Media and Information Literacy Policies in Germany (2013)

HANS-BREDOW-INSTITUT
for Media Research at the University of Hamburg

Universität Hamburg
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Experts:

Rudolf Kammerl, Media Education and Aesthetic Education, U. of Hamburg

Uwe Hasebrink, Hans Bredow Institute for Media Research, Hamburg

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1. Dimension	(short) Historical background

What are the recent (1980ies on) political, social, economic and cultural conditions that have created the present-day media education policies and structures?

Over the last decades, it has been a consistent phenomenon that media education policy is not an issue of its own right. Instead media education came into play as a side-discourse whenever new media phenomena occurred. In the early eighties these were violent videos, in the late eighties the diffusion of cable and satellite television and, linked to that, the admission of commercial broadcasting. In both cases media education was expected to limit the potential negative effects of new media developments. Beginning in the early nineties, another discursive element entered the field that emphasized the need of media education as a means to prepare young people for the challenges of the emerging information society. This argument still holds and has been fuelled by rather disappointing rankings of Germany in internationally comparative studies on young people's knowledge and intellectual capabilities.

Based on these serious discursive arguments – the protection against negative media influences through a higher level of coping and resilience, and media literacy as a key qualification for today's economies, cultures and societies – media education as well as media literacy have become buzzwords in public and political discourses on media developments. However, due to conflicting and unclear political competences regarding this policy field (see below), almost no concrete political and/or legal instruments have been implemented over the years. The discrepancy between media literacy on the one hand as a societal objective that is referred to in almost all political speeches and programs, and on the other hand as a policy field without any concrete progress sometimes lead to quite an ambivalent reputation of the concept as a whole.

What was done in media education policies prior to European recommendation? With what actors? Overcoming what resistances? Around any controversies?

Beyond the discursive arguments that have been outlined above it is important to note that the European recommendation ("A European approach to media literacy in the digital environment", Communication of the EU Commission, Dec. 20, 2007) as well as related recommendations did not mark a clear point of change in German politics. Thus it is not possible to speak of media education policies "prior" or "after" this

recommendation. So far, these recommendations of the EU commission have not been implemented in Germany.

Was media education presented as a tool to address the contemporary crisis in educational systems? Was it associated to major reforms or reform movements?

Due to the ongoing process of mediatisation of all areas of everyday life it is obvious that media education has been discussed as a relevant or even necessary tool to address the contemporary crisis in educational systems. In chapter 6 we will elaborate on the main ideas and concepts that have been developed in this respect and to what extent they have been implemented in concrete reform processes.

2. Dimension	Legal policy framework

What is the official designation and legal definition of media education? What other words are associated to it?

There is no legal definition of media education and related concepts for Germany. And there is no central body that is in the position to decide on such a legal definition (see below). In most official documents on this policy area we find the following concepts: "Medienkompetenz" as the corresponding word for media literacy; „Medienpädagogik" (media pedagogy) as the profession that sets out to further media literacy; "Medienerziehung" as all pedagogical activities aiming at furthering media literacy – this word comes closest to media education; "Medienbildung" as another, slightly broader designation of media education. As in other countries, the concept of literacy is also combined with all kinds of specific media and media related activities, e.g. film or computer or internet or reading or information literacy.

Does the law designate a clear authority to oversee media education? If so, describe (located in ministry of education, culture, regulatory media authority…).

Within the federal structure of the German political system, culture and education fall under the responsibility of the 16 states ("Länder"). Thus, the whole school sector as well as most aspects of media regulation are organised on a regional level. As a rule, each state has a ministry for education that is responsible for schools; in most cases there is another ministry for social affairs and/or for families and young people that deal with children and youth related issues, except general education. The responsibility for broadcasting media is located at the regional level, too; each state – sometimes together with a neighbouring state – has its own legal basis for broadcasting. As a consequence, public broadcasting as well as the regulatory authorities for commercial broadcasting are organised on the states' level, too.

In order to coordinate the states' policies in this area, the "Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany"[1] (German abbreviation: KMK) unites the ministers and senators of the states responsible for education, higher education and research, as well as cultural affairs. This Standing Conference has drafted some of the most relevant legal documents in the area of media education and media literacy (see below).

A similar kind of cooperation has been established in the media field. Media related issues with national scope are regulated by interstate treaties. The two most relevant ones for the area of media education and literacy are the "Interstate Broadcasting Treaty in Unified Germany"[2] and the "Interstate Treaty on the Protection of Human Dignity and the Protection of Minors in Broadcasting and in Telemedia"[3]. Furthermore, the regional media authorities have built a national representation: "die medienanstalten"[4] (the media authorities) set out to coordinate any issue that requires solutions on a national level. One of its relevant bodies is the Commission for the Protection of Minors in the Media (KJM)[5]. It is in charge of assessing commercial broadcasting and online media content with regard to the protection of minors; as such, this commission is a key player in the system of regulated self-regulation or co-regulation that has been implemented in the area of youth protection (see below). Its decisions are implemented by the media authority in charge of the respective content or service provider.

On the federal level, at least two ministries of the Federal Government are in charge of issues related to media education and media literacy. At first place there is the Federal Ministry of Family, Senior Citizens, Women and Youth (BMFSFJ) that defines the support of media literacy and the protection of minors as a core political objective.[6] In

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[1] See http://www.kmk.org/information-in-english.html.

[2] Dating from 31st August 1991, last amended by the 15th Amendment to the Interstate Broadcasting Treaties) of 1st January 2013; for an English translation see http://www.die-medienanstalten.de/ fileadmin/Download/ Rechtsgrundlagen/Gesetze_aktuell/15_RStV_english_01-01-2013.pdf.

[3] Dating from 10th-27th September 2002, in the version of the 11th Treaty for amending the Interstate Treaties with regard to broadcasting law (13th Interstate Broadcasting Treaty) in force since 1st April 2010; for an English translation see http://www.die-medienanstalten.de/fileadmin/Download/ Rechtsgrundlagen/Gesetze_aktuell/_JMStV_Stand_13_RStV_mit_Titel_english.pdf

[4] See http://www.die-medienanstalten.de/en/profile.html.

[5] See http://www.die-medienanstalten.de/en/profile/organisation/commission-for-the-protection-of-minors-in-the-media-kjm.html.

[6] See http://www.bmfsfj.de/BMFSFJ/Kinder-und-Jugend/kompetenzen-junger-menschen.html.

addition, the Minister of State in the Federal Chancellery and Federal Government Commissioner for Culture and the Media (BKM) is concerned with a broad range of media related issues linked with securing media diversity, regular assessments of the German media system, support for film productions, and media education.[7]

What are the legal documents (laws, recommendations…) framing media education policies? What are their stated goals (resource allocation, performance…)?

There are no laws framing media educational policies and, as a consequence, no overall allocation of resources. Relevant documents[8] that reflect the current state of public debate and the ambitions of political and educational resources and serve as orienting guidelines are: "Medienkompetenzbericht" initiated by BMFSFJ (see below, footnote 6) and a report by the Study Commission on the Internet and Digital Society German Bundestag[9].

Are there any mechanisms facilitating inter-ministerial relations on this specific issue?

There are no systematic mechanisms to coordinate the wide range of institutions and activities on the regional and national level. However, there have been some initiatives aimed at establishing networks or at least securing mutual information between the different actors. A recent example has been "Dialog Internet" (2010-2013), a multi-stakeholder platform initiated by the Federal Ministry of Family, Senior Citizens, Women and Youth (BMFSFJ). Among the activities of this platform was the "Medienkompetenzbericht" (report on media literacy), which includes experts' assessments on the state of media literacy in families, kindergartens, schools, and other institutions[10] as well as a data base providing information on institutions and projects that support media literacy.[11] While the data base is still work in progress – a first round of data collection has been organised in 2013 with responses from almost 80 organisations – this report and the tool of a data base come closest to an assessment of the state of media literacy in Germany as planned in the European Declaration.

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[7] http://www.bundesregierung.de/Webs/Breg/DE/Bundesregierung/BeauftragtefuerKulturundMedien/ medien/medienkompetenz/_node.html;jsessionid=FBDF18C495C52937BA93EE0FB07D9B01.s4t1.

[8] At the end of this document, links to important documents have been listed.

[9] See Media literacy. Second progress report by the Study Commission on Internet and Digital Society set up according to a Bundestag decision of 4 March 2010 (Bundestag printed paper 17/950); Printed paper 17/7286.

[10] See http://www.medienkompetenzbericht.de/bericht.php.

[11] See http://www.medienkompetenzbericht.de/datenbank.php.

Are there formal or explicit links with other entities or social actors that may deliver media education (private sector, civic sector)? Do they point to self- and co-regulatory mechanisms? Which ones?

Explicit links between politics and other social actors have been established in the area of the protection of minors against harmful media experiences.[12] The system includes self-regulatory organisations for different media sectors – television (FSF), online services (FSM), games (USK), cinema (FSK) – that organise procedures to ensure that children and young people are not confronted with media content that might cause harm. These procedures are assessed and supervised by the following regulatory bodies:

- KJM (see above) is responsible for broadcasting and online media.

- The Federal Review Board for Media Harmful to Minors (BPjM)[13] – following official requests from other administrative institutions, such as German youth welfare or police departments, or the KJM – examines films (DVD, BluRay, etc.), games (PC, Playstation, Xbox, Wii, etc.), music (audio CDs, etc.), printed media (books, comic books, magazines, brochures, etc.) and internet sites.

In addition, the 14 media authorities in the 16 regional states have taken responsibility in furthering media literacy. Each authority has developed quite a lot of projects, targeted at parents, kindergartens, schools/teachers, as well as at young people. Today, the media authorities belong to the most relevant players in the field of media literacy. Since they are organised on the regional states' level, the scope of many of these activities is limited to the respective region. An exception is the cooperation of authorities in "Klicksafe.de": This organisation acts as the German node of the European INSAFE network and provides a lot of material related to media literacy and youth protection on the internet.[14]

How are the relations between content editors and programme industries handled? Any disputes or dialogues? Any co-regulatory frameworks, guidelines? Any discrepancies between online and offline policies?

As described above, explicit co-regulatory frameworks have been developed for the area of protection of minors. In addition, many projects and initiatives aiming at furthering

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[12] See Schulz, W.; Held, T. (2006): Together they are strong? – Co-Regulatory Approaches for the Protection of Minors within the European Union. In: C. von Feilitzen, U. Carlsson (Hrsg.), In the Service of Young People. Yearbook 2005/2006 from the International Clearinghouse on Children, Youth and Media. Göteborg.

[13] See http://www.bundespruefstelle.de/bpjm/Service/english.html.

[14] See http://www.klicksafe.de.

media literacy try to involve all the stakeholders involved and there are specific cooperative projects. In April 2014, for instance, Google Germany and Klicksafe, the German INSAFE node, together released a German version of the brochure "The web we want", which has been edited by European Schoolnet.[15]

There are big discrepancies between online and offline policies – partly as a consequence of different traditions. Broadcasters have been subject to regulation for a long time, developed their own attitudes towards media literacy and youth protection, and also established organisational procedures in this area. Opposed to that, the wide range of content and service providers in the internet first started their activities without any reference to regulatory issues. It has been in recent years only, that in this area the awareness and consciousness of media literacy and related issues is also growing and becoming a part of corporate strategies. Implementing regulatory mechanisms in the online field is still quite a different political undertaking compared to other media, because on the civil society side there is a quite influential position strictly opposing any regulation of the internet.

Who is in charge of reporting to the state? To the European Union?

There is no formalised responsibility. The "Medienkompetenzbericht"[16] (see above), initiated by the Federal Ministry of Family, Senior Citizens, Women and Youth (BMFSFJ) and written by the GMK (Association for media education and communication culture) comes closest to the function of a general report on media education.

3.1 Dimension	Capacity-building: teacher training

Do media education policies address the issue of teacher training? How (initial training, continuous…)? For what school level (kindergarten/primary school/junior high/high school)?

In a declaration ‚Medienbildung in der Schule' (media education in school) the "Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany (KMK)" declared in 2012 that media education has

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[15]   See http://webwewant.eu.

[16]   See footnote 10.

to be a part of teacher training (initial and continuous) for every teacher (K12).[17] In this declaration, the KMK states clearly that media education needs to be established in an adequate and binding way as part of examination rules for educational studies and subject-related teacher training (first and second phase). It further calls for demand-oriented qualification and training courses to continue and supplement basic teacher training. These courses should provide teachers with media skills and media educational competencies that are necessary for work-related tasks (ibid., p. 7).

Furthermore, the above mentioned Study Commission on Internet and Society that has been set up by the Federal Parliament, defined media education as one core issue on its agenda. Its sub-committee "Education and Research" pointed out the necessity of teacher training at each educational level; and it demands – similar to the KMK – to integrate media educational competencies bindingly into basic and further teacher training.[18] Furhtemore it calls for a basic formation module on media education for all kinds of pedagogical training, which should be mandatory and relevant for examination (ibid.: 90).

It remains to be seen whether these policies will create a significant impact. Currently, not all German universities offer lectures and courses dealing with media issues as part of their teacher training program. In some states, curricula and teacher examination regulations demand the study of media issues. But there is no obligation at all.

For teachers, is media education a separate degree (with separate credits/certification) or is it part of other degrees (language/history/sciences/informatics…)? Is it optional or compulsory? How many hours of training/year are offered?

Each state has its own teacher training program. Usually, faculties involved in teacher training offer media education as part of other degrees – mostly as an optional part of educational studies. According to a report on the situation in 2013,[19] only one university with compulsory media education is currently known: As part of the initial teacher training at the University of Flensburg, students have to attend two courses on media education (5 ECTS).

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[17] KMK (2012): Medienbildung in der Schule (Media Education in School), http://www.kmk.org/fileadmin/veroeffentlichungen_beschluesse/2012/2012_03_08_Medienbildung.pdf (08.3.2012).

[18] See footnote 9, p. 89.

[19] Kammerl, R./Mayrberger, K. (2014): Medienpädagogik in der Lehrerbildung – zum Status Quo dreier Standorte in verschiedenen deutschen Bundesländern. In: Niesyto, H. / Imort, P. (Hrsg.): *Grundbildung Medien*. München: kopaed. (in Press).

A few German universities offer an additional qualification certificate. Pietraß and Hannawald (2008: 47f)[20] reported 13 institutions in Germany that offer such degrees.

This state of affairs seems insufficient to ensure that all future teachers acquire the necessary skills for teaching with and about media.

For students, do media education policies propose curricular development? Specific programs? Is it optional ? compulsory? At what school level (primary, high school…)?
Whether media education is a separate subject and whether media literacy is included as compulsory educational standard is decided separately by the policy of each state. It is difficult to outline the integration of media education into different curricula because of the diverging situation between the German states.

A systematic integration and an obligation to impart media literacy education do not exist. Media education is – depending on the respective state – usually not part of educational everyday life.

The analysis of curricula and framework plans of all states regarding a broadly impacting and compulsory promotion of media education gives a very heterogeneous image. Some states have special framework plans for media education in school, which are differentiated to varying degrees. In some cases, states devised levels of media literacy, determined age-specific goals according to spheres of activities, and listed specific instruction contents. Besides the framework plans on media education (Medienbildung), media educational requirements have been integrated into the curricula of individual subjects or into the comprehensive formal curricula of individual types of school. Approaches to media education can also be found as part of the subject "IT basics" (basics of information technology). Regarding implementation, all states adopt the approach of integrating media education into each subject and across all subjects. Broadly impacting concepts as well as sufficient standards for specific contents of media literacy, however, are still missing.

The state of Thüringen allows more space within the curriculum for an integrative course called "media studies" (Medienkunde). But even though approaches like this course or an embedding of media education into the framework plans are of compulsory nature, it is still not possible to ascertain whether an implementation into the daily

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[20] Pietraß, M./Hannawald, S. (2008): Der Stand der universitären Medienpädagogik: Professuren, Studiengänge und Studienabschlüsse. *Erziehungswissenschaft 2008* (36): 33-51.

routine actually takes place and whether all pupils achieve the educational goal "media literacy" (Medienkompetenz), since compulsory standards of education are lacking.

Last years, some states started to develop specific programs for media education. The states of North Rhine-Westphalia (NRW) and Hamburg both offer a media passport (Medienpass). Bavaria provides a "media driving licence" (Medienführerschein) for primary school pupils. In fall 2012, it introduced an online platform called "mebis" for all types of school throughout Bavaria. This platform is currently being tested by 90 reference schools for media education. "Mebis" is the acronym for media, Bildung (education) and service; the platform is offered by the virtual media center (Landesmedienzentrum) of Bavaria. Mebis provides an online media center, a central online platform (here: moodle) and also material, content and information on media education issues. As a development project, mebis further provides qualification courses for multipliers. The material for teachers includes content and curricular ideas. Use is optional for schools.

In none of the states mentioned above, the programs on media education reach the majority of students. Connections to a program of life-long learning are not integrated.

In order to assess the current situation correctly, it must be made clear that the implementation of media education at school often remains at a technical level and does not result in imparting media literacy.

Do media education policies propose a set of competencies that need to be achieved? Of indicators? What standard-setting instruments are offered? Do they distinguish between different components of media literacy (computer literacy, digital literacy, visual and film literacy…)?

Only a few states have closely described the literacy levels that should be reached in different age groups or types of schools. The "Hamburg Framework" (Hamburger Rahmenplan), for instance, provides rather specific guidance. For the field of media education, it stipulates five spheres of literacy for all grades and all types of schools: communication, information, visualization, design and analysis/reflection. The framework specifies standard requirements regarding "recognition", "assessment" and "activity" for each of the five spheres of literacy. Initial steps to include media education into the individual subjects have been taken, but measures to ensure that media education is compulsory and covers the whole federal state are still lacking.

In Germany, there are neither sufficient guidelines within the subject curricula regarding method and time of implementing media education, nor controls ensuring the actual implementation into regular school life. It is therefore necessary to incorporate media education further into the subject curricula, the course concepts, and the course materials, and to develop instruments for controlling proficiency and monitoring literacy levels. Without adopting measures for standard and quality assurance, reaching the literacy levels will remain wishful thinking. This shows clearly the need for action. Since monitoring instruments are still to be developed, research needs to be initiated. Currently, first instruments for information literacy[21] and computer literacy (ICILS 2013) are available. For the field of film literacy, however, there is nothing.

Several of these questions are currently researched in the German scientific community.
Comments

No teacher shall complete teacher training without acquiring media educational competence; at the same time, the development of media educational competence must be a compulsory part of further education. This requires drafting educational standards relevant for accreditation by the KMK and including them into the system of initial and further education.

In recent years, the theoretical and empirical foundation of media educational content in Germany was characterized by the concept of "media competence" strongly influenced by theoretical descriptions of Dieter Baacke (see Baacke, 1988; Herzig, 2004)[22]. Based on this competence theory approach, attempts were made to determine the professionalism of teachers' media educational activity using concepts of "media educational competence" (Blömeke, 2000)[23]. Tulodziecki and Herzig (2002, p. 58 ff.) as

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[21] See e.g. Balceris, M. (2011): Medien- und Informationskompetenz. Modellierung und Messung von Informationskompetenz bei Schülern. Dissertation. Parderborn 2011.

[22] Baacke, D. (1988): Medienkompetenz. Herkunft, Reichweite und strategische Bedeutung eines Begriffs. In H. Kubicek (Hrsg.), *Lernort Multimedia* (S. 22-27). Heidelberg. Herzig, B. (2004): Medienpädagogische Kompetenz. In S. Blömeke et al. (Hrsg.), *Handbuch Lehrerbildung* (S. 578-594). Kempten: Westermann.

[23] For Blömeke, this includes (1) personal media literacy of teachers, (2) their socialization-related, (3) media didactical, and (4) media educative competences as well as (5) their school development competence in the context of media. See Blömeke, S. (2000): Medienpädagogische Kompetenz. Theoretische und empirische Fundierung eines zentralen Elements der Lehrerausbildung (Media educational competence. Theoretical and empirical foundation of a core element of teacher training). München: KoPäd.

well as Spanhel (2001, p. 279)[24] have pointed out that it is necessary to include media educational competence into a general theory on teacher training. With the main professional tasks of teachers in mind[25], media educational competences need to be further specified on a theoretical and empirical level and to be included into teacher training.

3.2 Dimension	Capacity-building: *Teaching/training Materials and other relevant content*

Are there teaching resources and materials made available by law and policies? Do they address issue of intellectual property (exceptions for education….)? Is there scarcity or abundance of such materials? In national/local language or other languages?

By now, a multitude of materials and offers for promoting media literacy are available. Due to a ban on cooperation between the federal government and the states, all offers by the federal government address parents and non-formal education. Offers funded by the EU can be found there as well. The materials provided by Klicksafe (http://www.klicksafe.de/, the German node of the European INSAFE network), for instance, are well distributed and available in several languages. For schools, the materials are mainly adjusted to the respective framework on state level. In addition, the media authority of each federal state provides offers for schools – its extent depending on the financial funding of the respective media institute. A collection of materials assessed by independent reviewers can be found at http://www.verbraucherbildung.de/materialkompass.html.

And yet, materials that are integrated into curricula and subjects in a useful way are generally scarce. The available material does not fit the curricula. Since the curricula hardly ever stipulate specific times for the promotion of media literacy, such offers need to be integrated into the subjects. When combining the targets of subject courses with the targets of media literacy promotion while taking the state's curriculum into account, however, the results are often not very practical. This raises the question, whether such

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[24] Tulodziecki, G. & Herzig, B. (2002): *Computer & Internet in Schule und Unterricht. Medienpädagogische Grundlagen und Beispiele*. Berlin: Cornelsen Scriptor. Spanhel, D. (2001): Medienpädagogische Professionalität als integraler Bestandteil der Lehrerprofessionalität. In B. Herzig (Hrsg.), *Medien machen Schule* (S. 267-294). Bad Heilbrunn: Julius Klinkhardt.

[25] In 1970, the German Education Council (Deutscher Bildungsrat) named "educating", "teaching", "assessing", "guiding" and "innovating" as the five central tasks of teachers. Due to academic training, teachers should be able to develop courses and processes in school. Therefore it is expected that teachers integrate media education actively into the curriculum if a framework is provided.

a combination can succeed or whether it would be necessary to further open up curricula for the tasks of media literacy promotion.

What is the role of research institutions (universities, training schools) and other support mechanisms? Within the school, what is the role of libraries and media centres?

Members of research institutions and teacher training institutions are partially involved in the development of suitable materials and offers for media literacy promotion. In addition, they take on tasks of classifying and reviewing materials. To some extent, the materials are also object of teacher training. In Germany, there is a seal of quality for educational media (Comenius) and an award for programs promoting media literacy (Klicksafe Award), but there is nothing especially for promoting media literacy in school.

Some schools modernized their school libraries changing them into teaching libraries. In the process, digital media were integrated into the libraries, and some schools developed concepts to promote reading competence, information literacy, and media literacy using school libraries. This modernization, however, was not spatially comprehensive. There are successful pilot projects, which have stopped because of financial reasons, like the project in Hamburg "School libraries for all schools" (Schulbibliotheken für alle Schulen) (Kammerl / Atzerorth 2013)[26].

What is the nature of the resources made available? Are they created by teachers, by students, by private sector…? How are they produced (selection, authorship, mode of production…)? What is their degree of authenticity? Do they result from specific project activities or from guided/mandatory activities?

There is an extensive variety of materials and examples. Some of them have been developed by teachers or the Institute for Film and Images in Research and Teaching (FWU); others are offered by publishing companies, the states' institutes or media/film centers, broadcasting corporations, agencies for civic education, societal alliances, churches, companies, and public or private institutions.

There is a great variety of resources available. All of the above mentioned types are available. Some materials are created by teachers, others by students. The occasion for

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[26] Kammerl, R. & Atzeroth, J. (2013). Informationskompetenz mit modernen Schulbibliotheken fördern. Beobachtungen von Beispielen für Informationskompetenzförderung und Integration digitaler Medien im Modellprojekt "Schulbibliotheken für alle Schulen". In D. Karpa, B. Eickelmann & S. Grafe (Hrsg.), *Digitale Medien und Schule. Zur Rolle digitaler Medien in Schulpädagogik und Lehrerbildung* (Theorie und Praxis der Schulpädagogik, Bd. 19, S. 95–109). Immenhausen bei Kassel: Prolog.

developing materials varies and cannot always be determined. Until now, the nature of the available resources regarding these points has not been studied systematically, though.

How are these resources selected and validated (national board, recommendation…)? How are they circulated? How are they re-used, or referenced, if at all?

The resources are not validated centrally. The largest collection is offered by "Deutscher Bildungsserver", where a large number of offers are listed. The German Association of Consumer Organizations (Verbraucherzentrale Bundesverband) lists reviewed materials for the promotion of media literacy on the website Verbraucherbildung.de. But materials provided by the private sector, like those on the website 4teachers.de, are equally popular.

Comments

There is an extensive variety of materials and examples. Some of them have been developed by teachers or the Institute for Film and Images in Research and Teaching (FWU); others are offered by publishing companies, State Institutes, media/film centers of federal states, broadcasting corporations, Agencies for Civic Education, societal alliances, churches, companies, and public or private institutions. Matthes and Wiater found nearly 900,000 online materials free of charge when conducting a market analysis on German-language teaching materials in 2012 (Matthes / Wiater 2012)[27]. Those materials range from printed brochures and audiovisual media to computer and net based information.

3.3 Dimension	Capacity-building: funding

How are media education policies funded?   And the resources? The training programmes?

Generally, media education policies are funded by the states. The federal government has currently few possibilities to influence education.

Media education policies are funded by the general budget of the school ministry of each state. The new task of media education in school was added in recent years without increasing the general budget.

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[27] Matthes, E. / Wiater, W. (2012) Marktanalyse von kostenlos angebotenen Online-Materialien. Abstract. Augsburg 2012:

The media regulatory authorities of each federal state partially bear the costs of projects at schools. But these projects are usually only temporary, without broad impact and mostly not sustainable.

What is their proportion in relation to the total education system revenues? Is there any yearly financial report? Is it available to the public?

As far as we know, the yearly expenditures are not disclosed systematically – or at least not made available to the public.

4 Dimension	Role of actors (outside school system)

Do media education policies take into account partnerships outside the school system?

There are no systematical and comprehensive partnerships. But by now a number of regional networks have been set up, for example medienundbildung.com (Rhineland-Palatinate), Mediennetz Sachsen-Anhalt (Saxony-Anhalt), Stiftung Medienbildung (Bavaria). Unfortunately, those networks have hardly any resources. Their continuation in the long term is usually uncertain.

What is the role of regulatory media authorities, if any?

In some states, media regulatory authorities take on an increasing number of tasks of media education policy. They provide funding for projects, supplies (material, informational pages), and research; they also try to influence the role of media education in the federal states. Therefore, media authorities can be regarded as the key partners for policies in media education. These authorities are funded through a percentage of the general license fee for public broadcasting. Based on this they are in a better position to fund practical projects as well as research on media education than most other organizations that are active in the field of media education.

What is the role of private sector (editorial capacity, training, resource availability…)?

In Germany, there are a number of initiatives and organizations from the private sector that emphasize the integration of digital media into education and are actively involved in this field (e.g. D21 e.V., BITCOM, Google financing the Humboldt Internet Institute Berlin, Bündnis für Bildung e.V., Intel). Their main focus is often the supply of digital media to support teaching and learning—in terms of equipping each pupil with his/her own mobile device and of improving digital educational media as well as the IT equipment of schools. The development of media literacy is not always given the same priority.

What is the role of civil society associations (awareness raising, training, resource production…)?

Among civil society associations, the GMK (Association for Media Education and Communication Culture) is the largest media education association. It annually holds a national forum on media educational work and awards the Dieter Baacke Award to especially successful projects. Together with the Media Education Section of the DGfE (German Educational Research Association), the DGPuK (German Association for Journalism and Communication Studies) and the Institute of Media Education in Munich (JFF), the GMK launched an initiative called "No Education without Media" ("Keine Bildung ohne Medien"). This initiative is committed to strengthening the promotion of media literacy (http://www.keine-bildung-ohne-medien.de/medienpaed-manifest/) and organizes events that advocate an increased structural integration of media literacy promotion. In addition, there are a number of smaller organizations, like the "Anti-Cybermobbing Alliance" or the Professional Association Media Dependence (Fachverband Medienabhängigkeit e.V.). Their roles are manifold. They organize events for exchange and further education of pedagogues, and they also issue publications and manuals on the subject. For the German government, the GMK organized the above mentioned Media Literacy Report that was issued for the first time in 2013.

What is the level of youth participation in the mechanisms available?

In some projects youth participation is implemented. However there is no systematic approach in this direction. In this respect, there is a discrepancy between policy goals and the perspective of youth.

Are there grassroots communities of practice that participate in media education? Professional organizations of media education teachers? Journalists and news professional organizations? Librarians and learning centres professionals? Computer scientists and their clubs?

Many teachers that practice media education are members of the GMK. As part of the DBV (German Library Association) commission "Library and School", the Society of German Librarians (Verein deutscher Bibliothekare) works on problems regarding the promotion of information literacy. The Society of Computer Science (Gesellschaft für Informatik) has a panel of experts called "IT education in schools" in which IT teachers exchange their views on IT education. German educationalists join forces in the section Media Education of the DGfE (German Educational Research Association).

Are parent associations and media/information professionals invited to collaborate to media education? On what basis, in which capacity?

Representatives of children's aid organizations and associations, like the Child Protection Agency (Kinderschutzbund) are members of broadcasting corporations/broadcasting councils. It needs to be noted that in Germany there is no major TV viewers' organization.

Are there specific events (semaine de la presse, festivals, competitions, games…) that show the importance of media education? Are they legitimized by state policies?

There is, for instance, a tradition of film festivals in many federal states. The Safer Internet Day is also a well-noticed event taking place regularly by now. Several states organize annual media days. Symposia take place for anniversaries like "20 years Internet ABC". In recent years, the video game festival "Creative Gaming" is taking place with increasing recognition. And yes, they are partially legitimized and supported by state policies.

Are there any overlapping structures or events that try to bring together media literacy, information literacy and computer literacy? Any online platform or mechanism? Describe.

The civil society associations' initiative "No Education without Media" (Keine Bildung ohne Medien) and the "Dialogue Internet" organized by the Federal Ministry for Families, Seniors, Women and Youths (BMFSFJ) both offer events and online platforms to discuss measures in those different fields and invite participation. Online offers for individual aspects are also available, e.g. the platform Internet ABC.

5 Dimension	Evaluation mechanisms (inside and outside school)

Are media education policies used to test media accountability (government role, traditional media contributions, public service media…)?

Media literacy value is one element of the remit of public broadcasting in Germany; however it is not regarded as equally important as, for instance, the democratic, social, or cultural value. In the last decades explicit educational programming has been reduced by public broadcasters; instead they emphasize their particular strengths in indirect or "entertainment education". Beyond public broadcasting media education policies are not used to test media accountability.

What are the legal mechanisms to ensure and measure the efficiency of media education policies? Are these legal mechanisms used and how? How relevant are non-binding guidelines, if any?

There are no legal mechanisms to ensure and measure the efficiency of media education policies. In other fields, for instance "reading literacy", nationwide minimum standards are being established and Abitur assignments are being devised centrally. This is not the case in the field of media education.

How is the performance of media education resources, programmes and actors evaluated? According to what indexes, indicators (national, international…)?

There is no systematical evaluation for the whole of Germany. There are some studies on the use of digital media and media education in schools – but only for individual states.[28] For nationwide statements, it can only be referred to some OECD data, like PISA 2009 Results on "Students On Line". The international study ICILS 2013 (International Computer and Information Literacy Study), which is funded in Germany by the Federal Ministry of Education and Research (BMBF), the EU, and the Deutsche Telekom Foundation, made a first contribution to the exploration of ICT literacy. ICT literacy, however, covers only a part of media literacy.

What publics are targeted (youth, poor, excluded…)? Any proportion or quantifiable data on how many people are targeted (among youth, poor, excluded…)? Any proportion or quantifiable data on how many programmes and of what types are made available to them? To what effect?

There is no general overview regarding these aspects. Given the vast diversity of specific projects and initiatives any target group will find some dedicated offer; however these projects often remain limited to very small populations and do not become sustainable.

Is there any yearly report? Is it available to the public? Who produces it?

No, various indicators can only be gathered from individual reports issued by institutions targeting specific age groups (children and youth report) or spheres of life (education report, child and youth welfare report). The Media Literacy Report by the federal government has only been issued once so far. The states' media authorities and some research institutes also publish reports, e.g. the Media and Communication Report by the HBI (Hans Bredow Institute) and the yearly report of the JFF. But these reports do not provide a general overview of media education in Germany.

6 Dimension	Main concepts and legitimizing values

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[28] See e.g. Breiter, A., Welling, S., Stolpmann, B. (2010): Medienkompetenz in der Schule. Integration von Medien in den weiterführenden Schulen in Nordrhein-Westfalen. Berlin.

What educational paradigms are put forward (transmission, prevention, participation…)? By which actors (public, private, civic)? What competences are favoured and adopted, if any (critical thinking, citizenship…)? What hierarchy of values (quality, empowerment, diversity and pluralism, employment…) are used to justify policies (based on political discourses, laws…)? Are human rights invoked? What hierarchy of values are used to justify actions, mechanisms and events outside formal and official policies and outside schools?

In the field of school education, traditional values and enshrining approaches dominated for a long time. Recently – when dealing with the integration of digital media – mainly technology-integrating and activity-based approaches are being adopted. Activity-based media education determines tasks of media education and media literacy promotion with reference to the media worlds of adolescents. Technology-integrating approaches, on the other hand, use media mainly as intermediary and didactical aid for teaching/learning or media educational processes. The latter includes mainly questions that study ways in which (digital) media can be employed in teaching and learning processes to support the aim of the teaching unit. The narrow sense of media education in schools contains the sum of all efforts to acquaint the adolescents with a certain handling of media.[29] General objectives are social participation, the support of personality development, and the development of trainability and employability in a digital society (see BMBF 2010). The topical debate to strengthen media education in schools and the practical implementation show different directions of impact and different operationalizations that need to be taken into account:

- Media literacy can be considered as key qualification for the employment market and should be enhanced accordingly through media education. For professions that require an increased use of computer and Internet, it is deemed necessary to impart skills that take account of the thus altered working requirements. Media literacy is rated as essential component of employability (BMBF 2009). The use of office

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[29] An educational mission that is being interpreted topically needs to fulfill both: to take up current media developments with regard to subject-related as well as methodical/didactical aspects; and to enable pupils to use ICT – and media in general – in a responsible and appropriate way. Within the educational mission, new media have to be included into class as topic and as device. This has already been stated by the report of the school committee of the KMK dated December 11, 1998 "On the role of media education, especially of new media and telecommunications, within teacher training" (KMK 1998, p. 2). For both fields, there are specific publishing bodies and specialist societies in German speaking countries. Questions of media didactics are mainly covered by the Journal for eLearning (Zeitschrift für eLearning) and the Society for Media in Science (Gesellschaft für Medien in der Wissenschaft, GMW). Questions of media education in the narrow sense can mainly be found in the journal media + education (medien + erziehung) and the Society for Media Education and Communication Culture (GMK).

programs, the handling of E-mail, browser and data bases is considered a basic professional qualification. In addition, media education is an important factor for the private sector to strengthen its innovative capacity, e.g. for improving work processes and work organization, but also through media-assisted, job-related basic and further training The current rapid innovation in the field of mobile devices entails further innovations in the field of (mobile) applications and usages. The committee of inquiry on "Future of media in business and society. Germany's path towards becoming an information society" set up by the German Federal Parliament looked at media mainly from an economic perspective and reduced the role of media education to primarily functional aspects.

- Media education contributes to a person's personality development. The development of a personality in its relation to the social world, to nature and technology, and to oneself contains aspects of media education. Especially for adolescents, media provide space for experiencing and testing different life scripts and self-designs. Positions of their own can be expressed and put up for discussion. If media and data protection are in place, media can be used productively for identity development. School contributes to education not only by helping pupils to appropriate canonized contents and skills, but by practically supporting their personality formation – which, however, mostly takes the form of acquiring knowledge and awareness.

- Within a society influenced by digital media, new forms of cultural and creative activities develop as well as digital cultural assets. This is illustrated by the Museum for Video Games in Berlin and the German Video Game Prize, which has been awarded for the fifth time in 2013. In 2008, the German Cultural Council (Deutscher Kulturrat e.V.) published the miscellany "Streitfall Computerspiele: Computerspiele zwischen kultureller Bildung, Kunstfreiheit und Jugendschutz" ("The case of video games: video games between cultural education, artistic freedom and the protection of minors"). It illustrates the controversy regarding the question whether and which digital media should be considered as cultural assets and part of general cultural knowledge. Especially youth cultures use the possibilities provided by digital media in many ways. Schooling as institutionalized enculturation aid introduces pupils to the cultural assets of a digital society.

- To allow participation in digital society, media education is supposed to offer assistance in this regard. In the media educational discourse, media literacy combined with communicative competence is seen as the ability to question media reporting in a way that is critical of media and society, and to use media for communicating own positions. The participation of citizens in Web-based opinion making and decision processes is a target of modern Web policy. By way of e-governance and e-voting, leading up to a "participatory culture", media education is becoming more and more part of democracy education. For the media policy of several federal states, this is a guiding idea regarding media education. „Media education is a core component of comprehensive citizen education, starting from very young ages, to help democratize society and educational opportunities" (Unesco 2009).

- To secure secondary school pupils' ability to study at universities, information literacy becomes a task of media education to prepare pupils for scientific ways of working. The ability to find one's way in the vast amounts of information and to use them purposeful must be considered as basic competence for studying at university. To discern one's need for information, to find relevant information, to assess information and sources of information, and to process and present this information are listed as relevant parts of information literacy. Concepts for enhancing information literacy have been developed by library and information science and are increasingly being linked with media educational approaches (Gapski / Tekster 2009)[30]. With regard to the increasing number of children that grow up in households without or nearly without books, it becomes necessary to instruct them on how to combine digital and print media, for example in teaching libraries.

- Apart from legal regulation of Internet use, the ability to reflect ethically and to self-regulate one's Internet use is a target of ethical development and education. The demands of churches (with regard to education policy), for instance, focus on media-ethical aspects of Internet usage and their significance for media education. Media education is perceived as norm-oriented influence on (adolescent) Internet users, prompting them to reflect their communicative activity and its consequences for themselves and others. This does not necessarily happen as part of media

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[30] Gapski, H. / Tekster, T. (2009): Informationskompetenz in Deutschland. Düsseldorf.

socialization. There is a need for instructed occasions of reflection. In 2011, the German Conference of Bishops (Deutsche Bischofskonferenz) presented an incentive paper on media ethics called "Virtuality and Staging", which focuses on the authenticity of net-based communication. It views digital communication media mainly as educational task. It claims that, apart from other competences, it is also necessary to enhance media ethics. Media education at schools is named as the main addressee of this task: "Until now, media education has neither been sufficiently integrated into the curricula of our media society, nor is it adequately supported conceptually, financially and in terms of human resources." (Deutsche Bischofskonferenz 2011, p. 62) "It is necessary to update the corresponding curricula and to equip the various institutions of education with qualified teachers and modern technical equipment." (Deutsche Bischofskonferenz 2011, p. 79 and also p. 86 ff.)

- As part of a comprehensive consumer education, necessary action competences for coping with everyday life should be imparted to pupils. In this context, media literacy is named as one key factor together with financial literacy, health literacy and nutritional competence. In September 2011, the Federation of German Consumer Organizations (Verbraucherzentrale Bundesverband e.V.) published an online data base of teaching materials (Materialkompass) on this subject, funded by the Federal Ministry of Food, Agriculture and Consumer Protection (http://www.verbraucherbildung.de/materialkompass.html). From a functional point of view, media education is supposed to complement consumer protection in this context.

- The regional media authorities call for and support an increased promotion of media education in institutions of education. This is motivated by the goal of protecting minors in the media, which is a task of the media institutes. How the relation between the protection of minors in the media and media literacy may be determined is currently being discussed elsewhere by the Study Commission "Internet and Digital Society". It should be noted that schools are called upon to provide educational offers that compensate the insufficient protection of minors in the Internet. There is a controversial discussion whether schools can and should take on this role.

- The Resolution of the 82th Conference of Data Protection Supervisors of federal government and federal states on September 28/29, 2011 in Munich demands data protection to become part of education in schools. Media education should not be limited to questions of copyright and the protection of minors in the media, but include data protection as essential component. It calls for a "compulsory incorporation of media literacy and data protection competence into school either as an individual school subject or as part of a range of main subjects." Similar to the case of the protection of minors in the media, the call for strengthening media education in schools seems also be due to insufficient implementation of current legal standards in the Internet.

7 Dimension	General appreciation

Give a general yet brief comment on your own perception regarding the relevance of the media education policies in the national media system and in the national school system. Are they significant? Efficient? Relevant?

As indicated in the first chapter media education policies are rather a by-product of other policy areas than a policy field in its own right. As a result, there is a discrepancy between media education and media literacy being intensively discussed and asked for in connection with a broad range of topics on the one hand, and a lack of concrete and binding policies: The issue is rather omnipresent, and a lot of single projects are implemented again and again, while a consistent, nationwide, and sustainable strategy to support media literacy is almost absent.

8 Dimension + 9 dimension	Good practices + references

If possible, list links to any resources, websites, official documents, etc. that you feel are significant. Give any examples of "good practices" that seem relevant to you and provide link.

- Federal Ministry of Family Affairs, Senior Citizens, Women and Youth: www.bmfsfj.de

- Keine Bildung ohne Medien (No Education without Media): http://www.keine-bildung-ohne-medien.de/

- Study Commission on the Internet and Digital Society German Bundestag (21 October 2011) http://www.bundestag.de/internetenquete: Media literacy Second progress report by the Study Commission on the Internet and Digital Society set up according to a Bundestag decision of 4 March 2010 (Bundestag printed paper 17/950); Printed paper 17/7286., Printed Paper 12/12029

„Medienkompetenz" ("Media Literacy") http://dipbt.bundestag.de/dip21/btd/17/072/1707286.pdf (2013) and

„Bildung und Forschung" ("Education and Research") http://dipbt.bundestag.de/dip21/btd/17/120/1712029.pdf (2013)

- Medienkompetenzförderung für Kinder und Jugendliche – Eine Bestandsaufnahme (Media literacy promotion for children and youth – A survey) (2013)

http://www.medienkompetenzbericht.de/pdf/Medienkompetenzfoerderung_fuer_Kinder_und_Jugend liche.pdf

- Bundesjugendkuratorium: Souveränität und Verantwortung in der vernetzten Medienwelt (Federal Youth Panel: Sovereignty and Responsibility in a networked media world) (2013): http://www.bundesjugendkuratorium.de/pdf/2010-2013/Stellungnahme_Medienwelt_130613.pdf

- Dialog Internet (Dialogue Internet): http://dialog-internet.de/

- KMK: Medienbildung in der Schule (The Conference of German Ministers of Education and Cultural AffairsC: "Media Education in School") http://www.kmk.org/fileadmin/veroeffentlichungen_beschluesse/2012/2012_03_08_Medienbildung. pdf (08.3.2012)

- Deutsche. Bischofskonferenz "Virtualität und Inszenierung. Unterwegs in die digitale Mediengesellschaft" (The German Conference of Bishops "Virtuality and Staging. Bound for Digital Media Society") (2011) http://www.dbk.de/fileadmin/redaktion/diverse_downloads/presse/KO_35.pdf

- Bundesvereinigung Kulturelle Kinder- und Jugendbildung e. V. (2011): Kulturelle Bildung in der Netzgesellschaft gestalten – Positionen zur Medienbildung (German Federation for Cultural Youth Education: "Shaping cultural education in the Web society – stances on media education") http://www.bkj.de/typo3/fileadmin/user_upload/documents/Kulturelle_Medienbildung/BKJ_Position spapier_Medienweb.pdf

- Expertenkommission des BMBF zur Medienbildung: Kompetenzen in der digital geprägten Kultur (Expert commission of the Federal Ministry of Education and Research on media education: "Competences in a digitally shaped culture") (2009) http://www.bmbf.de/pub/kompetenzen_in_digitaler_kultur.pdf

- Positionspapier der Länderkonferenz Medienbildung (2008): Kompetenzorientiertes Konzept für schulische Medienbildung (Position paper of the federal states Conference on Media Education: "Competence-oriented concept for media education in school") http://www.laenderkonferenz-medienbildung.de/LKM-Positionspapier.pdf