



EUROPEAN COMMISSION
DIRECTORATE-GENERAL X
Information, Communication, Culture, Audiovisual

External Information

**THE EUROPEAN COMMISSION'S
COMMUNICATIONS STRATEGY
FOR THE UNITED STATES
1996-2000.**

"GETTING THE MESSAGE ACROSS"

Prepared jointly by DG I and DG X in cooperation with the Washington
Delegation/SPI and approved by the European Commission's Steering
Committee for Information and Communication Policy.

May 1996

PEAN COMMISSION
STATE-GENERAL X
Information and Communication, Culture, Audiovisual

Information

Brussels, 29 July 1996
X.C.3: RJJ/at D(96)

NOTE FOR MR. RENAUD DENUTT, HEAD OF UNIT, DG X.A.1.

USA Information and Communication Strategy

The Secretariat General gave its agreement to the slightly modified text of this document last week.

I enclose herewith the final version and would ask you to inform the Steering Committee of the approval at the next meeting.

Additional copies can be obtained from Sheila Kinsella (tel. 99047; fax 99288) in my unit.



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THE EUROPEAN COMMISSION'S COMMUNICATIONS STRATEGY FOR THE UNITED STATES

CONTENTS

Highlights		Page
1.	European Commission's information and communication policy.	1
2.	Political background.	1
3.	State of U.S. public opinion.	2
4.	The communications strategy for the United States.	3
5.	European Commission's mission in the United States.	4
6.	Resources 1990-96.	5
7.	Political objective.	7
8.	Communications objectives.	8
9.	Key messages.	8
10.	Definition of target audiences.	9
11.	Prioritisation.	10
12.	Implementation programme 1996-2000.	11
13.	Restructuring of the Delegation's Press and Public Affairs	16
14.	Evaluation.	17
15.	Timescale.	17
16.	Budget.	18

Annexes

- A Selected U.S. public opinion poll results.
- B European Commission's information budget for the United States 1990-96.
Washington PPA 1996 proposed information programme, prior to strategy.
- C List of basic texts and research consulted to define this communications strategy.

THE EUROPEAN COMMISSION'S COMMUNICATIONS STRATEGY FOR THE UNITED STATES

HIGHLIGHTS

1. Background.

The Madrid EU-U.S. Summit on 3rd December 1995 adopted the **New Transatlantic Agenda and the Joint EU/U.S. Action Plan**. The new approach deepens the transatlantic relationship by going from consultation to joint action in four broad areas ranging from promoting peace and stability, responding to global challenges and expanding economic relations to building bridges across the Atlantic. It believes that "the transatlantic relationship can be truly secure in the coming century only if future generations understand its importance as well as their parents and grandparents did".

The New Transatlantic Agenda calls for a two-way dialogue, people to people. It says "we will consult and cooperate on the preparation of a medium term communications strategy which will aim to increase public awareness on both sides of the Atlantic of the EU/U.S. dimension". This paper is a response to that challenge, concentrating particularly on communicating the EU in the U.S. in the belief that mutual understanding requires a balanced level of knowledge on both sides of the Atlantic, and that there is a substantial deficit of knowledge about the EU in the United States.

Many of this strategy's conclusions are based on the results of a professionally-conducted communications audit of target audience perceptions and information needs commissioned by DGX and the Washington Delegation especially for this occasion.

This new strategy links and coordinates all information activities undertaken by the Commission in the United States. It binds all relevant Commission services and the Washington Delegation to a "unified" communications approach. Discussions with the U.S. Administration will indicate which elements of this strategy can be implemented together with the U.S. and where the Commission's independence of action will need to be retained.

2. Objectives.

The **European Commission's chief communications objective** is to increase public awareness and create a positive image for the EU in the United States. This is not to hide that there are occasional difficulties in the relationship. The above objective is closely linked to supporting the New Transatlantic Agenda in information terms.

The Commission's communications will carry the following underlying **messages**, which should be made specific and concrete for the issue being addressed:

- * The EU is America's most vital partner because of its political and economic weight in the world.
- * Europeans and Americans are linked by common values - democracy, decency, human rights, the rule of law and support for the market economy.
- * By working together, the U.S. and the EU can more effectively promote their common values and interests in the world.

The second and third messages are areas within which joint EU/U.S. information action is likely to be most effective. The overall message can be summed up as:

"Together we can make a difference".

3. **Targets and Implementation.**

Three **target groups** have been defined for this strategy:

* **"Decision-makers and opinion-formers** whose views and/or work impact on EU-U.S. relations", the top priority target group, will be reached mainly through a specially-constructed relational database containing contact details of up to one hundred thousand persons. Within this target group, key constituents outside Washington with an influence on U.S. Congress will have special priority in information terms. The future of all current periodicals will be reviewed and decisions taken to provide this priority audience with regular relevant information in the most cost-effective way possible. Special programmes will be further developed for journalists and the academic community in particular.

* **"America's future leadership: young Americans at university, community colleges and professional schools of business, law and journalism"** is a new target group essential for the future of transatlantic relations. Given adequate additional financial resources, it is planned to increase outreach to this group by establishing closer contacts with journalism schools, through the setting up of scholarships, exchange programmes, internships and a prize for a young American's journalist's coverage of European Affairs. Young Americans studying in Europe should be included in this targeting. Reciprocal action by the Americans targeted at young European leaders should be encouraged in the implementation of the joint EU/U.S. Action Plan.

* **"The informed general public** potentially interested in European Affairs" is the only hope to reach the broader public, given the fact that local news drowns out international reporting to such a large degree. Activity should be concentrated only on those persons who themselves already want that kind of information by targeting the channels where they are most likely to look for it - primarily public television and radio programmes and spots. High schools will receive particular attention with videos and other educational material. Further details of the many other initiatives targeted at this audience can be found in the main text of this strategy.

Electronic communications and relays will be further developed to serve our audiences with fast and updated information. Work will continue on improving and expanding the Delegation's Web site. The Commission's "Europa" server will be promoted where possible and the Internet fully exploited.

Press and Public Affairs of the Washington Delegation will continue to play the lead role in the Commission's communications efforts within the United States, assisted by its New York sub-office. A thorough review of PPA staff and work priorities will be undertaken based on this strategy and its implementation. Because of the importance of the West coast in information terms, consideration will be given to creating an appropriate Commission presence in Los Angeles.

A **new evaluation system** will be established to gauge end-user reactions to our information products and services. The relational database will be used to generate a random sample of our audience to assess the quality of our service to decision-makers and opinion-formers and receive feedback on how we might improve our services. We shall also track the audience ratings of our audio-visual programmes.

THE EUROPEAN COMMISSION'S COMMUNICATIONS STRATEGY FOR THE UNITED STATES

1. European Commission's information and communication policy

The Commission's Information and Communications Policy: External Information (SEC(94)82/4) of 26th January 1994 called for "a global but selective strategy (which should be)...targeted in order to take appropriate account of both the wide differences in demand (and level of) information in different parts of the world, and the Union's differing policy objectives". It requires the preparation of "regional information and communications strategies". Key elements of the Commission's information and communications policy paper are:

- * The Commission is to give higher priority to promoting a positive image of the European Union to countries outside the Union;
- * Promotion of this positive image has to be accomplished in a cost-effective manner by ensuring greater coordination of existing resources and clearer targeting;
- * This communication must articulate a clear corporate image for the European Union;
- * This global but selective strategy should be adapted to regional needs.

In the European Commission's communications, the term "the European Union" should be used to ensure consistency of corporate image and identity, while the "European Commission" should be identified as the provider of that information.

2. Political background

The EU and the U.S., both global players in economic and political terms, are linked by common security interests, mutually beneficial trade and economic relations, similar foreign policy objectives and common cultural values in general. The end of the Cold War has changed the nature of this relationship, as domestic political and economic interest became more prominent. Against this background the EU and the U.S. endorsed the Transatlantic Declaration in 1990 which called for closer cooperation and consultation. It also established biannual high level meetings which set the stage for the decision to further strengthen and develop the bilateral partnership.

To this end, the Madrid EU-U.S. Summit on 3 December 1995 adopted the New Transatlantic Agenda (NTA) and the Joint EU-U.S. Action Plan. The new approach deepens the transatlantic relationship by going from consultation to joint action in four broad areas ranging from promoting peace and stability, responding to global challenges and expanding economic relations to building bridges across the Atlantic. The latter chapter acknowledges the fact that "the transatlantic relationship can be truly secure in the coming century only if future generations understand its importance as well as their parents and grandparents did".

This citation from the text of the NTA accurately describes the goal that the Commission aims to achieve through its communications strategy for the United States. The concept of this new strategy will have to respond to the evolving social, cultural and not least demographic framework no less than to considerably changed political attitudes and structures in the U.S.. The Republican agenda set by a new generation of Congressmen clearly demonstrates that, in the political field, a Europe-oriented East coast society will not influence public opinion and political decision-making to the same extent it did during the Cold War period. This development is bound to continue whatever the outcome of this year's Presidential and Congressional elections will be, which will also bring in many new decision-makers with little or no knowledge of the EU. Over the last decade, in an increasingly decentralised U.S. society - where Washington has to take more and more account of the views of local U.S. leadership - the United States has strongly expanded its ties to its Southern and Pacific neighbours - inter alia by forging closer economic relations through NAFTA and APEC. Europe therefore can no longer take for granted to be the *primus inter pares* among U.S. partners. And yet, the EU and the U.S. continue to be for each other the largest single trading and investment partner - with a trade balance of 270 bn U.S. \$ worth of goods and services in 1994 and a mutual investment stock which stands at 500 bn U.S. \$, accounting for 2.5 times as much U.S. investment in Europe than in Asia and 60% of overall European investment going to the U.S.. To put this into perspective: in 1995 U.S. exports to the EU were twice as much as U.S. exports to Japan and the EU's 3% real GDP growth in 1995 alone translates into the creation of a market the size of Taiwan - America's 8th largest export market.

However, the undeniably growing importance of those markets for the U.S. have at times even created the perception that the EU-U.S. economic relations are less sound than in the past. The U.S.'s economic diversification process is accompanied by a correspondingly changing social and cultural environment. In the second quarter of the next century only one in two U.S. citizens will still be of European descent. We have a vital interest to foster a transatlantic partnership that in the words of the NTA "has been the leading force for peace and prosperity for ourselves and for the world". To this end, we need to strengthen and broaden public support for it in the United States.

3. State of U.S. public opinion

A Chicago Council on Foreign relations poll conducted in 1995 shows¹ that European nations - especially Germany and the United Kingdom - remain America's closest friends. The end of the Cold War and the Soviet military threat has not produced a marked shift in attention away from Europe. Europe is still considered more important to the United States than Asia by a wide margin on the public side (49% to 21%) and by a small margin on the part of leaders (42% to 38%). Concern about economic competition from Europe has lessened during the last four years. A solid plurality of the public (49%) thinks the economic unification of Europe is a good thing for the United States, with only a quarter (22%) regarding it a bad thing (see Annex A).

¹ The next two paragraphs are quoted from the report "American Public Opinion and U.S. Foreign Policy 1995". This poll was conducted by the Gallup Organisation among a national sample of 1,492 Americans, 18 years and over, as well as 383 American "leaders", during October-December 1994. Eurobarometer also conducted nationally-representative polls in 1987 and 1990 among 1,300 of the American general public.

Leaders' positive evaluation of European unification has increased from 79% in 1990 to 85%, with only 12% considering it a bad thing for the United States. Similarly, the European Union receives a favourable rating on trade practices among leaders, particularly compared to Japan. Among the public, a small plurality (35% to 32%) believes it practices unfair trade, although the number is down five percentage points from 1990 and one-third responds "don't know". More than twice as many leaders (65%) believe that the European Union practices fair trade, with 27% taking the opposite view.

Since the Chicago Council's 1986 poll, both leaders and the general public have become increasingly concerned about domestic social problems facing the United States. Now only 11% of both groups believe foreign relations are one of the "two of three biggest problems facing the country today". However, 33% of the general public are very interested when it comes to news about other countries and this rises to 50% if it is to do with U.S. relations with other countries.

According to Eurobarometer polls conducted several years ago in the United States, only 29% of Americans in 1987 had "read or heard anything about the European Community or the Common Market". In 1990, still only half the population was aware of it, let alone knowing anything about it. The name change to European Union has probably complicated matters further since then.

4. The communications strategy for the United States

The European Commission's regional communications strategy for North America is one of nine regional strategies under preparation. This paper exclusively covers European Commission communications directed at the United States, based largely on the results of a professionally-conducted communications audit of target audience perceptions and information needs commissioned by DGX and the Washington Delegation. A communications audit is underway at this moment in Canada and, once the results of that are known (anticipated end June 1996), the complete communications strategy for North America will be drafted for approval by the Information and Communication Steering Committee.

The New Transatlantic Agenda calls for a two-way dialogue. It says that the EU and the U.S. "will consult and cooperate on the preparation of a medium term communications strategy which will aim to increase public awareness on both sides of the Atlantic of the EU/U.S. dimension"². This will involve both an increased flow of information about the EU within the U.S. as well as information about the U.S. within EU member states.

² Quoted from the new joint EU/U.S. Action Plan, agreed 3rd December 1995.

This paper focuses mainly on the information flow about the EU within the U.S. This is not only because the Commission has instructed its services to produce such communications strategies for all major world regions, but because knowledge and understanding in the U.S. about the EU is at a very low level (much lower than knowledge and understanding in the EU about the U.S.), which prohibits effective communication of information about EU-U.S. cooperation there. The joint programme called for in the Action Plan both provides the occasion and increases the need to make Americans better informed about their transatlantic partner.

The new strategy should link and coordinate all information activities undertaken by the Commission in the United States - whether answering public enquiries, or organising business conferences and educational programmes as proposed in the Agenda (this strategy does not, however, include the cultural or audio-visual policy sector). It binds all relevant Commission services and the Washington Delegation to a "unified" communications approach. Discussions with the U.S. Administration will indicate which elements of the strategy can be implemented together with the U.S. and where we will need to retain our independence of action.

The aim of this paper is to enable the Commission to improve its communications to the United States by defining what it wishes to achieve, the key target audiences it should address and how to fulfil their information needs in the most cost-effective way. This strategy provides a framework within which all Commission communications activity in the U.S. takes place.

5. The European Commission's mission in the United States

The core mission of the European Commission in the United States is to promote the European Union's policy goals and objectives in relations with that country, to strengthen the EU/U.S. partnership called for in the 1995 Transatlantic Agenda and maintain U.S. support for Europe's political and economic integration. In stressing our economic and political interdependence as well as close ties of ethnicity, culture and respect for democracy and human rights, we also aim to support the continuation and strengthening of the harmonious relationship between the EU and the U.S.

The Delegation represents the Commission in its dealings with the U.S. Government for all matters within EU competence. It reports U.S. developments to Commission headquarters, contributes to the resolution of bilateral disputes, and seeks to build the EU-U.S. partnership, cooperation, and joint action across a broad range of international and multilateral economic, political and security issues. In pursuit of this mission, the Delegation targets key opinion leaders throughout American society, in addition to policymakers in Washington D.C. To this end, the Press and Public Affairs (PPA) section of the Delegation and the various policy sections of the Delegation work closely together, and as necessary with the Presidency and other Member States, to convey EU information and views to priority targets in government and leadership positions throughout society and across the country.

6. Resources 1990-96

The budget for public information activity in the United States is around 2 MECU for 1996. DGX's budget for information activity has almost doubled in nominal terms over the past seven years and amounts to 1.6 MECU in 1996. DGI's allocation for bilateral trade-related measures with the U.S. amounts to 0.5 MECU in 1996, roughly the same amount as in 1990. This allocation can only partly be used for information activities and is furthermore currently restricted to measures with a strong trade connotation (see Annex B for evolution).

Commission information activities in the United States are run from the Press and Public Affairs (PPA) section of the Washington Delegation. This office has a full information and media role for the whole of the United States. There is a small sub-office in New York which provides information to the important media, business and academic communities centred there as well as to the local government, the United Nations and its diplomatic community. Until 1995 the Delegation had a small sub-office in San Francisco which has now been closed. PPA in Washington is dependent on DGX for its finances. New York is in turn dependent on Washington for their budget, the largest item of which is used for the production of the newsletter "Eurecom";

Human resources for PPA and its sub-office have remained more or less constant for several years - 3 officials and 22 local agents. As there has been no Head of the Washington PPA during most of 1994-95, the Deputy Head has had to perform both his own and the Head's functions during this period.

About a quarter of PPA's total budget is used for the "Europe magazine". The magazine is produced ten times a year, has a circulation of $\pm 27,000$ ($\pm 22,000$ bought, $\pm 5,000$ free). It is a glossy (with advertisements) high quality, informative and well-respected magazine. It is a useful information tool and a prestigious "visiting card" for the EU and its image.

Other major information activities involve audiovisual production, media workshops, an academic programme and conferences. Apart from various TV productions and programmes, PPA runs a series of weekly radio programmes including "EC Farmline" and "European Report". An EU-U.S. Journalists Conference is held annually. PPA plays a full media role in Washington with the production of press reviews, releases and interviews. Information relays are maintained throughout the country, including Team Europe, full use is made of the EUVP, and responding to public enquiries is another major part of PPA's work. The PPA also has an extensive network of 54 European Depository Libraries (DEPs) throughout the United States.

EU member states also have large Embassies in Washington with their own information programmes (naturally based on their own national objectives) and active consular sections in New York as well as other cities, including those on the West coast.

According to the above analysis and the findings of the communications audit, what are the strengths, weaknesses, opportunities and threats to the European Commission's information operations?

Strengths

- * The importance of the transatlantic link - and the warm feelings generated by it - is appreciated by both the European Union and the United States;
- * The Washington and New York Delegation have dedicated PPAs staffed mainly with locally-recruited communications specialists familiar with the changing U.S. communications market-place. Both offices have had a long-term presence on the American scene;
- * The U.S. communications market-place is the most developed - and challenging - in the world.

Weaknesses

- * Until now, there have been no clear communications objectives and agreed key messages to guide the outreach activities of the European Commission in the U.S - evaluation of information activity is consequently difficult;
- * The general public is very difficult to reach, mainly because they do not perceive the European Union to be relevant to their daily lives and because local media activity drowns out international news;
- * The dynamism of the Asian region draws American attention - particularly in the West coast - away from Europe;
- * There is an absence of European content in high school curricula;
- * Demographic trends point to emerging majorities in some regions with no sentimental attachment to Europe. The political influence of those with Latin American and Asian roots especially will continue to grow;
- * Many knowledgeable Americans seem sceptical that the EU can achieve its main goals - political, economic and monetary union;
- * However abundant the production of EU printed, audio and visual information material by the European Commission, it can reach only a very limited segment of the huge American population;
- * Present financial resources will be inadequate to cope with the new demands of the Transatlantic Agenda. PPA also lacks an adequate "infrastructure" budget for equipment and missions.

Opportunities

- * The new Transatlantic Agenda provides added impetus to promoting friendly EU-U.S. ties;
- * The U.S. Presidential and Congressional elections in November 1996 will determine to a large degree the decision-makers with whom the European Commission will communicate for the four year duration of this strategy;
- * A possible restructuring of the Washington PPA will reflect new communications priorities created by the forthcoming strategy and general communications revolution in the United States;
- * New technology, especially Internet, has the potential to allow increasingly easy access to EU information;
- * Contracting out more work will increase information activity, while freeing knowledgeable EU staff to concentrate on press operations.

Threats

- * If the European Commission cannot compete in information terms, Americans will turn more and more to other bodies which can provide information about the EU which will not be as reliable and even may be on occasion antipathetic to the EU's interests;
- * Passivity will lead to further erosion of already low levels of public and political understanding of EU goals, policies and programmes.

7. Political objective

To expand and deepen EU-U.S. relations through the joint action plan by "promoting peace and stability, democracy and development around the world"; "responding to global challenges"; "contributing to the expansion of world trade and closer economic relations"; and "building bridges across the Atlantic".³

Despite much talk after the fall of the Berlin Wall of economic eclipsing security interests in the Transatlantic relationship, security undoubtedly still plays the lead role in the Transatlantic Agenda.

³Quoted from the new joint EU-US Action Plan, agreed 3rd December 1995.

8. Communications objectives

The European Commission's chief communications objective is to increase public awareness and create a positive image for the EU in the United States. This is not to hide that there are occasional difficulties in the relationship. The above objective is closely linked to supporting the New Transatlantic Agenda in information terms. Sub-objectives are:

- * Informing U.S. decision-makers and opinion-formers about the European viewpoint on issues and how a good relationship - despite any minor differences - is overwhelmingly in America's interest;
- * Demonstrating to an America with decreasingly emotional ties to Europe that reasons for the relationship are much deeper than just historic ties;
- * Encouraging America's future leadership to continue to cherish and develop the transatlantic relationship;
- * Identifying and influencing grass-roots American opinion interested in European issues;
- * Working together with the Americans on joint information programmes across the Atlantic to forge close longer-term ties between both communities.

9. Key messages

All communications should carry the following underlying messages which should be made specific and concrete for the issue being addressed. The question should always be answered: "Why is the European Union important to the United States and you personally?"

- The European Union is America's most vital partner because of its political and economic weight in the world.
- Europeans and Americans are linked by common values - democracy, decency, human rights, the rule of law and support for the market economy.
- By working together, the U.S. and the EU can more effectively promote their common values and interests in the world.

The second and third messages are areas within which joint EU/U.S. information action is likely to be most effective. The overall message can be summed up as:

"Together we can make a difference".

Two important sub-messages may also be:

- We may not agree on everything but even when we disagree, we know the rules to play by.
- Economic and Monetary Union will have a major impact on business across the Atlantic and global financial markets - you need to know about the implications.

All underlying messages should concentrate on demonstrating the benefits of the EU-U.S. relationship - ideally by using practical examples - and creating the link with the particular target audience's interests and needs. Discussion of EU institutions/procedures (except when specifically requested) should be avoided as bureaucracy is widely considered "suspect" in the United States.

10. Definition of target audiences

Clearly the Commission's communications programme must primarily serve decision-makers/opinion-formers. In the United States, our priority target audience can be defined as:

10.1 Target Group one : "decision-makers and opinion-formers whose views and/or work impact on EU-U.S. relations"

- * The White House and Administration appointees in contact with the EU/dealing with security/trade issues;
- * All Senators and Congressmen as well as their key staffers;
- * State Governors, legislators and mayors of all cities of over half million population, their trade advisers and anyone else significant dealing with EU affairs at the more local government level;
- * Key members of relevant think-tanks and prominent academics dealing with EU/security/trade affairs;
- * Chief Executive Officers of top corporations and leading entrepreneurs, leaders of business organisations (including chamber of commerce), major EU importers/exporters and labour unions;
- * Editors of all media which have a serious international news section, the trade press and known journalists dealing with European issues (TV, radio and press) - also talk show hosts;
- * Relevant officials in the State Department, Trade and other federal government bodies;
- * Senior military leadership and any Pentagon officials working on European security architecture;
- * U.S. Ambassadors and their diplomatic staff *in all European countries*;
- * Heads of Embassies and consulates of EU member states in the U.S.;
- * Leadership of minority groups with an international emphasis.

Particular efforts should be made to target those groups which are the main concern of Senators and Congressmen and which influence them directly. These groups are mainly outside Washington in the constituencies and consist of the business community, organised labour, local governments, media and academic/think tank community.

In all cases attempts must be made to target not just the senior figures, but also the *officials under them directly responsible for EU-related affairs*.

The United States is a vast country. The number of decision-makers/opinion-formers based on the above definition, if comprehensively addressed, could easily number a hundred thousand individuals. A proper functional relational database system (or even systems) to communicate, receive comments and reply back to our audiences is therefore indispensable to maintain a dialogue with key constituents, particularly as many change jobs frequently and need to be kept track of if they continue careers of interest to the European Union. All persons in the groups listed above should be placed on the database.

10.2 Target Group two: "America's future leadership: Young Americans at university, community colleges, and professional schools of business, law and journalism"

Secondly, the European Commission needs to capture the loyalty of the new generation of leadership that is arising in the United States. The changing nature of United States society means that many of these people will have no family or traditional ties to Europe.

Mainstream universities, colleges of journalism and professional schools (including business and law schools) are the breeding ground of America's new leadership and they are an important "mass audience" which could be addressed given adequate financial resources. If possible, Americans studying at similar institutions in Europe should also be prioritised. The potential size of this audience is estimated potentially at several hundred thousand persons at any time.

Once these future leaders have left college to start their careers, they should be integrated into the information programme which will be developed for target group one.

10.3 Target Group three: "The informed general public potentially-interested in European affairs"

Opinion-leadership is prominent at all levels of society. The EU can also try to reach grass-roots public opinion to generate local debate and spread messages more broadly to the general public. This target group would encompass local interest organisations, minority groups, local school associations and so on. Many are good potential multipliers of our information. These are so numerous that it will not be possible to reach them directly, as is recommended above for target group one.

Information *relevant to these groups* can be distributed by selected TV and radio programmes, newspapers and magazines that report seriously on international affairs - including business news - as well as grass-root publications servicing these organisations, including the use of the Internet. A thorough list of these organisations will need to be drawn up, including a plan how to reach them cost-effectively.

The highly competitive communications environment for the U.S. general public means that the EU will inevitably lose the battle if it attempts to enter it seriously at too broad-based a level.

11. Prioritisation

The European Union should concentrate its communications exclusively at the defined three target groups. Target group one is by far the most important and the Commission should ensure it is fully served pro-actively in information terms. The remaining resources should be used for target groups two (when the programme is launched) and three.

DGX will ensure that Washington will continue to have its PPA and sub-office in New York. Washington Delegation's remit will be U.S.-wide, with its New York sub-office concentrating its information and press work in the north-east of the country. The New York PPA will also continue to handle the information flow into the United Nations, though its main function will remain bilateral information.

From a geographical point of view, the following cities and areas will be prioritised: Boston, Atlanta, Miami, Charlotte, Chicago, Houston, Phoenix, Los Angeles, Seattle, San Francisco, Minneapolis and Denver. This choice is based on a combination of size of population, media concentration, importance of trade and balanced geographic distribution. Because of the importance of the West coast in information terms, consideration is being given to creating an appropriate Commission presence in Los Angeles.

12. Implementation programme 1996-2000

There will not be a promotional approach to building the EU-U.S. relationship. Instead links will be fostered through long-term information activity based on the above defined communications objectives aimed specifically at the target audiences.

Target group one will be communicated to primarily through a relational database with ancillary events in support. More grass-roots opinion-forming organisations (target group three) will be targeted mainly through the media, their own newsletters and the Internet. Both forms of communications will allow for a dialogue to be established between the European Union and Americans, serving the purpose of two-way communication. The implementation of this communications strategy - how to reach our three target groups with our messages in the most cost efficient way - will of course be a function of our ambitions, and of the resources made available.

12.1 Information activity across all three target groups:

The future of periodicals.

All existing periodicals - "Europe Magazine", "Eurecom" - will be reviewed in the light of this strategy to create possibly a single and much more focused periodical, the contents of which cover adequately the specific information needs of target group one in particular. If such a decision is taken, other/remaining periodicals will be phased out over a period of time adequate to establish the new publication properly and professionally with the expected new relational database in place. The new periodical(s):

- should be the chief instrument of communication with all individuals of target group one (although available to other audiences on demand);
- should aim to fulfil the communications objectives of this strategy and incorporate the key messages in each issue;
- should concentrate exclusively on issues of relevance to the EU/U.S. relationship, focusing on political, economic and business news of relevance and interest to target group one;
- should probably come out monthly;
- should ensure its format is like other serious analytical periodicals received by our U.S. audiences for the workplace, not for home;
- should be available on the new World Wide Web site.

Precise targeting of such a prestigious audience will generate far greater advertising revenues if properly marketed. If eventually no longer in a magazine format, the former role played by "Europe Magazine" as a co-sponsor of conferences on EU issues can be taken over by the PPA acting in the name of the European Commission or its Delegation.

Other publications. There will continue to be a demand for printed information in the form of leaflets and brochures. The layout and the content of these publications will be constantly reviewed in order to make them as attractive to our American readership as possible. In some cases, existing DGX publications will be adapted to the U.S. public; in others, special publications will be produced specifically for the U.S. market. A common look has been developed for them.

Electronic communications. If staff resources permit, the web site of the Delegation will be further developed. With this and with other electronic communication products to be developed, it is planned to serve the public in general and PPA relays specifically, with fast and updated information. The ways of making information directly accessible will of course, have an impact on all activities. The Public Enquiry section and Library section, the Press section, the Academic and Audiovisual sections will all be able to point to information already available on the Web or otherwise on the Internet; the Internet will be used in every possible way, from marketing new publications to getting subscribers to "Europe Magazine". The "Europa" server in Brussels will be advertised in all information products.

Relays. The network of information relays, based essentially on European Depository Libraries (DEPS), will continue to be supported and its activities developed and advertised. Team Europe members and other networks will increase their information activities in the U.S., concentrating mainly on the EU/U.S. Action Plan, the IGC and the introduction of the single currency. In this context, PPA is considering recruiting more business people into Team Europe. Around 35 to 40 of the U.S. Team Europe is going to Brussels in July 1996 for an intensive three day briefing.

Member state embassies and consulates. Cooperation with member state embassies, and particularly with their consulates outside Washington, will be reinforced, with a view to developing, as far as is possible, joint media actions in connection with major EU events.

12.2 Target Group one: Information activity specific to "Decision-makers and opinion-formers whose views and/or work impact on EU-U.S. relations"

This is the group, that will have to be constantly in our focus, not only from a PPA perspective, but from Headquarters and the Delegation as a whole. This target group will require clear messages on overall Commission and European Union policy priorities concentrating primarily on the following list of issues together with the necessary day-to-day reactions to current events:

- European and global security architecture;
- EU enlargement;
- Trade questions;

- Economic and Monetary Union and the introduction of the single currency;
- Employment, social and health affairs;
- Joint EU-U.S. problems and challenges of modern society, including third pillar issues like drugs, international crime etc;
- Environmental problems.

In particular, consideration will be given to launching a major communications campaign about the implications of the single currency on U.S. business and global financial markets, with the help of appropriate information materials being used for similar purposes in EU member states, adjusted where appropriate to the U.S. scene. Major funding will be needed for this campaign to be a success, in particular with the U.S. business community.

To communicate with target group one, the whole range of information tools at our disposal will be used, either directly through brochures, newsletters, speeches, publications or indirectly through the media and through the new electronic communication networks (Delegation home page, e-mail, Direct targeting faxes etc).

Central to communication with target group one will be the establishment of a central relational database, which will permit the efficient distribution of well-targeted written material, either by paper or electronic means to them. In addition, the relational database will also contain details of people outside target group one who have recently asked for specific information about the European Union.

The New York sub-office will be solely responsible in this respect for its United Nations audiences.

Speaking engagements. Face-to-face meeting with speakers, either flown in from Europe or from the Delegation is held in very high esteem in the United States. The Delegation continues to receive a flow of invitations to speak all over the United States, and PPA is coordinating the speaking engagements of the Ambassador and of other members of the Delegation. High profile European speakers are also sent on speaking tours in the United States four to five times a year to audiences and areas of importance for the Delegation. A great effort is needed to prepare programmes, brief speakers and develop good written and audiovisual material in order to maintain this important way of communication at a high level. This effort will be supplemented through the Team Europe outside speakers panel.

12.2.1 Target Group one: Press and media segment of decision-makers/opinion-formers as above

The dissemination of press releases and other information to the press will be further improved through sophisticated electronic software to be rented and installed inside the press office. With the help of a continuing updated database (see relational database above), it will be possible to do a more selective distribution to specialised press in the U.S..

The traditional journalists conference for European and American journalists will be continued. There will be fact finding and briefing tours for small groups to Brussels, linked to specific events. More young journalists will be included in the EU Visitors Programme.

Prompt and accurate response to the media on EU information will continue as well as the submission of articles and op-eds to the U.S. media on current EU affairs. Closer cooperation with EU member states on press activities needs to be stepped up through the monthly meetings between the Press counsellors and the EU ambassadors.

A programme for outreach to American schools of journalism and the setting up of a prize for journalists covering European affairs will be launched in cooperation with the New York sub-office.

The issue of regular supplements about each other and the new relationship in key European and U.S. newspapers will be discussed with the American side.

Video-conferences. The Delegation is still not equipped with any video conference or satellite link system. Once this equipment is installed, video-conferences can be arranged on a regular basis with interested American media, academic or other fora.

12.2.2 Target Group one: Academic segment of "Decision-makers/opinion-formers" as above

Efforts to stimulate academic programmes and research on European issues have resulted in a very favourable climate for European research and interest in European affairs throughout the U.S. This work will be extended to reach states like Texas and those on the West coast where the presence of Europe so far has been less visible than on the East coast.

In this context, the recently concluded EU/U.S. agreement on higher education and vocational training - which provides for joint cooperative projects organised by consortia of partner institutions on either side of the Atlantic - could also play an important role. The first call for proposals has met with great interest in the U.S. and the EU.

In order to draw attention to the effort in the academic field, a small brochure will be published on our academic programmes together with guidelines for funding. As mentioned above, video-conferences will be a regular way of reaching academic circles outside Washington, once the necessary equipment is installed.

The publication of a manual for an EU simulation model will further encourage simulation models throughout the country.

Use will be made of satellite links for transmission of key EU and U.S. news events to each other, plus inter-active press conferences.

12.3 Target Group two: Information activity specific to "America's future leadership : Young Americans at university, and professional schools of business, law and journalism"

This is a target group that has not been much in focus for the Delegation, mainly due to lack of resources. It is planned to increase outreach to this group by establishing closer contacts with journalism schools through the setting-up of scholarships, exchange programmes, internships and a prize for a young journalist's coverage of European affairs.

The keen interest of our American partners to develop EU-U.S. cooperation among young American and European leadership through the Joint Action Plan seems promising.

Young American leaders are the major users group of Internet and will therefore also be a natural audience for our Web site and the other new electronic products to be developed.

12.4 Target Group three: Information activity specific to "The informed general public potentially interested in European affairs"

This group, that can broadly be defined as internationally-oriented persons interested in but not necessarily closely following international affairs, are typically readers of newspapers and magazines covering international affairs and listeners of public radio.

The messages to be sent to this target group are of a more general kind, aiming at informing them broadly about European Union affairs and relations with the U.S., in order to confirm and strengthen their generally positive attitudes towards Europe. Short credit lines on public radio, video productions and programmes on public TV, together with the promotion of "Europe Magazine" and brochures on our home page are typical ways of reaching this group. Here are some details:

Radio programmes. On the radio side, the EU Farmline programme has already been expanded to two programmes per week. European Report, which focuses on economics and business, is continuing. New programmes on specific issues will be considered.

Public radio spots/credits/acknowledgements. To reach mainly target group two, PPA has worked with National Public Radio, airing very short sponsorship messages in 1995 and the beginning of 1996. These credits seem to be well-received, and it is planned to continue this very targeted and cost efficient effort on National Public Radio and possibly Public Radio International as well.

Together with EU member states, a radio mini-series has been developed about the cultural diversity of the European countries together with an American radio host and production company. It is hoped to develop this into a television series and to have the pilot programme produced in late 1996.

Video-TV. An update of the PPA's basic video programme "Extraordinary Partners" is planned for 1997. It will focus on the history of European integration, U.S.-European relations and the joint EU/U.S. Action Plan together with the newest developments in Europe. More efficient ways to distribute this new video are being investigated, based on our experience with the present video. The direct video placement programme is being reviewed, and the possibilities of distribution through television stations examined.

The work with the production of a 13 hours telecourse on modern European history and integration continues. The three European television stations and PPA's American partners, Educational Film Centre, are in the process of fund-raising. Depending on the successful outcome of this fund-raising effort, the telecourse is expected to be ready in either 1997 or 1998.

Exploratory talks will be held to see whether suitable arrangements can be made concerning joint-ventures with U.S. media conglomerates, taking into account our budgetary restraints.

12.4.1 Target Group three: High schools segment of the "informed general public" as above

Already in 1996, the following activities will take place directed at specific high schools with good social studies/history/language programmes:

- Distribution of the updated video "Extraordinary Partners" to 10,000 selected high schools;
- Updating of earlier educational material to be distributed directly to high schools;
- A workshop for high school teachers;
- Manual on simulation model;
- Support for the update of a curriculum unit named "*Unity in diversity, the European: an evolving community*" for grades 9 to 12 (developed by Stanford University).

A review will be undertaken to see how European studies will be further developed in high school curricula in the United States (and, conversely, it will be suggested to the Americans that they might carry out a similar exercise in EU member states).

Further development of university programmes on the European Union will take place in the U.S., and vice versa.

13. Restructuring of the Delegation's Press and Public Affairs

A thorough review of PPA staff work priorities in Washington and New York will be undertaken based on this communications strategy and its implementation, and taking into account projected budgetary priorities and resources. It will also take note of the results of the 1995 U.S. communications audit and the recommendations of the Delegation's 1996 inspection report. In particular, the need for a relational database, more electronic information products and the balance between external contracts and in-house resources will be taken into account. Headquarters will continue to rely on PPA to take the lead in the Commission's information thrust in the United States.

14. Evaluation

To evaluate whether we are achieving our communication objectives, regular surveys will be conducted in the period 1997-2000. A series of achievement targets will be set and our success rate in satisfying user interests and needs measured accordingly. The methodology for evaluating the impact of this communications strategy will be:

- For target group one, telephone or face-to-face in-depth interviews about the quality of service received from the PPA, generating suggestions for improvements of information products and services, of a random sample of our audience drawn from the relational database;
- For target group two, to be discussed after their information programme has been better defined;
- For target group three, regular tracking of audience ratings and readership surveys from already published sources.

15. Timescale

May 1996:

- * Approval of U.S. Communications strategy by the Information and Communication Steering Committee.

Rest of 1996:

- * Approval of overall North American communications strategy by the Information and Communication Steering Committee;
- * All information providers undertake preparations to implement communications strategy;
- * PPA to review future of periodicals and make recommendations to headquarters;
- * PPA to readjust information programme to new agreed priorities and reappportion budget;
- * PPA to restructure where necessary to meet the objectives of the strategy;
- * PPA to begin construction of relational database for target group one;
- * Headquarters to discuss improvement of PPA's infrastructure budget;
- * Establishment of initial presence of information correspondent on the West coast.

1997:

- * PPA to complete relational database by adding newcomers to Washington following U.S. Presidential and Congressional elections. Relational database "activated";
- * DGI and DGX to take the necessary steps to ensure budgetary priority for information activities in relation to the U.S. for future years.

1998:

- * Start information programme aimed at target group two, if fresh funding available;
- * Full EMU information programme to commence, depending on financial resources;

1999:

- * Start preparation of new U.S. communications strategy for 2000 onwards.

2000:

- * New Commission starts;
- * U.S. Presidential elections;
- * New U.S. communications strategy.

16. Budget

The Commission will have to find additional financial resources to fund the promotion of the New Transatlantic Agenda, including the joint EU/U.S. medium term communications strategy which it calls for. Although a management review of the PPA structure will occur as a result of this communications strategy - and financial resources will be redeployed to a certain extent as a consequence - the long-term successful evolution of this strategy cannot occur without a larger budget.

Main additional expenses are expected to be *inter-alia*:

- * Creation and upkeep of relational database for U.S. decision-makers/opinion-formers;
- * EMU information campaign aimed primarily at businesses across the United States;
- * Comprehensive information programme for "America's future leaders";
- * Expansion of the communications programme aimed at the informed general public.

As much of the relational database as possible will be created out of current funding after savings are made elsewhere. The other three activities cannot be launched properly without fresh money.

Despite the increased effectiveness which should result from this communications strategy, present resources totalling a little over 2 MECU will not permit a great leap forward.

Projected budgetary requirements for the period of the communications strategy (MECU)

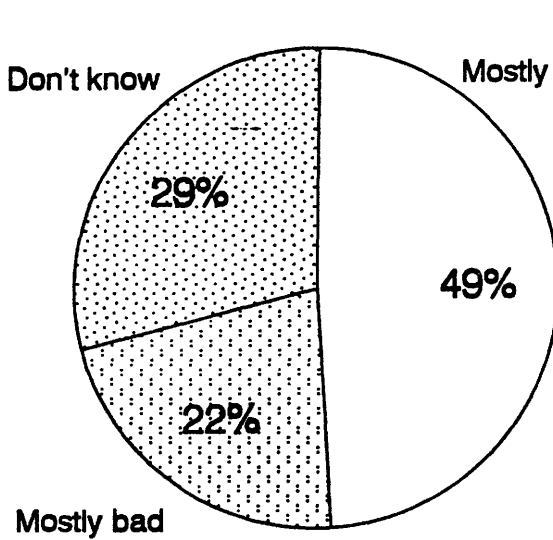
	1996	1997	1998	1999	2000
DGI	0.5	0.5	----- (increase to be requested) -----		
DGX	1.6	1.7	1.8	1.9	2.0

The above figures are indicative of the requirement and budgetary source. They are not a commitment, as funds will be allocated as usual on an annual basis and be subject to overall Commission political and financial considerations.

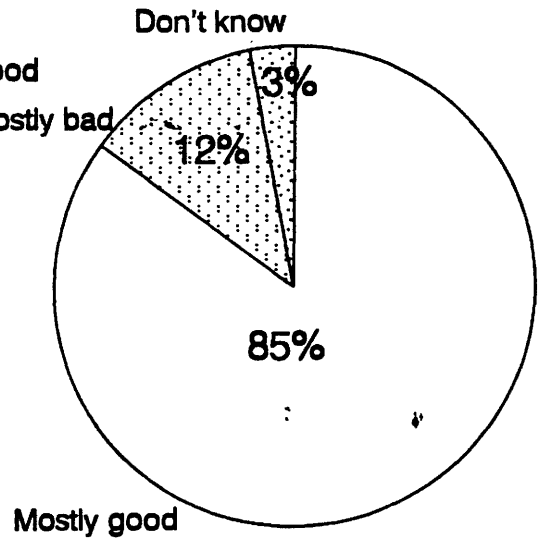
No increase is likely in DGI's budget in 1997, although there is some discretion within the budget line of which this allocation is part. For 1998, the allocation will be reconsidered at an early stage with a view to ensure adequate provision of joint EU/U.S. actions, including information activities.

ANNEX A

Is European economic unification mostly good or mostly bad for the United States ?

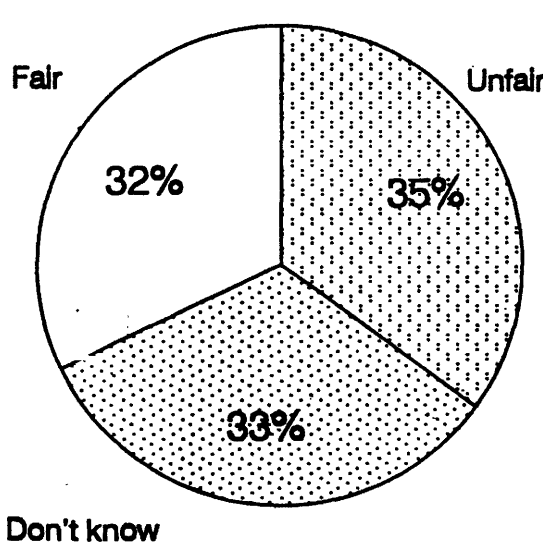


The Public

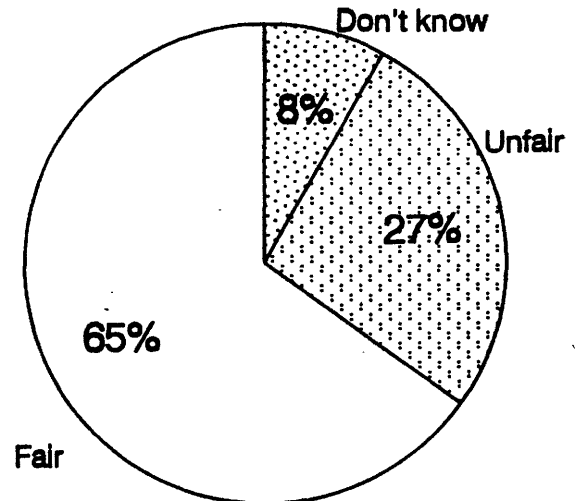


The Leaders

Do the countries of the European Union practice fair or unfair trade with the United States ?

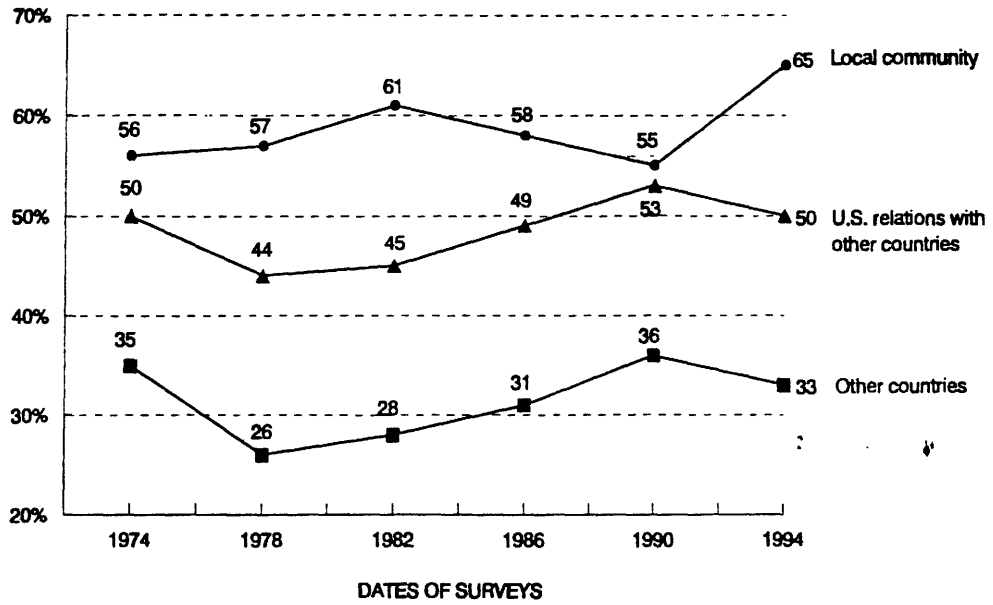


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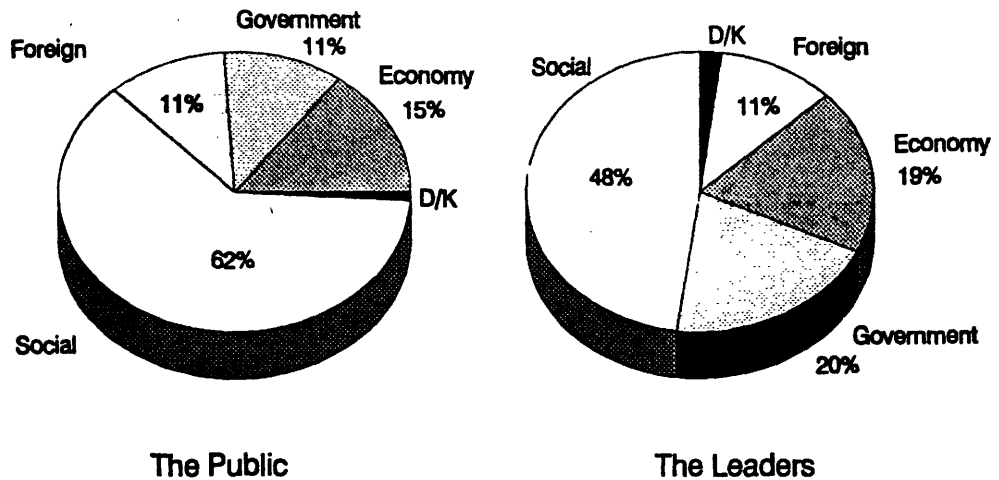


The Leaders

Members of the public who are "very interested" in news about the following.



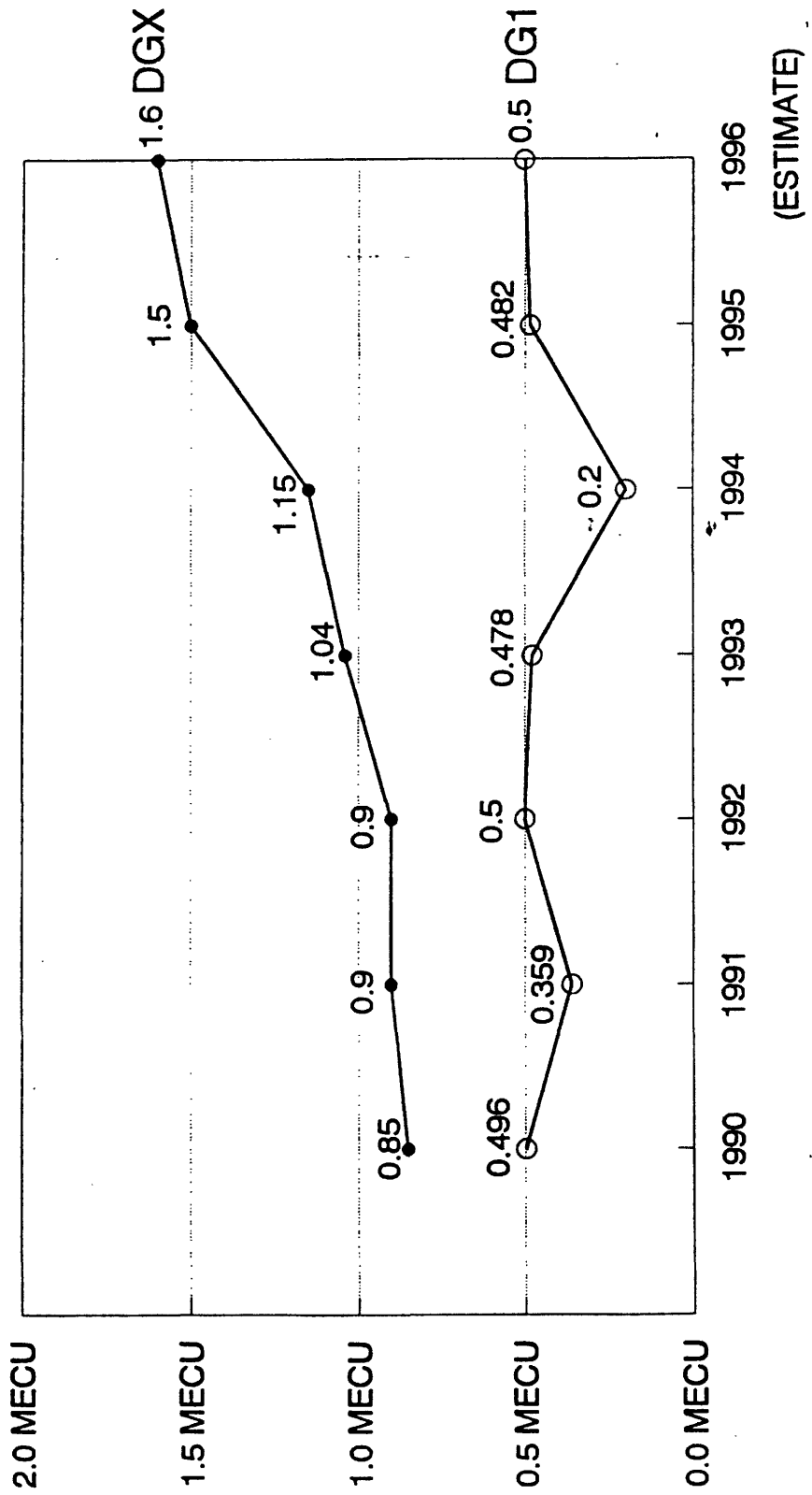
"What do you feel are the biggest two or three problems facing the country today?" Responses are grouped into four categories: economy, government, social, and foreign policy.



1995 Chicago Council on Foreign Relations

ANNEX B

EC INFORMATION BUDGET FOR UNITED STATES 1990-1996



BUDGET 1996 - DGX - PPA WASHINGTON
(PRIOR TO STRATEGY)

Campagnes (Information, communication, publicite)

Research guide EU documents	20.000
Activities under the joint EU/US Action plan	90.000

Relations Publiques

Radio Programmes	60.000
General Audiovisual Actions	140.000
Audiovisual conferences	10.000
Audiovisual distribution	120.000
Press Releases	30.000
Eurecom	20.000
Magazine	375.000
Brochures	10.000

Relais et Reseaux

Media Workshops	75.000
Journalist price	9.000
Speaking Tours	24.900
Seminars	78.000
Relay	85.000
Conferences	78.000
Academic Programme	95.000
EC Studies Bursaries	60.000

Analyses Enquetes et Sondages

Survey	12.000
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Support Actions Diverses

Audiovisual support	10.000
List maintenance	54.000
Library support	4.000

Engagements Provisionnels (Partie A)

Achat de livres

Engagements Provisionnels (Partie B)

Visites Centrales - Pays Tiers	10.000
In Loco - Pays Tiers	40.000
Materiel d'Info - Pays Tiers	10.000
Revue de Presse - Pays Tiers	15.000
Produits d'Info - Pays Tiers	20.000
Materiel Promotionnel - Pays Tiers	40.000
Experts, pigistes - Pays Tiers	25.000

Publications

Newsletters	5.000
Book Europe Magazine	38.000
Reserve	

Total Amount requested in ECU

1,662,900

Headings:

Activities under the joint EU/US Action plan	To develop pilot projects under the new Transatlantic Joint Action Plan
Research Guide	How to locate EU documentation in a depository collection which could be incorporated on our Web site
Radio Programmes	4 weekly programmes: agricultural news "EC Farmline", business & economic news round up by NAFB
General Audiovisual actions	Radio series on European Culture and TV series grants, participation to NAFB trade show, video coverage of events
Audiovisual conferences	Transatlantic satellite conferences
Audiovisual distribution	Distribution and promotion of the PPA video collection, production of commercial and advertize it on TV.
Press Releases	contractual cost for printing and distribution of press releases, duplicating and PR Newswire
Eurecom	Contractual cost for the NY monthly publication including a readership survey
Europe Magazine	Contractual cost for design, printing, distribution plus writer's fees
Brochures	Update of various leaflets
Media Workshops	Organization costs for EU/US journalist conference abroad and regional conferences in the US
Journalist price	Best written articles of the year on EU (Radio, TV and newspaper)
Speaking tours	European Speakers and press conference with regional media

Seminars	Local and regional breakfast "Europe" series. New York library workshop to promote our EU collection. Depository Librarian training, 10 Librarians from Depository Libraries in the US to Brussels.
Relays	Team Europe conference. Web server (providing hardware platform and software maintenance)
Conferences	Grants to organizations such as European Institute, ECSA, CUNY...
Academic Programmes	Grants to various US universities. Scholarship for undergraduates which would include one semester work in the Public/Academic inquiries unit and will receive academic credits.
EU Bursaries	Grants through ECSA for study at European Universities for US students.
Survey	Readers' survey of Europe Magazine through a specialized research firm
Audiovisual support	Dubs, conversions, photos, hire crews to cover special events
List maintenance	contractual costs for Press/relay lists and Europe Magazine Fulfilment
Library support	Presentation of materials, fact sheets
Newsletters	two relay newsletters (Interns and EUVP)
Book Europe Magazine	To publish a book about Europe and the EU in the next century

ANNEX C

LIST OF BASIC TEXTS AND RESEARCH CONSULTED TO DEFINE THIS COMMUNICATIONS STRATEGY

- * The new Transatlantic Agenda and joint EU-U.S. Action Plan.
- * "A Communications Audit of the European Union Outreach in the United States". Selz-Seabolt Communications, December 1995.
- * "Strategy paper on information in the U.S.". Peter Doyle and the Washington Delegation PPA, April 1994.
- * "American public opinion and U.S. foreign policy 1995". The Chicago Council on Foreign Relations.
- * Eurobarometer surveys in the U.S. conducted on behalf of Washington PPA in 1987 and 1990.
- * "1994 activity report of the Washington and New York PPA". Also "Activity report for Press and Public Affairs, Washington 1994". Soren Sondergaard, February 1995.
- * The New York Press and Public Affairs Service - the Selz / Seabolt report. December 1995.
- * "A content analysis: international news coverage fits public's Ameri-centric mood". Times Mirror Centre for the People and the Press, November 1995.
- * "Communications evaluation of the Press and Inquiries Section of the European Communities' Washington Delegation 1989". Kroloff, Marshall and Associates.
- * "New York Communication Report 1986". Kroloff, Marshall and Associates.
- * "A report reviewing the press and information activities of the Washington Delegation of the Commission of the European Communities 1986". Kroloff, Marshall and Associates.

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