



39<sup>th</sup> EPRA meeting  
Budva – 4 - 6 June 2014

Working Group 1  
**Empowering Users (Media Literacy)**  
**Background Paper**  
**Final Public Version of 26 August 2014**<sup>1</sup>  
**Stephen McConnell, Ofcom**

## Introduction

Media literacy, which will be discussed in Working Group 1 at the 39<sup>th</sup> EPRA plenary meeting in June 2014, was last addressed by EPRA in May 2008. At the time, it was a relatively new concept in the regulation of audiovisual media services. A comparative paper prepared by the EPRA Secretariat<sup>2</sup> observed that, due to a growing tendency for viewers to take greater responsibility for their media consumption, media literacy had become a “mandatory concept” to be included with any new European initiative dealing with regulation.

Since 2008 the growth in availability of online and on-demand media services has enabled people to exercise an unprecedented level of control over their media consumption. As a result, in recent debates around the European Commission’s Green Paper on “preparing for a fully converged audiovisual world”<sup>3</sup>, it has become clear that media literacy now holds even greater importance in discussions about how the regulatory framework should evolve.

There is an increasingly prevalent view that in a converged environment it is important that policymakers and regulators provide people with the appropriate tools to protect themselves and to exercise effective choice when accessing media. As a result, media literacy is now widely seen as an essential tool to complement statutory regulation. However, as was the case in 2008, the concept has no single definition and there is a range of different interpretations. In addition, there is a great deal of variety in the responsibilities that different media regulators across Europe have in this field.

The purpose of this comparative paper is to provide a snapshot of media literacy initiatives in EPRA Member Countries, and to examine the roles that regulators have in relation to media literacy, and how this has evolved over the last six years. It will firstly examine recent EU-level initiatives and compare definitions, before comparing how the concept is implemented by regulators and other stakeholders.

---

<sup>1</sup> **Disclaimer:** This document has been produced by EPRA, an informal network of 52 regulatory authorities in the field of broadcasting. It is not a fully comprehensive overview of the issues, nor does it purport to represent the views or the official position of EPRA or of any member within the EPRA network.

<sup>2</sup> *Media Literacy – what role for the regulators?*, Background paper EPRA/2008/02, Emmanuelle Machet, EPRA Secretariat, [http://epra3-production.s3.amazonaws.com/attachments/files/272/original/literacy\\_final.pdf?1323685272](http://epra3-production.s3.amazonaws.com/attachments/files/272/original/literacy_final.pdf?1323685272)

<sup>3</sup> European Commission Green Paper – *Preparing for a Fully Converged Audiovisual World: Growth, Creation and Values*, COM (2013) 231 final, Brussels, 24.4.2013, [https://ec.europa.eu/digital-agenda/sites/digital-agenda/files/convergence\\_green\\_paper\\_en\\_0.pdf](https://ec.europa.eu/digital-agenda/sites/digital-agenda/files/convergence_green_paper_en_0.pdf)

The paper is based on the answers to a questionnaire from the EPRA secretariat from the following agencies: The Audiovisual Media Authority of Albania (“AL”), the National Commission on TV and Radio of Armenia (“AM”), the Communication Regulatory Agency of Bosnia and Herzegovina (“BA”) the Conseil Supérieur de l’Audiovisuel of the French speaking Community of Belgium (“BE - CSA”), the Council for Electronic Media of Bulgaria (“BG”), the Cyprus Radio-Television Authority (“CY”), the Council for Radio and TV Broadcasting of the Czech Republic (“CZ”), The Direktorenkonferenz der Landesmedienanstalten of Germany (“DE”), the National Authority for Markets and Competition of Spain (“ES – CNMC”), the Catalan Audiovisual Council (“ES-CAC”), the Finnish National Audiovisual Institute (“FI”), the French Conseil Supérieur de l’Audiovisuel (“FR”), the Broadcasting Authority of Ireland (“IE”), the Icelandic Media Commission (“IS”), the Lithuanian Radio and Television Council (“LT”), the Autorité Luxembourgeoise Indépendante de l’Audiovisuel (“LU”), the Agency for Audio and Audiovisual Media Services of Macedonia (“MK”), the Dutch Commissariaat voor de Media (“NL”), the Norwegian Media Authority (“NO”), the Polish National Broadcasting Council (“PL”), the Portuguese Media Regulation Authority (“PT”), the Romanian National Audiovisual Council (“RO”), the Swedish Broadcasting Authority (“SE”), the Agency for Communication Networks and Services of the Republic of Slovenia (“SI”), the Council for Broadcasting and Retransmission of the Slovak Republic (“SK”), the Turkish Radio and Television Supreme Council (“TR”), the British Ofcom (“UK”) and the Independent Media Commission of Kosovo (“XK”).

### **Current EU-level initiatives**

It was noted in the 2008 comparative EPRA paper that there had been a long history of EU-level activity in relation to media literacy, dating back to 1995. At the time the paper was published, the Audiovisual Media Services (AVMS) Directive had only recently been approved. Article 26 of the Directive set out an obligation for the European Commission to report on levels of media literacy in all the Member States.

The European institutions continue to play a role in encouraging the development of pan-European collaborative initiatives. The key EU-level workstreams that were in place in 2008 have continued, albeit under different names, and have since been complemented by additional efforts which are focused specifically on media literacy and media education.

### European Commission Communications and Recommendations

The 2008 EPRA report referred to a European Commission Communication on *A European Approach to Media Literacy in the Digital Environment*<sup>4</sup>, which was published in 2007. This Communication called on Member States to encourage audiovisual and electronic communications regulators to become more active in promoting media literacy. Since then, a series of Commission documents have called for action to be taken in this field:

---

<sup>4</sup> Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, A European approach to media literacy in the digital environment, December 2007, Com (2007) 833 final, [http://ec.europa.eu/avpolicy/media\\_literacy/docs/com/en.pdf](http://ec.europa.eu/avpolicy/media_literacy/docs/com/en.pdf)

- A Commission Recommendation in August 2009 on *media literacy in the digital environment for a more competitive audiovisual and content industry and an inclusive knowledge society*<sup>5</sup> calls on Member States to develop co-regulatory initiatives leading to codes of conduct relating to the European media.
- The *Digital Agenda for Europe*<sup>6</sup>, a strategy aimed at helping digital technologies to deliver sustainable economic growth was launched in 2010 as part of the Commission's *Europe 2020*<sup>7</sup> strategy. Pillar VI of the Digital Agenda is "Enhancing digital literacy, skills and inclusion."<sup>8</sup> It contains a series of actions including a call for Member States to implement by 2011 long term e-skills and digital literacy policies.
- In January 2013, the final report of the *High Level Group on Media Freedom and Pluralism*<sup>9</sup> contained a recommendation that media literacy should be taught in schools.

### "Safer Internet" Initiatives

Also referred to in the 2008 EPRA report was the *Safer Internet Action Plan* which was initially adopted in 1999, and continued until 2008 as *Safer Internet Plus*. The *Safer Internet Programme* succeeded it in 2009, and still continues today. Notable efforts under these programmes include the establishment of a European network of national Safer Internet Centres under a pilot which is scheduled to end by October 2014. Among other activities, these national centres coordinate national initiatives on *Safer Internet Day*, an annual event aimed at raising awareness of internet safety across Europe.

The Safer Internet Programme has led to the establishment of several partner initiatives, such as the *CEO coalition to make the Internet a better place for kids*, a cooperative voluntary initiative in which signatories committed to take positive action to make the internet safer for children. *Insafe* a European network of 31 national awareness centres, and *InHOPE*, a hotline for users to report illegal child sex abuse content, have also been launched under the *Safer Internet* banner.

### Better Internet for Children Programme

In May 2012 the Commission also launched a *European Strategy for a Better Internet for Children*. The stated aim of the strategy is to give children "the digital skills and tools they need to fully and safely benefit from being online". One of the key goals of the strategy is to raise awareness and empowerment, including teaching digital literacy and online safety in all EU schools. The Better Internet for Kids programme has funded partner initiatives including the *EU Kids Online* scheme; a multinational research network looking to enhance knowledge of European children's online experiences, opportunities and risks.

<sup>5</sup> Commission Recommendation 2009/625/EC of 20 August 2009 on media literacy in the digital environment for a more competitive audiovisual and content industry and an inclusive knowledge society <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=CELEX:32009H0625:EN:NOT>

<sup>6</sup> <http://ec.europa.eu/digital-agenda/>

<sup>7</sup> [http://ec.europa.eu/europe2020/index\\_en.htm](http://ec.europa.eu/europe2020/index_en.htm)

<sup>8</sup> Pillar VI: *Enhancing digital literacy, skills and inclusion*, Digital Agenda for Europe, <http://ec.europa.eu/digital-agenda/en/our-goals/pillar-vi-enhancing-digital-literacy-skills-and-inclusion>

<sup>9</sup> *A free and pluralistic media to sustain European democracy*, The Report of the High Level Group on media Freedom and Pluralism, January 2013 - [http://ec.europa.eu/information\\_society/media\\_taskforce/doc/pluralism/hlg/hlg\\_final\\_report.pdf](http://ec.europa.eu/information_society/media_taskforce/doc/pluralism/hlg/hlg_final_report.pdf)

### The European Media Literacy Expert Group

The *European Media Literacy Expert Group* was set up in 2011. It is the second network of its kind, with the first running from 2006-2010 in order to advise the Commission on practices and policies related to media literacy in the Member States. This group played a key role in developing the 2009 Recommendation on media literacy in the digital environment and emphasising the importance of media literacy, in light of the AVMS Directive.

The second expert group's main focus is media literacy education. The mandate of this group "is to examine the best way forward in regard to the implementation of media literacy into the school curriculum, respecting the subsidiary principle."<sup>10</sup> Overall, its main role is to report back to the Commission's Directorate General for Education and Culture (DG EAC) on the best way forward regarding the implementation of media literacy into the school curriculum. The expert group is composed of members from academia, consumer and business associations, government ministries and public authorities.

### The European Media Literacy Education Study (EMEDUS)

*EMEDUS*<sup>11</sup> is an extensive comparative analysis on media education in the EU Member States. It is reviewing the extent to which media education is included in school curricula across Europe, and also collecting best practices from across Europe of educational institutions and NGOs. EMEDUS aims to provide recommendations to the European Commission to support the development of educational policies.

The final phase of the project includes a European Media and Information Literacy Forum to take place in Paris in May 2014 and a proposal for the creation of a *European Media Literacy Observatory*. The observatory will serve as a network for the cooperation in media education, lifelong learning and in media literacy in general. It is coordinated by the *Autonomous University of Barcelona* and it has been developed by selected national organisations and experts with an interest in media education<sup>12</sup>. The United Nations and UNESCO support the initiative as associated partners.

### COST Media Literacy Task Force

The European Cooperation in Science and Technology (COST)<sup>13</sup> supports pan-European networks of research communities, which are referred to as *Actions*. *Transforming Audiences, Transforming Societies* (Action IS0906) was established in March 2010 to coordinate research in response to the changing media and communication environment and established a Media Literacy Task Force in 2011 to look at "the ways in which people relate to the overall media landscape of old and new media, and the various sense-making strategies they bring to bear on the media ensemble, as well as on the individual media and their content". The group issued a series of publications including a

---

<sup>10</sup> <http://ec.europa.eu/transparency/regexpert/index.cfm?do=groupDetail.groupDetail&groupID=2541>

<sup>11</sup> <http://www.emedus.info/p/project.html>

<sup>12</sup> The European Association for Viewers' Interest (EAVI, Brussels); the Communication and Society Research Centre (CECS) of the University of Minho (Portugal); the Hungarian Institute for Educational Research and Development (HIERD/OFI, Hungary); the Istituto di Studi Politici Economici e Sociali (EURISPES, Italy); the School of Communication and Media (SCM, Slovakia); and the Pedagogical University of Krakow through its European Center for Lifelong Learning and Multimedia Education (PUK, Poland).

<sup>13</sup> <http://www.cost-transforming-audiences.eu/node/1028>

journal issue reporting on the state of media literacy research, initiatives and interventions, and a book chapter that situated media literacy in the changing media. Its final report, “Media literacy research and policy in Europe”,<sup>14</sup> was published following a meeting held in September 2013.

### **Recent Council of Europe initiatives**

It was noted in the 2008 comparative EPRA paper that the Council of Europe had also been active in relation to media literacy, with a particular focus on Internet literacy. Since 2008, the Committee of Ministers of the Council of Europe adopted Recommendation 5 (2009) on measures to protect children against harmful content and behaviour and to promote their active participation in the new information and communications environment, which advocated for three strategies to protect children against content and behaviour carrying a risk of harm: providing safe and secure spaces for children on the Internet, encouraging the development of a pan-European trustmark and labelling systems and promoting Internet skills and literacy for children, parents and educators<sup>15</sup>.

On 28 September 2009, the Parliamentary Assembly of the Council of Europe adopted Recommendation 1882 (2009), entitled “The promotion of Internet and online media services appropriate for minors” which recommends, inter alia, that Member States organize campaigns to create public awareness about the risks and opportunities for minors using the Internet and the technical solutions available for restricting harmful content<sup>16</sup>.

More recently, the Council of Europe Conference of Ministers on ‘Freedom of Expression and Democracy in the Digital Age: Opportunities, Rights, Responsibilities’, which was held on 7-8 November 2013 in Belgrade, Serbia adopted a Resolution on Internet Freedom<sup>17</sup>. The Resolution invites the Council of Europe to pursue a number of action lines such as the continued development of a multi-stakeholder approach to “Internet freedom” and the promotion of media and digital literacy programmes.

### **Defining Media Literacy**

Although it is now a central element of regulatory debates and several pan-European initiatives are in place, there is no binding EU-level legal definition of the concept of media literacy. The 2008 survey among EPRA members found that the majority of regulatory authorities had not adopted a

---

<sup>14</sup> *Media literacy research and policy in Europe: a review of recent, current and planned activities*, Report of a meeting of the COST Action *Transforming Audiences, Transforming Societies*, held on 12 September 2013, [http://ec.europa.eu/information\\_society/media\\_taskforce/doc/pluralism/hlg/hlg\\_final\\_report.pdf](http://ec.europa.eu/information_society/media_taskforce/doc/pluralism/hlg/hlg_final_report.pdf)

<sup>15</sup> Recommendation CM/Rec(2009)5 of the Committee of Ministers to member states on measures to protect children against harmful content and behaviour and to promote their active participation in the new information and communications environment: <https://wcd.coe.int/ViewDoc.jsp?Ref=CM/Rec%282009%295&Language=lanEnglish&Ver=original&Site=CM&BackColorInternet=9999CC&BackColorIntranet=FFBB55&BackColorLogged=FFAC75>

<sup>16</sup> The promotion of Internet and online media services appropriate for minors, Recommendation 1882 (2009), Parliamentary Assembly of the Council of Europe, 28 September 2009

<http://assembly.coe.int/Mainf.asp?link=/Documents/AdoptedText/ta09/EREC1882.htm>

<sup>17</sup> [http://www.coe.int/t/dghl/standardsetting/media/Belgrade2013/Belgrade%20Ministerial%20Conference%20Texts%20Adopted\\_en.pdf](http://www.coe.int/t/dghl/standardsetting/media/Belgrade2013/Belgrade%20Ministerial%20Conference%20Texts%20Adopted_en.pdf)

specific definition. The results of the survey conducted this year suggest that a small number of regulators have since done so.

Out of the 28 authorities that responded to the survey, 16 (BE - CSA, CY, DE, ES - CAC, ES - CNMC, FI, FR, GR, IE, IS, MK, PL, SI, RO, TR, UK) have laws in their country that contain specific provisions on Media Literacy. Of these 16 authorities, 10 (BE - CSA, CY, ES – CNMC, GR, MK, PL, RO, SI, TR, UK) use official definitions of Media Literacy. In Norway and Portugal, although there is no legal provision dealing with Media Literacy, an official definition is used.

### Official Definitions

Among those countries where there is an official definition, there is some commonality. Two authorities have adopted (RO, NO) the definition of media literacy which was put forward by the European Commission in its 2007 Communication, which is *“the ability to access the media, to understand and to critically evaluate different aspects of the media”*. The majority of those who have not directly adopted it use similar wording, with the notions of access, understanding and having a critical awareness of media being recurring themes. However, while it appears to be almost universally held that these are cornerstones of media literacy, there are some additional elements which only figure in some definitions.

For example, the notion of **media education** is used in the Belgian Polish and Portuguese definitions:

- The Belgian CSA defines media literacy as *“education which gives the ability to access media, to understand and appreciate, with a critical awareness of the different aspects of media and their content and to communicate in different contexts”*.
- In Poland, KRRiT considers that media literacy is acquired during media education, which is defined as *“the process of shaping and dissemination of skills, conscious and crucial use of the media in all social groups (lifelong learning)”*.
- In Portugal, ERC refers to media education, understood as *«the set of procedures, contents and initiatives intending to promote the ability to conscious active and creative use and critical understanding of information and media»*.

The notion of **safety or security** is used in the Dutch, Slovenian and Spanish CNMC’s definitions:

- The concept of media wisdom (mediawijsheid) used in the Netherlands is defined as *“knowledge, skills and mentality of citizens in order to be aware, critical, safe and active and therefore be able to live in a complex, changing society where media are everywhere.”*
- The Slovenian Act on AVMS (2011)<sup>18</sup> defines media literacy as *“the skills, knowledge and understanding that allow users to use media and audiovisual media services efficiently and securely.”*
- The Spanish Audiovisual Communications Act<sup>19</sup> defines it as *“the skills, knowledge and understanding that allow consumers to use media effectively and safely.”*

---

<sup>18</sup> Zakon o avdiovizualnih medijskih storitvah (ZAVMS) / Law 87/2011 on Audiovisual Media Services <http://www.uradni-list.si/1/objava.jsp?urlid=201187&stevilka=3715> [in Slovenian] [www.en.uni.lu/content/download/46784/536648/file/Slovenia\\_translation.pdf](http://www.en.uni.lu/content/download/46784/536648/file/Slovenia_translation.pdf) [unofficial English translation, University of Luxembourg]



The **use of media for creativity, self-expression or communication** is also a key element of the British, Cypriot, Greek and Turkish definitions:

- The Greek National Council for Radio and Television (NCRT) defines media literacy as “*the ability to access, understand, analyse and critically evaluate media. Also the ability to use media to express oneself*”.
- The Cyprus Radio and Television Stations Laws 1998 to 2013<sup>20</sup> define media literacy as “*the ability to access, to understand and to critically evaluate the various aspects of the mass media and its content*”, and “*to express and communicate in various forms of the media, especially using new technologies*”.
- In Turkey, Media Literacy is described as “*the ability to access, create awareness, analyse evaluate and communicate messages in a great variety of formats.*”
- In the UK, Ofcom defines media literacy as “*the ability to use, understand and create media and communications in a variety of contexts.*”

#### How is the concept understood where there is no official definition?

Among those countries where there is no official definition of media literacy, some regulators (BA, MK) have informally adopted the European Commission’s definition. Other regulators (BG, ES, AL) interpret the term using the definition put forward by the UK academic Sonia Livingstone in “*The Changing Nature and Uses of Media Literacy*”<sup>21</sup>, which is “*the ability to access, analyse, evaluate and create messages across a variety of contexts*”. The Czech definition uses similar wording; “*the ability to understand media – to be able to evaluate and analyse the messages given via all kinds of media (TV, film, internet, print), the ability to access the media in a critical way, the ability to use and interpret them.*”

In France, media literacy is understood primarily in an educational sense, and entails both “media education” and “education by media”. Media education is understood as “*providing the public with the tools for a clear and responsible use of audiovisual media*”, while education by media is understood as “*the development of tools that educate citizens by audiovisual media and associated means.*”

In Slovakia, although there is no official definition, a widely-understood definition of the term focuses more on responsible media use, defining it as “*the group of abilities and facilities which form the necessary qualification to use and access the media responsibly and which define the communication process.*” In Iceland, media literacy is understood as both the understanding of how to navigate the internet but also in a broad sense as critical understanding of the Media. A similar focus on interaction with the media was used by the Irish Broadcasting Authority in its *Sectoral Development Policy* in 2012, in which media literacy was defined as “*the public’s ability to appreciate*

---

<sup>19</sup> Ley 6/2012, de 1 de agosto, de modificación de la Ley 7/2010, de 31 de marzo, General de la Comunicación Audiovisual, para flexibilizar los modos de gestión de los servicios públicos de comunicación audiovisual autonómicos / Act 6/2012 of 1 August 2012, amending General Act 7/2010 on Audiovisual Communication of 31 March 2010 [http://noticias.juridicas.com/base\\_datos/Admin/l6-2012.html](http://noticias.juridicas.com/base_datos/Admin/l6-2012.html) [in Spanish]

<sup>20</sup> Radio and Television Stations Law 7(I)/98 <http://www.crtatv.org.cy/images/users/1/CRTA-LAW7%281%2998%20FINAL%202011.pdf> [in Greek]

<sup>21</sup> *The Changing Nature and Uses of Media Literacy*, Professor Sonia Livingstone, Media@lse, London School of Economics and Political Science, 2003 - [http://eprints.lse.ac.uk/13476/1/The\\_changing\\_nature\\_and\\_uses\\_of\\_media\\_literacy.pdf](http://eprints.lse.ac.uk/13476/1/The_changing_nature_and_uses_of_media_literacy.pdf)

*and evaluate programme content and to understand, interact with and participate in the broadcasting environment.”*

In Germany, the understanding of media literacy is influenced by four dimensions of media education suggested by the educationalist Dieter Baacke and developed to cover the following aspects:

- Media education;
- Selection and use of media;
- Comprehension and assessment of media productions
- Production and distribution of media;
- Identification and processing of media influence.

### **The Role of Regulators**

In 2008, only two of the 26 respondents to the EPRA preparatory questionnaire – the UK Ofcom and the German Landesmedienanstalten were under a legal duty to promote media literacy. The increased prominence of media literacy in Europe is reflected in an increase in the number of regulators that are active in this sphere. This year, 15 out of 29 respondents (AL, BG, CY, DE, ES – CNMC, FI, IE, IS, MK, NO, PL, PT, RO, TR, UK) have a formal role. Eight regulators (AM, BA, BE - CSA, CZ, ES - CAC, FR, NL, SK) while stating that they have no statutory duty to promote media literacy, have stated that they have media literacy responsibilities. The CNMC in Spain has recently been established, and although it has been entrusted with media literacy duties, its specific approach is yet to be determined.

There is a great deal of variety in the roles that regulators play, which can be grouped into a series of broad categories:

- 1. Education/awareness raising:** Some regulators engage in activities such as developing educational websites, producing consumer guidance and organising events such as conferences.
- 2. Research/reporting:** Other regulators seek to inform debates by conducting research and publishing reports into the state of media literacy in their country.
- 3. Multi-stakeholder collaboration:** Other regulators are engaged in joint initiatives through networks which typically involve a range of public authorities and private companies.
- 4. Content Classification:** A number of regulators have developed classification frameworks in order to inform viewing choices.

In summary, the survey respondents stated that they conduct media literacy activities within the following categories:

	AL	BA	BE - CSA	BG	CY	CZ	DE	ES - CAC	FI
Education/Awareness Raising		X		X	X		X	X	X
Research/Reporting						X	X	X	X
Multi-stakeholder collaboration	X	X	X			X	X	X	X
Content Classification		X							



	FR	IE	MK	NL	NO	PL	PT	RO	SK	TR	UK
Education/Awareness Raising	X					X	X	X		X	X
Research/Reporting		X	X <sup>22</sup>				X		X	X	X
Multi-stakeholder collaboration		X	X	X	X	X	X			X	X
Content Classification	X			X							

However, within each category there are a number of subtle differences in the roles that regulators play:

- Education/Awareness raising:** six regulators (AM, CY, DE, FR, ES – CAC, PT, RO) work in partnership with other organisations to deliver educational programmes in schools and universities. Others operate websites (FR, PL) or produce other online and offline educational resources (BA, ES – CAC, FI, FR, UK). The Romanian National Audiovisual Council, in partnership with school teachers, adopted a draft decision prohibiting broadcasters from including YouTube clips of fights between students without the prior consent of schools. This was implemented in order to prevent a practice which was becoming increasingly popular among children. In Portugal, the ERC has participated an annual programme called ‘Seven Days With Media’ since 2013. The programme teaches students aged 13 and 14 how to understand a critically analyse news, reality shows, advertising among other elements of the media.
- Research/Reporting:** Most authorities (CZ, DE, NO, PT, SK, TR, UK) that produce research tend to focus primarily on the levels of media literacy among adults and children in their country. In Spain, the Catalan Audiovisual Council issues grants for research projects into audiovisual communications and issues a scientific publication focusing on major audio-visual issues every six months. The Portuguese ERC has funded three academic studies into media literacy since it began to undertake media literacy responsibilities, including a study in 2007 which focuses on media uses and effects in three groups: children and teenagers, seniors and immigrants. The UK Ofcom also conducts two annual media literacy surveys and publishes two annual reports as well as ad-hoc research into specific themes, such as an annual in-depth study into the media habits and attitudes of 15 participants, which has been running since 2005<sup>23</sup>.

<sup>22</sup> The Agency for Audio and Audiovisual Services is currently developing a programme on media literacy, which will involve research into the level of media literacy based on children and adults in the first half of 2014.

<sup>23</sup> Media Lives: Wave 9 (2013), Summary Report, Ofcom, March 2014, [http://stakeholders.ofcom.org.uk/binaries/research/research-publications/adults/media-lives-wave9/Media\\_Lives\\_wave9.pdf](http://stakeholders.ofcom.org.uk/binaries/research/research-publications/adults/media-lives-wave9/Media_Lives_wave9.pdf)

- Multi-stakeholder collaboration:** The most common activity among respondents was organising and coordination of conferences to raise awareness (AL, BA, BG, CZ, DE, ES - CAC, FI, IE, NO, PL, PT, RO, TR). As well as organising conferences, the CRA of Bosnia and Herzegovina developed an action plan to improve the system for combatting child abuse material in partnership with charitable and government agencies. Both the Belgian CSA and Ofcom (UK) are represented on the boards of multi-stakeholder groups that conduct media literacy activities; the Belgian *Conseil supérieur de l'éducation aux médias* (CSEM)<sup>24</sup>, and *UK Council for Child Internet Safety* (UKCCIS)<sup>25</sup> and *Get Safe Online*. The Portuguese ERC is also a member of a multi-stakeholder network; the Grupo Informal de Reflexão sobre Literacia par os Media<sup>26</sup> (GILM). In Ireland, BAI has funded broadcaster networks for activities relating to media literacy.
- Content Classification:** Three authorities (BA, FR, NL) stated that they conduct media literacy activities in relation to content classification frameworks. In the Netherlands the *Kijkwijzer*<sup>27</sup> system of age and content signalling is operated under a co-regulatory system, with NICAM<sup>28</sup> primarily responsible for managing the system and the CvdM playing a supervisory role. In Bosnia and Herzegovina, the CRA has developed guidelines for the classification of television content in collaboration with *UNICEF BiH*. The French CSA requires broadcasters and providers of VOD services to broadcast one advertising spot per year to raise awareness of its classification scheme<sup>29</sup>. Although this was not highlighted in the survey responses, it should also be noted that a much wider group of NRAs have developed similar content classification frameworks<sup>30</sup>, but that this is often not considered as a media literacy initiative.

### How has the role of regulators evolved since 2008?

As noted above, it is apparent from the survey results that there has been an increase in the number of regulators conducting media literacy activities. However, it should also be noted that some respondents indicated that their role has not changed in the past five years (BG, NL, SK, SI) or that they do not have any responsibilities (GR, XK). In addition, both the ALIA in Luxembourg and the CNMC in Spain have only recently been established and are yet to determine their approach to media literacy. The survey responses demonstrated that the role of many regulators has evolved in the following ways:

<sup>24</sup> <http://www.educationauxmedias.eu/>

<sup>25</sup> <https://www.gov.uk/government/groups/uk-council-for-child-internet-safety-ukccis>

<sup>26</sup> Informal Reflection Group on Media Literacy.

<sup>27</sup> <http://www.kijkwijzer.nl/>

<sup>28</sup> <http://www.kijkwijzer.nl/nicam>

<sup>29</sup> <http://www.csa.fr/Television/Le-suivi-des-programmes/Jeunesse-et-protection-des-mineurs/La-signalétique-jeunesse>

<sup>30</sup> A more detailed account of classification systems can be found in the Comparative Background Paper on "The Protection of Minors in a Connected Environment", prepared by the EPRA secretariat for the 37<sup>th</sup> Plenary held in Krakow in June 2013: [http://epra3-production.s3.amazonaws.com/attachments/files/2195/original/protectionofminors\\_final\\_publicversion.pdf?1372087443](http://epra3-production.s3.amazonaws.com/attachments/files/2195/original/protectionofminors_final_publicversion.pdf?1372087443)

- **Legal changes:** The regulators in Macedonia and Poland have inherited new statutory duties to promote media literacy or media education. The past five years have also seen major changes in the regulatory architecture in Finland. In 2012, the *Finnish Centre for Media Education and Audiovisual Media* was founded and granted a duty to promote media education. At the beginning of 2014, it merged with the *National Audiovisual Archive* to form the *National Audiovisual Institute*, which has a duty to promote media education on a national level. When the Icelandic Media Commission was established in 2011 it was entrusted with a duty to promote media literacy.
- **Public Awareness:** Some regulators (AL, BA, NO, SI) who have not undergone any changes to their statutory duties have become more active in promoting media literacy through public awareness campaigns. The CRA of Bosnia and Herzegovina has been involved in promoting the *Safer Internet* programme since 2011. The Norwegian Media Authority has been working to increase awareness of media literacy since 2008. In Slovenia, AKOS organises events aimed at raising public awareness of media literacy and publishes consumer guidance on the safe use of media and electronic devices.
- **Education:** Other respondents indicated that they have become more actively involved in educational interventions (DE, RO, TR). Since April 2012, over 100 Romanian schools have been visited by CNA experts who talk to pupils about key concepts in media education. In Germany, media literacy has become more prominent in school curriculums and activities are often conducted in collaboration with media authorities. Since 2008, the Turkish national media education programme has been renewed and various new educational materials have been prepared.
- **Prioritisation:** Seven authorities (AM, BA, CY, ES - CAC, FR, IE, NO) indicated that, although there has been no change in their legal duties, media literacy has become more of a priority since 2008. The Catalan Audiovisual Council has assumed media literacy as a working line, with many specific activities including promoting research and coordinating co-regulatory initiatives also well established. In 2013, the French CSA created an internal working group that focuses specifically on media education. The Irish Broadcasting Authority now aims to embed media literacy in most of its public-facing initiatives, such as consultations or an ongoing review of its complaints handling process. In the Norwegian Media Authority's 2012 strategic plan, one of the authority's key objectives is "*to help to improve the media literacy in the population*". The Portuguese ERC has taken a similar step in setting a strategic plan in 2012 to guide its approach to media literacy in the coming years.
- **Collaboration:** Seven regulators (AM, BA, BE-CSA, DE, ES-CAC, TR, UK) have become more active in cooperation networks or collaborative efforts to promote media literacy. Collaboration between the Belgian CSA and the CSEM has helped improve the regulator's understanding of media literacy, which thus helps it perform its supervisory role over the national PSBs activities in this area. The Portuguese GILM (Informal Reflection Group on Media Literacy) - which includes stakeholders from academia and the government, as well as ERC and the national PSB – was launched in 2009. In recent years, the UK's Ofcom has focused its strategy on providing input to collaborative multi-stakeholder initiatives through

UKCCIS, *Go On UK* and *Get Safe Online*, and on providing detailed research that can be used by a wide range of stakeholders.

### **Other agencies with media literacy responsibilities**

Media literacy is a broad concept which encompasses both cultural awareness and technical skills. There are consequently a wide range of stakeholders in EPRA member countries that play a role in promoting media literacy, both on a voluntary basis and by virtue of duties entrusted to them by law.

#### Government Departments/Ministries

In several EPRA member countries the Ministry responsible for education (AL, AM, CY, DE, ES-CAC, FI, IE, LU, RO, SK, TR), or the Ministry responsible for culture (SI), or both (CZ, LT, NO, PL) has a media literacy remit. The Norwegian *Ministry of Justice and Public Security* and *Ministry of Children, Equality and Social Inclusion* also have duties in the field. In Slovakia, the *Ministry of Internal Affairs* also plays a role in the field of internet safety. In Turkey, the *Ministry for Family and Social Policies* also conducts media literacy activities.

In Sweden, there is a government agency, *the Swedish Media Council*<sup>31</sup>, whose primary duty is to promote the empowering of minors as conscious media users and protect them from influences. In Spain, the Communications Act establishes a general obligation on public administrations to contribute to the promotion of media literacy. The Digital Agenda for Spain<sup>32</sup> includes an objective which focuses on the promotion of digital inclusion and literacy and on the training of new ICT professionals.

#### Academic institutions

Eight respondents (BE, CZ, DE, FI, NL, SI, SK, UK) reported that academic institutions in their countries are active players in promoting media literacy. In Belgium, the *Institut des Hautes Etudes des Communications Sociales* (IHECS) has been offering a Master's programme in media education since 2003.<sup>33</sup> In Iceland, public libraries have statutory duties to promote information literacy. In Slovakia, a Media Literacy Centre has been established within the Faculty of Mass Media Communication at *the University of Ss. Cyril and Methodius* in Trnava. The Department of Media and Communications at *London School of Economics and Political Science* (LSE) has conducted several media literacy studies. LSE also runs a Media Policy Project to facilitate conversations between a range of stakeholders about a range of issues, including media literacy.

#### NGOs

16 responses (AL, AM, BA, CAC – ES, CZ, DE, IS, MK, NL, NO, PL, PT, SE, SI, TR, UK) indicated that there are NGOs in their countries which are conducting media literacy activities. In Slovenia, a recent project known as "*Simbozia*" which focused on the media/information skills of elderly people, was led by NGOs and supported by government institutions and the industry. In the French speaking

---

<sup>31</sup> <http://www.statensmedierad.se/Om-Statens-medierad/In-English/About-us>

<sup>32</sup> *Digital Agenda for Spain*, Ministry of Industry, Energy and Tourism, February 2013 - <http://www.agendadigital.gob.es/digital-agenda/Documents/digital-agenda-for-spain.pdf>

<sup>33</sup> <http://www.ihecs.be/master-education-medias/>

Community of Belgium there are there are associations which are officially acknowledged as “*centre de ressources*” which collaborate with associations which have a specific focus, e.g. helping senior citizens bridge the “digital divide”. In Portugal the Secure Internet Centre (CIS), a department of the Science and Technology Foundation (FCT) takes measures to empower users to protect themselves from harmful content online, and investigates illegal content in collaboration with the police. In the UK, a charitable organisation, *Go ON UK*, was established by a group of companies<sup>34</sup> and runs educational initiatives to promote digital skills. In Iceland, the National Parents Association (SAFT) is the Icelandic Partner in the EU Safer Internet Programme.

#### Broadcasters/media industry

Eight EPRA members reported that there are public service broadcasters (BE - CSA, DE, FR, MK, NL, NO, PL, UK), commercial broadcasters (DE, FR) and community broadcasters (DE, IE) that are active in this field. In the French speaking Community of Belgium, Macedonia and the UK, the national PSB has a statutory duty to promote media literacy. The UK PSB the BBC has a series of media literacy priorities<sup>35</sup> including reporting on technological developments, encouraging audiences to adopt emerging technologies and experiment creatively with digital media tools, and providing advice to enable children to safely explore online content. MRT, a Macedonian PSB, has a specific obligation to develop and broadcast programmes which are focused on encouraging media literacy.

In France, the PSBs France Télévisions and TV5 Monde have produced educational content<sup>36</sup>, with the former operating a dedicated website and the latter producing content for school students. A range of TV and radio broadcasters also assisted with the production of the CSA’s media education website<sup>37</sup>. The Greek national PSB, ERT, which has now been abolished, inherited media literacy responsibilities which it never exercised due to potential conflicts of interest. Irish community broadcasters have focused on media literacy by delivering training to volunteers and members of the community. In Portugal, a national newspaper *Diário de Notícias*, runs a media lab for students to learn about the media sector. The Lithuanian journalists’ union also conducts media literacy activities. In Germany, the self-regulatory bodies of the media industries (e.g. FSK – Freiwillige Selbstkontrolle der Filmwirtschaft, FSF – Freiwillige Selbstkontrolle Fernsehen) not only contribute to the protection of minors but also provide media literacy offers.

#### Quangos (quasi NGOs)

Six respondents (BA, FR, IE, MK, NO, UK) reported that there are independent bodies with media literacy responsibilities in their countries. In both France and Norway, the national data protection authority has media literacy competencies, with the national telecommunications regulator, NPT, also having responsibilities in Norway. In Bosnia and Herzegovina, there is an independent agency, the *Agency for Information Society of Republika Srpska*<sup>38</sup>, which is responsible for monitoring the development of the information society and the promotion of ICT use in the country. In the UK, the

---

<sup>34</sup> The BBC, the Post Office, Lloyds Banking Group, Everything Everywhere, Age UK, the Big Lottery Fund and TalkTalk.

<sup>35</sup> BBC Media Literacy Strategy, May 2013,

[http://www.bbc.co.uk/learning/overview/about/assets/bbc\\_media\\_literacy\\_strategy\\_may2013.pdf](http://www.bbc.co.uk/learning/overview/about/assets/bbc_media_literacy_strategy_may2013.pdf)

<sup>36</sup> France Télévisions: <http://education.francetv.fr/>, TV5 Monde: <http://www.tivi5mondeplus.com/>

<sup>37</sup> <http://education-medias.csa.fr/>

<sup>38</sup> <http://www.aidrs.org/>

Royal Charter<sup>39</sup> which governs the *British Film Institute* (BFI) entrusts it with a remit to “*promote understanding and appreciation of the arts of film and television, and to conserve them in the national interest.*” The *Irish Film Institute* (IFI) is also active in this sphere and has delivered media literacy research in the past.

### **Multi-stakeholder groups**

The wide range of agencies that play different media literacy roles in each country has led to the establishment of several national and regional platforms where media literacy stakeholders can share best practice and collaborate. However, only seven countries stated that they have networks that are *solely* dedicated to media education or media literacy (BE-CSA, FI, NO, NL, PL, PT, UK). Three respondents indicated that there are cooperation groups in their countries which have a broader focus, but that a key element of the work of these agencies is related to media literacy (LU, RO, UK). Four authorities also highlighted the role that national Safer Internet centres play in facilitating cooperation (FR, SE, IS, UK). In Germany, media authorities especially support local and regional media literacy networks.

**Media literacy/media education focused groups:** In the French speaking Community of Belgium, the body in charge of media literacy, the *Conseil supérieur de l'éducation aux médias* (CSEM), serves as a forum for all relevant stakeholders. In the Netherlands, *Mediawijzer.net* is an expertise centre focused on “media wisdom”. Mediawijzer has three main pillars of work; public awareness campaigns, serving as an expertise and research centre and functioning as a cooperation network for relevant professionals.

The Norwegian Media Authority is responsible for coordinating the Norwegian cooperation network on media literacy. In this network, stakeholders share best practice, research and keep each other informed on recent developments. The Finnish National Audiovisual Institute plays a similar role in coordinating both an annual Media Education Forum to support partnerships and collaboration between stakeholders, and an annual Media Literacy Week where organisations run several awareness raising campaigns. In the UK, there are also two groups for educational professionals which promote media literacy; the *Media Education Association* (England)<sup>40</sup> and the *Association of Media Educators Scotland* (AMES).<sup>41</sup>

**Broader groups:** In Romania, media education is one of the four main pillars of the ActiveWatch Media Monitoring Agency<sup>42</sup>; a human rights organisation focusing on free communication which collaborates with local and international partners. In Turkey, the Children and Media Congress organises the Media Literacy workshop. As in Turkey, a group with a broad focus on protection of minors, the UK Centre for Child Internet Safety (UKCCIS), brings together stakeholders with an interest in child online safety, and Get Safe Online is a collaborative initiative which deals with online security. Partners in the UK charity Go ON UK commit to a digital skills charter<sup>43</sup> which sets out a range of common principles. Online safety is also the primary focus of a common initiative between

---

<sup>39</sup> British Film Institute Royal Charter: <http://www.bfi.org.uk/about-bfi/bfi-s-royal-charter>

<sup>40</sup> <http://www.themea.org.uk/>

<sup>41</sup> <http://www.mediaedscotland.org.uk/about.html>

<sup>42</sup> <http://www.activewatch.ro/en/about-us/about-activewatch/>

<sup>43</sup> <http://www.go-on.co.uk/get-involved/digital-skills-charter/>

some Ministries in Luxembourg; *bee secure*.<sup>44</sup> This initiative, which is also supported by the European Commission, provides educational materials and organises awareness raising activities.

**Safer Internet Centres:** According to the responses that referred to national Safer Internet Centres, the activities conducted by these groups are varied. In Sweden, the Safer Internet Centre<sup>45</sup> has set up two youth panels to ensure the direct involvement of children and young people. There is a local panel which takes part in disseminating activities and a permanent panel used for internal purposes, and both play a role in ensuring the quality of awareness tools. The French Safer Internet Centre<sup>46</sup> is comprised of three main actors<sup>47</sup> which provide a “*Point de Contact*” hotline, a “*Net Ecoute*” helpline and an “*Internet Sans Crainte*” awareness centre. The UK Safer Internet centre is comprised of four main organisations but acts as a platform for 100 + organisations to come together to promote Safer Internet Day. In Germany, the Safer Internet Programme is being implemented by the Saferinternet DE group. To this belong, apart from the **Awareness Centre klicksafe**, the Hotlines [internet.beschwerdestelle.de](http://internet.beschwerdestelle.de) (implemented by [eco](http://eco.de) and [FSM](http://FSM.de)) and [jugendschutz.net](http://jugendschutz.net) as well as the **child Helpline Nummer gegen Kummer**.

### How can media literacy complement statutory regulation?

It is now widely held among regulators that statutory regulation alone will not be enough to ensure adequate protection of audiences in a converged audiovisual environment. The promotion of media literacy is becoming increasingly vital in ensuring that consumers are equipped with adequate tools and skills both to take advantage of the greater choice and control that this environment provides, and to protect themselves and their children from harmful content. It is likely that we will see a gradual shift in the role of regulators and policy makers in that it will be imperative to empower users as well as protect them.

The survey responses show that media literacy is complementing statutory regulation in EPRA member countries in a wide variety of ways. These can be broadly categorised as:

- **Education in schools:** The German DLM, the Catalan Audiovisual Council, Norwegian Media Authority and Lithuanian Radio and Television Commission stated that media literacy initiatives in the school curriculum complement regulation.
- **Raising awareness of regulation:** The Dutch CvdM, CRA of Bosnia and Herzegovina and Broadcasting Authority of Ireland stated that promoting media literacy can raise awareness among audiences of the regulatory mechanisms that are in place to protect them.
- **Voluntary efforts:** The Polish KRRiT, Belgian CSA, Broadcasting Authority of Ireland, Portuguese ERC and Turkish RTÜK highlighted that regulation is supported by a number of voluntary initiatives by industry bodies and NGOs that do not have any statutory duty to promote media literacy. In several countries, including the Czech Republic and Slovakia, there is no statutory media literacy regulation and so voluntary initiatives replace, rather than complement it. Germany has a complex system of “regulated self-regulation” in the

---

<sup>44</sup> <https://www.bee-secure.lu/>

<sup>45</sup> <http://www.saferinternet.org/sweden>

<sup>46</sup> <http://www.saferinternet.org/france>

<sup>47</sup> Tralalère; a company which creates educational resources, AFA; the French ISPs Association and e-Enfance; an NGO.



field of the protection of minors. However, these self-regulatory bodies of the media industries not only examine different contents under the aspect of youth protection but also support the competent use of media with a variety of different measures.

- **Research to inform public policy debates:** Both the Albanian Audiovisual Media Authority (AMA) and the British Ofcom stated that research can complement regulation in several ways. It can provide a clear picture of the attitudes and expectations of audiences in order to inform policy proposals. It can also identify emerging issues and skills gaps which help stakeholders to target their resources for the promotion of media literacy. Ofcom noted that its media literacy research is used by a wide range of stakeholders with a media literacy remit. The media authorities in Germany provide continuous different research projects about the media use of the audience, the implications of advertising and other aspects of media. The mpfs, a cooperation of two media authorities and a public broadcaster, publishes since 15 years regular study reports with representative data about media use and media behaviour of children (6-13 years, KIM Study) and youngsters (12- 19 years, JIM Study).

### **New technologies and new methods of content delivery**

In light of the recognition among stakeholders of the importance of empowering users to get the most out of new media services, the preparatory survey asked members to provide examples of media literacy initiatives which focused on new technologies and new methods of content delivery.

13 respondents (AL, BA, BE-CSA, BG, CZ, CY, DE, ES-CAC, LU, NL, RO, SK, UK) identified a variety of activities by a wide range of stakeholders. Seven of the examples provided (AL, BG, CZ, LU, NL, NO, UK) were **awareness raising and digital inclusion campaigns**, for example:

- The Albanian AMA organises meetings and conferences with representatives of the media and journalists associations in order to raise awareness.
- In Bulgaria, there is a campaign to inform the public about Digital Terrestrial Television broadcasting.
- The *Czech Association of Internet Providers*, in collaboration with the *PSB Czech Television*, has produced 3 minute educational spots informing users how to safely use new technologies.
- In Luxembourg, *Bee Secure* produces educational materials and organises activities to raise awareness of responsible use of new media among children, parents and teachers.
- In the Netherlands, there are some local initiatives involving libraries aimed at improving the skills of elderly people to deal with new media and the internet.
- In Norway, citizens have been obligated to communicate with the government electronically since 2014. In view of this, the Ministry of Local Government and modernisation has started the *Digital Inclusion 2017* project targeted at the 500,000 Norwegians that do not currently use the internet.
- With input from a range of stakeholders, *Go ON UK* has identified categories of “basic online skills” which are now being used as a basic standard of digital literacy for all its partners.

Nine **educational initiatives aimed at schoolchildren** were also highlighted (CY, DE, ES – CAC, FI, FR, IS, LT, NO, UK):

- In Catalonia, the *mSchools* programme provides schools with a full curriculum using mobile technology and mobile applications.
- In Germany, *the internet-abc*<sup>48</sup> is an online platform to educate children about using the web through age-based modules. In Finland, the themes of multi-literacy and information and communication technologies will be introduced in a new national curriculum for basic and pre-primary education which will come into force in 2016.
- In France, the data protection authority, the *Commission Nationale de l'Informatique et des Libertés* (CNIL) has produced some educational resources on protecting privacy.
- In Iceland, SAFT has a very active youth panel working in schools on several projects which deal with media literacy.
- The Irish Department of Education and Skills is currently developing a new syllabus for secondary schools which will include courses in Digital Media Literacy, and Programming and Coding.
- In Lithuania, the *Ministry of Culture* is developing further measures to increase education on media responsibility and has set aside funds in its 2014 budget to achieve this.
- In Norway, the *Centre for ICT in schools* aims to promote digital skills through classrooms and is developing customised lessons using new technologies such as tablets.
- From September 2014 computing (coding) is going to be mandatory on the national curriculum through primary and secondary schools in England and Wales. Also, in 2015, the BBC is planning to partner with government, educators and technology companies to help children and young people develop the skills to solve problems, tell stories and build new business in the digital world.

Two responses (BA, UK) also referred to current or planned **training programmes**:

- In Bosnia and Herzegovina, the NGO *One World SEE* offers training on various forms of reporting and visual technologies. Another NGO, *Internews*, is coordinating an innovation lab to encourage the development of new digital tools, media platforms and information sources.
- In the UK, the BFI funds the BFI Film Academy, a film development programme for 16-19 year olds. The BFI also funds direct delivery of film education through their UK-wide partner *IntoFilm*.

### **Measuring the success of media literacy initiatives**

The above sections demonstrate the vastly different ways in which the concept of media literacy is defined, implemented and promoted across EPRA member countries. As it is such a broad and multifaceted term, it is difficult to envisage precise criteria for what constitutes a successful media literacy initiative, or indeed to measure levels of media literacy. As a result, a large number of

---

<sup>48</sup> [www.internet-abc.de](http://www.internet-abc.de)

respondents to the preparatory questionnaire (BG, ES-CAC, FR, GR, IE, LU, LT, MK, NL, PL, XK) indicated that there are no current targets in their territories that regulators or stakeholders try to meet.

However, four responses (RO, SK, SI, UK) indicated that **regular research** is conducted in order to **evaluate the levels of media literacy** in their country. Also noteworthy in this context is a recent EU-level study to refine criteria to assess media literacy levels in Europe<sup>49</sup> led by the *European Association for Viewers Interests* (EAVI). Although it is difficult to draw causal links, the level of media literacy in a country, and in particular trends over time, can give some indication of the success of media literacy initiatives. For example:

- In Portugal the national curriculum for media literacy which is developed by the National Education Ministry in collaboration with the University of Minho includes formal measures for measuring media literacy.
- In Romania, the CNA, in cooperation with the Ministry of National Education and under the Creative Europe Initiative of the European Commission, is developing a pilot project to evaluate media literacy levels.
- In Slovakia, there is regular research into levels of media literacy in primary and secondary schools.
- The Faculty of Social Sciences of the University of Ljubljana carries out regular monitoring of media literacy in Slovenia.
- The UK Ofcom carries out annual surveys that provide in-depth trends over time on a range of media literacy indicators such as take up and use, knowledge and understanding of media funding models, media regulation and trust in the media, and concerns about media content and methods of mediation.

Only the Spanish and Turkish responses outline a **concrete measure for specifically measuring the success of media literacy initiatives**. Under the Digital Agenda for Spain, a website has been established which is aimed at keeping track of the objectives of the key goals of the Digital Agenda, which includes the promotion of digital inclusion.<sup>50</sup> The Catalan Audiovisual Council can evaluate the success of its school awards programme by gauging the number of applications it receives. In Turkey, RTÜK and the Ministry of Education evaluate the effectiveness of media literacy lessons in schools.

### Recent Initiatives

EPRA Members were asked to provide examples of recent initiatives, projects or pieces of research in their country. A wide range of examples - most of which were recent studies, educational initiatives or public events - were provided.

### Research

---

<sup>49</sup> *Testing and Refining Criteria to Assess Media Literacy Levels in all Member States*, EAVI, <http://www.eavi.eu/joomla/what-we-do/researchpublications/103-testing-and-refining-criteria-to-assess-media-literacy-levels-in-all-member-states>

<sup>50</sup> The latest report is available here:

[http://www.ontsi.red.es/ontsi/sites/default/files/indicadores\\_destacados\\_mayo\\_2014.pdf](http://www.ontsi.red.es/ontsi/sites/default/files/indicadores_destacados_mayo_2014.pdf)

Seven respondents (AM, BA, CZ, NO, PL, SE, UK) highlighted recent research that has been conducted in their country, for example:

- There was an expert survey conducted in order to prepare a report on the Media Industry in Armenia.
- In Bosnia and Herzegovina, the CRA has conducted a short study in collaboration with psychologists on the influence of TV content on children. The CRA's Head of International Cooperation in Broadcasting, Ms Lea Tajić, has also produced a publication which focuses on the concept of media literacy, its development in the country and identifies actors who, with proposed measures, can improve citizens' media literacy. It also sets out five environmental factors which have an impact on media literacy (media policy, media education, activities of the media industry, NGOs and media availability). Ms Tajić has also co-written a report on "Media Education Policy in Bosnia-Herzegovina" in collaboration with the TRANSLIT project.
- The Czech RRTV, in cooperation with Charles University, conducted research on media literacy which was presented to Parliament.
- In 2013, Finnish Center for Media Education and Audiovisual Media and Foundation for Cultural Policy Research conducted a review of Finnish research literature on media education, in particular academic theses and peer-reviewed articles in academic journals, mostly dating from 2007 to 2012.
- The Lithuanian journalists union published a study on media literacy, which was commissioned by the Ministry of Culture in April 2014. The study concluded that there is a need to create a dedicated forum or website for information and feedback and establish a national body for coordinating education on media literacy.
- In Kosovo, an NGO has recently conducted research on the use of the internet by children, on the basis of which they have introduced brief guidelines on how to protect children online.
- The Irish Broadcasting Authority published research in December 2013 which aimed to map media usage among young people aged 12-13, and investigate whether media literacy interventions could have a direct impact on their habits and attitudes.
- The Norwegian Media Authority, in collaboration with the University of Oslo, is conducting an overview of 13 recent quantitative studies in order to evaluate findings regarding critical thinking, media availability, use skills, regulation and communicative abilities. It hopes to publish the report in May/June 2014.
- Several pieces of research have recently been conducted in Poland on subjects including digital skills of young people (14-18 years old), new media in schools and on media use and social fragmentation.
- The Swedish Media Council has also published a number of recent reports on developments in the media, media effects and the media situation of children and young people.
- RTÜK recently conducted research on children's media consumption trends in Turkey, which was presented at the national Children and Media congress.

- In the UK, Ofcom published its annual Adults Media Use and Attitudes Report<sup>51</sup> in April 2014 which provides detailed evidence on media use, attitudes and understanding among UK adults aged 16+, and its annual Children and Parents: media use and attitudes report in October 2013.<sup>52</sup>

### Educational/Public Awareness initiatives

Eight EPRA members (ES-CNMC, ES-CAC, FR, IS, NL, RO, SK, UK) also referred to recent educational activities that have been conducted in their country, for example:

- The Spanish *Ministry of Education, Culture and Sport* issued guidelines for future actions related to new technologies and education. It will cooperate with regional governments to elaborate a “Plan of Digital Culture in Schools”. The Ministry also released a publication on “Media Literacy and Basic Skills”.<sup>53</sup> *The National Institute of Education Technology and Teacher Training*, which is responsible for integrating ICT in non-university education, has also launched an educational website; *EducaLAB*.<sup>54</sup>
- The Catalan Audiovisual Council has launched a “CAC school awards” scheme in order to promote media education in schools. There are two categories of award – A: primary and secondary students (from 3 to 18 years old) and B: teachers.<sup>55</sup>
- The French CSA has recently launched a website dedicated to educating consumers about audiovisual media.
- The *Icelandic Parents Association (SAFT)* has developed a number of new resources including a popular reading book; “the Garbage Island”, an accompanying interactive play; “Homecoming” and a refrigerator magnet with 5 points of advice on safe internet use. An educational film “Wait for Yes!” and an accompanying teachers’ handbook and online module for students have also been launched.
- In the Netherlands, the Arts and Culture NGOs *Waag Society* and *Kunstgebouw* launched an updated version of a media literacy game *MonsterMedia*<sup>56</sup>. The game allows students to learn about the media that they use.
- In 2013 the Romanian CNA project aimed at eliminating violence in schools from being broadcast involved several educational campaigns in schools.

<sup>51</sup> Adults Media Use and Attitudes Report 2014, Ofcom, <http://stakeholders.ofcom.org.uk/market-data-research/other/research-publications/adults/adults-media-lit-14/>

<sup>52</sup> <http://stakeholders.ofcom.org.uk/binaries/research/media-literacy/october-2013/research07Oct2013.pdf>

<sup>53</sup> [https://www.educacion.gob.es/documentos/mediascopio/archivos\\_secciones/156/ccbb.pdf.#sthash.hQs9Tlsm.dpuf](https://www.educacion.gob.es/documentos/mediascopio/archivos_secciones/156/ccbb.pdf.#sthash.hQs9Tlsm.dpuf)

<sup>54</sup> [www.educalab.es](http://www.educalab.es)

<sup>55</sup> The current open edition of the awards:

<http://www.cac.cat/web/premis/escola/detall.jsp?OTM%3D&MQ%3D%3D&>

The Catalan Audiovisual Council has launched as well a Facebook page [www.facebook.com/CACescola](http://www.facebook.com/CACescola)

The awarded works are accessible in this link:

<http://www.cac.cat/web/premis/escola/historic.jsp?OTM%3D&MQ%3D%3D>

<sup>56</sup> <http://waag.org/en/project/monstermedia-2>

- In Slovakia, an initiative known as *zodpovedne.sk* (responsibly.sk) was launched in 2007 with the main aim of promoting internet safety among children. The project led to a large number of educational materials being produced, and to the creation of a helpline available both via telephone and online. In 2009 a partner project, *ovce.sk* (sheep.sk) was launched, which led to the creation of a series of short cartoons aimed at young people, which focused on the dangers of the internet. According to recent studies, 92% of children are aware of these cartoons.
- In the UK, Ofcom was also significantly involved in developing *ParentPort*,<sup>57</sup> which is a website with the aim of protecting children by helping parents make their views heard about inappropriate programmes, advertising, products and services. Launched in 2011, the website makes it easier for parents to complain about material they have seen or heard across the media, communications and retail industries. The website is jointly operated and owned by seven of the UK's media regulators.<sup>58</sup> In May 2014, the UK's four largest internet service providers<sup>59</sup> launched the child internet safety organisation Internet Matters<sup>60</sup>, with a portal offering advice on shielding families against cyberbullying, online grooming, sexting and pornographic content.

### Public Events

Some respondents also discussed recent public events which have been held in order to raise awareness and promote stakeholder dialogue on media literacy.

- In 2009, the CRA in Bosnia and Herzegovina organised a conference on “Protection of Children from Inappropriate Television Content” in cooperation with *UNICEF* and *Save the Children Norway*. This led to a study on the influence of TV content on children, and ultimately to new Guidelines on the Classification of Television Content being adopted in 2010.
- In Finland, there are three major awareness raising events held each year. There is an annual *Media Literacy Week* held in February to raise awareness and promote the importance of media literacy and media education. There is also a National Games Day which consists of a group of events to discuss the merits, meanings and influences games can have on players, and promotes public debates about games. In addition, an annual Media Education Forum for professionals is held in October.
- There have recently been two conferences in Poland. *Pobierz Wiedze*<sup>61</sup> deal with the challenges for education in the light of the digital literacy of young people and adults. *Digital Challenges*<sup>62</sup> examined media literacy in the face of new technologies.

---

<sup>57</sup> <http://www.parentport.org.uk/>

<sup>58</sup> The Advertising Standards Authority (ASA), the Authority for Television on Demand (ATVOD), the BBC Trust, the British Board of Film Classification (BBFC), Ofcom, the Press Complaints Commission (PCC) and the Video Standards Council (VSC)/Pan-European Game Information (PEGI).

<sup>59</sup> BT, Sky, TalkTalk and Virgin.

<sup>60</sup> <http://www.internetmatters.org/>

<sup>61</sup> [www.pobierzwiedze.pl](http://www.pobierzwiedze.pl)

<sup>62</sup> [www.delab.uw.edu.pl/cyfrowe-wyzwania](http://www.delab.uw.edu.pl/cyfrowe-wyzwania)

## Conclusion

The results of the survey circulated around EPRA members in 2008 revealed a great deal of diversity in the approaches taken to promote media literacy by regulatory authorities. The results of the 2014 survey demonstrate that there remains a highly contrasted patchwork of approaches to media literacy across EPRA member countries.

There are obvious limits to the comparative conclusions that can be drawn from the recent EPRA survey as a different set of regulators responded to the 2008 questionnaire. However, it is clear from the 2014 survey that media literacy has become a higher priority for many audiovisual regulators. This is demonstrated firstly by the respondents that indicated that they have inherited new statutory duties to promote media literacy since 2011, and also by the fact that newly established regulators that responded to the survey have been granted responsibilities in this field. Also noteworthy is that there has been an overall tendency among those whose duties did not change to become more active in media literacy initiatives.

The 2008 paper identified five clusters of regulatory authorities. In 2014, the activities of regulators in this field are so varied, and in many cases multifaceted, that it is difficult to label them in the same manner. However, although this is on the basis of only a proportion of EPRA Members, as noted above four key “pillars” of media literacy activity can be identified:

1. **Education/awareness raising:** Activities including direct interventions in schools/universities, the development of educational resources and consumer guidance, and coordination of events such as conferences.
2. **Research/reporting:** Conducting studies into the levels of media literacy in a country in order to inform public policy debates.
3. **Multi-stakeholder collaboration:** Joint initiatives where stakeholders work together to promote media literacy.
4. **Content Classification:** Classification frameworks that help viewers exercise more informed choices about the content that they and their children consume.

In 2008 it was observed that a number of factors could potentially lead to a shift in the role of audiovisual regulators from protection towards empowerment. There had been recent European Commission documents urging Member States to encourage audiovisual and electronic communications regulators to become more active in the field. Since 2008, the growth in use of online and on demand platforms as a gateway to media consumption has also placed a greater onus on policy makers to ensure that citizens are able to exercise informed choices, and to use media responsibly in order to protect themselves.

Although the survey results suggest that the need to empower media users is now widely recognised among EPRA Members, there is little to suggest that the empowerment approach is replacing the protection approach. Indeed, in several countries the gradual increase in focus on the empowerment agenda has also been accompanied by an increased focus on the protectionist approach, particularly in relation to issues such as child online safety. It appears that, for the time being, equipping people with tools to make informed choices by promoting media literacy is something which can complement, rather than replace, statutory regulation.