

# MEDIA LITERACY IN FINLAND

National media education policy

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## FOREWORD

Media have long played a key role in people's lives, and they continue to grow in importance. Learning, work, social influencing, self-expression, construction of one's identity, use of services and communication with others are increasingly bound to media in our everyday life. More and more often, well-being and ill-being at individual and social levels are connected to and become visible through media.

Media literacy has become an important element of civic competence that contributes to the possibilities of people and communities to live a good, meaningful life. For this reason, it is valuable that the Media literacy in Finland policy equally apply to all groups of people.

In recent years, the need for media literacy has often been highlighted in connection with social threat scenarios. Examples of such scenarios include the systematic and targeted dissemination of disinformation and anti-democratic messages, hate speech and mediated sexual harassment becoming more common, as well as violations of privacy and data security. It is generally understood that media literate people can protect themselves against these threats. However, the objectives of media education are more comprehensive. The primary objective of media education is to promote people's willingness and ability to act actively and responsibly in media culture, and thus reinforce the desired future trends. Media culture may also encompass various negative traits, and media education can contribute to supporting people and society's active – as opposed to merely reactive – roles in it.

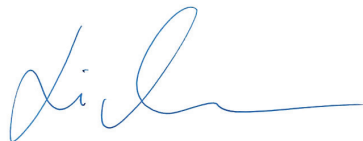
Media literacy is more than simply acquiring means of understanding and creating content for media. Media literacy is strongly connected to matters of personal growth, creativity, critical thinking, being literate and part of society and cultures. Therefore, high-quality media education plays a key role in learning and developing media literacy together, taking into account ethical perspectives as well. At its best, media education can increase understanding and the sense of unity between people, provide means of participa-

tion and reduce polarisation in society and communities. Another objective is to evoke individuals' awareness and interest in independent learning. This idea of self-education is particularly important in the case of developing the media literacy of adults and older people.

Finnish media education has long traditions, and at the turn of the decade the number of actors engaged in media education is larger than ever before. Cross-sectoral and multidisciplinary collaboration is imperative in order for media education, research and other related actions and support services to reach everyone in Finland.

The promotion of media literacy is a cross-cutting theme for the entire administrative sector of the Ministry of Education and Culture, and it has expanded to cover other areas of society and administration. The learning and development of media literacy require versatile and extensive actions. Effective development measures take into account all groups of people from the perspective of equality and non-discrimination.

A key factor in the success of Finnish media education is collaboration, which is also evident in the versatile backgrounds of the people who contributed to the development of the new policy. Representatives from more than a hundred organisations participated in the preparation of this policy in various stages of the process. We would like to extend our warmest thanks to those who participated. The promotion of media literacy in Finland is a common cause.



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## ABSTRACT

Media literacy in Finland is the media literacy policy and the national media education policy document, published by the Ministry of Education and Culture in 2019. The document updates and extends the cultural policy guidelines for media literacy<sup>1</sup> published in 2013.

The need to update the policy arose from the changes that have taken place in media culture and the broader than before target groups of media education in particular. The Program of the Government<sup>2</sup> also highlights the need for media skills for all age groups, from children to seniors.

The vision of the policy is to improve everyone's opportunities to develop their media literacy.

In the 2010s, media education in Finland has become considerably more extensive than before: the need to promote media literacy has been acknowledged in an increasing number of sectors, and, in particular, a number of new initiatives in media education for adults have been launched. A large group of actors are engaged in media education or develop and support it either as their main occupation or along with their other tasks.

The Media literacy in Finland policy document aims to clarify the field of media education and describe the strengths, values and principles of media education in Finland. This document also highlights areas for improvement and the related social, cultural and technological development trends.

According to the three main objectives of the media education policy, media education in Finland is:

- comprehensive
- of high-quality; and
- systematic

<sup>1</sup> Ministry of Education and Culture (2013a). Good Media Literacy. Guidelines 2013–2016.

<sup>2</sup> The Program of the Government. 2019. Inclusive and competent Finland – a socially, economically and ecologically sustainable society.

The policy document includes various proposals for action that support the objectives.

Media literacy in Finland was prepared as a part of a cross-administrative media policy programme. The need to update the media literacy policy was expressed in the Government resolution of 2018<sup>3</sup>. In February 2019, the Ministry of Education and Culture assigned the task to update the policy to the National Audiovisual Institute (KAVI). The National Audiovisual Institute prepared the policy in collaboration with the Ministry of Education and Culture in cross-administrative and cross-sectoral collaboration with actors involved in media education.

An online survey on the current status and future of media education (n=58), the results of planning workshops on media education organised in seven towns and cities and interviews with professors were used in the preparation of the policy. Policy documents mentioning media education from various administrative sectors were reviewed as a part of the preparations.

The policy supports the development work and planning of actions in media education. Ministries, agencies, municipalities, organisations, associations, foundations, companies, educational institutions and other communities, among others, can participate in the implementation of the proposed actions. Implementation of the national policy on media education requires collaboration and communication between various operators.

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<sup>3</sup> The Finnish Government. (2018). Government resolution on the Media Policy Programme.



# 1 INTRODUCTION

This *Media literacy in Finland. National media education policy* is a national policy document, drafted in collaboration between the National Audiovisual Institute (KAVI) and Ministry of Education and Culture, and published by the Ministry of Education and Culture. The target group of the policy includes the operators in all sectors of society that are involved in the promotion, support, research and practice of media literacies and media education. The policy was prepared in 2019 in broad-based, cross-administrative collaboration with stakeholders.

In the Programme of Government<sup>4</sup>, the promotion of media literacy is connected to supporting the agency and participation of children and adolescents in society and preventing the dissemination of misinformation. In addition to this, children should be supported in protecting themselves against and handling problems that they encounter on the web. The ability of older people to use electronic services should also be promoted. The importance of media literacy has received more attention than before at the level of the European Union with Directive 2018/1808/EU that for the first time sets an obligation for the Member States regarding the promotion of media literacy.

Media literacy is an important element of civic competence. Social questions regarding for example the pervasive presence of mobile media technology in everyday life, social polarisation, digitalisation of services and consumption, climate change, and disinformation and propaganda have also highlighted the importance of media literacy in today's society. The expectations placed on media literacy in public discourse are sometimes unreasonable, and it is expected to solve complex social problems. It is important to know how to limit expectations and prioritise actions. Even at its best, media education is only a part of positive development and does not make other social measures and structures redundant.

<sup>4</sup> Programme of Government. 2019. Inclusive and competent Finland – a socially, economically and ecologically sustainable society.

The significance of collaboration is highlighted as the need for media skills becomes an essential part of everyday life. There is no single organisation or action of media education that as such can meet every individual's needs. To broaden the actions in a meaningful manner, the actors should know the limits of their own expertise and be able to network and collaborate with other professional fields. Therefore, the objective of this policy is to highlight the importance of collaboration and support processes in which media educators offer their expertise in multidisciplinary and cross-sectoral collaboration with the aim of improving people's media literacy.

Both media literacy and media education should be understood as broad terms in this policy document. The definition of media literacy has been discussed extensively and it has been researched, but a widely accepted definition has not yet been proposed<sup>5</sup>. Other terms, such as media education, media skills or multiliteracy, are also used in addition to media literacy. In this policy document, media literacy refers to all skills related to using and consuming media as well as understanding of media and skills related to creating media content<sup>6</sup>. Media education, on the other hand, covers all types of media and media literacy promotion for all target groups, including children, adolescents and adults<sup>7</sup>. Education in this context refers to systematic activities that aim to improve media literacy<sup>8</sup>. In practice, it would not make sense to separate media education from other education and interaction. Media education promotes general educational objectives on a broad scale, encompassing topics such as general personal growth and socioeconomic, gender, age and ethnic equality, and it addresses ethical and moral topics. The promotion of media literacy should be understood as a broad term that covers both immediate interaction, such as teaching at school, as well as rising general awareness through communications, for example. Research and instruction of media education are also media education activities. Media educators carry out their educational task with those directly engaged in their activities, but also indirectly, by providing supplementary training in media education to professionals in various fields or supporting parents and other people involved in raising children at home. Providing training to professionals is indeed one of the key issues

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5 Palsa & Ruokamo (2015).

6 Martens (2010); Potter (2013); Palsa & Ruokamo (2015).

7 cf. e.g. Mertala & Salomaa (2016); Tuominen et al. (2016); Rasi et al. (2016). More specific target groups with special characteristics regarding media education can be identified within the target groups, such as small children and older people.

8 Buckingham (2019); Kupiainen & Sintonen (2009).

of promoting media education, and more extensive attention on media education in the training of teachers and library professionals has already been called for for a long time<sup>9</sup>.

The previous national media literacy policy was the cultural policy document *Hyvä medialukutaito Suuntaviivat 2013–2016* (Good media literacy. Guidelines 2013–2016), which was used as a basis for this updated policy. The need to update the policy was expressed in 2018 in the Government resolution on the Media Policy Programme<sup>10</sup>. Among other things, the need to update the policy arose from the changes that have taken place in media culture<sup>11</sup>. Using media on mobile devices as well as watching television content using on-demand programme services and following gaming content using live streams has become significantly more common in recent years. Continuous advances in technology, such as artificial intelligence and algorithms, and their increasingly more targeted use also poses challenges for media education. It must be noted, however, that while media culture evolves constantly, the more traditional means of using media, such as listening to the radio, going to the cinema or reading papers and magazines, have not disappeared. Thus, media education must take into account today's more diversified manners of using media.

The need to expand media education to cover new target groups, such as adults and groups with special needs, was recognised in connection with the media policy programme. The most fundamental change made when updating the policy was the inclusion of all people of all ages in Finland in the target group. The more diversified target group requires new kind of imagination and creativity of the media educators. An issue to be resolved together is how media education can be made interesting and inclusive enough for it to reach even the groups that are not in compulsory education or who have learning difficulties. At the same time, promoting children and adolescents' media education remains at least as important and relevant as before. In addition to collaboration skills, strong expertise in their own specialities is required of those involved in media education.

The Media literacy in Finland policy document makes visible the notion the parties involved in drafting the policy have of media education in Finland, its objectives and measures that help us meet those objectives. The document can also be used in understanding the multidimensionality of media education and the diverse insights related to it, and as supporting material for

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<sup>9</sup> Ruokamo, Kotilainen & Kupiainen (2016); Ministry of Education and Culture (2012).

<sup>10</sup> The Finnish Government. (2018). Government resolution on the Media Policy Programme.

<sup>11</sup> Ala-Fossi et al. (2018).

learning materials, planning and developing actions, setting goals for media education and applying for funding.

In Finland, media literacy and media education have been promoted widely in different sectors<sup>12</sup>. As the title suggests, the national media education policy guides the development and practice of media education throughout Finland. To complement this policy, sector-specific strategies are needed that take media education into account and give more detailed guidance for practical actions. Examples of these include curricula and library policies. This policy document is intended as support in improving media education and media literacy in Finland. The vision is to improve everyone's opportunities to develop their media literacy in Finland, with the help of solid media education measures.

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<sup>12</sup> Cf. e.g. Palsa & Salomaa (2016).

## 2 VISION

Everyone's opportunities to develop their media literacy are improved in Finland. Media literacies that promote good, meaningful life are an important element of civic competence.

Media literacy is promoted and supported with the help of high-quality, systematic and comprehensive media education.

Media education in Finland is topical, equal, relevant and of high professional quality. Consistent and systematic resourcing supports the accumulation of competence and knowledge, development of actions and establishment of media education. Practical media education is goal-oriented, ethical and sustainable. Versatile media education is planned, practiced and developed in broad-based collaboration between various different actors.

# 3 OBJECTIVES AND PROPOSALS FOR ACTION

## OBJECTIVE 1. COMPREHENSIVE MEDIA EDUCATION

The media education provided in Finland is comprehensive in terms of its content, perspectives, target groups and geographic distribution.

*Everyone is entitled to extensive and meaningful media literacy. The objective is that in Finland, a variety of actors provide geographically comprehensive, available and accessible media education that takes into account various target groups, subject matters and perspectives. Media educators that are confident with their strengths are able to find cooperation partners and collaborate in an goal-oriented manner. The versatility of target groups and local particularities are taken into account in the planning, development and practice of media education.*

### FOLLOWING ACTIONS SUPPORT ACHIEVING THE OBJECTIVE

- **MEDIA EDUCATION COVERS DIFFERENT TOPICS EXTENSIVELY.** Media education covers various media, their use and content creation as well as their significance in people's lives, cultures and society, and each individual's own rights and the rights of others in media culture extensively. Forums are created for discussion about media education. Meaningful contents of media education, and various approaches to it are identified in collaboration with citizens and experts from other sectors.
- **MEDIA EDUCATION IS TARGETED TO DIVERSE GROUPS.** Media literacies are seen as an element of civic competence. Everyone's opportunities for the versatile use of media and improvement of media literacies are enhanced. The diversity of the target groups and the fact that an individual may belong to various target groups simultaneously is taken into account when planning new measures or further developing existing ones.

- **NETWORKING IS IMPROVED.** Networks to support media education are founded, maintained and developed. Relevant collaboration is also conducted in the networks of other sectors.
- **DIGITAL OPPORTUNITIES ARE UTILISED.** Opportunities that digital media offer, such as online training courses, remote access and publicly available archives and collections, are made use of in the practice and development of media education and in networking.
- **LOCAL AND REGIONAL MEDIA EDUCATION WORK IS IMPROVED.** Local particularities are taken into account in practical media education. Local partnerships, strengths and sources of funding are used in a systematic manner. Actors familiarise themselves with the local media education work and, if necessary, guide people to find media education services provided by other actors.
- **COMMUNICATION IN THE FIELD OF MEDIA EDUCATION IS DEVELOPED.** Flow of information among multidisciplinary media education professionals is improved. Awareness of media education, its significance and related services is strengthened in various target groups and communities.
- **STRENGTHS OF DIFFERENT ACTORS IN MEDIA EDUCATION ARE UTILIZED.** It is acknowledged that media education is provided in different organisations both as main occupation and as a part of other tasks. In addition to this, many organisations are engaged in work related to media education or work that supports it. Different actors evaluate their strengths and make them visible in order to improve media education work accordingly.
- **RESULTS OF MEDIA EDUCATION ARE SHARED OPENLY.** Publicly available, Creative Commons licenced materials are favoured in media education, and proprietary media education materials are published under open licences. Media education with public funding in particular focuses on the extensive usability and accessibility of the resulting materials. Access to and communications on materials are improved.

## OBJECTIVE 2. HIGH-QUALITY MEDIA EDUCATION

Media education in Finland is of high-quality, meaningful and non-discriminatory. The quality of media education is assessed and developed based on research.

*Media literacies can best be improved with the help of high-quality media education. Media education in Finland is topical, goal-oriented and relevant. Media education is ethical, accessible, sustainable and effective. The quality of media education is improved based on self-assessment and in collaboration between sectors. The development of quality is reviewed extensively from different perspectives. High-quality media education aims to promote human rights, equality and non-discrimination and to create preconditions for sustainable development.*

### FOLLOWING ACTIONS SUPPORT ACHIEVING THE OBJECTIVE

- **MEDIA EDUCATION IS RESEARCH-BASED.** Whenever possible, media education activities are developed, planned and practiced based on research. Domestic and international research data on media education is disseminated and made available by means of drafting publications, popularisation of and communication on research, and through trainings and other types of events.
- **MEDIA EDUCATION COMPETENCES ARE IMPROVED.** Key competence requirements related to media education in the work of professionals of different sectors are identified. Systematic and needs-based basic and in-service training as well as versatile means of developing skills are used in improving their expertise. Long-term development that is connected to everyday work tasks is emphasized in in-service training. New and innovative means of training, such as peer mentoring, are developed to meet various kinds of competence requirements.
- **EVALUATION OF MEDIA EDUCATION IS IMPROVED.** Evaluation practices of media education are developed, and actions are improved based on evaluation. Self-evaluation of professional activity is promoted.
- **MEDIA EDUCATION IS A COLLABORATIVE ACTIVITY IN WHICH THOSE RECEIVING EDUCATION ARE RESPECTED.** When possible people in the target groups can influence the activities, objectives, content and practical implementation of the planning, development, research



and implementation of media education. The target groups of education are respected.

- **MEDIA EDUCATION INVOLVES INTERNATIONAL COLLABORATION.** The quality of media education is improved in international collaboration. International development and research in the field is followed and meaningful collaboration is conducted at Nordic, European and global levels. Finnish media education is made visible globally by means of networking, collaboration and communication.
- **GOAL-ORIENTATION AND METHODS OF MEDIA EDUCATION ARE DEVELOPED.** High-quality media education is goal-oriented work. The goal setting, content and methods of media education work are improved. Information on operating models and methods is shared within the media education community in networks, training events and through communications, for example. In addition to successes, failures are also seen as valuable lessons that the community can learn from.
- **THE VALUE BASE OF MEDIA EDUCATION IS VISIBLE IN ACTION.** The common value base of media education work is based on international human rights conventions in particular, but sector- and organisation-specific values are also taken into account in the work. The value bases of media education are discussed openly, and the significance of the values is recognised.
- **MEDIA EDUCATION IS TOPICAL AND RELEVANT.** Changes and trends in the world, society and culture are anticipated and followed, and they are taken into account in the action.

### OBJECTIVE 3. SYSTEMATIC MEDIA EDUCATION.

The media education offered in Finland is systematic and consistent.

*Media education is developed into more systematic activity by means of planning, leading and allocating resources in a relevant manner. Consistent and coherent media education facilitates the accumulation of competence, development of practices and its institutionalising in society. Planning helps those involved take the themes and accessibility of media education into account and reach the target groups extensively.*

#### FOLLOWING ACTIONS SUPPORT ACHIEVING THE OBJECTIVE

- **THE KNOWLEDGE BASE OF MEDIA EDUCATION IS CONSOLIDATED.** The knowledge base of media education is consolidated using academic research and studies conducted by other organizations. The knowledge requirements are discussed with researchers, financiers, developers and those who work at a practical level.
- **THE FINANCIAL BASE OF MEDIA EDUCATION IS CONSOLIDATED AND DIVERSIFIED.** The financing of media education is improved to support non-discriminatory, high-quality, comprehensive and consistent work. Where possible, international, national, regional and local sources of financing are used, and possible financing for media education activities are mapped on a multidisciplinary basis. Efforts are made to ensure consistent media education through sufficient resourcing in organisations.
- **PLANNING OF MEDIA EDUCATION IS IMPROVED.** The drafting of media education plans is piloted, developed and supported at national, regional, local and organisational levels. Media education plans can be sector-specific or cross-sectoral. The role of media education is consolidated in existing plans and when preparing new plans.
- **LEADERSHIP IN MEDIA EDUCATION IS IMPROVED.** Leadership is improved at various levels of operation in media education. Data should be gathered to support the improvement efforts.
- **EXISTING STRUCTURES ARE TAKEN INTO ACCOUNT IN MEDIA EDUCATION.** Media education has been taking place for a long time, and the field is diverse. When planning and financing media education activities, existing structures, resources, actors and networks are taken into account and new ones are created, if necessary. Where

possible, new media education activities are developed as a part of existing structures to ensure continuity.

- **MEDIA EDUCATION WORK IS MODELLED.** Media education work and its development and assessment are described as operating models that can be shared. Existing models of media education are used and developed further, taking the particularities of contexts and target groups into account.

## 4 CURRENT STATE OF MEDIA EDUCATION

For the preparation of the media education policy, actors involved in media education were asked for insights using an open online survey, in local planning workshops and by interviewing professors in media education.

The subchapters of this chapter on the strengths of media education, future trends and challenges to be taken into account as well as values and principles of media education summarise the insights expressed in these materials. Due to the high number of respondents and wide range of duties and work experience histories, the issues that are highlighted may be contradictory. The objective is to describe the current state and future of the sector, which is why the versatility was seen as an asset and the data were not harmonised. Different perspectives and opinions reflect the perceived reality of media education: there are different kinds of needs for improvement at different levels. It is important to consider this while developing the sector.

### 4.1 STRENGTHS OF FINNISH MEDIA EDUCATION

- **MEDIA EDUCATION IS DIVERSE, AND IT IS WIDELY AVAILABLE.** Various actors all around the country practice, promote and develop media education. The breadth of the group of actors involved in media education makes it easier to take different media, target groups and educational objectives into account. Multidisciplinary collaboration is being built actively. A rich amount of information, learning materials that support practical education and other publicly available resources, such as guides, manuals, operating models, games and videos, has been developed and produced in media education.
- **MEDIA EDUCATION HAS STRONG TRADITIONS.** For a long time, media education has been a part of Finnish democracy and educa-

tion expertise, and the group of people involved in the activity is large. Media education in Finland dates back to the 1950s at least. Before media education, the activity has been called education in mass communication, communications education and audiovisual education, but the objectives and practical actions are in many ways similar. Some actors have decades of experience in media education.

- **THE POSITION OF MEDIA EDUCATION IS RECOGNISED IN NATIONAL STRATEGIES AND IT RECEIVES FINANCING.** Media education has had a role in the documents of various administrative sectors for a long time. Media education is included in the curricula of different levels and degrees of education. Similarly, the Finnish Public Libraries Act provides a good framework for implementing media education. Media education has received public and private funding for a long time. As a public authority, the National Audiovisual Institute has a statutory duty to promote media education.
- **THERE IS A LOT OF EXPERTISE IN MEDIA EDUCATION AVAILABLE.** Media education skills are integrated into the basic training in various occupational sectors, and the topic can be studied as a major or minor subject, individual courses or as a part of a more extensive course in Finnish universities. Master's studies in media education are also available for international students. In Finland, the majority of professionals of different sectors involved in media education are highly educated. Many organisations offer supplementary training in media education and produce materials that support professional development. The long traditions in media education work have also contributed to the knowhow in the sector at a practical level.
- **THE SIGNIFICANCE OF MEDIA EDUCATION IS RECOGNISED, AND SOCIETY PROVIDES A GOOD PLATFORM FOR IT.** The significance of media education is recognised and the promotion of media literacy is valued. Media education is discussed and it is often addressed in public discourse. Many of the broader strengths of Finnish society, such as strong freedom of speech and trust in the media, support the media education efforts. The strong freedom of speech and trust in media should also be maintained actively. In Finland, attitudes towards media and technology are positive, and media are used widely. Finnish media education is also well-known at an international level.

## 4.2 VALUES AND PRINCIPLES OF MEDIA EDUCATION

Media education at a national, regional and local level is based on respect for human rights and the environment. Media education in Finland is based on the UN Universal Declaration of Human Rights<sup>13</sup>, European Convention on Human Rights (63/1999)<sup>14</sup> and, as far as it is applicable to children, particularly on the Convention on the Rights of the Child<sup>15</sup>. Sector-specific value bases are also applied to media education.

Several widely shared values and principles can be identified within media education activities. According to the results of the online survey conducted in connection with the preparation of the policy, media education in Finland is based on the following values and principles, among others:

- **LITERACY, HUMANITY AND ETHICALITY.** Enhancing literacy, humanity and ethicality are the leading principles of media education activities. Media education is a critical and creative activity that aims to include all people and different kinds of agencies extensively. Seeing people as active agents supports societal and social inclusion and promotes an ethically sustainable cultural basis. Media education is reliable and independent, and it is knowledge-based.
- **DIVERSITY AND EQUALITY.** Diversity is one of the characteristics of media education. At the same time, it is one of the strengths of the field and activity. The diversity of perspectives and the high number of actors make it possible to address the various aspects of media education, targeting of the activities at different groups of people and a communicative culture of collaboration.

Media offer a wide range of opportunities to people. Media education contributes to the promotion of equal opportunities for everyone to improve their media literacy. Among other things, the equality of media education is connected to humanity and the regional, educational and lifelong non-discriminatory nature of the activity. Media education promotes equality and respects cultural diversity and individuality. The equality of media education is promoted

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<sup>13</sup> The following articles of the UN Universal Declaration of Human Rights are essential in terms of media education: Article 1, Article 2, Article 3, Article 12, Article 18, Article 19, Article 20, Article 26 and Article 27.

<sup>14</sup> The following articles of the European Convention on Human Rights are essential in terms of media education: Article 5, Article 8, Article 9, Article 10, Article 11 and Article 14.

<sup>15</sup> The following articles of the Convention on the Rights of the Child are essential in terms of media education: Article 2, Article 12, Article 13, Article 16, Article 17, Article 28 and Article 29. The convention in its entirety has been implemented by way of primary legislation in Finland (Finnish Treaty Series 59-60/1991), and it is integrated in the binding set of norms.

with the help of measures such as awareness of target groups and improved availability of materials and activities.<sup>16</sup>

Media education is based on freedoms of speech, opinion, expression, thought and action, and it also contributes to the promotion of human rights and democracy. Freedom of speech entails responsibility and responsible actions, such as respecting copyrights, behaving in a respectful manner towards others and opposition of hate speech that aims to limit the freedom of speech. Media education supports the right to privacy and protection of private life.

Media education as an activity is fundamentally versatile in nature. There is no single correct manner of implementing media education. Instead, the activities should be adapted to the people who participate in them, objectives of the activity and the operating environment. Media education can be instructive in nature, it can encourage independent learning and activity, or it can be enabling, people-oriented, gamified, inclusive, positive, affirmative and encouraging. Media education can be provided individually or in groups. It can be a communicative, dialogic, and communal activity that brings a wide range of actors together.

- **SUSTAINABLE DEVELOPMENT AND FUTURE.** Media in its entirety is connected to various societal, social, economic and cultural structures that are a part of the surrounding world. Media education takes sustainable and responsible manners of action into account broadly.

Media education takes place in a certain historical moment and situation. Self-assessment, collaboration and attention to the surrounding world in media education can be used in promoting topical and relevant media education that takes development trends in society and the environment into account and also contributes to desirable future outlooks. Topical activity and a future-oriented perspective help media education to lead the way in society.

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<sup>16</sup> Under the Finnish Non-discrimination Act (1325/2014), public authorities, education providers and employers are also obliged to promote equality.

### 4.3 DEVELOPMENT TRENDS TO BE CONSIDERED IN MEDIA EDUCATION

Media education is connected to a range of cultural and social trends that are important to be taken into account. This can involve the need to re-evaluate activities and objectives, finding new directions for activities, improving operating methods, widening the field of media education, improvement of expertise and finding new partnerships. The consistency of media education should be considered when addressing the development trends.

- **TECHNOLOGICAL ADVANCES.** Extensive digitalisation leads to further digitalisation of many services and makes them available online. The amount of information available continues to grow and become more diverse in quality, which highlights the importance of assessing the reliability of the information. Advances in artificial intelligence; the Internet of Things; datafication<sup>17</sup>; algorithms; augmented, extended and virtual reality; and robotisation present new questions for media education. In addition to relaying information from one party to another, communications technologies may also relay information on an individual to themselves. Forms of media are also increasingly used as payment methods. The advances of media technologies present many new possibilities related to moving images, speech recognition, multisensory techniques, dissemination of information and various kinds of viral phenomena. In media education, it is important to be aware of the possibilities for media manipulation in the form of manipulated images, videos and sound that advances in technology introduce. The development of media devices adds to the diversity of equipment available and makes it possible to use new materials, such as nanotechnologies. The different ways of using technologies, including their disuse, are trends that must be taken into account in media education. New technologies also present new opportunities for offering media education. However, accessibility in digital activities, such as in the services, operations and content of media education, must be considered when using technological possibilities.
- **MEDIA USE HABITS ARE CHANGING.** The broadness of the media landscape also facilitates different trends related to media use that should be considered in media education. The changes are related to

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<sup>17</sup> The basic idea of datafication is that an increasingly large proportion of human activity can be transformed into digital and quantitative data that computers can process (cf. e.g. Couldry & Mejias 2019).



social media, gaming, gamification and e-sports, to mention a few. It is also important to be aware of the changes in media markets, such as the concentration and international character of operators. Different kinds of media texts are also produced and published more than ever before, and mobile technologies make it possible to produce and consume media content anywhere. The role of the video is growing in media culture. Audiobooks are also becoming more and more popular. The well-being aspect of using media is a fundamental trend from the perspective of media education. This encompasses people's awareness of using media, discussion on screen time and other issues and concerns regarding media. Interaction and communality through media are also topics related to well-being in media education. One of the development trends related to the change in the media landscape, development of media and manners of use of media is the speed of the change. Ways of using media among adolescents, for example, may change quickly, new phenomena may emerge and spread fast, but trends may also be dispersed due to the differences in ways of using media. Trends related to individualisation and identities can also be identified in the use of media. Instead of wider publicity, many people use media in a more targeted manner while taking privacy into consideration in mutual interaction. The field of media is broadening and the ways of using it are diversifying, which may contribute to the fragmentation of media culture. Understanding of media education can be improved by producing information regarding the ways and motives of media use among different generations, population groups and groups with special needs and people with different cultural backgrounds.

- **MEDIA LITERACY REQUIREMENTS ARE CHANGING.** Skills related to media are diversifying with the change and broadening of the field of media. In addition to different kinds of media literacy, other types of literacy should also be taken into account in media education: the traditional ability to read and write text, critical literacy, digital literacy, data literacy, visual literacy and multiliteracy. Differences in skills between individuals and groups of people can be significant as a result of the educational backgrounds and histories of media use that people have. Media literacy also involves many other skills, such as emotional skills, social skills, empathy skills, competence in issues related to ethics and morality, and skills related to copyright. Other important skills, such as the ability to care for oneself and others, that affect physical, mental and social well-being, are also

related to media. Media criticism, source assessment, identification of various motivations and media knowledge continue to be trending topics in media education. Additional issues for media education emerge from negative trends related to competence, such as anti-science and mistrust towards media. Safety-related trends encompass a focus on data security and privacy, cyber security and grooming. Other trends related to skills and competence concern, for example, programming, the growing importance of visuality, communications-cultural competence and film education.

- **COMPETENCE REQUIREMENTS FOR MEDIA EDUCATORS WILL CHANGE.** The actors in the sector have various levels of education and educational backgrounds. As the media education work broadens, the significance of volunteers also grows. The demand grows for training opportunities for volunteers and peer educators, for example, and materials that can be used without the need for professional competencies. Trends in media education also concern digital and lifelong learning, peer learning, the broadening of the target groups of media education to cover all age groups, and the diversification of terminology.
- **CHANGES IN SOCIETY AND CULTURE ALSO AFFECT MEDIA EDUCATION.** Several social and cultural trends are connected to media education. Media culture is internationalising, which means that it is increasingly important to consider globalisation in media education. The ageing of the population and multiculturalism affect the target groups and topics of media culture. In addition to the topics of media education, climate change also affects the choice of media to be used and sustainable courses of action, for example. It is important to be aware of social polarisation and inequality as well as division of opinions. Hate speech and harassment using media affect media culture and social activity, and they should be addressed in media education. Media education plays a key role in resolving and preventing social polarisation. Citizen participation, active inclusion and independent activity are also among the social trends that have been identified. Because media education also takes place outside of formal education, the possibilities of actors in different sectors to provide media education need attention. The Finnish National Agency for Education has acquired licences for educational institutions to allow them to legally use diverse copyrights-protected materials in media education as a part of their educational activities around Finland. Structures that make it possible to use diverse media content should be

promoted in other sectors as well, such as in liberal adult education, the library and cultural sector and as a part of organisational activities.

#### 4.4 CHALLENGES IN MEDIA EDUCATION

- **MEDIA EDUCATION LACKS RESOURCES.** The lack of resources often inhibits the implementation of media education. This affects the organisation of activities, hiring personnel, allocating working hours, purchasing of equipment and materials, competence development and travelling. In connection with people's independent promotion of media literacy, it must be noted that not everyone has equal access to media. The availability of media and factors that limit it, such as paywalls, also affect other media education activities. Resorting to external financing, particularly in short-term project funding, leads to short-sightedness, incoherence and uncertainty of the activity. This in turn contributes to the fragmentation of the field.

The lack of resources can be countered by allocating more funds to the activity by increasing subsidies and supporting basic financing, for example. New sources of financing can be sought at both national and international levels. Resources can also be increased through budgeting and allocation of resources to media education. Resources can be shared, and their use can be improved in collaboration. Resources can be saved by sharing expertise and operational models between professionals and eliminating overlaps.

- **COLLABORATION, COORDINATION AND NETWORKS IN MEDIA EDUCATION ARE INSUFFICIENT.** The actors in the field of media education are diverse, and media education communities are different in different parts of Finland. Geographical dispersion and emphases pose their specific challenges to active collaboration. Better collaboration, coordination and networking would improve the efficiency of the work, develop the activity, help take into account the different perspectives of media education, avoid overlaps in work and improve the visibility of local media education offerings. Efficient collaboration requires actors to take responsibility actively.

Collaboration may help in finding new possibilities for ensuring and safeguarding the continuity of the activity. Collaboration and networking can be improved with the help of goal-oriented activities, by sharing information across sectoral boundaries and in shared meetings and events. Digital tools support networking by offering new possibilities for information exchange and interaction.

- **THERE ARE SHORTCOMINGS IN COMPETENCES RELATED TO MEDIA EDUCATION.** As media culture evolves, the skills requirements related to media education change. The field of media education is broad in terms of topics and perspectives. Shortcomings in competences may impact certain themes, topics or perspectives of media education and limit its coverage even from the perspective of target groups. Skills and knowledge do not always cross organisational or sectoral boundaries.

The media education competences of the professionals of different sectors can be maintained with the help of topical, systematic and accessible basic and supplementary training. It is important to consolidate the research and scientific position of media education. Competence can be improved in networks, meetings and various kinds of events, for example, with the help of publications and by producing information and sharing expertise. Media education is a broad field, which makes it important to identify one's own strengths and make use of collaboration in taking different perspectives into account.

- **REGIONAL INEQUALITY.** At the moment, media education is not provided equally around Finland. Factors such as long distances, sparse population and local operating cultures affect the way people can be reached. Scarce transport connections and the need to travel long distances also have an impact on the creation of a sense of community and collaboration opportunities. In sparsely populated areas, the opportunities for supplementary training and participation are very limited. Expertise in media education, particularly in organisations in the sector, is concentrated in larger cities. This, in turn, may lead to situation in which the understanding of development needs and challenges is unbalanced and based mainly on the Helsinki metropolitan area's situation. Geographical challenges can partly be overcome by means such as increasing cooperation, seizing the opportunities that digitisation provides and further developing practices, methods of collaboration and operating models towards remote participation and learning alongside one's own work.
- **MEDIA EDUCATION IS FRAGMENTED.** While diversity is one of the strengths of media education in Finland, its broadness may also pose challenges. Non-discrimination means that media education cannot be limited to apply to specified target groups only. Adults and groups with special needs, for example, have been identified as target groups of media education in Finland that have previously been

overlooked. Different target groups are easier to reach when the target groups that match one's own objectives are identified and made visible, through collaboration and by increasing target-orientation and communications. It is also important to identify people in vulnerable positions and their media education needs. Blind spots in the activity should be identified and measures should be targeted at them systematically in order to cover them and promote the equality of media education. Due to the diversity of topics that media education covers, high expectations are placed on media education or it can be seen as a means of resolving a multitude of different problems. On the other hand, some topics may have been overlooked due to the broadness of media education. The boundaries of media education, prioritisation of topics and questions related to them can be resolved by targeting actions in a reflective manner, communication and open dialogue.

- **MEDIA EDUCATION IS NOT SYSTEMATIC ENOUGH.** In order to be pervasive and consistently developing, media education must be systematic. And yet, an insufficiently systematic approach to media education is one of the challenges it faces. Media education is not systematic enough due to the lack of leadership and constant changes to and fragmentation of the activities. The fragmentation of activities refers to short-term financing and increase in project-based work, among other things. Media education can be made more systematic by improving leadership, ensuring long-term financing, allocating working hours and other resources to it, piloting and further developing the implementation of media education plans and sharing experiences. On the other hand, it is important to acknowledge the significance of flexible and agile operations from the perspective of new methods and innovations. A systematic approach makes it possible to create space for new initiatives and agile activities.
- **CHANGES IN SOCIETY AND MEDIA CULTURE CHALLENGE MEDIA EDUCATION.** Inequality between people, social exclusion, climate change, polarisation, racism and discrimination are social problems that require awareness in media education, and it is also important to assess how these factors can be taken into account in media education. Media education can, for example, help in critically reviewing representations of groups of people in media culture and in producing and creating more diverse and equal imagery. Media criticism is important for all age groups. Varied levels of proficiency, ageing of population, differences in access to and use of media devices as well

as geographical challenges are important issues related to implementing media education. The diversification of media distribution channels can easily lead to some consumers being excluded from the offering. The public sector should pay particular attention to the availability and accessibility of media services in order to ensure an equal consumer experience. Social problems can be addressed by means of research, collaboration and open dialogue, for example.

Media culture entails a variety of problematic, challenging and harmful aspects and phenomena that can be addressed or that are important to consider in media education. These include sexual harassment, hate speech, criminal activity, dissemination of disinformation, media-related ill-being, impacts of attention economics and topics related to online security. It is also problematic that media may reinforce stereotypic images of indigenous people and other ethnic groups. Data security and related rights are important to consider as media are changing. Media education can also help prevent financial risks and losses in digital environments.

- **MEDIA EDUCATION IS NOT KNOWN OR VALUED ENOUGH.** While media education has been developed and implemented for a long time in Finland, awareness of media education still needs to be improved. Media education as a term may not be familiar or it may be understood too narrowly. There may be prejudices against media education that prevent the implementation of media education or place additional pressure on the educators. The awareness and significance of media education can be increased by means of target-oriented communications to professionals in different sectors, decision-makers and generally among citizens, by increasing the visibility of the work, through collaboration and by investing in the quality of the operations.

#### **4.5 THE MEDIA EDUCATION LANDSCAPE**

Media education and media literacies are by nature multisectoral and multidisciplinary activities, resulting in a diverse and colourful landscape of media education. At the same time, media literacy is becoming necessary in an increasing number of walks of life as the significance of media in society and influencing grows, communications become more diverse and their amounts increase, mobile and ubiquitous media technologies are present everywhere and new technologies evolve continuously. In the 2010s, media education in Finland has become considerably more extensive than before: the need to promote media literacy has been acknowledged in an increasing number of

sectors, and a number of new initiatives in media education for adults in particular have been launched.

Despite an active operating environment and group of actors, data on the implementation of media education throughout the country are scarce. The implementation of media education in early-childhood education was last surveyed in 2013<sup>18</sup>, and in libraries, in 2012<sup>19</sup>. In both cases, the operating environment and guidelines have undergone major changes since. In the case of basic and upper secondary education, the implementation of media education has not been investigated comprehensively<sup>20</sup>. The status of media education for adults and the role of the provision of media education in operations outside of the administrative fields of the Ministry of Education and Culture, such as in the media, technology or social welfare and health sectors, have not been established yet. The latest survey<sup>21</sup> regarding media education projects dates back to 2014. As a result, there is no comprehensive information available on the improvement actions that have been carried out in recent years.

Likewise, the status of media literacy in Finland remains largely uninvestigated. International comparisons<sup>22</sup> on the status of media literacy in different countries have been conducted, and Finland has emerged in top positions in these comparisons. In reality, it is difficult to measure media literacy at a national level reliably due to the broad and ambiguous nature of media literacy and challenges related to research methods. It is important from the perspective of improving media education, however, to have high-quality data available on learning processes and competence related to media and their development. Instead of attempting to measure the level of media literacy of the entire population comprehensively, a combination of a number of partial investigations might give the most reliable overview.

As the profiles of the experts that participated in the preparation of this policy reveal, only a low percentage of media educators work exclusively in the promotion of media literacy. In practice, media education is included in all forms of versatile professional activity of many teachers; researchers; youth, library and museum workers; and in the social welfare and health sec-

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18 Ministry of Education and Culture (2013b). *Mediakasvatus kuntien varhaiskasvatuksessa*.

19 Ministry of Education and Culture (2012). *Kirjastot ja media 2012. Selvitys mediakasvatuksen tilasta yleisissä kirjastoissa*.

20 Topics related to media literacy and media education have been investigated to a certain degree as a part of other research entities. However, it would be necessary to conduct separate investigations or at least draft a comprehensive summary on the partial results obtained in different investigations in order to draw conclusions on the implementation of media education.

21 Palsa, Pääjärvi, Tossavainen & Pekkala (2014).

22 EAVI (2009); Open Society Institute (2018).

tor, for example. Issues related to media education are addressed as a part of art, democracy, sexual, global, security and environmental education. Film, gaming and newspaper education, for example, have their strong media-specific networks and operating cultures. However, they also collaborate with other media educators. At a practical level, the activities are so tightly linked that the separation between different types of education is merely a question of definitions.

The landscape of media education can be seen as a tapestry of numerous activities and actors that share an interest in relationships between media and people as well as promotion of good life. For some, this activity forms the everyday routines and core of their work tasks. For others, media education forms a small yet constantly present proportion of their work. The need for media education may emerge suddenly in everyday life, or the maintenance of expertise may require that a person keeps themselves updated on developments in media education. Another group is involved in media education occasionally by working in irregular projects or attending theme weeks.

#### **4.6 DIFFERENT ACTORS IN THE FIELD OF MEDIA EDUCATION**

Those who promote, develop and support media education strive to consolidate the knowledge, expertise and financial base of media education and to support the research, planning, implementation and assessment of media education. The central government and municipalities are public sector actors that promote and support activities. At a practical level, the majority of media education takes place in municipal services: teachers and other professionals in the education and care sectors, youth workers, library and museum workers and other employees in the cultural services, among other occupational groups, play a key role in implementing media education. Non-governmental organisations, associations and other cultural, museum and art institutions and religious communities are third sector actors that have important roles in media education. In the media sector, companies, associations and organisations engaged in the representation of interests are involved in media education. Furthermore, universities, institutes of higher education and other educational institutes in the form of independent institutions and foundations are involved in education. Non-formal learning environments, such as memory institutions with their exhibitions and services offer versatile possibilities for media education.



## PROMOTION OF MEDIA EDUCATION IN THE MINISTRY OF EDUCATION AND CULTURE AND GOVERNMENT AGENCIES UNDER ITS AUTHORITY

As a part of the Finnish Government, the Ministry of Education and Culture is responsible for the development of and international collaboration in education, science, cultural, sports and youth policies. The Ministry of Education and Culture supports the promotion of media literacy by allocating resources and information guidance. The duties of the Ministry also involve the development of the legislation applicable to the sector. The promotion of media literacy is a content area that is included in various policy areas in the administrative sectors of the Ministry of Education and Culture.

In the field of cultural policy, the promotion of media literacy has been supported regularly as a part of the audiovisual policy for over ten years with, for instance, subsidies allocated to national media education projects. The Department for Art and Cultural Policy is also responsible for promoting media literacy at EU level within the framework of the audiovisual media policy of the EU. The Department for Art and Cultural Policy is also responsible for the performance management of the National Audiovisual Institute, which has an administrative duty to promote media education. In the field of cultural policy, libraries have also long played a key role in promoting citizens' media competence, and library development funds have also been allocated to media education projects and training. The Finnish Public Libraries Act<sup>23</sup> obliges libraries to promote the availability and use of information, versatile literacy and active citizenship, democracy and freedom of speech, among other things. All these objectives are central to media education. The project to establish media education in public libraries, in which guidelines for the media education provided by public libraries were drafted<sup>24</sup>, funded by the Ministry of Education and Culture and carried out by the Finnish Library Association, should also be observed here.

The Ministry of Education and Culture is responsible for the general development of youth work and youth policy. The objective of youth policy is to improve the growing and living conditions of young people, and the interaction between generations. The aim is to achieve the objective in collaboration between sectors. The objective of youth work is to support adolescents' growth, independence and participation in society. The Ministry supports the competence and collaboration in youth information and guidance work, digital youth work and activities and consolidates the knowledge base related to

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<sup>23</sup> Public Libraries Act (1492/2016, Section 2).

<sup>24</sup> Finnish Library Association 2014.

young people by allocating resources to actors that are also involved in media education. In addition to this, youth policy provides general grants to organisations that are involved in youth work at a national level. These include key media education organisations, such as the Finnish Society on Media Education. Media education projects that municipalities and communities conduct receive support in the form of special grants. Versatile national and municipal projects have promoted media literacy and information society skills among adolescents. In addition to this, they have consolidated youth workers' competence in media education and highlighted the significance of media education as a part of basic youth work and activities.

In terms of the education policy of the Ministry of Education and Culture, some of the key reforms were the curricula revisions carried out by the Finnish National Agency for Education at all levels from early childhood education to secondary level and basic education for adults. The curricula enable the systematic promotion of media literacy that covers the entirety of formal education and instruction. Subjects such as mother tongue and literature, visual arts, social studies, history and health education include a multitude of educational objectives and key content that supports the development of media literacy. The guidelines for learning topics, operating culture and transversal competence areas defined in the National Core Curriculum for Early Childhood Education and Care support media education in a versatile manner. According to the National Core Curriculum for Early Childhood Education and Care of 2018, the objective of media education is to support children's possibilities to be active and express themselves in their community and to learn source and media criticism. In early childhood education, media education promotes transversal competence related to thinking and learning. According to the Core Curriculum for Basic Education of 2014, media literacy is included in the objectives of multiliteracy that belongs to the transversal competence subtopic. The pursuit of these objectives is promoted in the instruction of every subject. Competence related to information and communication technologies is a key transversal competence area particularly from the perspective of the development of the pupils' skills in using media. Media education is implemented and media literacy is developed from the perspective of the objectives and key content of instruction in each subject. Additionally, media literacy is also developed within the framework of multidisciplinary learning modules. In the national Core Curriculum for Basic Education for Adults of 2017, media education is included in the instruction of all subjects. In general upper secondary education, there is a special media literacy module that leads to a media diploma at upper secondary level, which allows each student to demonstrate their specific skills and inclination in

a diverse manner and according to their own interests. The New National Core Curriculum for General Upper Secondary Education (2019) will enter into effect in 2021. In vocational education, objectives related to media literacy are included in the communications and interaction skills module that belongs to the common studies included in vocational upper secondary qualifications. In addition to common studies in vocational upper secondary qualifications, deeper use of media skills and competence are developed in sector-specific studies of each degree, such as in the upper secondary degree in media and visual expression as well as vocational qualifications and specialist vocational qualifications in the media sector. In the upper secondary qualification in arts, the students' multiliteracy and media skills are developed using approaches and methods typical of each sector of art. In upper secondary level instruction in arts, a significant reform from the perspective of media education was the issuance of the core curriculum for the extended and general syllabus in 2017. At the same time, a core curriculum for the extended syllabus was issued for literary arts that contain elements of media education in 2017. Media education is also included in visual arts in basic education in arts (National Agency for Education 2017b). Media education is included in basic arts education for children and adolescents and in basic arts education for adults. Liberal adult education in adult education centres, folk high schools, summer universities and learning centres also offers opportunities for independent learning and development of citizenship skills, such as media literacy.

Moreover, through the National Agency for Education, the Ministry of Education and Culture has allocated substantial financing to education providers for use in the development and diversification of learning environments and training of personnel in education services and early education, and various projects related to media education were also among these projects. In order to improve broad literacies, the Ministry of Education and Culture's departments for education policy and cultural, youth and sport policy have in recent years financed various extensive projects or programmes together: Lukuinto (2012–2015), Monilukutaito opitaan ilolla development programme (from 2016 onwards) and Lukutaitofoorumi (2017–2018) and its successor, Lukuliike, which was started in 2018 and will continue according to the Programme of Government (2019).

#### THE NATIONAL AUDIOVISUAL INSTITUTE (KAVI)

The national media education authority, established in early 2012, is the only party with a statutory duty to promote media education in Finland

(1434/2007). The National Audiovisual Institute is an agency that operates under the Ministry of Education and Culture. Its tasks include the preservation of films and television and radio programmes as well as research related to them, and the promotion of audiovisual culture. KAVI's Department for Media Education and Audiovisual Media (MEKU) is responsible for the promotion and coordination of media education at a national level, and the supervision of the provision of audiovisual programmes from the perspective of protection of children. KAVI actively participates in international collaboration and represents Finland in the European Commission Media Literacy Expert Group and Safer Internet for Children Expert Group, for example, and in the EPRA group of European media regulators in matters related to the protection of minors and media education<sup>25</sup>. In its role as the Finnish Safer Internet Centre of the Safer Internet network, co-funded by the European Union, KAVI collaborates with the Mannerheim League for Child Welfare and Save the Children Finland. KAVI maintains free-of-charge web services for media education for professionals of different sectors, such as [mediataitokoulu.fi](http://mediataitokoulu.fi), [pelikasvatus.fi](http://pelikasvatus.fi) and [ikaraja.fi](http://ikaraja.fi). KAVI also coordinates the national collaboration projects Media Literacy Week and Peliviikko (Finnish Game Week) that bring together hundreds of actors in the sector. The National Audiovisual Institute also implements and actively develops film education work in its screenings and in collaboration with other actors in the sector.

## THE NATIONAL AGENCY FOR EDUCATION

The Finnish National Agency for Education is a development agency whose duties are laid down in the Act 564/2016 and in the Government Decree 1070/2016 based on the Act. As an authority, the National Board of Education prepares and makes decisions on the core curricula for basic education and upper secondary education, core curriculum for early childhood education and care, and bases for vocational and competence-based qualifications. The National Agency for Education participates in the preparation of decrees within its area of competence and issues regulations, instructions and recommendations that concern the implementation of decrees. The National Agency for Education also maintains the student selection registers for secondary education, universities and universities of applied sciences, organises and finances supplementary training for teachers and other employees in the educational sector, and is responsible for the recognition foreign qual-

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<sup>25</sup> In other topics, the Ministry of Transport and Communications Traficom represents Finland.

ifications. The National Agency for Education also organises education. It is responsible for six state schools. The National Agency for Education also supports the development activities of education and internationality by means of development partnerships, resources, training and consultation services and development projects for education. Moreover, the National Agency for Education promotes the internationalisation of society by implementing initiatives that promote internationality and producing information regarding internationalisation. The agency coordinates educational information system, register and information assets; produces educational indicators and predictive information; gathers data on the central government transfers to the educational sector; and develops and produces learning materials with a limited circulation.

#### OTHER MINISTRIES AND AUTHORITIES AND NATIONAL COMPETENCE CENTRES

Other ministries and authorities also promote media literacy as a part of their duties from different perspectives. The Ministry of Justice promotes media literacy as a part of democracy education from the perspective of inclusion and influencing. The Ministry of Justice is active in work against hate speech and criminality, and it has, for example, conducted the Against Hate -project in 2017–2019 in collaboration with a broad range of stakeholders. The Ministry of Transport and Communications prepares the political and strategic principles and legislation related to its area of competence. A key policy from the perspective of media education, the Government resolution on the Media Policy Programme was published in 2018. One of the objectives of the programme was to consolidate media education and the addition of new target groups for media education. The Ministry of Transport and Communications is also the authority in charge of the enforcement of the renewed directive on audiovisual media services in Finland. The Ministry of the Interior is responsible for promoting internal security in Finland. In 2016, the Ministry of the Interior published the national action plan for preventing violent radicalisation and extremism, which is relevant to media education. It highlights the importance of promoting media literacy as a means of preventing radicalisation. Media literacy is also promoted by the fact that in their action plan, the police have sufficient capabilities to intervene in hate crimes and punishable hate speech. The Finnish Competition and Consumer Authority acts as an expert in consumer education. In addition to its supervisory duties, it produces materials related to media and advertisement in particular by the means of consumer education. From the perspective of lifelong learning, con-

sumers' competence regarding advertising and other use of media promotes media literacy.

The National Institute for Health and Welfare (THL) investigates and monitors the health and well-being of the population and prepares measures that promote them. The National Institute for Health and Welfare monitors children, adolescents and parents' media behaviour in families with children and its relation to health, well-being and lifestyle. Additionally, the National Institute for Health and Welfare produces information to improve media literacy and issues recommendations.

Statistics Finland promotes competence in reading and using statistics in collaboration with educational institutions, by producing materials, organising events and through communications.

The Finnish Transport and Communications Agency Traficom is an authority in permit, licence, registration, approval, safety and security matters in traffic and communications. The National Cyber Security Centre Finland develops and monitors the operational reliability and security of communications networks and services. Organisations produce and publish information on the safe use of media, such as guides intended for educators.

The Digital and Population Data Services Agency promotes the digitisation of society, safeguards the availability of data and offers services related to the life events of its customers. The agency is a national supporter of actors who offer digital support services<sup>26</sup>.

The Data Protection Ombudsman is a national supervisory authority that supervises compliance with privacy legislation. The Data Protection Ombudsman's duties include the promotion of awareness of the risks involved in the processing of personal data as well as the related regulations, precautions, rights and responsibilities.

From the perspective of media education, some of the key centres of expertise at a national level in the 2010s were the Centre of Expertise for Digital Youth Work in Finland, Verke, and the centre of expertise for youth information and counselling, Koordinaatti. The centres of expertise for youth services, financed by the Ministry of Education and Culture, develop and promote competence, expertise and the flow of information regarding youth services as set out in the Finnish Youth Act.

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<sup>26</sup> Digital support services refer to guidance in the use of online services and smart devices. Public services are being digitised, and not everyone has the means to use digital services. Digital support services help those who need support.

## NATIONAL ASSOCIATIONS AND NETWORKS

Associations act as media education experts, influencers, developers and communicators, and they are involved in the practical implementation of media education. Associations often have strong regional networks and their activities often reach local level. The activity is typically based on their familiarity with a specialist area and group, and the promotion of media literacy is one content area among many others. Some of the associations in the sector provide media education as their main activity.

A key actor among the associations in the media education sector is the Finnish Society on Media Education. A large proportion of the active organisations in media education in Finland are members of the Society. Another organisation that provides and models practical activities in media education as its main task is the Media Education Centre Metka, and Koulukino (School Cinema Association), among others, promotes film education as a part of media education. Children and adolescents are in fact the population group that has been taken most comprehensively into account in the organisations in the media education sector. There are a multitude of active associations in the child and youth sector that focus on media education in the promotion of the well-being of children and adolescents. Examples of these organisations include the Mannerheim League for Child Welfare, Save the Children Finland, the Finnish Parents' League and the Finnish 4H Organisation. However, media education organisations do not limit their activities to children, adolescents and families with children. Organisations such as the Finnish Lifelong Learning Foundation, Finnish Pensioners' Federation and the Central Union for the Welfare of the Aged, among others, have been active in the improvement of adults' media literacy.

National associations in the audiovisual sector are also active in the field of media education, such as media arts and film distribution organisations that implement media and film education projects, publicise information on copyright matters and participate in the development of media education. The associations in the audiovisual sector also develop and facilitate regional and local activities. Examples of long-term activities include the media camps organised by the association of communications education Viekas and the free-of-charge learning materials for all professional educators in the Mediataide kasvattaa! online service provided by the Centre for Finnish Media Art. Among the copyright associations, the Copyright Information and Anti-Piracy Centre (CIAPC) provides information on copyright matters, acts as an expert in copyright enforcement and piracy, and produces copyright education projects. Kopiosto ry provides education and promotes competence in copyright in educational institutions and produces materials

that support competence in copyright matters. Kopiosto provides educational institutions licences to copy and permission to use television programmes, which makes it possible to use versatile media content in instruction. The Union of Local Youth Councils in Finland promotes the development of media literacy and media skills of the members of youth councils. Many of the actors in the global education network of NGOs, coordinated by the Finnish Development NGOs – Fingo, are involved in media education. The Finnish Association of Art Schools for Children and Young People represents four of the nine art forms in basic art education: visual arts, architecture, crafts and media arts.

### SUPPORTING MEDIA LITERACY IN THE MEDIA SECTOR

A long-term promoter of media education among companies in the media sector is Yle, the Finnish public service media company, which actively produces media education materials on its websites. As an example, the Dig-tireenit website offers citizens a wide range of freely available materials for independent learning, and the Yle Uutislukka (Yle News Class) media education activities are targeted at adolescents between 11 and 18 years of age.

Media literacy is also promoted in the business world, in media sector associations and in organisations engaged in the representation of interests. The current operational environment in the media sector is characterised by digitality, internationality and global competition for market areas and audience. New business models as well as service and product concepts are constantly investigated and developed in the sector, and user needs related to changes in reading habits, for example, are researched. In the media sector, the promotion of media literacy is connected with teaching people to consume media and acquisition of future readers and users of other content. Media literate people value and select versatile and responsibly produced content. Thus, media education supports not only democracy based on reliable information and education but also the consumption, production and dissemination of versatile content and, as a result, the economy and employment in the creative sector.

The Finnish Newspapers Association has long organised its Sanomalehti opetuksessa (Newspaper in teaching) activities across the country and thus contributed to media education in Finland. The activities have become an established part of the collaboration in media education between newspapers and schools, and Newspaper Week has already been a part of Finnish media education landscape for more than 20 years. The Finnish Newspapers Association produces media education materials for educational purposes. The col-



laborative forum in the magazine sector, the Finnish Periodical Publishers' Association Aikakausmedia also actively produces media education materials for educational purposes. The organisations representing the interests of the media sector promote the use of their members' media content in society, produce research and other information on the use of media, and organise campaigns. In promoting media literacy, the organisations engaged in the representation of interests collaborate actively with national organisations involved in and authorities responsible for media education.

Many companies in the media sectors are also active in promoting media literacy. Television channels, for example, have supported media education activities by broadcasting public service announcement videos free of charge. Newsrooms are doing significant journalism education as a part of their basic work. News media, for example, increasingly justify their journalistic decisions to their readers and explain the principles of responsible journalism and the differences between journalistic and other content. Various online service and platform providers as well as gaming companies have already promoted media literacy for years. Their methods are varied: companies may provide media education content in their services, financially support organisations that provide media education, organise campaigns in collaboration with other organisations or offer their products free of charge for use in youth work or educational purposes or as prizes in connection with various campaigns.

#### UNIVERSITIES, INSTITUTIONS OF HIGHER EDUCATION AND OTHER RESEARCH ORGANISATIONS

Universities, other institutions of higher education and other research organisations promote the broadening of the knowledge basis in media education based on up-to-date high-quality research. Research data is relevant in the work of all other parties involved in media education. Universities are engaged in and provide the highest level of teaching in scientific research. Out of the ten universities in Finland that offer studies in culture, art, communications or education, eight are engaged in continuous research and teaching in media education. The studies typically consist of individual courses in different disciplines, or the subject matter forms a part of other courses. Media education can be studied as major subject leading to a master's degree at the University of Lapland, and as a minor subject at the University of Helsinki. It is also possible to obtain a doctorate in media education at the universities. Tampere University and the University of Lapland have chairs of media education. At some universities, instruction, research and development activities in the

field of media education are offered in a separate unit or as a separate field. At the University of Lapland, there is a Media Education Hub that focuses on instruction and research in media education. International research organisations and foreign universities also provide research data that is relevant to media education. Media education is also included in the course offerings of various universities of applied sciences as individual courses or packages of courses. In addition to institutions of higher education, the Finnish Youth Research Network and the Foundation for Cultural Policy Research Cupore have been the most important parties involved in research activities from the perspective of media education. Institutions of higher education also organise media education seminars, exhibitions and events that are open to the public.

## INTERNATIONAL ENVIRONMENT

This subchapter provides a brief overview of the international situation. Particular attention will be paid to the promotion of media literacy in Europe between 2013 and 2019.

The promotion of media literacy and other digital competences has been on the European agenda for more than ten years (European Commission 2009). Nevertheless, in the late 2010s media literacy has emerged on a large scale in an increasing number of strategy documents and recommendations. In addition to technological advances, concerns about the spread of disinformation, populism and hate speech, awareness of the significance of privacy protection and identification of various media skills as a part of lifelong learning more broadly than before can be seen as reasons behind the changes.

Media literacy has also been promoted actively at a practical level in Europe. For instance, a report published in 2016 summarised a total of 547 media literacy projects and 189 different networks that promote media literacy. In addition to Finland, national media education theme weeks or days are organised every year at least in France, the Netherlands, Croatia and Ireland (European Audiovisual Observatory 2016).

It was not possible to draft an overview of the status of media education in the curricula in different countries in connection with the drafting of this policy description, nor is there up-to-date research data on it even regarding EU Member States. The curriculum progresses in different countries progress at different paces, terminology varies from country to country, and in some countries, curricula are different in different regions or for different language groups, which makes it difficult to investigate the issue. However, media literacy or media education is not included in basic education as a separate, obligatory subject in any EU Member State. In the countries in which media lit-

eracy is clearly included in basic education, it is included in the curriculum as integrated subject matter. In addition to Finland, such countries include Hungary and the Czech Republic<sup>27</sup>. In Sweden, for example, media literacy is not mentioned as a separate skill in the curriculum, but objectives related to the understanding and use of media are included in various subject-specific and general learning objectives<sup>28</sup>. According to a survey conducted in 2014<sup>29</sup>, media literacy was most commonly instructed in connection with mother tongue or arts in the EU Member States. There are also major differences between the activity and coverage of media education in different countries. For example, some countries were unable to name the 20 media education projects requested in the material collection for the aforementioned report (European Audiovisual Observatory 2016), and in others, the contact persons reported a difficulty choosing due to the abundant number of projects.

## PROMOTION OF MEDIA LITERACY IN THE EUROPEAN UNION

The most significant recent change regarding the promotion of media literacy was the amendment of the Audiovisual Media Services Directive (EU 2018/1808) in 2018. According to the Article 33a of the Directive, Member States shall promote and take measures for the development of media literacy. Moreover, the Member States must report to the European Commission on the measures implemented every three years. For the first time, all EU Member States are obliged to promote media literacy.

The Commission shall steer several expert groups that are important in terms of media literacy and media education, some of which only consist of the representatives of the Member States, and others, of both representatives of the Member States and stakeholders. The Media Literacy Expert Group<sup>30</sup> has focused particularly on issues related to media literacy, but the work of other groups, such as The European Regulators Group for Audiovisual Media Services (ERGA)<sup>31</sup> and Safer Internet for Children Expert Group<sup>32</sup> are also highly relevant in terms of media literacy. In recent years, the Commission has focused on fighting disinformation and, as a consequence, promoting media literacy. The communication from the Commission, published

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<sup>27</sup> McDougall, Zezulakova, van Driel & Sternadel 2018

<sup>28</sup> Skolverket 2018

<sup>29</sup> Hartai 2014

<sup>30</sup> Media Literacy Expert Group.

<sup>31</sup> The European Regulators Group for Audiovisual Media Services (ERGA).

<sup>32</sup> Safer Internet for Children Expert Group.

in 2018, on tackling online disinformation<sup>33</sup> encourages the Member States to include media literacy in their education policies as well as to support and train teachers in teaching it.

As a practical measure to promote media literacy, the European Commission has allocated a small grant (€500,000 per year) exclusively to media literacy since 2016 in the Media Literacy for All application for grants<sup>34</sup>. In 2019, the Commission also organised the first European Media Literacy Week<sup>35</sup> theme week. The key role of the fight against disinformation in the Commission's media literacy work is reflected in the fact that in 2019, it was the dominant theme of both the theme week and applications for grants.

Many other sources of funding have also granted significant financing to media literacy work. The Safer Internet programme can be regarded as the most important one. It implements the European Strategy for a Better Internet for Children (European Commission 2012). A Safer Internet Centre operates in almost every European country, with support from the programme. In Finland, the Centre is operated in collaboration with the National Audiovisual Institute, the Mannerheim League for Child Welfare and Save the Children Finland. Together, the Centres in different countries form the Insafe network, and they belong to the INHOPE network. The work conducted within the Insafe network aims to promote children and adolescents' media skills, participation, safety and awareness of the internet and digital communications technologies. INHOPE focuses on issues that concern children and adolescents' safety and well-being as well as, in particular, identification and removing from the internet of imagery depicting sexual abuse of children. The most visible part of the Safer Internet Centre activity in all locations is the participation in the annual Safer Internet Day theme day that is organised in over 140 countries globally. In Finland, the day is integrated into the broader Media Literacy Week. Projects relevant to media literacy have also received support at the EU level from the Erasmus+ and Horizon 2020 funding instruments, amongst others.

The promotion of media literacy is also included as one of the new specific targets of the new Creative Europe Programme (years 2021–2027)<sup>36</sup>. The programme will also grant financing to activities that promote media literacy. In connection to this, in 2019 the Council of the European Union (hereinafter the Council) also approved the conclusions on young creative generations

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<sup>33</sup> [Communication from the Commission on tackling online disinformation.](#)

<sup>34</sup> [Media literacy for All application for grants.](#)

<sup>35</sup> [European Media Literacy Week.](#)

<sup>36</sup> [Creative Europe Programme.](#)

(Council of the European Union 2019). The promotion of digital skills and media literacy is one of the five priorities in the considerations that the Council encourages Member States and the EU Commission to address.

So far, the media education activities implemented in the framework of the EU have focused strongly on children and adolescents. And yet, in 2018 the Council issued a revised Recommendation on Key Competences for Lifelong Learning (Council of the European Union 2018). The key competences include competences that are essential in terms of an individual's self-expression, health, employability and social inclusion. In this Recommendation, media literacy is included in the digital skills module.

#### THE COUNCIL OF EUROPE AS A PROMOTER OF MEDIA LITERACY

The Council of Europe promotes media literacy in many of its branches. In 2018, the Council published among others the recommendations on media pluralism and transparency of media ownership (Council of Europe 2018b) and on protecting the rights of the child in the digital environment (Council of Europe 2018a). In the former, Member States are urged to draft national media literacy policies and consolidate networking and sharing of best practices among actors. The importance of media literacy for people of all ages is highlighted. In the recommendations related to the rights of the child, media literacy is positioned as one of the digital skills that, according to the strategy, should be taught as part of basic education to all children.

Initiatives related to media literacy in particular have been carried out and materials have been produced in the field of digital civic education. In 2019, for example, the Council of Europe realised a Master Class online training course<sup>37</sup> on media literacy for teachers and other professional educators. The most visible of the projects of the Council relevant to media education were most likely the No Hate Speech Movement<sup>38</sup> targeted at adolescents in particular. The Council of Europe coordinated the project in 2013–2017, and local actors have continued the activities in several countries after the actual project period.

The European Audiovisual Observatory, which is a part of the Council of Europe, also conducts surveys on matters related to media literacy. In 2017, a Media Literacy Task Force for Global Education Development Expert Group<sup>39</sup> was established in the North–South Centre of the Council. Finland is also

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<sup>37</sup> Master Class online training course.

<sup>38</sup> No Hate Speech Movement.

<sup>39</sup> Media Literacy Task Force for Global Education Development Expert Group.

represented in the group. Furthermore, in 2019 the Council published a comparative analysis of the best European practices in promoting media literacy as a part of the activities of regulatory authorities for media in particular (Council of Europe 2019).

#### UNESCO AS AN INTERNATIONAL EXPERT IN MEDIA LITERACY

On a global scale, the most comprehensive active organization in the field of media education is the United Nations Educational, Scientific and Cultural Organization UNESCO. UNESCO addresses matters related to media literacy under the term media and information literacy, MIL.

Led by UNESCO, the Global Media and Information Literacy Week is organised every year in October. The Global Alliance for Partnerships on Media and Information Literacy (GAPMIL) network, which brings together media education organisations, also operates under UNESCO. UNESCO also produces and publishes various kinds of learning materials, information campaigns, online training courses and other resources for media literacy. UNESCO often collaborates with other actors in practical work. In 2019, for example, UNESCO organised MIL clubs in Jordan that aim to empower adolescents with EU funding, and an event related to media literacy as a part of the UNESCO General Assembly in collaboration with Finland.

#### 4.7 MEDIA EDUCATION IN NATIONAL POLICY DOCUMENTS

At policy level, media education has been developed in Finland for a long time<sup>40</sup>. In 2004, the Ministry of Education published the *Mediäväkivalta. Lapset ja media* (Violence in the media. Children and the media) action plan that also included a plan for the development of media education. In 2007, the Office of the Ombudsman for Children published a proposition for the development of media education for children and adolescents in collaboration with the *Kerhokeskus – koulutyön tuki ry* association. That same year, the Ministry of Education published a proposition for an action plan for the development of media skills and competence as a part of the promotion of civic knowledge and information society skills. In 2011, the National Board of Education published the *Lapset ja nuoret mediaosallistujina* (Children and adolescents as participants in media) action plan that

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<sup>40</sup> Dunås (2014); Kotilainen (2014); Kotilainen & Kupiainen (2014); Uusitalo (2015).

supports participation. In 2013, the Ministry of Education and Culture published cultural policy guidelines for the promotion of good media literacy for 2013–2016.

In addition to its sector-specific policy documents, media education is also included in broader policies in different administrative sectors. Subject matter that is relevant to media education has been addressed not only in the Ministry of Education and Culture but also as a part of the activities in the administrative branches of the Ministry of Transport and Communications, Ministry of Social Affairs and Health, Ministry of Justice and Ministry of the Interior. The breadth of the administrative sectors relevant to media education reflects the diversity of the matter and the related phenomena. In this policy document, media education is considered from the perspective of the administrative sectors of the Ministry of Education and Culture in particular, while also acknowledging the cross-administrative nature of media education.



## 5 IMPLEMENTATION OF THE POLICY

In Chapter three (p. 14), the national policy for media education summarise the objectives of the entire field of media education and the related proposals for action. The proposals were compiled based on the data collected while preparing the policy (cf. Annex 1), and they summarise the objectives of the participants concerning the future directions of development of media education.

All organisations from different sectors of society that are involved in media education and activities related to media literacy are encouraged to participate in the implementation of the policy. The idea is that all actors review the objectives and proposals for action from the perspective of their tasks and contribute to the measures that they find appropriate.

The following subchapter specifies the measures taken by the central government to implement the policy in more detail.

### 5.1 IMPLEMENTATION OF THE POLICY IN THE CENTRAL GOVERNMENT

#### THE MINISTRY OF EDUCATION AND CULTURE

The Ministry of Education and Culture will initiate measures that develop children and adolescents' programming, media literacy and ICT skills at school and in their leisure time, and support the teaching of transversal competences. Basic education should give children and adolescents knowledge and skills that they need in life. These include media literacy and information and communications technology skills necessary in studies and working life, for example. These skills are also essential elements of civic competence that everyone should be entitled to as equally as possible from basic education onwards.



In the future, the Department for Art and Cultural Policy of the Ministry of Education and Culture aims to allocate development funds for media education to measures that are aligned with this policy document.

The development of the media education activities carried out by libraries is supported as a part of the government subsidies allocated to libraries. Themes for 2020 include active citizenship, democracy and freedom of speech, promotion of reading, lifelong learning, the effectiveness of libraries, new operating models and sustainable development. As a part of the promotion of reading, the multiliteracy of all population groups is supported. This also includes media education. The available budget for 2020 is about 2.2 million euros.

The youth work and the youth policy programme for 2020–2023, currently under preparation, contains objectives for youth policy with aims including to develop adolescents' inclusion and means of influencing, enable enjoyable hobbies, prevent bullying at school and in leisure time, prevent discrimination and coordinate the prevention of grooming on social media. The objectives include actions to be implemented in collaboration with different ministries as well as municipalities and non-governmental organisations.

The programme also contains focus areas for the eligibility of centres of expertise for youth services to receive state aid. The activity of the centres of expertise in the programme period aims to develop municipal youth work by consolidating information production and spreading good practices in different areas of youth work and ways of working. Moreover, it aims to develop online democracy tools and digital youth work as content, tool and operating environment. The operations of the centres of expertise also emphasise collaboration between youth services and education services.

## THE MINISTRY OF TRANSPORT AND COMMUNICATIONS

The Ministry of Transport and Communications and the Finnish Transport and Communications Agency support the implementation of the policy. The Finnish Transport and Communications Agency participates in the Media Literacy Week and contributes to media education work with its expertise on the safe use of the internet. The Ministry of Transport and Communications organises common events for interest groups comprising of representatives of the media sector and authorities. Themes and topics related to media literacy are also addressed in these events. The Ministry of Transport and Communications also produces and commissions research and data related to the media sector and policy that can also be used in the implementation of the policy for media education. Moreover, the Ministry of Transport and Com-

munications is responsible for the implementation of the Audiovisual Media Services Directive and monitors its effects after the related national legislation comes into force.

#### THE MINISTRY OF JUSTICE

The Ministry of Justice works to reduce inappropriate influencing of voters and to identify political disinformation. The Ministry recognises the significance of media literacy with regard to the groups or individuals that are particularly vulnerable to being targeted with the kind of influencing that erodes confidence in democratic decision-making. The Ministry aims to increase the awareness of authorities, political parties, media and citizens of inappropriate influencing of voters and in identifying it. The Ministry is investigating means of intervening in disinformation and interference with the preconditions for political activity.

The Ministry of Justice takes the national media education policy into account in the preparation of its national democracy programme. The Ministry emphasises the significance of children and adolescents' as well as adults' media literacy as a factor that contributes to the consolidation of democracy in democracy and human rights education, for example. The Ministry recognises the significance of media literacy and media skills in the development of and communication on online democracy services.

The Ministry of Justice coordinates the Facts Against Hate project that aims to improve the efficiency of the work against hate crimes and hate speech. The project also comprises activities that promote the perspective of media education, such as education for various target groups on hate speech.

#### THE PRIME MINISTER'S OFFICE

The Prime Minister's Office coordinates the activities of the authorities related to the information influencing. Since 2014, the activities have focused on increasing awareness of information influencing in society. In 2020–2021, educational activities are planned to be improved by means such as producing educational and informational materials for schools and educational institutions for media education concerning the information influencing. Social media and the related algorithms, machine learning and artificial intelligence are changing fast, which in turn has a major impact on the selection of the information that citizens receive, and on the entire process of democracy. The educational and information materials are prepared in collaboration with other authorities.

## THE NATIONAL AUDIOVISUAL INSTITUTE (KAVI)

The National Audiovisual Institute KAVI is the party responsible for coordinating and monitoring the implementation of the Media Literacy in Finland -policy. The policy and the related activities are communicated using the [medialukutaitosuomessa.fi](http://medialukutaitosuomessa.fi) website, which the National Audiovisual Institute runs. In 2020, the National Audiovisual Institute will be updating its own action plan for media education in accordance with the policy and using its resources to support the implementation of the policy. For example, the National Audiovisual Institute offers consultation on the preparation and implementation of various kinds of media education plans free of charge, where possible. The National Audiovisual Institute promotes media education by offering training to professionals in different sectors, such as employees of the central government. The National Audiovisual Institute also welcomes any proposals for improvement or collaboration that concern the implementation of the policy, and answers any questions regarding media education in general. Moreover, the National Audiovisual Institute produces information on media education and its implementation at a national level, and publishes media education materials free of charge in its Media Literacy School online service ([www.mediataitokoulu.fi](http://www.mediataitokoulu.fi)). The service is also used for disseminating learning materials produced by other organizations. The Media Education Forum (Mediakasvatusfoorumi) event that the National Audiovisual Institute organises annually supports networking between the different actors and the development of the sector, and disseminates up-to-date information on the implementation of the policy.

The feature-length films that the National Audiovisual Institute owns were published for online viewing free of charge in December 2019. At the same time, the renewed ELONET database was integrated into the Finnish [finna.fi](http://finna.fi) online service. In addition to feature-length films, ELONET contains about two thousand advertising films, documentaries, censored materials and other film clips from a period of over a hundred years. Wartime news reports and Finlandia reports are also available for free viewing. ELONET is a free service for private individuals and for cultural and educational use. Thus, it improves the equal opportunities to access audiovisual media education in a significant manner. The ELONET content cannot be used for commercial purposes without permission from the National Audiovisual Institute.

## THE NATIONAL AGENCY FOR EDUCATION

The Finnish National Agency for Education provides continuous information guidance to promote media education for those who provide early childhood education, preschool and basic education, upper secondary education, vocational education and liberal adult education.

In connection with the renewal of the online service of the Finnish National Board of Education, the online content related to media education is to be consolidated, its availability improved and new pedagogic materials produced.

The state-financed training for teachers and early childhood educators consolidates the pedagogic competence, subject-matter expertise and vocational competence of the personnel at early childhood education units, schools and educational institutions. The development of transversal competence, pedagogy of multiliteracy and challenges of digitisation, among other things, are taken into account as much as possible in the selection criteria and themes of the applications for state aid for state-funded education services and early childhood education.

The National Agency for Education supports schools and educational institutions in promoting a respectful and democratic culture of discussion and interaction, self-expression and communication as well as prevention of violent extremism and hate speech by means of media education.

The National Agency for Education encourages providers of early childhood education to develop child-oriented pedagogy that emphasises the child's inclusion and listening to the child when preparing and implementing local curricula for early childhood education, and produces pedagogic materials for planning and implementing broad-based skills and objectives and content of learning topics in different modes of operation of early childhood education.

The National Agency for Education supports the providers of preschool and basic education in the development of the curriculum (OPS2016) and consideration of transversal competence areas (particularly multiliteracy) in the instruction.

The National Agency for Education also supports the local curriculum work of the providers of upper secondary education (LOPS2021) by considering the areas of transversal competence, such as multidisciplinary and creative expertise, social competence and global and cultural competence in the focus areas, forms and means of supporting the implementation. In the development of upper secondary school diplomas, attention will be paid to the demonstration of multiliteracy as well as ICT skills.

The National Agency for Education monitors the development of available studies in media arts in the extended and general syllabus for the basic art

education and produces online materials to support the providers of education.

The Lukuliike project coordinated by the National Agency for Education will continue its work in implementing the guidelines for literacy. They include boosting children and adolescents' interest in reading, supporting communities in which children grow, improving the expertise of professionals and consolidating literacy structures at national level. An important measure is to support the realisation of the objectives described in the national policy for media education at individual, municipal and national levels. In early childhood education and at schools, the Lukuliike project supports the realisation of media education and multiliteracy in phases within its pilot projects, and extends its activities each year. The Lukuliike project is conducted in close collaboration with the national development library as well as media educators and players in the field of literacy at national level while encouraging them to build networks and share their expertise.

#### THE FINNISH COMPETITION AND CONSUMER AUTHORITY

The Finnish Competition and Consumer Authority produces materials that are relevant for lifelong learning of media skills to support education and instruction. Materials regarding consumer rights and responsibilities, forms of advertisement and new phenomena are produced for the website [kkv.fi](http://kkv.fi) and social media channels of the Finnish Competition and Consumer Authority. Additionally, content related to skills in using media with a focus on the recognisability of advertisement and media as a payment method, means of conclusion of a contract and means of trading is also produced.

Consumers' media skills are developed in collaboration with stakeholders and in networks and collaborative projects with learning experts.

Digitisation and skills in the use of media are closely linked to consumer skills. Hence, the issues related to consumers' media skills are also integrated into the statutory educational duty of the Finnish Competition and Consumer Authority.

#### DIGITAL AND POPULATION DATA SERVICES AGENCY

The digital support services of the Digital and Population Data Services Agency function as a link between the regional councils that receive state aid for digital support (14 regional councils) and the media education sector. Communications and collaboration include participating in the preparation of the Media Literacy Week. Publicly available materials produced by the

agency, such as learning materials and games, can be used in media education. The status report provided by the digital support services of the Digital and Population Data Services Agency and information on the change in the citizens' digital skills also support the promotion of media education in Finland, as appropriate.

#### THE FINNISH HERITAGE AGENCY

The Finnish Heritage Agency implements the media education policy by communicating and disseminating information in its sector and through its public activities. The Finnish Heritage Agency supports projects related to media education realised by actors in its sector, such as museums, by granting state aid.



## 6 FOLLOW-UP

The National Audiovisual Institute regularly studies and evaluates the implementation of the policy in collaboration with stakeholders and the Ministry of Education and Culture by conducting surveys or with the help of panels of experts, for example.

The follow-up is conducted simultaneously with the reporting on implementation of the Audiovisual Media Services Directive (AVMS). A schedule for the follow-up will be drafted in 2020. Research and survey data resulting from media education at national, regional and local levels is used in the follow-up. The need to update the policy is evaluated based on the data collected in the follow-up process.

## ANNEX 1: PREPARATION PROCESS

In 2013, the Ministry of Education and Culture published cultural policy guidelines for good media literacy for 2013–2016. The need to update the policy guidelines was identified due to changes in media culture and more extensive target groups of media education.

The government resolution on the Media Policy Programme was approved on 5 July 2018<sup>41</sup>. The objectives and measures defined in the government resolution aim to secure the diversity of Finnish media and preconditions for Finnish journalism as well as to improve citizens' opportunities to receive reliable information. One of the programme's objectives is to consolidate media literacy and media skills and to target media education at new target groups. One of the measures defined in the Media Policy Programme was to update the national policies on media education.

The Ministry of Education and Culture assigned the preparation of the policy update to the National Audiovisual Institute. The preparation was conducted in broad-based collaboration with actors in the field during 2019. The diversity of media education was taken into account using various kinds of hearing procedures.

The preparation was based on an online survey conducted in spring 2019 that was open to everyone, open planning workshops organised in different parts of Finland in spring 2019 and interviews with professors of media education. Policy documents related to media education from different administrative sectors were considered in the preparation. A total of 58 private individuals and professionals representing 41 organisations from different sectors responded to the online survey (Annex 2). In the online survey, the respondents were able to share their insights into the current state of media education, its implementation, target groups and themes, as well as the strengths, challenges, values and principles of media education in Finland. The survey

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<sup>41</sup> The Finnish Government. (2018). Government resolution on the Media Policy Programme.



also enquired as to the respondents' insights into the future of media education and the significance of the policies and putting them into practice. About 80 people attended the open planning workshops organised in Jyväskylä, Oulu, Turku, Tampere, Rovaniemi, Helsinki and Joensuu, almost all of whom agreed to the publication of their names in the policy document (Annex 3). Local and regional media education communities, local challenges in implementing media education and the attendees' insights into trends that should be considered in media education were mapped in the planning workshops. An electronic draft of the policy was open for comments on the lausuntopalvelu.fi online service. Altogether 71 parties gave their opinions on the draft (Appendix 4).

## ANNEX 2: ORGANISATIONS THAT RESPONDED TO THE ONLINE SURVEY<sup>42</sup>

We would like to extend our sincere thanks to everyone who responded to the online survey and participated in the preparation of the policy.

Aikakausmedia	University of Lapland	The Finnish Sámi Parliament
A-lehdet	Liekka Library	The Finnish Newspapers Association
Cinemaja ry	M&M Viihdepalvelu Oy	Satakunnan Elävän Kuvan Keskus ry
Finnish Pensioners' Federation	The Mannerheim League for Child Welfare	The Finnish Library Association
French-Finnish school in Helsinki	The Media Education Centre Metka	The Association of Cultural Heritage Education in Finland
Jyväskylän Art Museum	The Finnish Society on Media Education	The Finnish Parents' League
University of Jyväskylä, Teacher Training School	Voice of the Young editorial board / youth services / City of Helsinki	TAMK / degree programme in Media and Arts
The Finnish Lifelong Learning Foundation	The Ministry of Justice	City of Tampere, Education and Learning Services
KASKO Suutarinkylä Comprehensive School	The Finnish National Agency for Education	Tampere University
The Finnish Competition and Consumer Authority	Oulu City Library	Verke
Kino Tavast ry	City of Oulu, the Valve Film School for Children	Vihdin kuvataidekoulu
Municipality of Kirkkonummi, early childhood education	Save the Children Finland	The Non-discrimination Ombudsman
Kopioisto ry		Yleisradio Oy
Koulukino - Skolbio ry		
Kuopio City Library		
Kuvio ry		

<sup>42</sup> The list includes the organisations that the persons who responded to the online survey represent. Multiple respondents from the same organisation and private individuals were omitted.

## ANNEX 3: PARTICIPANTS IN THE REGIONAL PLANNING WORKSHOPS

We wish to extend our sincere thanks to everyone who participated in the workshops and preparation of the policy definitions.

Julia Alajärvi	Jani Kuosmanen	Päivi Rasi
Johanna Albert	Reijo Kupiainen	Pia Rask-Jussila
Aija Ameen	Jenni Lintunen	Juuso Repo
Sari Antikainen	Antti Lokka	Hanna Romppainen
Kristiina Anttila	Pia Lumme	Heli Ruokamo
Wonsuk Choi	Minttu Luomala	Raakel Saarinen
Satu-Maarit Frangou	Mari Maasilta	Saara Salomaa
Antti Haaranen	Mervi Maatela	Heidi Saramäki
Terhi Hannula	Piia Matikainen	Riikka Sirviö
Jukka Haveri	Pekka Mertala	Simi Susanna
Sonja Hernesniemi	Katri Mononen	Ruotsalainen
Laura Herva	Taina Myllyharju	Minea Taivalaho
Emmi Huhtanen	Ritva Nikola	Eeva Takala
Joonas Hyväjoki	Mervi Nikula	Kaisu Tapaninen
Marjaana Kangas	Miia Nurmilaakso	Piia Taponen
Reetta Kannas	Lauri Palsa	Tommi Tossavainen
Maikki Kantola	Eija Pelkonen	Sirpa Turpeinen
Elina Kauppila	Katri Pesonen	Johanna Uotinen
Ismo Kiesiläinen	Ari Pietilä	Mervi Vaara
Ira-Eerika Kopakka	Kaisa Pihlainen	Marja Vartiainen
Maria Korpela	Tuija Polo-Koret	Olli Vesterinen
Sirkku Kotilainen	Tarja Porsanger	Hanna Visala
Jarkko Kuittinen	Anna Pöyhönen	Hanna Vuojärvi
lita Kulmala	Kirsi Raitaranta	

## ANNEX 4: ACTORS THAT GAVE THEIR OPINIONS ON THE DRAFT OF THE POLICY

We would like to extend our sincere thanks to all operators that gave their opinions on the draft of the policy definitions.

Aalto University	The National Archives of Finland	The Mannerheim League for Child Welfare
The Finnish Association for the Development of Vocational Education and Training AMKE ry	Development Centre Opinkirjo	The Media Education Centre Metka
Amnesty International Suomen osasto ry	Kiesiläinen Ismo	The Finnish Society on Media Education
The Centre for Finnish Media Art	The Finnish Competition and Consumer Authority	Mertala Pekka
Celia	The Church Council	Nuori kirkko ry
ENTER ry	Kopiosto ry	The Ministry of Justice
Fingo ry	Koulukino – Skolbio ry	The Trade Union of Education in Finland, OAJ
Folkhälsans förbund rf	Kuvataideopettajat KUVIS ry	The Finnish National Agency for Education
Gradia, Jyväskylän Lyseon lukio	Lahti City Library – media education and music services	Osuuskunta Dadamedia
Haaga-Helia University of Applied Sciences Ltd – digital economy unit	University of Lapland – Faculty of Education	Oulu City Library
Helsinki City Library – a library tasked with the national development responsibility	Media Education Hub	City of Oulu – the Valve Film School for Children
City of Helsinki	The Ombudsman for Children in Finland	Save the Children Finland – digital welfare and the rights of the child
University of Helsinki, Faculty of Educational Sciences	The Early Childhood Education Teachers Union of Finland	The National Police Board
The Finnish league for Human Rights	The Ministry of Transport and Communications – Services Department	The Finnish Sámi Parliament
The Finnish Association of Adult Education Centres	Regional State Administrative Agency – Western and Inland Finland	The Finnish Newspapers Association
		SETA ry., Finnish association for sexual and gender minorities

The Finnish Confederation of Professionals STTK, regional committee for Lapland	The Union of Local Youth Councils in Finland	Statistics Finland – Information service and Communication unit
The Finnish National Union of Vocational Students – SAKKI ry.	The Teacher Student Union of Finland, SOOL	The Ministry for Foreign Affairs – Department for Communications
The Finnish Library Association	Finnish Museum of Photography	The Ministry of Finance – Public Governance Department
The Finnish Association of Art Schools for Children and Young People	The Finnish Parents’ League	Verke / the City of Helsinki’s Youth Services- the Centre of Expertise for Digital Youth Work in Finland
Suomen Lastenhoitoalan Liitto ry	Finnish Environment Institute (SYKE)	Population Register Centre
The Union of Upper Secondary School Students in Finland	City of Tampere – Welfare Services	Yhdenvertaisen kulttuurin puolesta ry – Culture for All service
The Finnish Museums Association	Tampere University – Faculty of Education and Culture	Council for Public Libraries
	The Copyright Information and Anti-Piracy Centre	
	Museum of Technology	
	Telia Finland Plc	
	Tietojohtaminen ry	
	The Office of the Data Protection Ombudsman	

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