actions (0 – 6 months)

- Engage with other stakeholders and propose the establishment of a ML research working group. The purpose of this group would be to carry out a mapping exercise of existing bodies of media literacy related research and provide a gap analysis. This group could also investigate mechanisms for establishing, managing and funding a comprehensive National Knowledge Base.
- Explore the potential with other stakeholders of developing a Media Literacy Evaluation Framework that could be used by all stakeholders to measure and evaluate the process and impact of ML initiatives.
- Build on the most recent Mapping of ML initiatives exercise and ensure it is updated every 6 months.

Proposed mid to long-term actions (6 – 24 months)

- Support the establishment of a comprehensive National Knowledge Base which could be used by all stakeholders, with clear plans for the maintenance, management and resourcing of it.
- Support the development of a state-funded and coordinated evaluation and monitoring framework, in line with the desired outcomes of the IP which could be used by all stakeholders to measure and evaluate the process and impact of ML initiatives.
- Use the reach and influence of the AC to motivate ML stakeholders to contribute to the National Knowledge Base
- Ensure that the mapping of tools, resources and stakeholders is updated every 6 months.

2.7.3 Deliver meaningful Outreach and User Engagement initiatives

There are a wide range of outreach and user engagement activities to promote ML that could be undertaken by the AC, as demonstrated by the activities of other NRAs.

Decisions about the type of activity and the target audience should be based on research and insights – with particular attention paid to those communities and groups who are not served or who are underserved by existing ML provision in the Republic of Moldova. These activities should align with the actions assigned to Specific Objective 3.1 of the IP. These activities could also align with Information Security Strategy and the 2023 Strategic Communication and Countering Disinformation, Information Manipulation, and Foreign Interference Concept for 2024-2028⁵⁶ and the National Security Strategy of the Republic of Moldova.

National campaigns are an effective way to deliver media literacy messages at scale and the AC could explore the development and delivery of such campaigns. In particular, and at a minimum, the AC could support and amplify existing campaigns such as Safer Internet Day using their communications channels and influence with stakeholders. Similarly, the AC could play a significant role in the development of the Media Education Week as proposed in action 3.1.5 of the IP.

In the longer term, the AC could develop its own series of advocacy activities such as events or campaigns on media literacy, based on evidence of need and supported and amplified by other ML stakeholders.

For outreach and user engagement activities, it is recommended that a mapping exercise is undertaken to establish what third party intermediaries could be engaged to reach into the heart of hard-to-reach and vulnerable communities.

⁵⁶ [Draft normative acts \(parlament.md\)](#): H_416.2023.ro.docx



Proposed short-term actions (0 – 6 months)

- Identify and engage with potential third-party intermediaries for the target communities, exploring opportunities for ‘quick wins’ where the AC could support and amplify existing campaigns, events and activities.
- Build on the existing map of ML stakeholders to include ML tools, resources, events and campaigns.
- Actively seek out opportunities to collaborate on new outreach and user engagement initiatives in the longer term to avoid duplication of effort or underserving of particular groups.
- Integrate an evaluation process into all outreach and user engagement initiatives.

Proposed mid to long-term actions (6 – 24 months)

- Work in collaboration with other ML stakeholders to ensure that there is adequate long-term planning and resourcing in place to ensure that all target audiences are being engaged and that there is a mechanism for sharing information and best practice.
- Develop an annual plan outlining the key aims, audiences and desired outcomes for all AC-led outreach and user engagement activity, as well as the activities of other ML stakeholders that is supported and amplified by the AC.
- Identify and approach existing informal learning networks and community influencers in order to explore the development of ML ‘Train the trainer’ programmes.
- Formulate agreements/MOUs etc. with third-party intermediaries to secure long-term, meaningful engagement with target communities.
- Develop a series of advocacy activities such as events or campaigns on media literacy, based on evidence of need and supported and amplified by other ML stakeholders. EMIL have produced guidelines for NRAs around the development of media literacy campaigns.⁵⁷ Key considerations for developing campaigns are outlined in Appendix 2.

2.7.4 *Improve Communication across the Media Literacy Community*

As a very diverse subject area, many organisations only focus on one or two aspects of media literacy, or one or two target groups. This can result in a ‘silo-effect’ where some ML stakeholders are not well informed about the work going on in other areas of ML – potentially losing out opportunities for collaboration and funding.

Therefore, developing effective mechanisms for sharing media literacy related information between stakeholders is an important task that could be undertaken by the AC, in conjunction with other stakeholders. This action would support the achievement of the desired outcome in the IP of streamlining communication of state institutions with citizens and the media.

Proposed short-term actions (0 - 6 months)

- Identify and consult with key ML stakeholders who might be interested in or could contribute to a regular ML update.
- Develop a ML stakeholder database for communications (in line with relevant data protection legislation and best practice).
- Produce a ML briefing or newsletter that will be circulated to the ML stakeholder database on a regular basis.
- Ensure that regular calls for contributions are circulated to ML stakeholder database.
- Use AC and/or NMLN social media channels to promote the ML briefings/ newsletter.

⁵⁷ [EPRAMILTaskforce_TopTips_PlanningACampaign.pdf](#)



Proposed mid to long-term actions (6 – 24 months)

- Develop an online space (webpage(s) or social media pages or both) where information about ML activities, opportunities (for funding and collaboration), calls for contributions, news and events can be accessed by all.
- Develop a ML Communications Plan that will include actions to promote all key ML dates, events and activities by AC and other ML stakeholders.
- Review the ML Communications Plan at least one a year and refine as necessary.



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2.9 Appendix 1: Summary of Council of Europe Recommendations relating to Media Literacy

- [Recommendation CM/Rec\(2022\)16 of the Committee of Ministers to member States on combating hate speech](#) encourages member States to ensure that human rights education, education for democratic citizenship and media and information literacy, should be part of the general education curriculum. Member States should also take specific measures to encourage critical thinking, promote equality and intercultural and interfaith dialogue, and strengthen the competences needed to identify and counter hate speech.
- [Recommendation CM/Rec\(2022\)13 of the Committee of Ministers to member States on the impacts of digital technologies on freedom of expression](#) calls for member States to ensure access to digital literacy education for all citizens and to support joint educational initiatives by a range of stakeholders with particular emphasis placed on the empowerment of vulnerable individuals and groups and those with limited access to quality information. Digital literacy programmes should be inclusive and informed by rigorous, independent research and should include information on data use and the use of algorithms. The Recommendation also calls for States to promote public debate and empower expert and scientific communities to provide evidence-based guidance on how to distinguish between uses of digital technologies that enable permissible persuasion and uses that entail unacceptable manipulation that encroaches on freedom of expression. The results of these debates should inform public policies and digital literacy programmes.
- [Recommendation CM/Rec\(2022\)12 of the Committee of Ministers to member States on electoral communication and media coverage of election campaigns](#) outlines how media and information literacy is a precondition for informed participation in the political life of a country and calls on member States to promote media and information literacy in school curricula, as part of lifelong learning cycles and through support schemes for the media, in particular for public service media and community media.
- [Recommendation CM/Rec\(2022\)11 of the Committee of Ministers to member States on principles for media and communication governance](#)⁶⁰ highlights that media and communication governance should aim to empower users and encourage the responsible use of media and platforms, while being mindful that calling for individuals to be responsible does not discharge States, the media and platforms from their respective responsibilities. This includes the implementation of media and information literacy initiatives and additional empowerment measures, such as labelling reliable content, ensuring the transparency of commercial content and political advertising, enhancing the transparency, accountability and explainability of algorithmic systems and introducing alternative forms of personalisation compatible with the public interest.
- [Recommendation CM/Rec\(2022\)4 of the Committee of Ministers to member States on promoting a favourable environment for quality journalism in the digital age](#)⁶¹ notes the key role that media literacy has in empowering people with the skills and knowledge to recognise, use and value quality journalism. The Recommendations recognises that media literacy initiatives that aim to change behaviours can be complex, expensive and time-consuming and calls on States, media and other media literacy stakeholders to lead on, participate in and fund media literacy programmes on a long-term basis. Working in partnership is acknowledged as a key aspect of delivering significant media literacy projects. States should define the promotion of MIL as an explicit aim of their media, information and education policies and invest adequate resources in MIL and in developing strategies for collaboration, communication and education, together with a wide range of stakeholders, including the development of media literacy

⁶⁰ https://search.coe.int/cm/Pages/result_details.aspx?ObjectId=0900001680a61712

⁶¹ https://search.coe.int/cm/pages/result_details.aspx?objectid=0900001680a5ddd0



networks. States should establish adequately funded financing instruments for independent media literacy initiatives.

- [Recommendation CM/Rec\(2018\)2 of the Committee of Ministers to member States on the roles and responsibilities of internet intermediaries](#)⁶² notes that internet intermediaries should engage in and promote targeted age- and gender-sensitive efforts to promote the awareness of all users of their rights and freedoms in the digital environment, both vis-à-vis States and intermediaries, including, in particular, information about applicable complaint mechanisms and procedures. The promotion of media and information literacy should encompass education about the rights of all stakeholders, including other users and affected parties.
- [Recommendation CM/Rec\(2018\)1\[1\] of the Committee of Ministers to member States on media pluralism and transparency of media ownership](#)⁶³ calls on States to introduce legislative provisions, or strengthen existing ones, that promote media literacy and to develop a co-ordinated national media literacy policy and ensure its operationalisation and implementation through annual or multiyear action plans and by providing adequate resources for these purposes. The creation of a cross-sector national media literacy networks is encouraged. Positive practices developed within national networks should be actively exchanged and promoted in relevant international forums. The necessity of suitable training for teachers and adequate resources for educational institutions was noted, as was the need for all media, without interfering with their editorial independence, to promote media literacy through policies, strategies and activities, and that independent national regulatory authorities have the scope and resources to promote media literacy in ways that are relevant to their mandates. It is recommended that educational content is produced which enables individuals to use information relating to media ownership, organisation and financing to better understand the different influences on the production, collection, curation and dissemination of media content.

⁶² https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=0900001680790e14

⁶³ https://search.coe.int/cm/Pages/result_details.aspx?ObjectID=0900001680790e13



2.10 Appendix 2: Key Considerations for the development national media literacy networks and campaigns

Key considerations for the development of National Media Literacy Network

Objectives: It is important to clearly establish at the outset what the aim of the network is. Some common objectives for media literacy networks include: Cross-sector collaboration; Communication and or Coordination of projects and activities. Engaging with media literacy stakeholders will help to identify meaningful and achievable objectives, in line with the ACs remit. It is recommended that some form of stakeholder consultation is carried out to measure interest in and potential support for the network.

Structure and operation: It is worth considering what the legal status of the network will be – whether it will be ‘owned’ by the AC, or be a completely independent body with its own legal status, or use some other format. A fully independent body requires a much greater level of commitment from other stakeholders in relation to forming governing boards with legal responsibilities.

Roles and responsibilities: Networks can be structured and operate in different ways – depending on the objectives and resources available. Some networks have a very open and democratic structure with varying levels of oversight and guidance. While this approach underlines transparency and collaboration, it can also be time-consuming to coordinate and can hinder the speed of delivery in some circumstances. It is important to clearly establish early in the process who will make the strategic decisions, who will do the ‘work’, and how it is funded, resources and coordinated.

Membership: Some networks are open anyone who is interested in promoting media literacy (e.g. Ireland with 350+ members) while others opt for a smaller, closed networks of key stakeholders (e.g. Sweden with around 10 members).

Key considerations for the development of Media Literacy Campaigns

What is the problem, and the solution? It is important to understand as much as possible about the problem that the campaign is trying to raise awareness about, as well as the potential solutions to the problem. This includes know what resources are already available and how they might be used or signposted to.

Who is the target audience? It is critical to know who you are talking to in order to develop a campaign message and call to action that will be impactful and appropriate. It is essential to meet the audience ‘where they are’ and select the right campaign partners. By understanding the audience, it will be easier to choose the correct tone and approach and identify appropriate partners and stakeholders for the campaign.

What delivery infrastructure is available? It is critical that the target audience can respond to the ‘call to action’ with ease. To achieve that a comprehensive view of the existing delivery infrastructure is required.

What does success look like? Remember to build in evaluation from the start, for the process involved in the project, as well as the outcomes of the project.

