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GENERAL GUIDELINES

FOR THE

1974-75

INFORMATION PROGRAMME

(Memo from Mr. SCARASCIA MUGNOZZA)

cc.: Members of the Commission  
Messrs. Directors-General

## PREFACE

At its meeting on 21 June the Commission had approved the "Programme for an information policy in 1973" (SEC(73) 2200), which had been presented as a provisional programme.(1)

The present document is of an internal character: the discussion in question bears upon the broad guidelines which are to form the basis of the programme for 1974-75, setting out its exact budgetary implications. This second document, which will have to be prepared as soon as possible, would allow the Commission to take the necessary decisions between now and the end of November, in the light of a discussion made more meaningful by the deliberations of the Council and Parliament as regards the budgetary aspect. After having been adopted by the Commission, this document could then be transmitted to the Council and provide the opportunity for a debate on the Community's information policy.

The Commission is asked to decide in particular on the following matters:

- General approach to problems of communication with the public (§ 16 and 17);
- the setting-up of information policy steering groups (§ 19 and 20);
- priority subjects (21-25);
- priorities as regards target audiences (§ 29 et seq.);
- policy on the mass media (§47-51);
- policy on publications, especially magazines (§ 53-59);
- certain aspects of our policy on group visits (§ 61);
- policy on exhibitions (§ 64 and 65);
- reinforcement of the role of the national offices (§ 66-70);
- strategy concerning information on development aid and cooperation agreements (§73);
- basic operations concerning information policy towards and within non-member countries, and in particular:
  - the choice of priority countries (§ 75)
  - the implementation of Community information policy in certain countries (including the special case of Greece) (§79).

(1) COM (73) Min 257.

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## I. INTRODUCTION

1. The principal task of the Commission's information policy during the next two years is to promote the attainment of the objectives presented to the Parliament by Mr. ORTOLI on behalf of the Commission in February 1973, the essential feature of which was to be "the association of the peoples of Europe with the building of the Community". One of the means by which this may be achieved is, as the President said, "objective and accessible information". The President was emphatic: the information had to be provided, and it was the Commission's intention to work at it. We needed to address ourselves more effectively to all the social classes, to turn towards youth, to decentralize our information procedures and in this way really reach the Member States, in particular the new Member States and the regions which go to make them up. We also needed to make this Europe better known in other countries - what it is, the reasons for its views, and what it offers (which is not insignificant).

2. This is not an easy task and cannot be carried out overnight. As Mr. STEWART (the rapporteur) reminded the European Parliament during the debate on information policy last May, "to tell us to create Europe is easy; to do the actual creating is difficult; but it is still more difficult for many Europeans to understand what it even means". So we should not expect DG X to be able to make a spectacular and rapid improvement in attitudes towards the Community by itself. We must realize that to a considerable extent these attitudes are and will remain dependent on the resolve or lack of resolve, on the part of the Governments of the Member States, to put the programme which was approved at the Paris Summit into effect by the deadlines set.

3. Nevertheless, the Commission is well aware of the difficulties which have to be overcome and has already taken the first steps towards its objective. What was needed first of all was a more efficient organization. At its meeting on 26 September<sup>(1)</sup> the Commission took a number of decisions concerning:

- (a) reorganization of DG X;
- (b) definition of the duties of the Spokesman's Group;
- (c) clarification of relations between DG X and the Spokesman's Group and procedures for permanent cooperation between the two departments;
- (d) adoption of new methods to make DG X a more efficient instrument of the Commission's information policy.

The spirit in which this new departure needs to be made is one of strictness (in defining objectives and directing activities), of flexibility (in adapting the programmes to actual situations and events), of dynamism and of rapid action.

4. Moreover, ways and means of strengthening and developing cooperation with the information services of Member States with a view to joint action in member and non-member countries must be examined, as well as closer cooperation with the appropriate departments of the other Community institutions.

5. This, however, is only a start, and the whole system will still have to be run in. The next stage will be to lay down the content, methods and priorities of the information policy itself. This is what this document aims to do.

6. We must realize in drawing up these general guidelines for the next two years that 1974 will be a year in which the decisions referred to above (§ 3) can only be put into effect gradually. The Community's development and the experience gained while following the general lines of policy as set out below will certainly make other changes necessary in due course. In fact the 1974-75 programme will have to be very flexible as regards the use of funds; there must be real opportunities for adjustment, and a substantial "reserve" must be available.

(1) See COM (73) Fin 265

7. For this reason the Commission considers it very important that its information policy should be kept under closest scrutiny and that Members should have regular opportunity both to evaluate the results of the measures proposed and to consider certain specific problems and proposals arising from the meetings of the Chiefs de cabinet<sup>1</sup>.

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<sup>1</sup>See COE(73) Min 265, page 24, providing for a monthly review of information activities.

## II. INFORMATION POLICY WITHIN THE COMMUNITY

### Attitudes towards the Community

8. There are many grounds for serious concern about recent developments in public opinion in the member countries regarding the European Community.

9. The reports recently presented by the Heads of the Information Offices in the Member States as well as other information provided by public opinion polls, among others, underline the gravity of the situation. Although in some of the original member countries - in particular the Netherlands - both general public and elite groups remain basically well disposed towards the Community, there are growing signs of disquiet. Real hopes had been raised by the enlargement of the Community and the Paris Summit. But there are growing fears that the Community will not succeed in giving effect to the programme approved in Paris by the deadlines laid down, and this is liable to cause a major setback to interest and support for the Community. Inflation has also had a marked negative impact on attitudes. What is more, important groups within the political parties, in particular the younger generation, are extremely critical of - not to say hostile to - the Community. Another source of anxiety is the attitude of the trade unions, which have been faithful allies hitherto. They are extremely concerned at the difficulties encountered to date in bringing in a more active social policy and a more efficient regard policy. They are wondering whether they can maintain their support if positive decisions are not taken rapidly in these fields and in others which directly affect them.

10. The situation in the new Member States is even more serious. This is particularly true of the United Kingdom. There one of the two main parties is pledged to renegotiate the terms of accession; the TUC has recently refused once again to take part in the work of Community institutions (and the latest polls show another serious fall

in support from the public at large). In Denmark too there is strong criticism of the Community, and although in Ireland the situation as a whole is much more favourable, there is a risk that the hopes raised by accession will not be realized and that consequently support for the Community will decline there as well.

11. In all the member countries certain criticisms of the Community keep recurring. It is thought to be a highly bureaucratic organization, too remote from the man in the street, only concerned with trade, an organization which is not sufficiently interested in the consumer, which does not concern itself sufficiently with the interests of the developing countries, and so on. These views must certainly be looked into and the criticisms noted so that we can see how well founded they are and try to improve matters.

#### The role of information

12. One thing is certain: no information policy can be a substitute for real achievements. We must be well aware that the results of the Commission's information policy will be largely dependent on the decisions taken - or not taken - by the Governments of the Member States during the next few years.

13. There are, none the less, a number of possible ways in which information policy may help to arouse and increase popular acceptance of the Community in general and the Commission in particular.

14. The most important contribution it could make would be to the development of a feeling of solidarity among the peoples of the member countries and to the conviction that the success of the Communities is essential to their own well-being and to the future development of a just and humane society in Western Europe and also to the ability of the countries in the Community jointly to play an important part on the world scene.

15. The Commission has an essential role to play in urging the peoples of the Community to adopt this set of positive attitudes to its activities. It will be unable, however, to take on this role



if it does not succeed in retaining and extending the support it enjoys at present in the member countries or if it shows itself incapable of answering effectively the criticisms levelled against it.

#### COMMUNICATION WITH THE PUBLIC

16. An active Commission information policy is of capital importance in this context. The Commission must not be content to release to the public information on all its proposals and activities in the hope that they will find a positive response. The needs of its public audience must first of all be understood. The information supplied must then be as clear and as simple as possible, and adapted to the various sections of society for which it is intended.

17. This requires :

- a) greater care in the presentation of Community policy proposals to the general public;
- b) a more sustained effort to tailor the content and form of the information to the specific needs of the particular sections of the public concerned - through a keener awareness of their interests and preoccupations, for instance;
- c) a clear set of priorities as regards the sections of the public concerned;
- d) a set of measures to assist the Information Offices to perform their task more effectively with a view, in particular, to decentralized information (e.g. creation of branch offices and a more intense but selective use of 'multipliers');
- e) a review of the methods and media used to inform the public.

a) Method :

18. With the adoption of a new structure of DG. X, the Commission has acknowledged the fact that a three-stage information process is needed to obtain the best results.

First stage :

It is the task of the Spokesman's Group to provide a rapid news service on day-to-day events, in particular for members of the

press accredited to Brussels. This flow of information is also sent to the various departments in DG. X and to its Offices in the member and non-member countries.

Second stage :

x In providing basic information day-to-day events to the Spokesman's Group and DG. X work closely together in order to supply the necessary documentation in various forms (background notes, interviews, etc.) to people working in the media and also to specialized groups.

Third stage :

DG. X is primarily responsible for this stage and, through cooperation between its various divisions and offices and with the Directorates-General concerned, provides, in a variety of ways, numerous opportunities for more complete and more detailed explanations and also for discussions on the activities of the Commission in general.

19. In order to prepare and sustain this three-stage process it is essential that provision be made for practical mechanisms for ensuring close liaison at all times between the Directorate-General concerned, the staff of the Commissioner responsible, the Spokesman's Group and DG. X. This is the aim behind the Information Policy Steering Groups at present being established under the reorganization programme. Initially it will not be possible to achieve everything all at once owing to shortage of staff in the Division for the Coordination of Information Subjects and Campaigns. The "correspondents" of the Directorates-General would therefore have a major part to play.

20. The aim of these Steering Groups will be to discuss and prepare the coordination of information activities in order to give maximum publicity and support to the Commission's positions and proposals, in particular by improving the manner in which they are presented to the general public or to a particular audience. In the past too little attention was given to this approach, which is more practical and more oriented towards the people for whom the information is intended.

b) Priority subjects

21. The priority subjects for the next two years will, in the main, be dependent on the programme adopted at the Paris Summit. Special efforts will have to be made to ensure their coherent, coordinated and intelligible presentation in the light of the real preoccupations and interests of the public, which must have a feeling of involvement.

22. Without systematically running through the list of policies mapped out by the Paris Summit, one or two of them may be mentioned. The work involved in presenting and explaining information on economic and monetary union, for example, is proving particularly difficult. The concept of economic and monetary union is too comprehensive, too abstract or too technical in its purely monetary aspects. So, public opinion is often sceptical, especially at the apparently fruitless succession of ministerial conferences and sessions. The public should be guided towards a better understanding of the general political significance and the practical implications of economic and monetary union, including the coordination of economic policies (the fight against inflation) and its accompanying facets (regional policy, tax policy, etc.). In conjunction with the staffs of the Commissioners responsible and the Directorates-General concerned (in particular DG. II), DG. X would like to review possible means of action so that a fresh start can be made.

On this point, as on others (social policy, regional policy, environment policy, etc.), understanding and approval were forthcoming for the Commission when, during its first weeks in office, it got down to work seriously in order to meet the firm deadlines imposed by the Summit. It made proposals, but its efforts were not always rewarded and we shall have to wait until the end of 1973 before passing final judgment on whether the commitments entered into have been fulfilled or not. The Commission is unrelentingly endeavouring to make important progress and to achieve a substantial number of the objectives laid down, bearing in mind the negative effects on public opinion of delays and failures.

23. The general public is also very much aware of the obstacles to movement of persons and goods which still exist in the Community, whether they be frontier delays, technical barriers or the equivalence of degrees and diplomas. Maximum publicity should be given to the Commission's moves to alleviate or overcome these difficulties.

24. Finally, a large section of public opinion, the exact size of which varies of course from country to country, is also responsive to the criticism that the Community is not sufficiently democratic and that the European Parliament does not possess sufficient powers. More information should therefore be provided on the Commission's recent initiatives for practical improvements and increased budgetary powers for the European Parliament with a view to strengthening the Community's institutions and preparing the way for European Union.

25. The numerous other sectors in which the Commission is active, namely the agricultural policy and its improvement, assistance to the developing countries and the important trade and monetary negotiations, will be watched particularly closely by the Information Policy Steering Groups proposed as part of the reorganization of DG. X. With a greater degree of coherence and rapidity, it will then be possible to launch and adjust information programmes in the light of changing political situations and appropriate Commission decisions.

c) The target audiences

26. Just as the Commission must decide on its general priorities for the messages it wishes to put over, so it must also decide on priorities regarding its target audiences.

27. Although the aim should be to reach as broad a section of the general public as possible, and here the mass media are of paramount importance, we are obliged most of the time to aim at intermediaries such as journalists, teachers and nongovernmental organizations.

28. The Directorate-General is now considering the whole network of contacts between the Commission and these bodies as regards the effectiveness of their activities in the various sectors of our work, the type of financial aid which has been granted to them, and our administrative procedures so far as they are concerned. The Directorate-General proposes to present the first conclusions of this review with the practical proposals to be submitted under the programme budget for 1974.

29. As regards the priority to be given to different sectors over the next two years, the Commission is asked to decide on the following suggestions:

- trade unions,
- youth organizations,
- teachers,
- politicians.

Trade unions

30. Indisputably, a special effort must be made to improve information among workers, represented by the trade unions. This is also necessary if the trade unions are to feel that Commission decisions concern them. The importance of the trade unions in the Community was stressed in paragraph 10.

31. One of DG. X's most important arms for this purpose is its Division for Information to Trade Unions. The staff of this Division will soon be increased to enable it to cope with the growing call on its services resulting from the enlargement of the Community. In the future DG. X also proposes to work in close cooperation with the new administrative unit which the Commission plans to set up to organize more systematic relations with the two sides of industry.

DG. X also intends to maintain and expand the working relations which have been established over the years with the Community-wide trade union organizations.

32. It is planned to continue along the same broad lines the substance and methods of the work which has been carried out over the last few years. However, a particular effort should now be made to increase trade union information activities by setting up several national offices and improving relations with national trade union organizations.

33. It is also planned to improve the supply of documentation on the Communities to trade unions, both at European and at national level. The present European documentation series for trade unions and workers will be continued, and translation into English and Danish is planned. Account will also be taken of the trade unions' own wish to receive other types of publication and for the production of multi-media kits (for the design of which DG. X is cooperating closely with the trade unions and which have already achieved some degree of success).

34. The current programme of activities for trade union schools will also be stepped up, and efforts will also be intensified as regards the trade union press. The cooperation of the principals of many of the schools has already proved a valuable contribution to the Commission's work, especially in view of the discriminating role of these schools.

#### Youth organizations

35. The principal task of the Commission in this field is to meet the wish of Member States as expressed in point 16 of the Hague Declaration, namely that young people should be more closely associated with the work of the Communities.

36. DG. X and DG. XII have a joint responsibility in this field. In the interest of a rational division of labour, DG. X will be primarily responsible for following up the Commission's proposals on the creation of advisory youth bodies, while DG. XII will be more closely concerned with developing a new series of activities concerning the training, employment and social development needs of young people.

37. It has been noted that a number of nongovernmental organizations have been fairly critical in their reactions to certain aspects of the Commission's proposals for young people. DG. X will follow the current debate and make appropriate recommendations to the Commission in the light of positions which will be adopted.

38. At the same time, DG. X will continue to supply information on Community activities to youth organizations both at Community and at national level. Practical proposals on the development of its work in this sector will be presented under the programme budget for 1974.

#### Teachers

39. The importance of teachers needs no further demonstration, and the decisions of the Paris Summit provided added reasons for achieving closer relations with them.

The creation of DG. XII in the Commission is an important contribution. After talks between DG. XII and DG. X, the foundations for close cooperation in this area are now firmly established.

40. As regards the division of labour between the two Directorates-General, DG. X will continue its long-standing work for supplying information about the Community to educational circles and encouraging their interest in this field, by means of publications, visits, symposia and assistance to voluntary groups particularly concerned with promoting Community studies. DG. XII will be primarily concerned with the more general problem of the study of contemporary Europe. It will of course also be concerned with broader questions of education under the Commission's programme for education, science and research.

41. DG. X plans to give priority in its own work with teachers to the following three categories :

- (a) secondary schools,
- (b) higher education,
- (c) adult education.

42. A highly developed network of contacts already exists in each sector. A series of means have also been developed for supplying teachers with information on the Community, arousing their interest in this field and encouraging them to teach the subject. They include publications (especially European Studies, Teachers' Series), aid to teachers' organizations planning to hold symposia and talks on the Community, and visits of individuals and groups to Brussels, grants for university research on the Communities, prizes for university theses on the Community and support for completion of an inventory of research on the Community, which will be presented to the Commission by the end of November.

#### Politicians

43. Although DG. X in Brussels and the national offices have maintained and will continue to maintain regular contacts with political circles in member countries, there has been no specific programme over the last few years to meet their needs for information. This is a serious shortcoming which should now be repaired.

44. The starting point is to identify the various categories of those who play or who will play important political roles in the member countries. They include:

- members of Parliament,
- members of national parties (including owners of newspapers and political reviews),
- members of regional and local parties.

45. As regards specific action, it is proposed to concentrate on the following:

- (i) analysis of existing mailing lists in Brussels and in the national offices to check whether such groups are receiving our publications regularly;



- (ii) dispatch of questionnaires to elicit suggestions for improvements;
- (iii) survey, in conjunction with the Parliamentary libraries in member countries and those of the main political parties, of their documentary resources on the Communities. Where gaps are found, efforts will be made to fill them;
- (iv) joint survey with the national offices to draw up for each member country an action programme to expand our personal contacts with politicians in the regions and at local levels.

c) Choice of media and methods

46. Another field calling for particular attention is the choice of media and other methods of public communication open to the Commission.

Television, radio and films

47. In view of the definition of the purpose of information given by President Ortolí in the European Parliament on 13 February 1973, as that of associating the peoples of Europe with the building of the Community, and bearing in mind the importance which all speakers in the debate on information policy in the European Parliament on 9 May attached to the use of television as a means of informing the general public about the aims and activities of the Community, the Commission will have to devote particular attention to the audio-visual media as a means of reaching public opinion. DG. X therefore proposes that the Commission devote greater effort than in the past to radio and television.

48. Television. Several problems arise when it comes to expanding and improving television activities, particularly that of technical resources. Even though DG. X is not supposed to handle expenditure in this area, the Commission should nevertheless give fresh thought to this question, particularly as regards colour television. The trend from black-and-white to colour TV is unmistakable, and facilities should therefore be provided for TV reporters wishing to broadcast live from Brussels to their countries. There is,

then, an undeniable need for facilities and equipment. However, the studies instigated by Mr Borschette in the previous Commission revealed the very high cost of essential equipment and technical staff. Further, it appears that the RTB-BRT has abandoned its original plan of installing colour TV studios in the International Press Centre, on the grounds of the relative ease of access to its own studios on Boulevard Reyers. The problem still remains, therefore, if the Commission considers that the cost of such installations is too high compared with the use which would actually be made of it. At all events, DG. X will consult the accredited representatives in Brussels of the main television networks of the member countries both on this point and on others, such as the value of the TV spots which DG. X occasionally produces itself. Practical proposals will be made in the light of this exchange of views under the programme budget for 1974.

49. Radio. To improve the facilities offered to radio reporters, DG. X is now introducing an experimental sound-wave service for local stations in some Community countries and establishing a monthly information bulletin for use by these stations. Other new activities are now being studied and will also appear in the programme budget to be presented towards the end of next month.

50. Films. Over the last few years, DG. X has itself produced a number of films, but the question arises as to whether it might be wiser to move towards cooperation and participation in private or semi-public productions. Not only is film-making an expensive process, but films produced by information services come up against an attitude of caution or even distrust, based, rightly or wrongly, on a fear of propaganda, which often leads to rejection. There may be exception, such as the films shown to visiting groups to the Schuman Centre in Brussels and Luxembourg.

51. Photographic archives. DG. X is now reviewing its policy regarding its photographic archives, first by making a survey of the real needs of the national offices. In view of the very high costs of these archives, it will in any case be necessary to keep a closer check over the choice of photographs which are taken

Publications

Periodicals

52. The Directorate-General's publications policy is at present under review; it would, however, be useful if the Commission indicated some possibilities which should be examined with a view to the preparation of the detailed programme budget which will be presented in November. The first question which arises in this context concerns DG. X's periodical publications.

53. DG. X publishes a series of monthly magazines in different languages; the press runs planned for 1974 are as follows:

France	:	30 000
Germany	:	25 000
Belgium	:	2 500 (in French) 2 000 (in Dutch)
United Kingdom	:	40 000
Italy	:	50 000
Netherlands	:	20 000
U.S.A.	:	50 000

To these must be added the Bulletins in Greek and Turkish, with press runs as follows:

Greek	:	9 000
Turkish	:	5 000

54. The cost of these publications during the last three years was:

	<u>1971</u>	<u>1972</u>	<u>1973</u>
Total	26 505 000	28 200 000	31 805 000
Share of total DG. X budget	21 %	20 %	16 %

55. How useful this kind of publication is is a question that has been frequently raised; after examining some new problems, the Directorate-General proposes that these magazines should be continued for the following reasons:

- (i) the vast majority of reactions from the public which these magazines reach are very positive. All our offices receive many letters from readers of the magazines, and this permits

them to carry out a direct dialogue with a sizable number of citizens of Community countries;

- (ii) these magazines are the only regular means available to the Commission of providing under its own control regular information on its own policies to a large public;
- (iii) the magazines also enable the Commission to conduct a programme of information in depth with a series of 'multiplier' groups, which are themselves an important supporting element in DG. X's information programme;
- (iv) from the point of view of the Information Offices in the various capitals, the magazines represent an extremely useful "visiting card" which also permits them to spread their field of contacts in the countries in question.

56. For all these reasons, it seems to us essential to continue the publication of the magazines, provided that:

- (i) the content of the magazines reflects more closely the Commission's policy priorities (this will be ensured from now on within the Directorate-General, thanks to its reorganization);
- (ii) our files are regularly revised and kept up to date.

57. The other periodicals pose fewer problems: most of the offices publish regular Newsletters of incontestable worth; the monthly "Information" publication, which comes out at present in English and French, is also highly valued; and the folders on "European Studies" (workers' and trade union series, teachers' series, agriculture series) have also proved useful in the specialized fields for which they are intended.

#### Occasional publications

58. One of the basic priorities in the coming months will be the publication in all the Community languages of a basic brochure of the type "The Facts", "I Fatti". There is no doubt

that we need a brochure like this, and it should be regularly revised. This is also true of other basic publications like, for example, Mr Noël's work on the Community institutions, whose importance is demonstrated by the number of editions it has gone through.

#### Brochures on particular topics

59. On the other hand, DG. X proposes to study thoroughly the question of brochures on particular topics because even though this kind of publication is in great demand in several of our offices, it has been the experience several times in the past that publication of this type of brochure requires lengthy preparatory work, and the consequent delays have meant that the desired results were not always forthcoming. The Directorate-General will make specific proposals in its programme budget for 1974.

#### Visits

60. The number of requests from member countries to visit Commission headquarters is very great. Our policy on this matter raises a number of problems, and one of the most important of these can only be resolved by a decision of the Commission itself.

61. This problem arises from the lack of conference rooms with simultaneous interpreting facilities. It is extremely difficult, in fact impossible, to organize a programme for visits which require simultaneous interpretation without knowing far in advance if the room will be free and interpreters available. In spite of the fact that the Commission has, with limited resources, to meet numerous requests for this kind of facility, it seems nevertheless essential that it grant preference to priority multi-national visits, so that DG. X can be sure that the necessary rooms will be free on certain specific dates.

62. DG. X, for its part, is in the process of introducing a number of reforms concerning planning and ways and means of organizing the visits to meet other problems which have arisen:

- (i) instructions have already been given to Information Offices to hold preparatory meetings as far as possible for groups coming to Brussels, so that groups do not arrive having no knowledge of Community institutions and problems;
- (ii) very strict criteria on the choice of visitors have already been introduced within DG. X, determined by the priorities of our information policy;
- (iii) a procedure has already been set up, in agreement with the Secretariat, concerning visits from members of national Parliaments;
- (iv) DG. X's rules on the organization of visits are being revised so as to remove certain bottlenecks which have occurred in the administration;
- (v) attention is being given to the possibility of the Information Offices increasing their capacity to receive groups, thus supplementing the activities of the Schuman Centre in Brussels, and the new Schuman Centre in Luxembourg which will begin to operate during the coming year.

#### Exhibitions

63. A fundamental distinction must be made in particular between universal and internal<sup>to us</sup> exhibitions on the one hand and international trade fairs on the other, without forgetting, at the other end of the scale, the mobile exhibitions placed at the disposal of the Information Offices and supplementary information services to accompany these operations and make them fully worthwhile<sup>1</sup>.

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(1) The information centres designed to receive groups of visitors like the Robert Schuman Centre set up in the Berlaymont building in Brussels and the one which will very soon be set up in the Kirchberg building in Luxembourg are examples of this type of exhibition.

64. Universal and international exhibitions.

As regards this first category of non-commercial exhibitions of a cultural and informative nature, DG. X proposes, in view of their worldwide scope and their political and prestigious nature (except for certain very specialized international exhibitions), that the Community as such should be represented as frequently as possible, but only provided that at least a majority of the Member States participate, grouped around the Community stand. It is proposed in particular to participate in the Okinawa International Ocean Exposition in 1975.

The role of the Information Offices

65. The Information Offices are the most important means available to the Commission for communicating direct with the public in the member countries. Not only are they in permanent contact with national circles and in a position to pass on information from the Commission, but they are also well placed to provide the Commission with information on the preoccupations and interests of the public in each of the member countries, which it needs if it is to conduct an effective dialogue.

66. Much remains to be done, and as soon as possible, to permit these Offices to operate more effectively. Although new Offices have been set up in Copenhagen and in Dublin and although the staff of the London Office has been strengthened, recruitment procedures have been slow. Moreover, the departure of officials from certain other Offices has created very serious problems for them.

67. The effectiveness of these Offices has also been seriously reduced by the absence of a documentation service in DG. X. If the Offices are not able to give swift and precise answers to specific questions, they suffer a serious loss of credibility, and this can induce enquirers to turn to purely national sources for answers. This is one of the reasons why priority has been given to the creation of a documentation service in conjunction with the Spokesman's Group and in the context of the ECDOC projects.

68. If on the one hand it is necessary to strengthen in this manner the link between the Offices and Brussels, it is no less important to provide them with the means of improving their own communications with the public with which they have to deal. Some progress has already been made in this direction, as regards the monthly magazines, most of which are now drawn up with a view to the needs of a specific national audience, while still being coordinated by the Publications Division.

69. The Commission decision in favour of setting up two regional Offices in the United Kingdom (in Cardiff and in Edinburgh) and two regional branches in Italy is a further stage in the establishment of effective communication with the different sections of the public in these two countries. Studies will be undertaken to discover the most effective means of attaining similar objectives in the other member countries, and actual proposals will be presented on this point in the programme budget for 1974.



III. DEVELOPMENT AND COOPERATION

71. An important branch of information policy in which activities overlap both in member and non-member countries, is the promotion of the Community's connections with the developing countries and in particular the African States south of the Sahara.

72. With the imminent negotiations to renew the Association Agreements, this aspect of information work will cover a wider field and assume greater importance.

73. The Commission is asked to come to a decision on the following guidelines :

a) Public opinion in the Member States

Information policy will aim to improve the supply of information on the Community's development and cooperation policy and make this policy more attractive to the public eye. Public opinion polls are available which enable us to see exactly where to direct our efforts : we must separate the idea of aid from that of charity, use the language and arguments which correspond to the concerns of the different social and occupational groups we approach, explain that development cannot be reduced to a simple idea as is too often done, endeavour to present every aspect of it without oversimplifying the issue or wearing the public with complicated and esoteric explanations, and so on.

In this context the information work begun in the Member States must be developed and intensified by the means used so far : programmes shown on certain television networks, trips by <sup>European</sup> ~~European~~ journalists, lectures, films and debates in the universities, and so on.

In addition to these methods, which when judiciously selected and used prove particularly effective, we propose to make systematic contact with every nongovernmental body which influences public opinion. At the present time many organizations in Europe are launching, developing and intensifying campaigns to arouse public awareness, and a survey carried out in one of the Member States has enabled us to draw up a list of representative organizations all asking for information in the form of dossiers, audio-visual material, and so on. This survey will be extended to States where the organizations have no coordinating centre. In this way active cooperation has begun with organizers relaying our projects in the areas and social spheres in which they work.

b) Public opinion in the African countries and the Caribbean

A similar effort will be made to develop the same sort of information links as those set up with the present associated countries for all the potential associates. Here the radio is still fundamental to our work. Excellent relations have been built up over the years with the African and European broadcasting stations cooperating in their field with the developing countries.

c) The North African countries

It is unlikely that substantial resources can be allocated to this sector, although new contacts have been established since the recent Tunis Fair. Basic action in these countries will consist in at least ensuring a constant and effective supply of information for their political and business leaders, unions, newspapers, radio and television, universities, etc.

#### IV. INFORMATION POLICY TOWARDS AND IN NON-MEMBER COUNTRIES

74. The provision of information for non-member countries presupposes coordination and a detailed and steady exchange of information between DG I and DG X. This cooperation already exists and needs to be extended and made more systematic.

##### 75. Priority countries

Priorities are determined by political and economic realities such as the need to safeguard the Community's economic interests vis-à-vis our main trading partners, the enlargement of the Community (which has posed problems for the neighbouring EFTA countries which did not apply for membership and with which the Community has concluded free-trade agreements), links with the associated countries etc. Given these criteria, the Commission is asked to make known its views on the following priority geographical areas :

(a) main trading partners, in particular :

the United States, Japan and Canada;

(b) neighbouring countries in Europe (free-trade area agreements), in particular :

Norway, Sweden, Austria and Switzerland;

(c) associated countries in Europe :

Turkey, (Greece);

(d) other European countries :

Mediterranean countries (Spain and Yugoslavia in particular) and countries in Eastern Europe;

(e) Latin America.

##### 76. Priority subjects

It goes without saying that the subjects of interest to non-member countries which the Commission would like to work up differ according to whether they are, for example, major trading partners outside Europe, highly industrialized neighbouring countries in Europe or developing Mediterranean countries. A number of subjects such as commercial policy and agricultural policy are of interest to all countries while others such as transport policy, chiefly concern neighbouring countries in Europe but are more of an academic interest for countries outside Europe.

The Commission is called upon to make known its views on the following subjects, which cover the Community's main fields of activity that are of interest to non-member countries and which fall under the main head of "The Community in the World" :

- the Community and its commercial policy : matters of commercial policy and the multilateral negotiations in GATT;
- the Community's role in the monetary and financial fields : monetary matters and the reform of the international monetary system;
- the Community and its agricultural policy : the common agricultural policy (especially the social and political motivations behind it), the role of agriculture in the world economy and agriculture as a factor in trade;
- the Community and non-member countries in the developing world : generalized preferences, relations with developing countries and particularly the "special links" between the Community and a number of these countries (including the "burden-sharing" factor in these relations as regards the United States);
- the Community as an industrial power : industrial and research policy, the problems posed by investment and multinational companies, energy problems and, finally, how to resolve the problems created by industrialization and, in particular, the questions of the "quality of life", of the environment and of pollution.

#### 77. Priority groups

The Commission's information activities must, of necessity, be directed at the leading figures in the worlds of politics, labour and business in non-member countries. The Commission is requested to make known its views on the priority nature of the following groups :

- (a) political groupings : governments, parliaments, political parties high-ranking civil servants;
- (b) the mass media, <sup>press</sup> ~~press~~ radio and television, which are both recipients and disseminators of information;
- (c) business groupings : industry, agriculture, finance, trade and, in particular, the heads of the respective organizations in these fields;
- (d) trade unions.
- (e) the universities.

78. Priority means of information

In view of the geographically dispersed elites abroad which the Commission endeavours to reach, the language problems, and the problems resulting from the diversity of subjects which must be dealt with, the choice of the means of information is of capital importance. The most efficient means is direct personal contact bolstered by documentation and a follow-up service in the form of regular supply of publications.

- Information visits to Brussels : by individuals or groups : personal contacts between leaders of the groupings chosen and the politicians and officials acquainted with Community activities are the most efficient means of providing information.
- Lecture tours, seminars and discussion groups in non-member countries : the Commission will do its utmost to take part in the European events organized in priority non-member countries in Europe and in meetings dealing with international relations and held in countries such as the United States, Canada and Japan. The establishment and development of a network of "correspondents" comprising associations outside the Community capable of offering a platform to Community speakers should be one of the priority tasks of the Directorate-General.
- Publications : a visitor must be provided with adequate documentation to make his visit an affective one. The regular forwarding of publications is a follow-up measure which maximizes the benefit from the direct contacts by which a national of a non-member country is made aware of Community affairs.

Direct contacts in the form of visits to the Community's institutions or during lecture tours and seminars in priority non-member countries cannot be established with most chosen groupings abroad for which information is intended. The Commission is endeavouring to touch off their interest by publications printed in their own languages and dealing with subjects in which they are likely to be interested.

79. Implementation of an information programme for non-member countries

The implementation of an information programme depends, to a large extent, on the existing infrastructure in non-member countries which <sup>through</sup> information released by the Commission has to be channelled.

This infrastructure may be the responsibility of Commission departments (Information Offices in non-member countries) or of the Member States (information counsellors, press attachés and consuls in the Member States' diplomatic missions in non-member countries), or may take the form of voluntary correspondents such as the national sections of the European Movement in Scandinavia, the local or foreign chambers of commerce in associated countries in Europe or in Latin America, and associations such as the Council on Foreign Relations in the United States.

An Information Office in a non-member country is a means of disseminating more information, enables a better choice to be made of the priority mix as regards subjects and sections of the public and results, in particular, in a continuous and thorough information policy.

Unofficial cooperation between the Commission's Information Offices and information counsellors in Member States embassies in non-member countries where such an Office exists was made official in the Council decision (taken at the Commission's initiative on 31 January 1972 (1)) relating to <sup>the</sup> duties of information counsellors in non-member countries. That decision also provides for the establishment of relations between the Directorate General and those responsible for information matters in the diplomatic missions of the Member States in non-member countries by means of reports addressed to the Council and the Commission, that is to DG X, which is responsible for drafting the reply sent by the Council. Twenty or so of these reports have already reached the Commission.

(a) Main trading partners

United States : a detailed programme for the "Community's information policy in the United States" is contained in a

(1) See Doc. Council 2/2424/72 (2G 229) Rev.1, Annex I.

Communication from the Commission to the Council made following a Council suggestion emanating from the Permanent Representatives Committee. A similar request was made in 1970 and 1971. On each occasion the Commission transmitted to the Council a Communication which was discussed by the Working Party on Information and by the ~~Permanent~~ Permanent Representatives Committee but not by the Council. The Communication of 9 May 1973 is still applicable provided that DG X is in fact allocated the number of staff requested (See Doc. SEC. (73) 1507 final, 9 May 1973).

Canada : the entry of the United Kingdom into the Community has multiplied this country's information needs. In the absence of an Information Office DG X is at present in the process of establishing a network of correspondents, in the French-speaking part of the country (Centre de Documentation et d'Information in Montreal) and also in the English-speaking part, where a similar documentation centre is planned. Fruitful cooperation has also been initiated with the bilingual Canadian Institute of International Affairs in Toronto. These correspondents will organize seminars in Canada on subjects of common interest and will also organize information visits to Brussels.

Japon : The need for an Information Office in Tokyo has become more and more pressing since 1970. In 1972 the Commission decided to open such an Office but was unable to implement its decision for want of an agreement with the Japanese authorities on how it should operate. There are plans at the moment to open a Commission Delegation in Tokyo which would include an Information Office.

Pending the establishment of the Commission's own facilities and in the absence of Japanese co-respondents, the Commission's information activities in Japan are limited to an extent which is not compatible with the interests at stake and with that country's information needs. These information activities mainly take the form of Japanese group information visits to the Commission.

(b) Neighbours in Europe

Norway and Sweden : The Commission is called upon to take a decision whereby the Information Office which has just been established in Copenhagen will have the additional task of meeting the information needs of the other Scandinavian countries. To this end, it should seek to cooperate with a network of correspondents in Norway and Sweden in particular. The information counsellors in the embassies of the Member States in Stockholm and Oslo are experienced and influential correspondents; the Stockholm counsellors are already willing to cooperate effectively, and their opposite members in Oslo will doubtless be willing to do so in the near future.

The Copenhagen Offices' information activities in Norway and Sweden should supplement and complement those of national organizations in those countries which the Commission will continue to encourage. These activities should be concentrated mainly in the publications field. The Newsletter which is published twice monthly in Danish by the Copenhagen Office should, from next January, include a Norwegian and a Swedish supplement. Furthermore, a number of basic brochures, to be published in Danish by the Copenhagen Office, will be translated into Norwegian and Swedish and adapted to the information needs of those Countries. Finally, in close cooperation with DG X, the Copenhagen Office will organize information visits to Brussels and will make its contribution to European events in Sweden and Norway by sending speakers and documentation.

Austria : The main aim of the information programme towards and in Austria should be to ensure that the public remain very favourable to the Community by explaining to them the possible ways of cooperation opened up by the agreement between the Community and Austria. Visits to Brussels, participation in seminars in Austria and the setting-up of a network of correspondents are the main means available under this information programme.

Switzerland : The existence of an Information Office in

*Switzerland makes for better organization of the Commission's information activities for the Swiss and for the large*



number of international organizations in Geneva. In several of these organizations the Commission is the Community's spokesman and/or negotiator. So the Geneva Office has a dual responsibility : to remain in contact with the international community in Geneva and to meet the information needs of Switzerland.

(c) Associated countries in Europe

The associated countries in Europe, which are eventually to become members of the Community, are entitled to detailed information which should be sent, in particular, to the elites in those countries.

Turkey : In 1973 the Commission celebrated the Tenth Anniversary of the Association between Turkey and the EEC with various events in the field of information. These events should be followed up by efforts in the press above all. In 1972 the Commission decided to open an Information Office in Ankara. The discussions on how it is to operate are about to be successfully concluded.

Greece : The Commission is called upon to make its views known on the attitude to be adopted as regards information policy towards this country in view of the present political situation. The Commission is also requested to confirm its essentially passive information policy towards Greece, the main features of which are the following :

- PUBLICATIONS / a Greek version of the monthly Bulletin is published in Brussels and sent to readers in Greece;
- visits : every request for a visit (except visits by travellers passing through Brussels) is put before the Commission, which assesses each case individually. If the Commission decides in favour, the visitors will be treated like any other guests, including payment of any subsistence expenses;
- Documentation and Information Centre in Athens : the services of this centre have been reduced to a minimum and are mainly available upon request.