

EUROPEAN PARLIAMENT



s e s s i o n d o c u m e n t s

ENGLISH EDITION

14 July 1993

A3-0238/93

REPORT

of the Committee on Culture, Youth, Education and the Media
on the information policy of the European Community

Rapporteur: Mr Arie OOSTLANDER

DOC_EN\RR\232\232259

PE 203.960/fin.
Or. NL

* Consultation procedure requiring a single reading
** Cooperation procedure (first reading)

**|| Cooperation procedure (second reading) requiring the votes of a majority of the current Members of Parliament
*** Parliamentary assent requiring the votes of a majority of the current Members of Parliament

DA

DE

GR

EN

ES

FR

IT

NL

PT

CONTENTS

	<u>Page</u>
Procedural page	3
A. MOTION FOR A RESOLUTION	4
B. EXPLANATORY STATEMENT	10
Annex I : Tables	20
Annex II : Tables	21
Annex III : Motion for a resolution B3-0266/92	22
Opinion of the Committee on Budgets	23

By letter of 20 February 1992 the Committee on Culture, Youth, Education and the Media requested authorization to draw up a report on the information policy of the European Communities (SEC(91) 1010 final).

On 6 April 1992 the President of the European Parliament announced that the committee had been authorized to report on this subject.

At its meeting of 18 December 1991 the Committee on Culture, Youth, Education and the Media had appointed Mr Oostlander rapporteur.

By letter of 4 September 1992 the Commission forwarded to the European Parliament a communication on a Youth Information Action Plan (COM(92) 0297 final - C3-0370/92).

On 18 September the President of the European Parliament announced that he had referred this communication to the Committee on Culture, Youth, Education and the Media as the committee responsible and to the Committee on Budgets for its opinion,

On 10 April 1992 the President of Parliament announced that he had also referred the motion for a resolution by Mrs André-Léonard on setting up an educational project to teach European awareness to children aged between eight and twelve (European Passport Project), pursuant to Rule 63 of the Rules of Procedure (B3-0266/92) to the Committee on Culture, Youth, Education and the Media as the committee responsible and to the Committee on Budgets for its opinion.

At its meeting of 26 November 1992 the Committee on Culture, Youth, Education and the Media decided to include this motion for a resolution in its report.

At its meetings of 5 November 1992, 23 March 1993, 30 April 1993, 7 June 1993 and 13 July 1993 the committee considered the draft report.

At the last meeting it adopted the motion for a resolution unopposed with one abstention.

The following took part in the vote: La Pergola, chairman; Banotti, vice-chairman; Simeoni, vice-chairman; Oostlander, rapporteur; Buchan (for Denys), Canavarro (for Barrera i Costa), Dührkop-Dührkop (for Rubert de Ventos), Elliott, Escudero, Frémion, Galle, Gröner, Guidolin, Hermans, Hoppenstedt (for Fontaine), Larive, Laroni (for Barzanti), Lauga, Mebrak-Zaïdi (for (Fayot), Pack, Rawlings, Schwartzenberg (for Livanos) and Stewart-Clark.

The opinion of the Committee on Budgets is attached.

The report was tabled on 14 July 1993.

The deadline for tabling amendments will appear on the draft agenda for the part-session at which the report is to be considered.

MOTION FOR A RESOLUTION

on the information policy of the European Community

The European Parliament,

- having regard to the Communication from the Commission of the European Communities of 3 June 1991 on keeping young Europeans informed (SEC(91) 1010 final),
 - having regard to the Communication from the Commission of the European Communities of 2 September 1992 on a Youth Information Action Plan (COM(92) 0297 final - C3-0370/92),
 - having regard to the motion for a resolution by Mrs André-Léonard on setting up an educational project to teach European awareness to children aged between eight and twelve (European Passport Project) (B3-0266/92),
 - having regard to Rule 121 of the Rules of Procedure,
 - having regard to the report of the Committee on Culture, Youth, Education and the Media and the opinion of the Committee on Budgets (A3-0238/93),
- A. whereas politicians are accountable to the people for their decisions and information is therefore a democratic duty,
- B. whereas European integration is based on working towards the objective of an international legal order, which must be characterized by democratic scrutiny and by solidarity among Member States, and is therefore a matter of interest to all citizens,
- C. whereas the narrower emphasis on an economic community and the manifest disagreement within the Council about fundamental issues, including nurturing democracy, have undermined the interest and confidence of individual citizens,
- D. whereas a complex decision-making process has made the workings of the Community somewhat opaque, resulting in a lack of information and an inability to communicate on the part of the Community,
- E. whereas an information and communication policy cannot compensate for what is structurally wrong or non-existent in the Community, and whereas such a policy should draw attention both to the positive aspects of the Community and to those which still require correction,
- F. whereas the general public is still very vague and uninformed about the role of the European institutions and consequently only interest groups familiar with Community structures manage to influence decisions,

- G. whereas information and communication policy must help to democratize politics and be aimed at reducing the gulf between citizens and politics, that is:
- address all citizens, whether they support or criticize Community policy,
 - cannot address itself exclusively to people who are involved on a professional or institutional basis, but should be aimed at the general public,
 - must give a clear and objective picture of the values of the Community,
 - must explain in plain and simple terms why and how particular political objectives are being pursued,
- H. whereas, given the number and structure of its population, the Community must have good means of communication and a broadly decentralized structure for disseminating information,
- I. whereas an effective Community information policy will not be achieved without the cooperation of national, regional and local bases,
- J. whereas the democratization of politics and narrowing the gulf between citizens and politicians requires policy-makers and politicians to be aware of the information impact of their decisions at each stage in the policy-making process, and whereas information requirements should therefore be high on the list of priorities,
- K. whereas the democratization of politics and narrowing the gulf between citizens and politicians must lead to changes in the operation of the communication services of the Commission and Parliament such as to place them under political supervision and ensure that they operate close to the political sphere, while safeguarding the independence and integrity of these services,
- L. whereas Community information and communication policy, being a permanent political mission, is subject to parliamentary scrutiny, and whereas the Commission must present a clear picture of it to Parliament for that purpose,
- M. whereas Parliament should feel responsible for its communications with individual citizens and make optimum use of its staff and services not only during election periods but at all times, and where this cannot be done, must decide to reorganize, reduce budgets or even abolish services,
- N. whereas the Commission must apply the original principles of European cooperation in numerous policy areas and should communicate with individual citizens with a view to imbuing them with a sense of the values on which European integration is based,
- O. whereas, alongside the Community, the Member States have a role to play in information on European policy,
- P. whereas there are individual citizens and groups who are committed to the cause of Europe and the Commission has a duty to support them in this mission while respecting their identity,

- Q. whereas attempts by the Council to introduce greater 'transparency' into the Community are purely makeshift measures which merely obscure the fact that the Council itself is the prime obstacle to democratically controllable decision-making,
- R. whereas it is vital for the Community to be represented in other countries in order to disseminate its views on the rule of law and democracy,
- S. whereas the allocation of the budgets available for communication should reflect the effectiveness of the various methods used and the Community's responsibility vis-à-vis Member States and other countries,
- T. whereas the criteria for recruiting and appointing officials should include commitment to European principles and a dynamic approach, as well as professionalism and whereas a career development policy should be introduced which offers career prospects and fosters mutual cooperation,
1. Considers that the political groups, in cooperation with their member parties, should provide citizens and their organizations with information that is as clear and objective as possible with a view to soliciting genuine support for European democracy;
 2. Hopes that the Community will develop horizontal information channels to allow social groupings to explain European policies, their implementation and their implications to citizens in the areas of concern to them;
 3. Stresses that the information policy should also enable people to put their views to the Community institutions so that decisions are not influenced only by professional interest groups;
 4. Considers that Community information policy is not monolithic but can be divided into two main areas:
 - information policy in the wide sense covered by the media and targeted at the general public; this deals with legislation being drafted or in the course of adoption, progress in discussions between the institutions or within each of them, major projects undertaken, key moments in the life of the Community (European Council, Parliament debates, etc.)
 - providing practical information on programmes, grants, Community legislation, etc. to citizens and to representative bodies in general.

Consequently, all the Community's services should be organized in a way that allows them to fulfil this two-fold task;

5. Points out that the Treaty on European Union contains an Article 138a concerning European political parties which 'contribute to forming European awareness and to expressing the political will of the citizens of the Union' and therefore calls on the Commission to draw up, in close cooperation with European political parties, a work programme implementing this aim of the Treaty;
6. Considers that Parliament should hold an annual debate on the policy pursued by its own services on the basis of a strategic concept, the debate being based on a report by the Committee on Culture, Youth, Education and the Media;

7. Recommends that, in its campaign for 1994, Parliament should draw the attention of the electorate to the respective responsibilities of the various Community institutions in the decision-making process;
8. Takes the view that the press and audiovisual departments of Parliament based in Luxembourg should be moved to Brussels and that Parliament's library should be in Brussels;
9. Considers that the audiovisual services should be selectively available to delegations visiting third countries (including the ACP-EEC Joint Assembly) or in places other than the three places of work;
10. Considers that the Commission should submit its communication policy for parliamentary scrutiny by presenting an annual report;
11. Considers that the Commission should develop the organization of its communication policy so as to establish intensive contacts between communication services and policy-makers at all levels and at all stages of policy-making and that communication services should be placed under political management so that a dialogue is engaged with individual citizens, which should extend to preparatory stages;
12. Recommends that when the Commission is drawing up and implementing decisions it should put across in its information to the general public the political aims formulated by the European Parliament and the Council for the relevant decisions;
13. Hopes that efforts will be made to achieve practical cooperation between all the institutions on communication policy, for example in relation to data banks, the press-cuttings services, publications and groups of visitors;
14. Considers that group visits and seminars should help to give citizens consistent information on the Community and should be of a high standard and of benefit particularly to opinion multipliers;
15. Hopes that a special effort will be made in relation to young people and primary and secondary school children, who are denied access to the European institutions and who are often much more inspired by the European ideal than their elders;
16. Suggests that in arranging such visits and seminars it should be borne in mind that it may be possible to present all the European institutions located in the places concerned;
17. Considers that publications should provide answers to questions which are commonly asked and should enable individual citizens to enter into a dialogue on the political significance of policy;
18. Considers that the Commission should present to Parliament within one year of Parliament's consideration of this report a proposal for open government in the Community;
19. Considers that the existing arrangements for refunding to broadcasting organizations the costs of using facilities (satellite and microwave links) should be simplified for reports concerning Parliament and that more ample facilities should be made available to the media so that:

- 19.1 Members of the European Parliament can use audiovisual facilities (in the evening as well as at other times) during part-sessions in Strasbourg and Brussels and also during committee meetings in Brussels;
- 19.2 accredited journalists no longer have to pay to telephone or fax their own editorial offices;
20. Believes that the potential of regional and other television and radio organizations should be recognized by not only supplying political information but also, to a modest extent, using other categories of programme by subsidizing projects undertaken by private production companies which are of interest to Europe;
21. Considers that the external offices must comply with the political guidelines laid down by Parliament or the Commission, but that on the other hand they should have sufficient freedom of policy to be able to respond to cultural diversity in Member States, which means that:
- the offices must have a say in the communication policy pursued by 'Brussels';
 - offices should be housed together and the unsatisfactory accommodation of Parliament's press service in Brussels should immediately be rectified;
 - offices should be opened promptly in countries which have applied for membership;
22. Considers that the external offices must be given the necessary manpower and material resources to carry out their work of informing the press and opinion multipliers and the general public in the best possible way;
23. Considers that the Commission should help to set up, in cooperation with the Member States, within existing regional and local structures (regional councils, educational establishments, chambers of commerce or agriculture, etc.) small information offices on the lines of the Euro Info Centres, to disseminate information and reply to questions in a more specific and more detailed way;
24. Considers that the information staging posts are suitable instruments for cooperation with Member States/organizations in them, and that this is also true at local and regional level;
25. Takes the view that public libraries, as an easily accessible source of information, are an extremely appropriate structure for informing the public at large about European Community policy;
26. Believes that greater use should be made of new media such as multimedia systems, electronic publishing, teletext and videotext;
27. Considers that the Euronews experiment is a step in the right direction for disseminating European information, that it must therefore be supported and enhanced, and that the Community must ensure that it is always financed by a majority of European public and private capital;
28. Considers that the external offices should be given the opportunity to adapt Parliament's INFO-Memo or other public-information publications to local needs with the aid of local translation agencies;

29. Takes the view that a greater share of funding within communication policy budgets should be allocated to the audiovisual media;
30. Considers that Parliament should increase its own information budgets and in 1994 release adequate funds for a campaign to promote European values and democracy;
31. Instructs its President to forward this resolution to the Council and Commission.

EXPLANATORY STATEMENT

0. Foreword

0. Discussions on the cultural budget for 1992 showed that the European Community's information policy needs to be looked at as a whole. The debate on the Maastricht Treaty in the Member States shows there is an urgent need for Parliament to deliver an opinion on information policy.

The European Parliament has made its views known on a number of occasions in the past on the Community's information policy, namely on the occasion of:

- the Schuijt report (Doc. 93/77) and the Beumer report (Doc. 1-1058/82), which are concerned with information policy with regard to the direct European elections; they call for detailed, fundamental information programmes;
- the Schall report (Doc. 1-596/80), which concerns the Community's information policy in general (objectives, resources and organization);
- the Marck reports (Doc. 1-223/84 and Doc. A2-208/87), calling for legislation on the provision of information to individuals (openness of Community administration);
- the Baget-Bozzo report (A2-111/86), which gives a cultural view of exchanges of information among citizens and takes a particular interest in the role of the media and education;
- the Andenna report (A2-296/88), which considers the monitoring of the disbursement of appropriations included in the European Community's general budget for information;
- the working documents drawn up by the Subcommittee on Information of the Committee on Culture, Youth, Education and the Media on the European Parliament's information services with particular reference to its television service (Hutton report, PE 75.637/rev.), the working conditions of journalists at Parliament (Brok report, PE 76.079/fin.), the care of groups of visitors (Hahn report, PE 75.676/fin.), Parliament's publications service (Arfe report, PE 82.694/fin.) and major issues occupying public opinion (Baudouin report, PE 96.651);
- the report of the Alber ad hoc working party on the strengthening of the information services in Brussels.

This report also discusses the communication from the Commission to the Council and the European Parliament on keeping young Europeans informed (SEC(91) 1010 final) of 3 June 1991 and the communication on a youth information action plan (COM(92) 0297 final) of 2 September 1992. Four innovative activities will be used to encourage the dissemination of information among young people.

1.0. The problem

1. Never before has there been such public interest in the future of the European Community and the way it operates. This is because people are now voicing many demands as if Europe were already a political entity. The internal market, reform of the agricultural policy, the economic and social problems in the countries of Central and Eastern Europe, the war in the former Yugoslavia, the tensions in the Commonwealth of Independent States and developments in the Middle East are a challenge to the European Community to form an adequate response. It does not always live up to this expectation.

2. The public view of the way the Community operate is very positive in the light of the development of democracy at European level. Attention is now focused on the Maastricht Treaty, which is designed to enable the European Community to respond to the major political problems of the day. A number of governments have held referenda on the Maastricht Treaty. Although there is some controversy as to whether a referendum really answers the question 'what do the people think?', some conclusions may be drawn. Hence it is evident that a large proportion of the people of Denmark, Ireland and France (where referenda have been held) have problems with the developments which the European Community is currently undergoing. For a variety of reasons many have expressed a No vote. It is by no means true, however, that all these No votes were a No to the question in the referendum. The level of the No votes surprised many people. Nor did it tally with the surveys carried out by Eurobarometer and CNN. The discussions during the referendum campaigns show that many people have a lack of commitment to Europe. This is probably also the case in countries where no referenda were held. There is a tendency to attribute the lack of commitment to shortcomings in information policy. However, an information policy cannot make good what is structurally wrong in the European Community.

3. There are two basic reasons for the lack of commitment to the European Community:

(a) The success of the Community in certain areas (for example the Internal Market) has caused disappointment in other areas where the Community has been much less successful, notably because the decision-making procedures in such areas are of an intergovernmental nature (for example foreign policy and policy on justice and the police). In areas where the Community has no clearly defined powers for tackling cross-border problems, people have been disillusioned. People are entitled to know the Community's aspirations with regard to the subsidiarity principle or the rise of nationalism in the Member States. The image the public has of Europe is now characterized by 'vagueness' and 'discord'.

(b) The Community today is growing out of kilter. The stress is on material aspects and as a result non-material aspects are neglected. There is no liking for a European Community whose ambitions are centred on 'economy' and 'efficiency'. As a result of this restricted vision the European Community is becoming the preserve of businessmen and civil servants. The Community is not turning into an administrative body in which people can place their faith. On the contrary, policy which appeals to the self-interest of people means that people will think only of today and of themselves. Consequently, the essential inspiration underlying integration is being pushed aside.

4. The key issue for the Community is how to foster amongst its citizens the public ethos relevant for solving the fundamental problems with which it is confronted. It is in the Community's interest for its citizens to regard the policy it pursues as their policy. They must be able to place their faith in the Community and be inspired to assume responsibility themselves for the further development of the Community. Popular confidence in the Community can be restored if the Community responds to the spiritual dimension and expresses it in policy objectives. The Committee on Culture, Youth, Education and the Media has on a number of occasions pointed to the need to highlight the non-material side of the Community and has endeavoured to make such values the cornerstone of cultural policy. This is one reason behind the idea of European citizenship.

Both aspects have found a place in the Maastricht Treaty, which in this respect can be seen as an attempt to give the European Community a human face.

5. Extending the areas of responsibility of the Community is intended to enable it to operate as a Community based on the rule of law. That is to say, the Community must respond to the ideals relating to the establishment of a democratically controlled international legal order; it must protect the traditional freedoms. Citizens should also have some come-back if the Community neglects their rights. This means greater democratization of the Community. For decades the future of the Community has been in the hands of a restricted, well-entrenched group of people taking decisions behind closed doors. Their activities have not been open to the public. To a large extent this is still the case. Even today, the Council of Ministers, as the decision-making body, continues to deny the European Parliament primacy over political democracy in Europe in essential respects.

One cannot expect a popular commitment if the people's representatives in the European Parliament are prevented from expressing their questions, expectations, ideas and interests in the political decision-making processes. The Community is degenerating into an organization where no one can be held responsible for anything. The democratic deficit must be made good if there is to be any real prospect of popular confidence and commitment. And in the meantime the intergovernmental structures are pursuing a policy in which the values and norms of European culture often play no part at all (former Yugoslavia, Member States' self-interest, etc.). But the European Parliament is not blameless either. It frequently sends out conflicting signals. All too often criticism voiced in crucial plenary debates is not reflected in the outcome of the voting. As a result, the public do not gain a clear impression of the European Parliament's aspirations.

6. In addition to strengthening political democracy, there is a need to encourage the social involvement of people in development at European level: democracy in society. To function properly, the Community needs citizens who can see beyond their own interests and who are willing to support the common good. European democracy itself calls for social commitment; otherwise, it will be diminished. To encourage this commitment there is an urgent need for the "people's Europe" to become a social reality. This means fostering a European view of the involvement of social organizations as well as the Member States' authorities in the way the Community works: the horizontal dimension of the principle of subsidiarity. The responsibility which social organizations themselves can undertake will be a key element in this European view of the horizontal dimension.

2.0. Public information

7. Public information is a special form of communications in which systematic efforts are made to pass on information to ordinary citizens and their social organizations to enable them to form and express their own opinions. Public information is concerned with fostering a greater awareness but also with implementing government policy. It is a form of persuasion and it is expressed in the following ways:

- a. information on what policy has been adopted;
- b. information on major policy initiatives;
- c. information on social problems to which a solution can be found through information geared to a voluntary change in the behaviour of the citizen.

8. The Community's public information policy should be designed to help develop the constitutional status of the Community and European democracy in its political and social context. It should enable individuals and their social organizations to find out how the Community protects the traditional basic rights and promotes social rights. Individuals and their social organizations also need to know how they can appeal to and influence the Community if the need arises. An information policy should not be directly solely at achieving a positive response from individuals and their organizations. It can also encourage them to engage in a critical dialogue. The information policy is therefore much more important than 'selling policy', because as far as the Community is concerned its people are both citizens and the object of policy. In other words, European laws and rules are directed at citizens and their organizations as a means of implementing policy. But individuals can also change laws and rules via the European Parliament. That is their democratic right.

9. A Community information policy which treats people seriously in both these respects will have to be based on the principle of subsidiarity. The vertical and horizontal distribution of responsibilities is of importance in this context:

(a) Vertical subsidiarity governs the relationship between the information responsibilities of the Community and those of the national, regional and local authorities in the Member States. These authorities have responsibilities in this respect, because they have an obvious clear interest in European integration. European integration has a significant impact on Member States, regions and local communities. The information provided by national, regional and local authorities underlines the importance of European integration. These authorities have the specific task of explaining to their citizens what opportunities European legislation provides for their policy.

(b) Horizontal subsidiarity is concerned with the responsibilities of social organizations as well as those of public authorities. At their own level the latter will have to inform individuals and their social organizations of policy initiatives and the implementation of policy. Public authorities must enable social organizations (educational establishments, trade unions, libraries, youth organizations, etc.) to assume responsibilities for European information themselves (see the youth information action plan). The social organizations have the task of explaining to the public the effects of European policy on their sector. In this way it becomes clear that European integration is not only a political, but also a social matter. The Community thus enters into a dialogue with social organizations. The clearer the understanding that the

Community has about what it should be doing and what social organizations can do, the more effective and possibly more efficient will be the information policy.

10. At the normative level, the Community must convey in its information policy an image of the Europe that is the goal or of the principles underlying the European Community: a democratic and federal Europe which, complying with the subsidiarity principle, is based on the original motives that made integration possible, i.e. solidarity, peace and the international rule of law. In economic policy this integration will find expression in the promotion of standardization, harmonization and socio-economic cohesion. At cultural level, on the other hand, the aim will be diversity and protection of national policy. In the foreign policy sphere integration means unanimity in the pursuit of Europe's basic motives in its relationship with the outside world. Europe is not only concerned with itself: it is also a political power that supports the international rule of law.

3.0. Towards a European communication policy

11. The Commission and the European Parliament have been very active in the information field. This was expected to bear fruit. The results of the referenda on the Maastricht Treaty have unexpectedly shown that the policy pursued is not achieving its objectives. This is largely due to politico-structural factors, but the information policy pursued is also capable of improvement.

12. European citizens must be able to bring their political responsibilities to bear on the decisions they take. This makes informing the citizens and their organizations a democratic duty. The pursuit of an information policy must not therefore be a technical, utilitarian matter or take the form of propaganda designed to manipulate the public. Within the Community, however, information is still overly geared to 'selling' policy or 'selling' the European Community as an institution for the well-being and welfare of the citizen. Sooner or later such information is bound to come up against reality. The economic advantages of the Community are not easy for the citizen to grasp. Consequently, they are not convincing. So many factors play a part; the Community is only one of them. The information campaigns on the completion of the internal market played on the advantages, whereas it also has distinct disadvantages. The internal market will, for example, lead to the rationalization of production capacities, thus causing unemployment in certain sectors. This is associated with European policy sooner than economic progress, which is, after all, regarded as a natural phenomenon.

13. It should be remembered that the Community has to operate under the political influence of national interests, which may paralyse its policy-making capacity at vital moments. This is one reason why Europe is far less easy to construct than some would like to believe. Decision-making in the context of the Maastricht Treaty is a clear example of this. Realism is therefore a virtue in information and must have priority over propaganda.

14. This report appeals for a more political concept of information, thus acknowledging the citizen's right to communicate with the Community: as the European Community conveys the image of wanting to be an international and democratically controlled legal system, the information imparted to European citizens and their social organizations must be permeated with the political aspects associated with policy decisions. There must be an indication of the

values (or perhaps motives) on the basis of which policy choices are prepared, made or implemented, what these decisions are intended and not intended to achieve and what the conflicting issues are in this context. In information confrontation with the public need not be feared. Information is not impartial. The Community must make it very clear what it wants. It must explain and define its aspirations. The public are mature and should be told what will be at stake if the attempts to make the Community into an international and democratically controlled legal system should fail. Information that conceals differences of opinion (with the Council, for example) is fatal for European democracy and the Community's image.

15. The information currently emerging from the Community speculates too much on the desire for financial advantages. It is obviously assumed that providing bread and circuses is the overriding political goal. If other motives, and especially the original ones, are ignored or referred to only in ethereal terms, the Community will become bogged down in shallow materialism with which no one but businessmen can in any way identify.

16. Introducing the political aspects into information activities will enable the public and their organizations to make their own assessment of these choices and to enter into a dialogue with the Community. This dialogue should continue throughout the policy cycle, i.e. during the preparation, adoption, implementation and evaluation of policy. Henceforward this report will therefore refer to communication rather than information. This reflects the need for the Community to engage in discussions with mature, politically responsible citizens and their social organizations.

17. If the Community intends to develop into an authority that can be approached by citizens and their social organizations, its communication with the public must have the following general features:

(a) External communication

- The Community must begin by placing the emphasis on the demonstrable political intentions underlying the policy decisions it takes or prepares. This is then followed by the actual transfer of information. If social problems are to be placed on the agenda by means of this communication, thought must be given to the values involved.
- The Community must seek out the public and their organizations. The European communication policy is therefore primarily a target group policy. Conversely, the public must also be shown how to make their desires and ideas known. It will usually be possible for European organizations to act as their mouthpiece. The Community must also continue to be directly accessible to the public.
- Communication in the Community must embrace the whole policy-making process. Policy-makers and decision-makers associated with the European Parliament, Council and Commission should be aware of the 'information impact' of policy decisions. These decisions should be clear. Policy-makers and decision-makers must realize which political dimension of their policy needs to be conveyed to the outside world through the communication services. They cannot afford to be either vague or inconsistent.

- The European Community is one community, in which the European Parliament, Council and Commission interact, with each playing its specific role in the decision-making process. Differences of opinion often arise among the institutions. The communication policy must therefore define the roles of the various institutions without losing sight of the greater whole.

(b) Internal communication

- The political content of communication makes it essential for communication officials to be involved in the policy-making process. Communication officials are responsible for obtaining a clear picture of the political aspects associated with policy decisions and for then making them known skilfully and quickly in communication processes. Civil servants and political representatives are responsible for bringing this political dimension to the attention of communication officials.
- If communication is to have a more political dimension, it must receive constant political attention. The management of the communication services must therefore be more political, and it should be impressed on other services involved in policy-making that their work must always be accompanied by an information impact analysis.

18. The European Parliament

The European Parliament's institutional position among the European administrative bodies is such that it usually has to operate during the preparatory phase of the various decision-making processes. The decision-making procedures are so varied and complex that they alienate the public from politics. The worst obstacle for the public is that some highly relevant final decisions taken by the European Community through the Council of Ministers largely escape the European Parliament's direct influence. Parliament merely has an indirect influence in such cases and is able to exert no more than psychological pressure. For those members of the public who are interested in the final outcome the European Parliament therefore has little interest as an institute. What is not fully appreciated, however, is that the European Parliament is now able to do far more than it could a few years ago. For citizens who know how they can influence decisions the European Parliament has a more realistic profile. But this creates a situation in which Parliament is merely there for the institutionally and professionally well-informed. The more power Parliament acquires and the more it is able to demand decisions with authority, the more it will be recognized and acknowledged by the public as a politicizing factor in the European arena.

If it is to reach a broad public and engage it in a dialogue,

- the European Parliament must emphasize the political aspects of its position in its own communication policy. This is true both of communication that shows Parliament to be a political and democratic forum (particularly in the case of information intended for the public) and of communication that explains Parliament's decisions in specific areas of policy (information for the press). In the run-up to the elections in 1994 Parliament must not hesitate to criticize the Council where it is delaying urgently needed policy or encouraging waste and red tape, contrary to Parliament's explicit political demands;

- Parliament's communication policy must be a target group policy because European policy often concerns specific categories. Priority should be given to multipliers, particularly those in direct contact with young people and women who take a serious interest in European affairs, and with professional groups who traditionally take a sceptical view of Europe (farmers, workers in heavy industry, etc.). Special efforts are needed in countries and regions where there are reservations about the development of the European Community as a democratic community governed by the rule of law;
- the parliamentary services will have to coordinate their organizational activities in information plans.

It is very important for parliamentary services to present a common view of both the internal and the external information policy, which the Committee on Culture, Youth, Education and the Media believes can be approved. Where internal communication is concerned, it must be ensured in this context that there is more constructive cooperation between information officials and their colleagues on the parliamentary committees and between information officials and Members of the European Parliament. Aspects of external communication should be discussed with the external offices in the Member States. They are bound to be familiar with the current situation.

19. The Commission

The Commission prepares policy decisions and implements them. The political desires of the European Parliament and the Council should have a place in its communication with the public. While it is explicitly acknowledged that the Commission takes responsibility, it is suggested in this context that Parliament should have access to and a say in the Commission's communication policy. This is a politically sensitive area, and it so happens that Parliament determines the actual level of the communication budgets.

The Commission should have an annual exchange of views on its communication policy with the European Parliament. The fact that the Commission is making its own activities increasingly transparent and coordinating them under the Priority Information Programme established for internal use is to be welcomed. Transparency of policy also makes proper accountability for this policy possible. It is proposed in this context that Parliament should debate an annual report with the Commission.

20. The Council

At the Edinburgh summit the Council decided to make the Community more 'transparent'. The Council has been shocked by the outcome of the referenda and realizes that the Community cannot manage without the support of the people. The solution for which the Council is opting will do little to improve the situation. It is proposing, for example, that there should be greater access to its activities, that information on its tasks should be disseminated and that the Community's legislative process should be made accessible.

Of these proposals it can be said that the public announcement of positions at the beginning of Council meetings is no more than a sop. Until the Community becomes a full-fledged parliamentary democracy, openness will continue to be a poor relation. It will improve when Parliament takes a hard line where necessary in its dealings with the Council and is able to call it to account in

every respect. Until such time there can be no question of transparency. What happens now is law-making in secret - precisely the opposite, in other words.

21. The communication official

This report cannot be confined to 'politics', 'policy', 'institutions' and 'services'. The person responsible for communication is of fundamental importance. Communication is a human activity in which commitment, dynamism and professionalism are extremely important qualities. The Community needs communication officials who are dedicated to the European principles. Communication officials must be put in a position to take optimum advantage of these qualities. This means that

- they must work close to the political scene
- they must be in permanent contact with policy-makers and parliamentarians
- they must establish a relationship with parliamentarians based on mutual trust
- they must be assessed for their commitment and dynamism during the recruitment and appointment procedures
- they must have the scope to use their own initiative (in connection with their professionalism).

22. Functional and financial aspects

In the Andenna report the Committee on Budgetary Control has already pointed out that the Community's communication budget is small compared with those of the Federal Republic of Germany and the United States. Given the enormous tasks facing the Community in and outside Europe, a gradual increase in both the Commission's and Parliament's budgets will be needed. However, such an increase can be justified only if these institutions make their activities transparent, subject them to evaluation and then place them under parliamentary control. There is room for improvement in each of these three respects:

- Both Parliament and the Commission have significantly improved transparency in recent years by publishing financial statements and annual plans. Reference has also been made in this context to imbalances in the policy. Parliament, for example, spends almost 60% of its operational information budget on groups of visitors and seminars, while other measures, such as audio-visual activities, have to make do with about 7.5%, which means that sometimes there is not even an opportunity to see Parliament in action. Parliament is thus failing to take full advantage of its strengths. The means of communication should be seen in relation to one another, their advantages and disadvantages weighed up and reasoned choices made.
- Reasoned choices can be made if greater emphasis is placed on evaluation and time is taken for reflection. The evaluation of communication activities is, however, underdeveloped in the European Community. This is remarkable when it is remembered that internal and external evaluation studies are carried out in other areas of policy. Evaluation should focus on the formulation of objectives, effectiveness and efficiency in the choice of instruments, etc. The Community can save money by investing more, not less, in communication management. Like the Andenna report, this report calls for cost-benefit analyses.

- Parliamentary monitoring of the Commission's activities has already been discussed in the Schall and Andenna reports. The Commission has yet to comply with Parliament's request for annual reports on the policy. Hence the proposal in paragraph 19 for an improvement in this situation. But Parliament is not blameless either. It must take a far greater interest in the activities of its own services and especially those of DG III (see paragraph 18).

23. Conclusion

The proposals contained in this report seek to make the communication policy more dynamic by associating it with all phases of the policy cycle. This report also attempts to adopt a different attitude towards the public by appealing to their political responsibility rather than regarding them as mere clients. A consistent policy needs to be firmly based on the original motives for European integration and to see them in the right context. Although this means that the communication policy must be pursued in a highly professional manner, what is primarily needed is strong commitment and political leadership.

Evolution of expenditure for information-activities of the European Commission, 1988 to 1992 (X 1000 ECUS).*

Year	1988	1989	1990	1991	1992
Theme					
Single Market	2,100	3,100	4,200	6,700	9,000**
Struct. Policy	0,200	0,200	0,600	0,600	1,700
Social	2,100	3,700	3,500	4,600	8,200
Agriculture	0,400	1,700	1,100	2,400	3,500
Europe/World	2,700	6,400	4,400	5,400	8,100
Science Techn.	3,200	6,300	6,200	6,000	7,900
Environment	-	0,500	0,900	1,400	0,400
Educ. Train.	-	-	0,900	0,900	4,000
People's Eur.	-	7,200	3,900	10,000	9,000
Consumers Inf.	-	0,900	1,500	1,700	0,400
Others	6,600	11,200	10,400	15,700	17,200
TOTAL	17,300	41,300	37,600	55,400	75,400

Source: "Priority Information Programme", 1992. European Commission.

* This table attempts to show the progression of information expenditure for each topic. The table is not complete. It is intended to complete it, as far as possible, in the coming years.

** To the exclusion of technological and consumer information.

Breakdown of available resources of the European Parliament, 1993 (X 1000 ECUS)
Operational appropriations

Heading	Centralised	Decentralised	Total
Publications	1,4875	0,3465	1,814
Public events	0,620	0,590	1,210
Audiovisual	0,820	0,370	1,190
Pairs and exhibitions		0,300	0,600
Third country visitors	0,615	-	0,615
Visitors	7,820	-	7,820
Seminars	0,720	0,780	1,500
Local Authorities	0,030	0,260	0,290
Euroscola	1,155	-	1,155
Subtotal	13,5475	2,9465	16,494
<u>Investment and operating items</u>			
Technical installations new purchases			0,407
Technical installations replacements			0,307
Technical installations maintenance			0,597
Newspapers			0,070
News agencies			0,300
Audiovisual supplies			0,136
Postage			0,763
Telephone			0,315
Telox			0,015
Television-line time			0,200
Maison Jean Monnet			0,200
Subtotal			3,310
		TOTAL	19,804

Source: Review and prospects of the information activities of DG 3, 1993, PE 163.040/DUR

MOTION FOR A RESOLUTION

pursuant to Rule 63 of the Rules of Procedure

by Mrs ANDRE

on setting up an educational project to teach European awareness to children aged between eight and twelve (the European Passport Project)

The European Parliament,

- A. having regard to the European Community's new competence in the area of education, following the decisions made when the Maastricht Agreements were signed on 7 February 1992,
- B. convinced of the need to draw up a wide-ranging, long-term programme to provide extensive and valid information for children aged eight to twelve, and to interest them in the idea of European integration,
- C. whereas one of the objectives of European Union is that the adults of the future should actively experience Europe as a reality with emotional appeal, rather than a vague geographical concept learnt at school,
 - 1. Calls on the Community Institutions to make good the current lack of publications providing clear information suitable for the 8 - 12 age group, and to set up a specialized data bank for this purpose (the European Passport Project);
 - 2. Calls on the Community institutions to provide primary teachers with educational materials to enable them to present the various aspects of Europe in a clear and attractive way;
 - 3. Calls on the Committee on Budgets to include a new item in the budget for providing information for children aged eight to twelve.

OPINION

of the Committee on Budgets

Letter from the Chairman of the committee to Mr Antonio LA PERGOLA, Chairman of the Committee on Culture, Youth, Education and the Media

Strasbourg, 13 July 1993

Subject: Community information and communication policy

Dear Mr La Pergola,

The Committee on Budgets has examined the draft report drawn up by Mr Oostlander, on behalf of your committee, on Community information and communication policy.

Noting that the resolution in the report contains a number of paragraphs concerning action by the European Parliament, the Committee on Budgets would stress that there is a risk of inconsistency between it and the report by Mrs Napoletano on the European Parliament's estimates for 1994, adopted on 24 June 1993, and with the stance adopted during the 1993 budgetary procedure, particularly as regards the external offices and the audiovisual sector.

The Committee on Budgets has therefore decided to ask your committee to amend its resolution, more specifically paragraph 13 (setting up an annual programme of activities approved by the authorities responsible for the external offices) and paragraph 14 (cost/benefit analysis for audio-visual information) to take greater account of the resolution contained in the report on Parliament's estimates for 1994.

More generally, the Committee on Budgets has also decided to adopt its final position within the framework of the forthcoming budgetary procedure.

Yours sincerely,

(sgd) Thomas von der Vring

The following were present for the vote: von der Vring, chairman; Cornelissen, third vice-chairman; Arias Canete, Böge, Cassidy, Colom i Naval, Elles, Goedmakers, Holzfuß (for Raffarin), Isler-Beguín, Kellett-Bowman (for Forte), Langes, Marques-Mendes, McCartin (for Zavvos), Napoletano, Samland, A. Smith, Theato and Wynn.