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**Communication from the Commission to the European Parliament, the Council and
the Committee of the Regions**

**FIRST EUROPEAN COMMUNITY FRAMEWORK PROGRAMME IN
SUPPORT OF CULTURE (2000-2004)**

**Proposal for a
EUROPEAN PARLIAMENT AND COUNCIL DECISION**

**establishing a single financing and programming instrument for
cultural cooperation (Culture 2000 programme)**

(presented by the Commission)

First framework programme in support of culture (2000-2004)

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Introduction

For the European Union, the first framework programme in support of culture is an opportunity to implement a *new approach* to Community cultural action, enabling it to respond to today's challenges and to meet the aspirations of both the European public and the cultural sector itself. This new approach explicitly responds to the requests and wishes of Parliament and the Council, the latter having asked the Commission, in its Decision of 22 September 1997 regarding the future of European cultural action, to set up "a guiding, comprehensive and transparent approach for cultural action, [...] including, inter alia, the establishment of a single instrument for programming and financing". This new approach is being proposed at a time when the European Union is entering a key period of its history, with the introduction of economic and monetary union and the prospect of enlargement on an unprecedented scale.

The in-depth consultations undertaken by the Commission as part of the preparation of the framework programme clarified the role and the place of culture in meeting the great challenges now facing the European Union. A broad consensus emerged between the Member States, Members of the European Parliament, the Commission, international organizations (Council of Europe, UNESCO) and cultural organizations that culture is no longer restricted to "highbrow" culture (fine arts, music, dance, theatre, literature). Today, the concept also covers popular culture, mass-produced culture, everyday culture. This broadening of the definition is a consequence of the fact that culture is no longer considered a subsidiary activity but a driving force in society, making for creativity, vitality, dialogue and cohesion. It is therefore intrinsic to any response to the **major challenges** that we face today:

- **the acceleration of European integration**, with the decision to introduce the euro and the decision taken at the Luxembourg European Council to start the enlargement process which will eventually lead to a 26-country Union. Faced with this prospect, cultural action must help express a European citizenship based on a knowledge and mutual comprehension of European cultures and an awareness of the features common to such cultures;
- **globalization**, which raises important questions on the future of every culture. Will globalization be a source of mutual enrichment or of homogenization? Will it rob the individual cultures of their individuality, or expand the range of possibilities for cultural expression? The powers conferred on the European Union mean that it acts on behalf of its citizens and the various European cultures in international forums, including those international bodies where the relationship between globalization and respect for cultural diversity is being played out. The European Union preserves the identities and the cultural rights of each community; the public need not consider the Union as something which dilutes their cultural identities, but rather as something which guarantees the existence and flowering of their cultures;

- ***the information society.*** The new information and communication technologies, which give scope for new realities and new areas of culture (cyberculture), offer considerable opportunities for mutual understanding, cultural dialogue, transmission of ideas and information on cultural output. It is important to remember that cultural goods and services have intrinsic value and that technology contributes to the realization of cultural aims, including the dissemination of culture and the promotion of cultural and linguistic diversity;
- ***employment.*** The Extraordinary European Council on employment, held in Luxembourg in November 1997, underlined the importance of "*harnessing in a more systematic, more deliberate way than hitherto of all Community policies in support of employment*".

The work of the Commission's services on "culture, the cultural industries and employment" confirms that cultural activities represent an important reserve of jobs of which good use needs to be made;

- ***social cohesion.*** As a result of unemployment and insecurity, social ties are being loosened and exclusion is becoming a serious issue, particularly in and around our cities. Social exclusion means cultural exclusion too. In many cases, cultural activities help the marginalized, particularly young people, to reintegrate into society.

As a result of migration, most European cities now deal with issues of multiculturalism. Does our society provide the necessary crucible for effective and tolerant social integration, or does it simply constitute the juxtaposition of cultures without any real links? The European Union needs to promote integration on the basis of fundamental values such as human rights, freedom, solidarity and tolerance.

I. A new approach to culture

Since the Treaty on European Union was signed, the Community has taken a number of initiatives, through which it has:

- shown that, apart from its achievements in the economic and monetary fields, the European project extends to the entirety of European society and must involve European citizens to a greater extent;
- started to integrate the cultural dimension into those of its decisions which have an impact on culture, and to ensure that Europe's cultural and linguistic creativity and diversity are respected in international forums;
- implemented the three programmes encouraging cultural cooperation in the arts (Kaleidoscope), literature (Ariane) and heritage (Raphael);
- helped develop relations between *culture, the culture industries and employment*, on the basis of the Commission's work showing the importance of cultural activities in society and the potential for job creation that they represent.

Given the importance of culture for the future development of the European Union and for the response to today's main challenges, the Community's cultural action needs to be renewed and strengthened. This renewal must be led in the terms advocated in **Agenda 2000**, which was adopted by the Commission in July 1997 and which makes the development and reorganization of the Community's internal policies to meet these challenges a top priority. Agenda 2000 also highlights the role of culture in the process of enlargement to the countries of central Europe: *"participation of acceding countries in Community cultural, educational and training activities will help to build closer links with these countries, and will provide an enriched experience for all involved."* As regards the financial aspects, and in the context of enlargement, Agenda 2000 states that: *"the effects of enlargement will vary from programme to programme. Although increases in line with the new countries GNP would be appropriate for a good number of programmes, requirements may be greater in certain areas. This will be the case for policies where the population or language concerned are more relevant as criteria than GNP (education/training, culture information etc)"*.

The approach adopted for the framework programme in support of culture (2000-2004), pursuant to Article 128 of the EC Treaty, and taking into account the objectives and priorities expressed by the Commission, the Parliament and the Council, looks to offer a **comprehensive and transparent vision** of the Community actions in support of culture, as compared with the first phase of cultural action over the period 1994-99. These actions are many and varied, but often fragmented which can be detrimental to the Community's image among the European public, who are unaware that such efforts are being made to preserve and promote their cultures or that the cultural dimension is taken into account in furthering European integration.

Based on this comprehensive and transparent vision, the new approach to culture will develop around two principal axes, contained in the framework programme:

1. The rationalization and simplification of Community action in favour of cultural cooperation using a single instrument for financing and programming which will succeed the Ariane and Kaleidoscope programmes, and which will bring to an end the Raphael programme.
2. The explicit integration of culture into Community action and policies? As shown in a Commission orientation document.

II. The foundations of the framework programme

The framework programme, which has been drawn up in accordance with the legal bases for cultural action, is the fruit of in-depth consultations with cultural institutions and groups as well as the evaluation of the current programmes (Ariane, Kaleidoscope and Raphael).

1. Community competence in the field of culture

In its preamble, the Treaty on European Union expresses the intention of the Member States to "mark a new stage in the process of European integration", to "deepen the solidarity between their peoples while respecting their history, their culture and their traditions", and to "establish a citizenship common to nationals of their countries". The principle of a specific cultural competence is set out in Article 3(p), which states that Community action is to include "a contribution to [...] the flowering of the cultures of the Member States".

Article 128 of the EC Treaty gives the Community a specific legal basis for action in the field of culture.

(a) Areas of cultural action

Community action in the field of culture will not replace Member States' own action. In line with the need to maintain cultural diversity, which is a priority for the European Community, its field of intervention is the European dimension of European cultures, i.e. the values and elements that are common to the different national and regional cultures. This is stated twice in Article 128: in paragraph 1, which stipulates that Community action must "[bring] the common cultural heritage to the fore" and in paragraph 2, which mentions "cultural heritage of European significance". The Community's method of intervention is based on cooperation.

The areas of cultural action are mentioned in Article 128(2): mutual awareness, heritage, cultural exchanges, artistic and literary creation.

(b) The external component of cultural action

When implementing its cultural action or any measures which have an impact on culture, the Community pursues the following objectives in external relations: ensuring that cultural differences and diversity are maintained; promoting dialogue and cooperation with the other world cultures; contributing to the profile of European cultures elsewhere in the world; and contributing to cultural development in developing countries. In this context, the Community's partners are the Member States, non-member countries, and international organizations. Agreements fall into various categories:

- international trade agreements which may have an impact on culture;
- cultural agreements based on Article 128(3) of the EC Treaty;
- cooperation agreements with a cultural clause.

(c) Means of cultural action

Community cultural action is being developed on the basis of Article 128(5) which provides for incentive measures (excluding any harmonization) to achieve the objectives referred to in Article 128.

Article 128 also provides that the Council may adopt recommendations which, although not binding, would have legal effect and would be useful instruments for guiding national cultural legislation.

Article 128(4) also stipulates that "*the Community shall take cultural aspects into account in its action under other provisions of this Treaty*". This is an essential provision, expressing the determination of the States that are party to the Treaty to include culture among the Union's major objectives. It embodies the European Community's obligation to take cultural objectives into consideration across the whole range of its activities.

Article 128(4) thus reinforces the requirement that the European institutions reconcile the different objectives of the Treaty when they adopt a measure or legislative instrument. The Community must respect this obligation in the exercise of its powers, whether in the field of Community law (right of establishment, freedom of movement for individuals and goods, competition, common commercial policy) or in deciding how to implement support policies.

2. Lessons learnt from the evaluation of the Community's cultural action

The Commission has carried out two evaluations of the first phase of cultural action.

The first evaluation looked at the implementation of the first generation of cultural programmes set up by the Community on the basis of Article 128: Kaleidoscope (Decision No 719/96/EC of 29 March 1996), for artistic and cultural activities; Ariane (Decision No 2085/97/EC of 6 October 1997), for books and reading; and Raphael (Decision No 2228/97/EC of 13 October 1997), devoted to cultural heritage.

The appropriations set aside for these programmes were set at ECU 26.5 million for Kaleidoscope (1996-98), ECU 7 million for Ariane (1997-98) and ECU 30 million for Raphael (1997-2000), with a review scheduled halfway through each programme.

Three main priorities are common to these programmes:

- cooperation between operators in the cultural sector, particularly as regards the exchange of information, experience and knowledge;
- public access to and participation in culture;
- promotion of artistic creation and cultural heritage.

If the pilot schemes launched since 1994 are included, applications for nearly 9 000 projects were submitted to the Commission over the period 1994-97. Projects which received Community funding during the same period represented 15% of these applications, i.e. 1 400 projects (511 for Kaleidoscope, 488 for Ariane and 392 for Raphael).

(a) Transnational cooperation

This support has been behind the development of active cooperation involving more than 3 500 cultural operators. In 1994 and 1995 the average number of partners per project was about three, but subsequently there was a significant increase: each project involved four partners on average in 1996 and six in 1997.

In most cases, these programmes helped both to strengthen existing national cooperation and to extend this cooperation to other Member States.

In the case of museums, for example, while there had already been transnational cooperation on 18% of the projects financed, on 49% there was only national cooperation at the start, which then became transnational; the transnational partnerships which were already being developed by the other 33% were extended to new partners from other Member States. In overall terms, Community support thus had a real impact on cooperation between museums in over 80% of cases.

(b) Public access and participation

Public access to cultural events and heritage has been another dimension to these programmes. Of the operators supported by Kaleidoscope, 70% stated that their audience had increased. Under the Raphael programme, access has also been improved, in particular by opening sites and collections that were previously closed to the public, but also by means of signposting, catalogues, websites, CD-ROMs, etc. However, given the duration of the projects financed (three years), it is not yet possible to assess the full impact of these measures on the public. The Ariane programme has encouraged public access to books and reading, both through the translation of contemporary literature (218 books translated) and through promotion activities.

(c) Promotion of artistic creation and the cultural heritage

Overall, these three programmes have contributed to the development and improvement of events involving dance and theatre (182), music and opera (125) and other sectors (204), the wider dissemination of literary works (218) and the conservation and restoration of sites and buildings (200) of importance for the European cultural heritage. In certain cases, these projects could not have been completed as successfully without Community support, which has made cooperation and exchanges of experience possible.

Shortcomings detected in the first phase of cultural action

The actions carried out in the field of culture over the period 1994-98, particularly through the Kaleidoscope, Ariane and Raphael programmes, have unquestionably helped reinforce and extend transnational partnerships (which is one of the priorities for cultural operators), improve public access to culture and promote European cultural activities.

However, as far as cultural cooperation is concerned, there has been a *failure to create lasting structures*. The partnerships that have been created to date will not necessarily continue in the long term and are not generating networks.

The fact that the programmes cover a very broad range of activities has led to a certain fragmentation of budgetary resources and actions, reducing the visibility of Community intervention, even though over the last few years there has been a move towards greater concentration in order to prevent resources being spread too thin: the rate of coverage of the financial requirements of the projects selected rose from 15% in 1995 to nearly 30% in 1997, but this is still not enough. On average, over the 1994-98 period, Community support per project came to ECU 38 000 for Kaleidoscope, ECU 8 500 for Ariane and ECU 72 000 for Raphael. Given the number of countries covered by the programmes, these are minimal figures.

As a result of the very nature of the programmes (first, compartmentalization prevents synergies from developing between the different cultural fields and, secondly, the modest size of the actions undertaken has impeded the development of lasting cooperation) the overall impact of Community intervention has been less than expected. The consultation process has confirmed this assessment.

The second evaluation examined the way in which the various Community measures and policies had taken account of cultural aspects and how these measures had reconciled cultural aims with the objectives in pursuance of which they were adopted. To this end a "*First report on the consideration of cultural aspects in European Community action*" (COM(96) 160 final) was drawn up and sent to Parliament, the Council and the Committee of the Regions.

In its conclusion to this report, the Commission stated that "*although considerable means are devoted to cultural activities or activities with a cultural dimension, the operations implemented are not, or are rarely, covered by a specific policy which is a response to the tasks assigned to the Community in the cultural field*" and indicated its intention to ensure that "*in the definition and implementation of support policies, the objectives and the means of each instrument having an effect on the cultural field [are] consistent with the objectives and the means of Community cultural policy*".

Supplementing the internal measures adopted for this purpose by the Commission (Decision of 10 October 1997), the framework programme provides an opportunity to put into practice this intention, which has been endorsed by Parliament, the Council and the Committee of the Regions.

3. The results of the in-depth consultation

For the preparation of the framework programme, the Commission undertook in-depth consultations, probably the widest consultations which have ever been conducted on cultural issues within the European Union. Seminars on the future of cultural action were organized under the Irish presidency (September 1996) and the Dutch presidency (April 1997), adding the contributions of key cultural figures to the Council and Commission's own discussions.

Questionnaires were sent to the Member States of the Union, the Member States of the European Economic Area, Cyprus and the Associated States of Central and Eastern Europe, and to European cultural organizations, many of which replied.

The culmination of these consultations was the European Union Cultural Forum, held in Brussels on 29 and 30 January 1998 and attended by representatives from the Commission, Parliament, the Member States, the EEA States and the Associated States, plus numerous organizations and individuals from the world of culture. The European Parliament also held a number of hearings of cultural organizations, which the Commission also attended. Recent papers by the Council of Europe ("*In from the margins*") and UNESCO ("*Our creative diversity*", a report by Mr Perez de Cuellar) were also consulted.

The consultation process revealed a number of common positions and concerns. Seven main points emerged:

- The first message touched on the question of content, in that it was pointed out that the current programmes were too rigid and that, consequently, the funds available (which, it was felt, were inadequate) were being spread too thin. There is a contradiction in the fact that the procedures are long, complex and bureaucratic, whereas the projects funded are small, without long-term impact. The next generation of programmes must endeavour to concentrate activities, to establish lasting structures and to simplify administration, while encouraging communication and cooperation between operators on more structured cooperation projects.
- The second message concerns the importance of culture in European integration: culture is of fundamental value to Europe. Yet in the Community there is too little awareness of the cultures which make up Europe and the open and diverse cultural area common to the European people. Such awareness needs to be increased in order to promote European integration.
- The third message is that culture is increasingly emerging as a driving force in society, a source of vitality, dynamism and social development. *Cultural creation should therefore be made a priority*, as it is the essential part of any cultural activity.
- The fourth message is that culture is unique. Cultural goods and services are not goods or services like any other. They should not be governed uniformly by market-regulating mechanisms. They require a regulatory framework which respects cultural diversity and promotes creation.
- The fifth message underlines that culture is able to strengthen social cohesion, especially in vulnerable areas or among marginalized groups of the population. Culture, through cultural exchange and dialogue, consolidates peace, which is one of the primary goals of European integration.
- The sixth message highlights the fact that culture has great importance, not just within the Community, but also in terms of relations between the Community and its external partners. *Culture is an asset for the Union's external policy*. It is also necessary to maintain the link between Europe and the millions of European migrants who live and work in non-member countries.
- The seventh message is that each European citizen must have the right of access to culture and to express his creativity. *The recognition of cultural rights is an important objective*.

III. Objectives and means of the new approach

The new Community approach in the field of culture has a limited number of general objectives, which correspond to the goals set for the Community in the cultural sector, which feature, in particular in Article 128: to capitalize on the cultural area common to the European people by highlighting cultural characteristics common to the European people; to respect and promote cultural diversity; to use creativity as a source of sustainable development within the cultural area common to the European people; to use culture to contribute to social cohesion; to increase the profile of European cultures in non-member countries and to foster dialogue with the other cultures of the world.

To obtain these objectives, the Commission will present:

- a proposal for a Decision of the European Parliament and the Council establishing a single financial and programming instrument for cultural cooperation (2000-2004);
- an orientation document to achieve the explicit integration of cultural policy in Community policy and action.

1. The Financial Instrument

Reinforcing the effectiveness of cultural cooperation actions, reorganized into a single financing and programming instrument (entitled: "programme") established for the period 2000-2004, which will succeed the three existing cultural programmes (Kaleidoscope, Ariane and Raphael). In accordance with Agenda 2000, the new means of action for cultural cooperation have been drawn up with the intention of avoiding an overly dispersed effect through actions which are not able to achieve significant impact. The support granted by the Community must, therefore, be oriented towards cultural projects with a genuine Community dimension and which have real effect. The programme looks to support cooperation between artists, cultural operators and cultural institutions in the Member States, with the following specific objectives in mind:

- the mutual knowledge of the culture and history of the European people, thus revealing their common cultural heritage, and encouraging cultural dialogue;
- encouraging creativity, the international dissemination of culture and greater movement of artists and their creations;
- the promotion of cultural diversity and the development of new forms of cultural expression;
- the contribution of culture to socio-economic development;
- to highlight the European importance of cultural heritage;
- to encourage European cultures in third countries, and dialogue with other countries around the world.

In accordance with these objectives, the Commission will regularly define the necessary priorities.

The supported activities will be multiannual cooperation agreements concluded by cultural operators from a number of Member States, large scale European or international cooperation actions, innovative activities in the Community and/or third countries. All of these elements are included in the proposed European Parliament and Council Decision establishing a single financing and programming instrument for cultural cooperation, 2000-2004.

2. The explicit integration of cultural aspects into Community action and policies

Article 128(4) of the EC Treaty requires the Community to take cultural aspects into account in its actions. The purpose of this Communication is therefore to set out the guidelines intended to enhance the image, impact and coherence of Community actions and instruments which impinge directly or indirectly on culture during the period of the framework programme (2000-2004). This approach is a response to the concerns expressed by the other Community institutions and the Committee of the Regions since the appearance of the "*First Report on the consideration of cultural aspects in European Community action*", adopted by the Commission on 18 April 1996 (COM(96) 160 final).

Three main lines of action will be explored in the period 2000-2004, with a view to incorporating cultural aspects into Community policies:

- a legislative framework favourable to culture;
- the cultural dimension of support policies;
- culture in the Community's external relations.

These elements are elaborated in the orientation document of the Commission.

**Proposal for a
EUROPEAN PARLIAMENT AND COUNCIL DECISION**

**establishing a single financing and programming instrument for
cultural cooperation (Culture 2000 programme)**

(Text with EEA relevance)

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE
EUROPEAN UNION,

Having regard to the Treaty establishing the European Community and in particular the first indent of Article 128(5) thereof,

Having regard to the proposal from the Commission¹.

Having regard to the Opinion of the Committee of the Regions².

Acting in accordance with the procedure laid down in Article 189b of the Treaty³,

1. Whereas culture is an essential element of European integration and contributes to the affirmation and the vitality of the European model of society and to the Community's influence on the international scene;
2. Whereas, culture tends to expand beyond its traditional boundaries and into the social and economic spheres; whereas, for that reason, it has an important role to play in meeting the new challenges facing the Community, such as globalization, the information society, social cohesion and the creation of employment;
3. Whereas, in view of the growing importance of culture for European society and the challenges facing the Community at the dawn of the 21st century, it is important to increase the effectiveness and consistency of Community measures in the cultural field by proposing a single guidance and programming framework for the period 2000-2004, bearing in mind the need for the Community policies concerned to take greater account of culture; whereas in this respect, the Council Decision of 22 September 1997⁴ calls upon the Commission to make proposals with a view to establishing a single instrument for programming and financing aimed at the implementation of Article 128;
4. Whereas, if citizens give their full support to and participate fully in European integration, greater emphasis should be placed on their common cultural values and roots as a key element of their identity and their membership of a society founded on freedom, democracy, tolerance and solidarity; whereas a better balance must be

¹ O J C

² O J C

³ O J C

⁴ O J C 305, 7.10.1997, p. 1.

achieved between the economic and cultural aspects of the Community so that these aspects can complement and sustain each other;

5. Whereas the Treaty confers responsibility on the European Union for creating an ever-closer union among the peoples of Europe and for contributing to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing the common cultural heritage to the fore;
6. Whereas the Community is consequently committed to working towards the development of a cultural area common to the European people, which is open and varied and founded on the principle of subsidiarity, cooperation between all those involved in the cultural sector, the promotion of a legislative framework conducive to cultural activities and ensuring respect for cultural diversity, and the integration of the cultural dimension into Community policies;
7. Whereas, to bring to life the cultural area common to the European people, it is essential to encourage creative activities, promote cultural heritage with a European dimension, encourage mutual awareness of the culture and history of the peoples of Europe, and support cultural exchanges with a view to improving the dissemination of knowledge and stimulating cooperation and creative activities;
8. Whereas there is a need, in this context, to promote greater cooperation with those engaged in cultural activities by encouraging them to enter into cooperation agreements for the implementation of joint projects, to support more closely targeted measures having a high European profile, to provide support for specific and innovative measures and to encourage the establishment of forums for exchanges and dialogue on selected topics of European interest;
9. Whereas the *Kaleidoscope*, *Ariane* and *Raphael* cultural programmes set out, respectively, in Decision No 719/96/EC of the European Parliament and of the Council⁵, in Decision No 2085/97/EC of the European Parliament and of the Council⁶ and in Decision No 2228/97/EC of the European Parliament and of the Council⁷ marked the first positive stage in the implementation of Community action on culture; whereas, however, the Community's cultural endeavours must be simplified and reinforced;
10. Whereas, in accordance with the Commission's communication "Agenda 2000", the effectiveness of measures at Community level must be increased, notably by concentrating the resources available for internal policies - including cultural action - in such a way that they are not dissipated on measures which would not be able to make a significant impact; whereas the Community's cultural action must consequently lead to the implementation, within the cultural area common to the European people, of projects with a genuinely Community dimension, visible to the people and having a real impact;

⁵ OJ L 99, 20.4.1996, p. 20.

⁶ OJ L 291, 24.10.1997, p. 26.

⁷ OJ L 305, 8.11.1997, p. 31.

11. Whereas considerable experience has been acquired, particularly through the evaluation of the first-generation cultural programmes, the wide-ranging consultation of all interested parties and the results of the Cultural Forum of the European Union held on 29 and 30 January 1998;
12. Whereas the conclusions of the European Council at Copenhagen on 21 and 23 June 1993 called for the opening of Community programmes to the countries of Central and Eastern Europe which have signed association agreements; whereas the Community has signed, with some third countries, cooperation agreements which contain a cultural clause;
13. Whereas this Decision will establish for the duration of this programme, a financial package which constitutes the privileged reference point referred to in Point 1 of the European Parliament, Council and Commission Declaration of 6 March 1995⁸, for the budgetary authorities in the context of the annual budgetary procedure;
14. Whereas, in accordance with the subsidiarity and proportionality principles established by Article 3b of the Treaty, the objectives of the action envisaged, namely the setting-up of a single instrument for the financing and programming of cultural cooperation, cannot be adequately attained by the Member States and may therefore, by reason of the scale or effects of the action, be better attained at Community level; whereas this Decision limits itself to the minimum required for the attainment of those objectives and does not go beyond what is necessary to that end;
15. Whereas this programme should be the only programme operating from the year 2000; whereas therefore Decision No 2228/97/EC should be repealed,

HAVE DECIDED AS FOLLOWS:

Article 1
Duration and objectives

A single programming and financing framework for Community measures in the field of culture, hereinafter referred to as "the Culture 2000 programme", is hereby established for the period from 1 January 2000 to 31 December 2004.

The "Culture 2000" programme shall contribute to the promotion of a cultural area common to the European people, supporting cooperation between creative artists, cultural operators and the cultural institutions of the Member States in order to attain the following objectives:

- (a) the mutual knowledge of the culture and history of the European people, by highlighting their common cultural heritage and promoting the role of cultural dialogue;
- (b) creativity, the trans-national dissemination of culture and the movement of artists and their works;

⁸ OJ C 102, 4.4.1996, p. 4.

- (c) the promotion of cultural diversity and the development of new forms of cultural expression;
- (d) the contribution of culture to socio-economic development;
- (e) the promotion of cultural heritage having European dimensions;
- (f) the spread of European cultures into non-member countries and dialogue with other world cultures.

The "Culture 2000" programme shall ensure an effective linkage with measures adopted under other Community policies and having cultural implications.

Article 2

Types of cultural action

The objectives listed in Article 1 shall be achieved by the following means:

- (a) integrated projects covered by structured, multiannual cultural cooperation agreements;
- (b) major projects with a European and/or international dimension;
- (c) specific, innovative and/or experimental projects within the Community and/or in non-member countries.

The projects and their implementing measures are described in the Annex.

Article 3

Budget

The finance for implementing the "Culture 2000" programme for the period referred to in Article 1 shall be ECU 167 million.

The annual appropriations shall be authorized by the budgetary authority within the limit set by the financial perspective.

Without prejudice to any agreements or conventions to which the Community is a party, the organizations or firms receiving support through the "Culture 2000" programme shall be owned, either directly or through a majority shareholding, by the Member States and/or nationals of Member States and shall remain in their ownership.

Article 4

Implementation

The Commission shall be responsible for the implementation of the "Culture 2000" programme.

The Commission shall be assisted by an Advisory Committee made up of representatives of the Member States and chaired by the representative of the Commission.

The Commission representative shall submit to the Committee a draft of the measures to be taken. The Committee shall deliver its opinion on the draft, within a time-limit which the chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The opinion shall be recorded in the minutes; in addition, each Member State shall have the right to request that its position be recorded in the minutes.

The Commission shall take the utmost account of the opinions delivered by the Committee. It shall inform the Committee of the manner in which its opinion has been taken into account.

Article 5 **Non-member states and international organizations**

The "Culture 2000" programme shall be open to participation by the countries of the European Economic Area and also to participation by Cyprus and the associated countries of Central and Eastern Europe in accordance with the conditions laid down in the Association Agreements or in the Additional Protocols to the Association Agreements relating to participation in Community programmes concluded or to be concluded with those countries.

The "Culture 2000" programme shall also permit cooperation with other non-member countries which have concluded association or cooperation agreements containing cultural clauses, on the basis of additional funds made available in accordance with procedures to be agreed with the countries in question.

The "Culture 2000" programme shall permit joint action with international organizations competent in the field of culture, such as UNESCO or the Council of Europe, on the basis of joint contributions and in accordance with the various rules prevailing in each institution or organization for the realization of the projects listed in Article 2.

Article 6 **Evaluation**

During 2002 the Commission shall present to Parliament, the Council and the Committee of the Regions a detailed assessment report on the results of the "Culture 2000" programme, having regard to its objectives, and accompanied if necessary by a proposal for the amendment of this Decision.

On completion of the "Culture 2000" programme, the Commission shall present a report on its implementation to the European Parliament, the Council and the Committee of the Regions.

Article 7
Repeal

Decision No 2228/97/EC is repealed with effect from 1 January 2000.

Article 8
Entry into force

This Decision shall enter into force on 1 January 2000.

Done at Brussels,

For the European Parliament
The President

For the Council
The President

C. *Support for cultural cooperation and exchanges*

The free movement of people, goods, services and capital, a cornerstone of the Treaty establishing the European Community, is a determining factor for the existence and the vitality of the cultural area common to the European people. In this respect, some progress remains to be made in the two following areas:

The free movement of professionals in the cultural sector

The Commission set up a high-level group to study the legal, administrative and practical difficulties experienced by people exercising their right of establishment and right to work in another Member State. Its report, presented to the Commission on 18 March 1997, details the problems encountered by, amongst others, artists and other cultural operators in exercising their right of free movement. These professionals in the cultural sector often run into insuperable difficulties, largely because they tend to stay for only short periods of time and because there is a great deal of bureaucratic red tape associated with these moves.

The report concludes by underlining the importance of promoting the free movement of professionals in the cultural sector and calling for specific measures to take greater account of the special position of artists and others working in the cultural sector. The Commission will produce a detailed list of the obstacles to free movement and international mobility for artists and others working in the cultural sector and the factors impeding cultural creativity and dissemination, and will, if necessary, take appropriate measures to remove such obstacles.

The free movement of cultural goods and services

The Community has taken steps to prevent illegal trade in cultural assets within the single market and to protect the national treasures of the Member States. These measures relate to the export of cultural goods¹¹ and the return of cultural objects unlawfully removed from the territory of a Member State¹². Community-level cooperation between cultural and other competent authorities in the Member States is essential if the cultural assets that qualify as national treasures in the Union are to be protected. The Commission will take the necessary steps to promote such cooperation.

2. The cultural dimension of support policies

The aim of this second section is to demonstrate the relationship between culture and the other internal policies - support policies - which the Community operates and to ensure that the objectives and means of those Community instruments that impinge on cultural matters are compatible with the objectives and means of the Community's cultural action. A number of operational lines of action are therefore proposed with a view to incorporating culture more effectively into the Community instruments in question and improving the coordination of these instruments.

The various internal policies which are most likely to have an impact are areas such as cultural development and planning, training and dissemination of knowledge.

¹¹ Council Regulation (EEC) No 3911/92 of 9 December 1992, supplemented by Regulation (EEC) No 752/93 of 30 March 1993.

¹² Directive 93/7/EEC of 15 March 1993.

The aim of the "Culture 2000" programme is to encourage creative activity and the knowledge and dissemination of the culture of the European peoples, notably in the field of music, literature, the performing arts, the fixed and movable heritage, and the new forms of cultural expression, by fostering cooperation between cultural organizations and operators and the cultural institutions of the Member States, and by supporting measures which, by their European scope and character, promote the spread of European cultures both inside and outside the Union.

The Commission will regularly define the priorities necessary for the implementation of the programme.

I. Description of measures

1. Integrated projects covered by structured, multiannual transnational cultural cooperation agreements

The Commission will encourage cultural operators, organizations and institutions in the various Member States to join forces and work together to carry out structured, multiannual cultural projects both within the Community and outside it. This will be particularly encouraged through networks. The proposed "cultural cooperation agreements", which cover a maximum period of three years, will involve some or all of the following measures:

- Co-productions and other large-scale cultural events (e.g. exhibitions, festivals, etc.), especially in the field of live arts, literature and the artistic heritage, making them accessible to the largest possible number of Community citizens;
- Cultural events (involving the performing arts, the plastic or visual arts, the artistic heritage, etc.) and tours within the Community to bring European culture to a wider audience;
- Measures involving several different cultural disciplines, for example:
 - trans-sectoral integrated projects (combining the creative arts, heritage and new technologies, for example) to enhance locations, buildings, sites, events or cultural projects requiring substantial investment;
 - cultural operations to impart economic momentum, combining all or part of the occupational process from creation and design to the technical or other jobs essential to the completion of such operations;
- Measures to develop further training and mobility for those engaged in the cultural professions (artists, restorers, museum curators, etc.) in both academic and practical terms, including the use of the new technologies;

- Measures to highlight to citizens the richness and diversity of the cultural heritage (fixed, movable or intangible), to teach Europeans about their common cultural values and roots, to encourage mutual awareness of each other's culture and history and to promote cultural dialogue (studies and research, information, teaching and the dissemination of knowledge, seminars, congresses and meetings on cultural topics of European importance).

The Committee referred to in Article 4 having been consulted, the Community grants support for the implementation of "cultural cooperation agreements". This support is intended to cover, in addition to part of the project's financing, the costs entailed by the establishment of lasting multiannual cooperation in a form legally recognized in one of the Member States of the Union. For the agreement to be eligible, operators from at least seven States participating in the "Culture 2000" programme must be involved in the measures covered by the programme.

Community support may not exceed 60% of the cultural cooperation agreement's budget. It may not be less than ECU 200 000 or more than ECU 350 000 a year.

This support may be raised by a maximum of 20% in order to cover the costs of network creation and managing of cooperation agreements.

2. Major projects

These projects, substantial in scale and in scope, should strike a significant chord with the people of Europe and help to increase their sense of belonging to the same community as well as making them aware of the cultural diversity of Europe.

These projects include:

- the European City of Culture, for which the selection procedure is established in the European Parliament and Council Decision of ...;
- a European Union cultural festival of the performing arts in the country holding the Presidency of the Union;
- the introduction of European Days in certain major international cultural events, so that artists or intellectuals from other Member States or countries associated with the "Culture 2000" programme can take part;
- enhancement of an event, monument or cultural site which is representative of a common cultural trend, located within the Union, of European importance, of major symbolic value and accessible to the public;
- recognition of great artistic talents;
- as a result of the cultural dialogue both inside and outside the Community, the organization of a Cultural Forum of the European Union;
- the broadcasting across frontiers of major events using the new technologies of the information society, including cross-border television broadcasting of cultural events, such as debates, artistic presentations, art works, etc. (assistance with reception, translation, dubbing, sub-titles, etc.);

- the organization of innovative operations pertaining to education, the arts and culture.

Community support for such projects may not be less than ECU 200 000 or more than ECU 1 million.

3. Specific projects

Each year the Community will support cooperation projects originating with cultural operators from different Member States on the basis of priorities defined after consultation of the Committee referred to in Article 4 of this Decision. These projects, which must involve at least four Member States, must be innovative and experimental and have the following main aims:

- to encourage the emergence and spread, alongside culture in the classic sense, of new forms of cultural expression (nature, solidarity, science, peace, etc.);
- to facilitate access to culture and wider cultural participation by the people of Europe, in all their social and regional diversity, including the most underprivileged, and especially young people;
- to support the creation of multimedia tools, tailored to meet the needs of different publics, and thus make European artistic creation and heritage more visible and more accessible to all;
- to encourage initiatives, discussions and cooperation between cultural and socio-cultural operators working in the field of social integration, especially that of young people;
- to promote the profile of European cultures in third countries, in particular encouraging cooperation between institutes and/or cultural services from the Member States with a presence in third countries, on themes which are of European interest.

Community support for specific measures may not be less than ECU 50 000 or more than ECU 100 000.

II. **Coordination with the other Community instruments in the field of culture**

The Commission will ensure coordination with other Community instruments active in the cultural sphere through cooperation agreements, major projects and specific projects, mainly with a view to promoting and arranging for collaboration between sectors with common and converging interests, such as:

- culture and tourism (through cultural tourism);
- culture and education (in particular, presentations to schools and colleges of audiovisual and multimedia products on European culture, with commentaries by creative or performing artists);
- culture and employment (encouraging the creation of jobs in the cultural sector, especially in the new cultural areas);

- culture and external relations;
- cultural statistics resulting from an exchange of comparative statistical information at Community level.

III. Communication

Recipients of Community aid must mention this support explicitly, and as prominently as possible, in all information or communications relating to the project.

IV. Technical assistance and accompanying actions

In the execution of the "Culture 2000" programme, the Commission may have recourse to technical assistance organizations, for which the financing is planned within the total funding of the programme. It may also, under the same conditions, make use of experts or networks of experts. In addition, the Commission may arrange evaluative studies as well as organize seminars, colloquia or other experts meetings which might assist with the implementation of the programme. The Commission may also organize actions related to information, publication and dissemination.

V. Contact points

The Commission and the Member States will organize and step up the mutual exchange of information for use in the implementation of the "Culture 2000" programme, by means of cultural contact points which will be responsible for:

- promoting the programme;
- encouraging as many professionals as possible to take part in its projects;
- providing a permanent link with the various institutions providing aid to the cultural sector in the Member States, thus ensuring that the measures taken under the "Culture 2000" programme complement national support measures.

EXPLICIT INTEGRATION OF CULTURAL ASPECTS INTO COMMUNITY ACTION AND POLICY

Commission Orientation Document

Under the terms of Article 128(4), the Community must take cultural aspects into account when exercising its powers and must reconcile the inherent objectives of the measures taken with cultural objectives (Commission Decision of 17 October 1997), in particular as regards: respect for cultural diversity, the encouragement of creativity and cultural development and support for cultural cooperation and exchanges. The directions taken by the Commission to ensure the integration of cultural aspects into Community action and policy during 2000–2004 will be along three main lines:

- a legislative framework favourable to culture;
- the cultural dimension of support policies;
- culture in the Community's external relations.

1. A legislative framework favourable to culture

Many areas of cultural life are the subject of Community rules or decisions at European level which move towards specific objectives.

A. *Promoting cultural diversity*

The need to assert and respect cultural identity is felt particularly acutely at a time when our economies are engaged in a process of globalization, which can be perceived as a source of cultural and linguistic standardization or "dumbing down". The European Community consists of varied and unique cultures which have enriched one another over the centuries, and it is determined to ensure respect for cultural diversity within the open cultural area which it constitutes.

The Treaty on European Union made respect for cultural diversity an obligation (Article 3(p) and Article 128(1) of the EC Treaty) which has been strengthened in the Amsterdam Treaty: the new Article 128(4) states that "*the Community shall take cultural aspects into account in its action under other provisions of this Treaty, in particular in order to respect and to promote the diversity of its cultures*".

The Court of Justice has also shown itself to be sensitive to the specific requirements associated with the protection and development of cultural identity, concluding, for example, that "*The EEC Treaty does not prohibit the adoption of a policy for the protection and promotion of a language of a Member State*" (Case C-379/87 *Groener*) and that the preservation and development of national historic and artistic heritage were overriding reasons of general interest such as could justify a restriction on the free movement of services ("*Tourist Guides*" judgment).

Books and reading. In its Decision of 22 September 1997 (97/C305/02) on cross-border fixed book prices in European linguistic areas, the Council asked the Commission "to study the significance of Article 128(4) for the implementation of those Articles of the Treaty that may concern cross-border fixed book prices, and to indicate, if appropriate, the ways to enable fixed book-price regulations/agreements within homogeneous linguistic areas to be applied". The Commission is accordingly having an in-depth study made on the question of book pricing and ways of encouraging writing and distribution. It will then decide whether there is a need for an initiative in this area.

State aid to culture. Article 92(3)(d) of the Treaty states that "aid to promote culture and heritage conservation" may be "compatible with the common market" if it "does not affect trading conditions and competition in the Community to an extent that is contrary to the common interest". The Commission will decide on a case-by-case basis on the applicability of the derogation contained in Article 92(3) to the forbidding of State aid under Article 92(1). In its decision, the Commission will take into consideration the specific circumstances in each case and the individual markets concerned, while bearing in mind the cultural motives, until the proposed adoption by the Commission of guidelines on the application of the State aid rules in this sector.

Protection of natural monuments and cultural sites. Natural monuments shaped by human action reflect a particular culture. The sites are places notable for their beauty (artistic, picturesque), their function (scientific) or the memories associated with them (historic or legendary). In all of the structural measures the Community undertakes through its various policies, it should ensure respect for these natural monuments and sites and make it possible to respect cultural diversity. A recommendation based on Article 128 could be planned with a view to achieving this objective.

Audiovisual policy. In the application of the "Television without frontiers" Directive of 30 June 1997, special attention is given to the provisions on respecting works (insertion of advertising) and cultural and linguistic diversity. A review of the impact of the measures to promote audiovisual programmes will be carried out in 2002.

B. Encouraging creativity and cultural development

Creativity is essential to every cultural activity. It is society's lifeblood and one of its driving forces. It enriches the public's cultural diet. It is also, increasingly, helping to provide new employment. The Community recognizes the eminent role of creative artists and intends to foster creativity and cultural development. It will use several of its powers to do so.

Copyright and related rights

At international level two new WIPO treaties⁹ (the WIPO Copyright Treaty and the WIPO Performances and Phonograms Treaty), were recently adopted in the information technology sector. Moreover, two draft protocols to these treaties, on databases and audiovisual performances, are currently being negotiated.

⁹ These were adopted by the diplomatic conference on certain questions of copyright and related rights in Geneva on 20 December 1996 under the auspices of the World Intellectual Property Organization (WIPO).

At Community level, the Commission adopted a proposal for a Directive "on the harmonization of certain aspects of copyright and related rights in the information society" on 10 December 1997¹⁰. This proposal, which incorporates several of the new international obligations into the Community legal order, relates to certain aspects of copyright and related rights, namely the right of reproduction, the right of communication to the public, legal protection of the integrity of technical identification and protection schemes, the right of distribution and its exhaustion. Unlike the two WIPO treaties, it also covers the audiovisual environment.

The proposal does not cover other questions such as the moral rights of authors, harmonization of rules on private copying, responsibility and applicable law nor does it cover rights regarding digital radio diffusion and the management of rights. Moreover, it is envisaged that the forthcoming proposal for a directive on electronic trade will cover the question of responsibility in a horizontal manner, in particular as regards responsibility for copyright infractions. It is not, however, envisaged at this stage that the proposal will cover applicable law, in particular regarding copyright.

As regards "moral rights", a Recommendation based on Article 128(5) aimed at protecting creative people and their work, could be envisaged.

A new harmonization directive on the resale right for the benefit of the author of an original work of art (OJ C 178, 21.6.1996) is currently being examined by the Council and the European Parliament and an amended proposal was adopted by the Commission on 13 March 1998. The aim is to grant artists an economic right when one of their original works of art is resold by public officials, auction houses or other commercial agents.

Tax treatment of cultural goods and services

Member States may, on a voluntary basis, apply a reduced-rate of VAT to the majority of cultural goods and services (books, copyright and related rights, exhibitions, cinema and theatre tickets, museum charges, television services), under the provisions of Directive 92/77/EEC of 19 October 1992.

Another aspect of the taxation of cultural goods is the current debate on the application of the reduced rate of VAT to records and multimedia supports and to the conservation and restoration of monuments. The Commission will consider these points in the context of its work programme for the introduction of a new common VAT system and for the modernization of the existing system.

Company sponsorship

The problem of company sponsorship/patronage is partly linked to that of direct taxation. It is important at European level to create an environment favourable to company sponsorship/patronage, for example by promoting the exchange and dissemination of information on national tax incentives for the sponsorship and patronage of cultural activities, and possibly to formulate a Community recommendation, based on Article 128, to point national systems in the right direction.

¹⁰ COM(97) 628 of 10 December 1997.

A. Cultural development and cultural planning

Several Community policies contribute to cultural development and promote balanced and sustainable cultural planning within the Community. Over the period 2000-2004, these activities will be increased.

Research and technological development plays a key role in stimulating creativity, growth and employment in the cultural sectors, with strong links to education, training, tourism, media and entertainment.

The Fifth Framework Programme for Research and Technological Development (1998-2002)¹³ currently before the Council and the European Parliament is designed to address contemporary issues and to meet public aspirations as Europe moves into the 21st century. The Fifth Framework Programme, as proposed by the Commission, looks to stimulate and reinforce research and development in the cultural sector through the implementation of specific programmes, and, in particular, key actions. These programmes and actions should be the subject of forthcoming proposals from the Commission.

Two thematic programmes pay particular attention to culture:

- "Preserving the Ecosystem", with, as a key action, "The city of tomorrow and cultural heritage". This key action has as its objective the harmonious development of the urban environment following an approach which is environmentally acceptable, using advanced models of organization which simultaneously improve quality of life, re-establish a social balance and protect, preserve and develop cultural heritage, so that its potential in terms of employment and tourism may be fulfilled in a sustainable fashion.
- "Creating a user-friendly information society"

The key action "Multimedia content and tools" looks to make practical, helpful and acceptable use of the services and products of the information society in order to promote cultural and linguistic diversity, to contribute to the development of European cultural heritage, to stimulate creativity and to further improve the effectiveness of education and training systems, in particular as regards life-long learning. It is worth highlighting that the different European content industries make up an increasingly important part of the economy. It is essential that favourable conditions are created in order that the different producers in the European content industry can maintain or improve their competitive positions.

This is particularly important for the development of the European Union audiovisual policy, and for cultural action, in particular in the publishing, music and heritage sectors.

Europe's status as leader in the multimedia content sector needs to be confirmed in order to assist the flourishing of European creativity and European culture.

¹³ Draft European Parliament and Council Decision concerning the Fifth framework Programme of the European Community for research, technological development and demonstration activities (1998-2002) - interinstitutional file No 97/0119 (COD) of 6 February 1998.

More generally, socio-economic questions will be addressed in the Fifth Framework Programme in a horizontal and through a key action. Cultural aspects are an integral part of socio-economic research, and particular attention will be paid to the European integration process, globalization and technological developments concerning information and communication.

The structural policies are an important means of promoting cultural development and planning. As it implements them over the new programming period (2000-2006), the Commission, taking account of the conclusions of its Communication "Cohesion policy and culture - a contribution to employment"¹⁴, will consider culture as a valid component of regional and local development strategies. The assistance given to culture from the Structural Funds will not only help preserve and develop cultural assets (for instance cultural heritage) but will also help bring about productive investment in cultural industries and products. A cultural dimension could therefore be explicitly integrated both into the operational programmes of the European regions and into the Community Initiative Programmes¹⁵. Culture could be considered in the elaboration of the Structural Funds Guidelines. Cultural projects will be eligible if they create jobs and are integrated into local or regional development strategies.

As regards **rural development**, the policy of diversification of activities in rural areas must endeavour to take into full consideration the possibilities offered by cultural activities. This would cover the fact that projects presented must aim to promote rural diversification, notably through the use of cultural activities. This would, in turn, cover the following fields: promotion of territorial identity; exploitation (in line with the principles of sustainable development) of the vernacular cultural heritage (material, heritage, folklore, linguistic heritage, etc.); creation of permanent cultural infrastructures (eco-museums, arts centres, etc.); and the organization of specific cultural activities.

In the **tourism** sector, most of the Community initiatives developed thus far have been based on Council Decision No 92/421/EEC. This states that "*Community action is designed both to highlight the importance of the cultural heritage for tourism and to promote a greater knowledge of the cultures, traditions and ways of life of Europeans*". This Decision explicitly stresses the close link between tourism and culture and, more particularly, between tourism and cultural heritage. Indeed, estimates put the proportion of tourist travel that is cultural in nature at 30%.

The Community's role here is to give tourist initiatives a European dimension, particularly by encouraging exchanges of information, know-how and good practice through transnational projects. These fields of activity were in fact specified in the first multiannual programme to assist European tourism, "Philoxenia" (1997-2000), proposed by the Commission, but not yet adopted by the Council.

¹⁴ COM(96) 512.

¹⁵ Under the reform of the Structural Funds 2000-2006, Community initiatives will be reduced from thirteen to three: cross-border, transnational and inter-regional cooperation, with the aim of stimulating the economic development of the regions and promoting harmonious and balanced spatial planning within Europe; rural development; and transnational cooperation on new methods of combating discrimination and inequalities of all kinds in terms of access to the labour market.

B. Training and dissemination of knowledge

Occupational training is one of the **social policy** objectives pursued by the Community via the **European Social Fund** and other initiatives linked to employment policy. This, too, has indirect implications for culture.

The many activities of the ESF include the provision of training for the cultural professions, in the fields of both contemporary creative work and the preservation of the cultural heritage (for example, training for artists, actors, etc, as well as for museum employees, guards for architectural sites, people working in the tourism sector who have a link with the promotion of cultural heritage, etc). The ESF also aims to boost employment in culture and in the arts and crafts by supporting local cooperatives.

Culture will therefore remain a field eligible for assistance from the European Social Fund (2000-2006), being treated as a source of economic value, social development and employment.

The education and training policy that the Community is developing represents a significant contribution to the knowledge and dissemination of European cultures and history. The Commission Communication entitled "Towards a Europe of knowledge (2000-2006)"¹⁶ develops three priorities which have a cultural dimension in several respects: knowledge, citizenship and competence.

The future Socrates II, Leonardo Da Vinci II and Youth For Europe IV programmes will thus be able to promote the cultural dimension to a greater extent, in fields ranging from education to culture, artistic and cultural training, the training of instructors in culture and the arts, voluntary cultural work and the use of new technologies to provide access to the resources of the information society. Cultural aspects can be taken into account by: improving the skills of teaching staff in the arts and culture; encouraging mobility and language learning among students of the arts and humanities; encouraging the acquisition of skills in vocational training, particularly in traditional and new artistic professions and in new technologies relating to culture.

In economic terms, the cultural sector has reached a level within the EU which justifies the development of comparative cultural statistics based on sources already existing at Member State level. The Commission (Eurostat) has therefore included in its quinquennial plan (1998-2002) a specific heading on the development of comparative cultural statistics in order to help define, examine and evaluate the effect of Community action in the cultural sector.

The Community's action also extends to **telecommunications**, the information market and research development, where the aim is to improve knowledge and dissemination of culture through programmes entitled: Telematics Applications Programme (TAP), with an impact on the media, the audiovisual sector, libraries, museums, galleries, etc.; Advanced Communication Technologies and Services (ACTS) which, amongst other things, promotes the development and use of these services in the cultural sector; Multilingual Programmes (MLPA and MLIS), whose objective is to develop software applications for languages; TEN-TELECOM, which supports the feasibility and development of applications and Trans-European telecommunications;

¹⁶ COM(97) 563 final.

and finally, INFO 2000, which promotes the production of cultural content for the multimedia industry.

3. Culture in the Community's external relations

Globalization of economic relations and communications networks is inevitably leading to globalization of cultural issues. As a result, particular importance has to be given to questions of culture. In response to this trend, the Community is developing an approach along the following lines:

- (a) in the major international trade arena it will aim to protect the ability of the Member States to take any appropriate measures to promote respect for cultural diversity and encourage creativity and cultural development in Europe;
- (b) it is developing appropriate frameworks for balanced cultural cooperation with the other regions of the world that are keen to engage in cultural dialogue. The cultural dimension is increasingly explicit in the bilateral or multilateral cooperation agreements concluded by the Community, such as the Euro-Mediterranean partnership;
- (c) it is encouraging cultural development in developing countries. For example, in the implementation of the Lomé Convention, nearly half the indicative national programmes for the African, Caribbean and Pacific countries make the cultural sector a component of economic development;
- (d) it is opening its cultural programmes to participation by the European countries that are applying for membership of the European Union;
- (e) it is promoting the influence of European cultures in non-member countries and the strengthening of cultural ties with Community nationals resident there.

FINANCIAL STATEMENT

EUROPEAN COMMUNITY FRAMEWORK PROGRAMME IN SUPPORT OF CULTURE (2000-2004)

**(Single financing and programming instrument for cultural cooperation:
"Culture 2000")**

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1. TITLE OF THE ACTION

European Community framework programme in support of culture 2000-2004
(Single financing and programming instrument for cultural cooperation: "Culture 2000")

2. RELEVANT BUDGET LINE

B3-200X European Community framework programme in support of culture

3. LEGAL BASE

- Proposed Parliament and Council Decision establishing a single financing and programming instrument in support of cultural cooperation.
- Treaty establishing the European Community, in particular Article 128.

4. BUDGETARY CHARACTERISTICS

4.1 Classification of expenditure, financial perspective section

- Non -obligatory Expenditure
- Disassociated credits
- Section 3 of the financial perspectives

4.2 Period covered by the action and rules governing its renewal

The framework programme will cover the period 2000-2004, inclusive.

The Commission will present, in good time, an evaluation of the results achieved, in order to ascertain the financial consequences of its eventual prolongation beyond 2004.

5. THE REASONS FOR COMMUNITY ACTION AND THE OBJECTIVES TO BE FOLLOWED

5.1 Subject and general objectives

The European Community framework programme in support of culture will promote the realization of the objectives set down in Article 128 of the Treaty. More specifically, the first Article of the proposed decision established the following objectives:

- the mutual knowledge of the culture and history of the European people, thus revealing their common cultural heritage, and encouraging cultural dialogue;
- encouraging creativity, the international dissemination of culture and greater movement of artists and their creations;
- the promotion of cultural diversity and the development of new forms of cultural expression;
- the contribution of culture to socio-economic development;
- to highlight the European importance of cultural heritage;
- to encourage European cultures in third countries, and dialogue with other countries around the world.

The framework programme has as an objective to concentrate its means of support within a single financial instrument.

In the context of enlargement, a significant part of the programme will support activities, particularly cooperation agreements, which involve the accession countries.

5.2 Operational objectives

Based on analysis of the priorities and the problems identified and of the sectors which potentially hold strong European added value, i.e. those stemming from the evaluations carried out, the specific objectives of the framework programme are as follows:

- A multiplication in the number of durable **cooperation agreements** (either within one sector or a number of sectors) and an increase in the number of cultural networks, in order to promote, amongst other things, greater mutual knowledge of the culture and history of the European people and the development of European creativity (around 60 agreements/networks).

- The creation of major works and the promotion, both within and outside the Community, of these works and of the cultural heritage of the European people - and their international distribution, by means of **major actions** (approximately 100 major actions).
- The development of new forms of cultural expression and the greatest possible involvement of the culturally most disadvantaged sections of the population by means of **specific and innovative actions** (a few more than 600 specific actions).

5.3 Target Group

In the first instance, operators in the cultural sector (event organizers, theatre workers, etc) and, more widely, artists and creative people. On the other hand, all European citizens, in particular disadvantaged sections of the population and young people will be targeted.

6. ACTIVITIES ENVISAGED AND RULES GOVERNING BUDGETARY SUPPORT

6.1 Types of activity

In order to meet the objectives of the programme, three types of activity are proposed:

- Activities within the context of structured and multiannual cultural cooperation agreements
- Major activities with European and/or international effect
- Specific and/or innovative activities in the Community and/or third countries

6.2 Types of expenditure

- Contributions in terms of co-financing projects (events, creative work, exchanges, activities aimed at informing the public, etc).
- Contributions to the establishment and operating costs of cultural networks.
- Financing of technical assistance contracts
- Financing for studies, publications, meetings of experts and evaluations.

6.3 Impact of experimental actions

Experimental actions are proposed by the Commission in the initial proposed budget for 1999 which aim to test new concepts regarding the framework programme, in particular:

- as regards cooperation agreements:
 - the implementation of networks of operators in order to carry out single sector or multi-sector projects;
 - the development of a European forum;
 - a network of universities;
- as regards major actions:
 - Presidency festivals;
 - Europe days – in the context of cultural events;
 - International televised diffusion of major cultural events;
 - The creation of networks of the Member States' cultural institutes for activities within and outside the Union;
- as regards actions aiming towards social integration:
 - the creation of a network of cultural operators from disadvantaged sectors of society.

The experience acquired will be used while implementing the new programme, while, if necessary, taking into account the results during negotiations on this programme.

7. FINANCIAL DETAILS

7.1 Actions in the context of structured and multi-annual cultural cooperation agreements

- Co-production of works
- Cultural events (tours, festivals, etc.)
- Activities involving more than one cultural discipline
- Further training and free movement of professionals
- Knowledge of peoples' history and culture

These agreements must show evidence of the following characteristics:

- Involve seven participating states;
- Last three years;
- Have average annual unit costs of ECU 275 000 for financing activities.

This figure is based on the experience obtained from financing those agreements/networks in the existing programmes (generally ECU 200 000 in the Raphael programme) and reflects any concerns about the increased number of participants (generally 7 rather than the current figure of 5).

- Average annual unit costs of ECU 55 000 for operational costs and implementing a network (20% of ECU 275 000);
- That is an average total cost of around ECU 1 000 000 to finance a cooperation agreement lasting three years;
- Selection on the basis of a call for applications.

The intention is for 60 cooperation agreements to be concluded while the programme is in operation (on the basis of six major actions covering around 20 forms of cultural expression, and the conclusion, on average, of three cultural cooperation agreements).

7.2 Major actions with European and/or international effect

- European City of Culture;
- Festivals in those countries holding the Presidency of the Union;
- Europe Days integrated into cultural events with a European dimension;
- The creation of an event, a monument or a cultural site of European importance;
- The recognition of major talents;
- Televised diffusion of cultural events.

These major actions must show evidence of the following characteristics:

- Symbolic value;
- The possibility of multi-annual activities (one, two or three years);
- Average annual cost of ECU 500 000, more specifically:
 - *European City of Culture - ECU 1 million (support for the city, preparatory action and management action) on the basis of actual experience;*
 - *Presidency Festivals: standard costs for large scale European festivals - ECU 1.5 million, i.e. ECU 750 000 (50%);*
 - *Europe Days within festivals: around 1/3 of the standard costs of a festival, i.e. ECU 500 000;*

- *Symbolic activities: ECU 300 000 - 400 000 per year, on the basis of current experience (Acropolis, Chiado, Mount Athos, the route to Santiago de Compostella, etc.);*
- *Major talents: ECU 200 000 for the organization of a prize to recognize great European cultural figures - on the basis of the average cost for similar prizes;*
- *TV coproduction: ECU 250 000 per example, on the basis of the costs of co-productions carried out for information.*

- Selection on the basis of an application.

The framework programme should look to finance around twenty major actions annually.

7.3 Specific and innovative activities within the Community and/or third countries

- Creative work and events in the new forms of cultural expression;
- Access and participation of citizens in cultural activities, in particular the disadvantaged and the young;
- The creation of multimedia tools;
- Exchanges and cooperation between cultural and socio-cultural operators working in the field of social integration.

These specific actions will meet the following characteristics:

- At least four participating states;
- Duration of one to two years;
- Average cost of ECU 80 000.

Under the existing programmes, the average cost is ECU 45 000 per project. The average cost proposed above takes into account more concentrated support and wider cooperation (more participating states).

- Selection on the basis of a call for applications

It is planned to finance 630 activities of this type during the period covered by the programme, that is to say 125 activities per year. The supported activities will concern the new forms of artistic expression (50), culture in disadvantaged areas (50) and the links between culture and other policies (25).

TABLE SHOWING THE COSTS

	2000	2001	2002	2003	2004	ECU million Total
1. Cooperation agreements						
Number of activities per year	12	12	12	12	12	60
Number of activities in progress	12	24	36	36	36	
Cost (ECU 1 million per activity)	12	12	12	12	12	60
2. Major actions.						
European City of Culture	2.5	1	1	1	1	6.5
Presidency Festivals (two per year)	1.5	1.5	1.5	1.5	1.5	7.5
Europe Days (five per year)	2	2	2	2	2	10
Symbolic activities						
Number of activities per year	2	2	3	3	3	13
Number of activities in progress	2	4	7	8	9	
Cost (ECU 1 million per activity)	2	2	3	3	3	13
Prize for major talents (two per year)	0.4	0.4	0.4	0.4	0.4	2
TV	1	2	2	2	2	9
TOTAL	9.4	8.9	9.9	9.9	9.9	48
3. Specific actions						
Number of activities per year	120	125	125	130	130	630
Cost (ECU .08 million per activity)	9.6	10	10	10.4	10.4	50.4
4. Management						
Technical assistance offices ¹⁷	0.5	1	1	1	1	4.5
Studies, publications, experts meetings	0.8	0.8	0.8	0.8	0.4	3.6
Evaluation			0.2		0.3	0.5
TOTAL	1.3	1.8	2	1.8	1.7	8.6
TOTAL:	32.3	32.7	33.9	34.1	34	167

The management costs cover a technical assistance office, studies, publications experts' meetings and the evaluation. The Commission may have recourse to legal expertise, making use of a permanent network of specialists in the legal aspects of culture.

¹⁷ Technical Assistance Offices: This amount is foreseen under Part B of the budget for the evaluation and follow up. The operating costs will, however, require financing of ECU 0.3 million per year under Part A of the Budget (see point 10.2).

7.4 Total costs

On the basis of the detailed calculations, which are attached as an Annex, the total costs are as follows:

	2000	2001	2002	2003	2004	Total	%
Cooperation agreements	12	12	12	12	12	60	35.9
Major actions	9.4	8.9	9.9	9.9	9.9	48	28.7
Specific actions	9.6	10	10	10.4	10.4	50.4	30.3
Programme management	1.3	1.8	2	1.8	1.7	8.6	5.1
TOTAL	32.3	32.7	33.9	34.1	34	167	100

8. FOLLOW UP AND EVALUATION

8.1 Indicators

The main analytical elements which can be used to measure the results and the achievements made by the programme, with regard to its objectives, are as follows:

- for integrated actions:
 - The number of cooperation agreements (either in one or more sector) and networks receiving support;
 - The number of operators involved in these agreements or networks;
 - The proportion the above make up in the total number of operators in each sector;
 - The durability of the networks created or supported;
 - The number of activities at university level;
- for major actions:
 - The number and quality of cultural projects and events supported by the programme;
 - The number of operators involved in these projects;
 - Analysis of the level of media coverage (as regards the general public), and those working in the cultural sector (reviews and specialist magazines) of the major actions;

- for the specific activities:

- The number of new forms of cultural expression affected;
- The number of projects carried out;
- The level of participation in these projects by disadvantaged sections of the population and young people;

- for all activities:

- Involvement of the public;
- The added value, in both cultural and socio-economic terms created by the synergies and partnerships developed, with particular emphasis on job creation in the field of arts and culture;
- Activities/agreements/networks involving the adhesion countries.

8.2 Selection criteria

- European added value (see point 8);
- Number of Member States involved in the projects as regards operators (for instance, with Action 1, the minimum number of Member States involved will be seven);
- Number of sectors affected by projects involving more than one sector (at least three);
- Amount of works/heritage/other affected by the projects;
- Minimum audience levels;
- Minimum duration for network agreements (at least three years);
- Minimum levels for project budgets;
- Economic impact of projects (for example, in terms of job creation).

8.3 Follow up

Further action will be carried out on the basis of permanent instruments which, amongst other things, consider the achievements made and take into account the selection criteria.

These will be quantifiable and fully developed, in particular by:

- Comparative analysis of the advantages and merits of the applications made;
- A complete activity report providing a technical and financial assessment of operations;
- Evaluations.

By their nature, assessment using these indicators should not pose any problems.

The Commission will be assisted with the implementation of the programme by a Committee of a consultative nature made up of representatives of the Member States.

8.4 Evaluation

Evaluations are envisaged for 2002 (intermediate evaluation) and at the end of the programme, in 2004

8.5 Internal coordination mechanisms

The internal coordination arrangements to ensure that cultural aspects are considered in Community action are defined in the Commission Communication on this subject, which was published in October 1997.

DG X is responsible for coordination.

In advance of the selection of new projects, the services will be consulted.

9. ANTI-FRAUD MEASURES

All legal obligations (contracts, conventions, etc) will allow for the possibility of inspections being carried out by the services of the Commission and the Court of Auditors.

All payments will be subject to the provision of full financial proof and a balanced financial situation, depending on the nature of the expenditure.

Three levels of inspection are envisaged: of each dossier, of each document, and through on-site visits.

Internal audits will be carried out to check the work of the technical assistance offices.

10. ADMINISTRATIVE EXPENDITURE

10.1 Effect on employment

Type of work		Numbers to appoint for the management of the action		Of which		Length
		Permanent jobs	Temporary jobs	By using existing resources within the DG or service concerned	By using additional resources	
Officials or temporary agents	A	6	2	X		
	B	2	1	X		
	C	10	0	X		
Other resources			3 ¹⁸	X		
Total		18	6			

10.2 Total financial effect on human resources

	Amount	Calculation used
Officials	9 720 000	18 x ECU 108 000 x 5 years
Temporary Agents	1 620 000	3 x ECU 108 000 x 5 years
Other resources (Budget line A-7002)	1 500 000 ¹⁸	3 x ECU 100 000 x 5 years
TOTAL	12 840 000	

Made using existing resources for management activities (based on titles A-1, A-2, A-4, A-5 and A-7).

¹⁸ Finance for the operation of technical assistance offices: ECU 0.3 million per year under line A-7002, which should compensate for the loss of existing consultants.

10.3 Other operating expenditure

Budget Line (No and title)	Amount	Calculations used
A-7031	146 250	15 representatives from Member States x ECU 650 x 3 meetings per year x 5 years.
TOTAL	146 250	

The funds will be found within DG X's existing allocation.

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