

# Reflection on Information and Communication Policy of the European Community

Report by the group of experts  
chaired by Mr Willy De Clercq  
Member of the European Parliament

*"Un homme qui n'est pas informé est un sujet;  
un homme informé est un citoyen"*

*A. Sauvy*

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**GROUP OF EXPERTS ON INFORMATION  
AND COMMUNICATION POLICY**

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## **PREFACE**

During 1992, and since then, the debate provoked by the construction of Europe has revealed a growing perplexity amongst citizens.

This perplexity seems to highlight, for the first time, a break in the traditional support of European citizens for the cause of European integration.

For the first time, it would appear that the worthiness of the "good project" - in other words, European construction and integration - is being questioned.

It is no longer a subject of unanimity, nor is it perceived as something normal or obvious, or even as being imperative.

This state of affairs, emphasized by a number of recent studies, calls for an in depth reflection on all aspects of the Community's information and communication policies.

In parallel with analyses currently being undertaken within other institutions (1), the Commission decided to appoint a group of experts, mostly independent of the Community's institutions to review the situation and produce a report.

The group's task has been threefold :

- to compile a descriptive inventory of information and communication policies now in place at Community and national level.

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(1) Namely Mr. Oostlander's report, presently discussed at the European Parliament.

- to evaluate the quality of current policies, actions, procedures, attitudes and resources and to pinpoint the principal causes of the information gap.
- to formulate recommendations for the information and communication strategy to be pursued.

The objective is to propose a communication and information strategy within a mid-term perspective, in which the Institutions and the Member-States take account of the needs, preoccupations and hopes of the citizens in a decisive moment in the process of European integration.

It is clear that this strategy needs to be based upon clearly established political decisions, which reflect the priority afforded by the competent authorities, to the information and communication policy.

Willy De CLERCQ

## **FOREWORD**

**The construction of Europe started in 1957, and has been through good and not so good moments, like the present one. But it is progressing : slowly but progressing. It is a progress that cannot be perfect at all times, and that will require continuous effort. It will continue, since it is the best hope for the citizens of Europe and for many other people who are counting on Europe.**

**We are striving for Europe. We strive, as the founders of Europe did, to ensure peace among all Europeans; to strengthen the prosperity and social progress of the nations of Europe; to maintain and promote the cultural dimension of Europe's heritage, and its historical contribution to human civilization and welfare; to stimulate solidarity, cohesion and greater understanding between Europeans without damaging our cultural wealth and diversity; to open new perspectives for young Europeans, and develop new hopes and confidence in peoples' creative abilities to build a better future together.**

**Communication is an integral and important part of this struggle. It is essential.**

## **1.0 WHERE ARE WE? THE CURRENT SITUATION**

### **1.1 The building of Europe is in a state of crisis.**

The European Community is in a critical situation in terms of confidence, credibility, desirability, economic performance, peace-keeping capability, public approval and public support. The hopes and expectations inherent in '1992' have been replaced by a sense of anti-climax.

But a crisis implies both danger and opportunity. Urgent action must be taken now to seize every opportunity to resolve the crisis, both in terms of political decision and commitment and their communication to the citizens of Europe. Otherwise, there will be further estrangement between the European authorities and the public.

The European Community was doubtless conceived with the well-being of Europe's citizens in mind, but the concept was based far more on the will of statesmen than on the will of the people. Consequently, many of the citizens of Europe have the impression that something about which they know very little, and about which they have not been consulted, is being foisted on them 'de haut en bas' : by 'Brussels'.

The need to close ranks in the face of a common enemy has been largely dissipated by the collapse of the Soviet Union. This is largely a NATO issue, but it is used as an argument against European integration. Furthermore, instead of recognizing the advantages of concerted legal action, the wisdom of having a Single Market without internal frontiers is questioned if it means a single market for crime, drugs and immigrants.

Negative impressions are further exacerbated by the fact that **governments of the Member States are quick to claim credit for themselves for positive initiatives, and they are equally quick to blame unpopular or seemingly ridiculous initiatives on 'Brussels'**. Unfortunately, latent nationalism and xenophobia fuel this practice, while some of the more sensationalist media delight in it.

## **1.2. Public opinions are diversified and fearful of the future (1)**

Public attitudes towards the European Community, towards the European Union and towards the Institutions range from enthusiasm to aversion, with many sectors of the public expressing ignorance and indifference.

There is not, as such, a European public opinion. Expectations vary considerably from one country to another, depending on the economic, political and cultural situation. There is little feeling of belonging to Europe. European identity has not yet been engrained in peoples' minds.

There are however a number of values commonly shared by Europeans : the rejection of war; the fight against poverty and unemployment; protection of the environment; Human Rights, freedom and democracy; the wealth and diversity of European culture. These values could form the basis of a European identity.

Public attitudes towards the Community itself are ambivalent and contradictory. The overall economic situation linked to the implementation

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(1) See Annex II, the study on public opinions in Europe.

of the Single Market, has exacerbated fears and hopes for the future. This explains the current hesitations of countries which have been traditional supporters of the European ideal.

### **1.3 Communication has been inadequate**

The construction of Europe is not being communicated in a relevant and persuasive way to the citizens of Europe. Consequently, we are running the risk that the public concludes that the construction itself is not being carried out. After years of mounting anticipation, '1992' passed by in enigmatic silence.

Politicians and officials responsible for the construction of Europe complain that they are misunderstood; yet they limit their communications' efforts to cold, dry, rational information, apparently assuming that someone else will make their messages 'come alive' for the public. Journalists (essential intermediaries in communications) cannot transform boring information into exciting news.

## **2.0 WHY ARE WE IN THIS SITUATION? THE CAUSES**

### **2.1 The wrong 'product'**

The main reason for this critical situation is that the Commission and some of the Member States are trying to 'sell' the wrong 'product'.

The product that has to be 'sold' to the public is not the Maastricht Treaty.

The Treaty of Rome, the Single European Act and the Treaty of Maastricht are all procedural or 'enabling' steps in the planning process; but they are not the product itself. The product *per se* is the result of all the plans when they have been put into effect. It is the **European Community as such, now developing into European Union. (EEC→EC→EU).**

Treaty texts are far too technical and remote from daily life for people to understand or even want to understand them. It is a mistake to try to 'sell Maastricht' instead of the beneficial effects **for me** that will result from European Union.

## 2.2 No strategic direction (1)

There is no strategic direction for Community communications, and no central **Office of Communications** (similar to those in Japan, USA and the EC Member States) to orchestrate the various transmitters, and ensure that institutional and sectoral communications' campaigns conform to the general strategy.

In the absence of a general communications' strategy that establishes what must be communicated to whom and why, there is no clear and plain message : no precise stimuli to obtain desired reactions.

Europe does not '**speak with one voice**'. There is insufficient coordination between the institutions, and between the institutions and the Member States. There is consequently a multiplicity of transmitters but no consistency of message.

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(1) See Annex II, the study on the institutional dimension.

### **2.3 Abstract messages**

The messages are ill-perceived because their content is not relevant to people's daily lives, and their form of expression is often incomprehensible jargon.

The message-delivery systems are old-fashioned in so far as they do not reach out to the public via electronic media.

Politicians and administrators should not think that EC-policies and procedures are in themselves self-explanatory or evident, or that they require only a minimum of rational explanation. Much of what insiders consider obvious is for many people a sealed book. No one should shy away from explaining simple facts, be that to the media or other target groups. There is a lack of lucidity in articulation and comprehensible interpretation. Consequently, journalists often cannot mediate what they themselves do not understand.

### **2.4 Multiple management : poor structure.**

In short, there is a mass of irrelevant, misdirected and confusing information making effective communication of the right message to the right people in the right way at the right time and in the right place virtually impossible.

Moreover, today in Brussels, there is neither the structure and organization, nor adequate power and financial resources at their disposal, to make the necessary changes quickly and efficiently.

## **2.5 Work not done**

Many programmes to develop a Europe that is close to the citizens have not been implemented, for example as relates to the 1985 'A People's Europe' report (1) :

- \* the population of border areas should have been systematically consulted on measures with transborder significance such as major public works, environmental issues, transport, and health and safety;
- \* emergency Health Cards had been envisaged at Community level, without any follow-up;
- \* exchange of sportsmen, athletes and trainers were advocated without any apparent success;
- \* above all, travellers are discovering to their dismay that border controls have not been eliminated as promised. This needs to be explained, urgently.

## **3.0 WHERE DO WE WANT TO BE? OBJECTIVES**

### **3.1 Communication objective**

Europe is not only a matter of politicians and intellectual elites; it concerns all European citizens. Politicians nevertheless have to assume their responsibility.

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(1) 'A people's Europe' Reports to the European Council from the ad hoc Committee chaired by P. Adonnino (March and June 1985)

Therefore the strategic communication objective must be to build public awareness and approval of European Union and of the rôle and function of the European Institutions.

This can only be achieved through messages that are clear, consistent, coherent and convincing, and that are communicated with feeling and respect.

The building of European Union must be made intelligible to all and relevant to each so that everyone appreciates its importance for me.

In order to be understood and wanted, European Union must first be communicated. Ideals exist in the form in which they are communicated. Good communications will also evoke respect for the communicator, and will help to win back the credibility and trust that has been lost.

Les idées mènent le monde; but for the ideal to become the will of the people, the people must first want the advantages to them that will derive from the realization of the ideal.

## 3.2 Changes

These must be perceived everywhere and by everybody.

The current way of managing communications is not adequate. So an urgent change is needed that will have to happen quickly and clearly in several ways :

- \* a change in language tone to gain attention and be understood;
- \* a change in the management of Communication and Information;

- \* a change in the organization to give communications the necessary influence and importance in the day-to-day decision-making process;
- \* a change in the way professionalism is integrated in all activities;
- \* a change in the way the European Institutions relate to the media (especially audio-visual media), and particularly the national and regional media in the Member States;
- \* a change in the undisciplined behaviour of the 'transmitters' in order to avoid 'Brussels' being blamed for failures, and the Member States taking credit for successes;
- \* a change in the amount of resources devoted to communication, and an updating of such resources.

Everywhere, citizens, young people, women, journalists and media people, business people, public administrators, everybody has to feel the change.

### **3.3 Regaining credibility**

It is essential to regain the basic trust of European citizens concerning the good will of our European Institutions. The EC representatives need to show understanding of and affinity with the concerns of people in every-day life. At the same time, they need to demonstrate self-discipline and trustworthiness (by speaking in Brussels as they do at home, and vice versa. Matters of national interest must not be placed ruthlessly in the forefront. Necessary compromises have to be commented fairly and honestly).

This is no time for recriminations about perceived failures. There is no need to apologize, no need to be defensive. The Community must move resolutely

forward with courage and enthusiasm to build on the first two phases (EEC and EC) and construct the third phase (European Union) in time for the third millennium. (EEC→EC→EU).

'Europe' and the Institutions responsible for its construction must not remain remote and abstract. They must be brought close to the people, implicitly evoking the maternal, nurturing care of 'Europa' for all her children.

### **3.4 Demonstrating sense and usefulness**

Community officials must win the sympathy and understanding of the citizens of the member states, for whom it has to be quite evident that the political activities and decisions taken in Brussels, Luxembourg and Strasbourg are not the result of operations by an overextended bureaucracy, but necessary political processes in coordination and decision-making. The actual usefulness and the purpose of decisions have to be made quite clear : explained frankly and honestly, not confined to remote corridors of power.

### **3.5 Making prejudices and risks transparent**

The positive as well as the problematic sides of Community decisions have to be made more obvious. Considerations leading up to proposals made by the Commission, and to ministerial decisions, have to be made more transparent. (1)

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(1) One should acknowledge, however, the efforts recently undertaken by the Commission in the fields of transparency and subsidiarity and in the framework of the implementation of the Sutherland Report.

### **3.6 Making the proposition relevant**

We must identify clearly and simply the basic proposition inherent in the concept of European Union, and then interpret this proposition in ways that are relevant to key target audiences.

The key to successful communication is relevance. What is communicated will be treated with indifference by the recipient unless it is communicated in a way that is pertinent: relevant to his/her way-of-life, to his/her culture, to his/her hopes, aspirations, fears, concerns, needs and wants.

### **3.7 Addressing the right audiences in the right way : with feeling and respect**

All of the citizens of the EC should be told what is being done in their name, on their behalf, and why it is important to them.

Public attitudes will not be favourably altered by simply holding more and more press conferences. It is not more information that is required. Indeed, there may already be too much information in the sense that it is boring, irrelevant and 'cold'. What is needed is **more communication** : messages that stimulate, excite, motivate and move people : stimuli that change their attitudes.

The European message must concern Europeans both in their professional dimension, in terms of new opportunities and better living standards, but also in their historical and cultural dimension, in terms of values, outlook and a commonly shared identity.

While all European citizens should be convinced that European Union and the work of the European Institutions is for the common good, there are key, specific groups who must be convinced. These are :

- \* Within the general public, those who are **undecided/indifferent** or **need reassurance**.

Priority targets within this group must be those inclined to have favourable attitudes (more likely to be receptive and to respond positively), in particular :

**Women** : Women form a major (and perhaps the most receptive) 'constituency' in Europe. If the advantages of European Union are 'personalized' for women, they will quickly appreciate how these advantages benefit **them, their lives, their family, their children, their work**.

To achieve this end, the form of the communication itself must be personalized, so that women will say to themselves : 'these messages concern me', 'I see they are for me'.

Women are more likely to recognize intuitively, and faster than men, the existential advantages of a '**Better Tomorrow**'. They are instinctively opposed to wars and aggression, and have an innate disposition to other people, to morality and security, to relationships in general, and to their own family in particular.

They can become opinion leaders in Europe: the most receptive of the 'receivers' and the most active of the 'relays'.

**Youth :** Young people of different nationalities in Europe probably have more in common with each other than they do with their parents. They are certainly more open to European values and ideals than the older generations. Since it is strategically wise to go where the resistance is least, young people should be a primary target for persuasion and conviction.

They should be told that they are wanted and needed, including those who are disadvantaged or unemployed. We need to tell them that they will have access to a quality education, a secure job and a stable future thanks to European Union. Talk to them in **their** language, with respect, and they will respond. Talk at them, and you will be ignored.

- \* Within the specialized public, those who are particularly relevant **multipliers** :

**Journalists, editors and programme directors :** All those who have decisive influence in their media via news, editorials and programmes.

Good news may not be news, but the media must be persuaded to present the achievements, the benefits, the opportunities in a positive, optimistic way, and not delight in criticism and failure. As far as possible, 'Europe' should be integrated into the information, entertainment, advertising and didactic functions of media, not isolated in special sections.

**Business people :** Business confidence in the completion of the Single Market must be restored. There are still barriers to market entry, and new barriers are threatened.

**Politicians and officials :** in the Member States and in the European Institutions must change their attitudes towards communications.

Communication is not something to be left to a single Service or to one DG alone, nor must it be improvised in an ad hoc, reactive way, but in accordance with an agreed strategy.

Co-ordination of message-delivery must be achieved to avoid different and contradictory announcements in the capitals of the Member States.

## **4.0 HOW DO WE GET THERE? METHOD**

### **4.1 Identifying the advantages of togetherness**

European Union must be presented and promoted to the public as a '**good product**' that has been developed and improved in a progressive process that started with the European Economic Community, and is now evolving into European Union (EEC→EC→EU).

It is a living entity that offers multiple benefits for all in terms of **progress** and **prosperity**, **protection** and **peace**, which include the concepts of solidarity and a '**better tomorrow**'.

**'European Union'** is the name to be used consistently in all communications. Pejorative names, those with negative connotations, or old names like **'EEC'** should be avoided.

The inherent drama in the evolutive process leading from the establishment of the EEC to the creation of European Union is the notion of **Union**. Inherent in the notion of Union are the concepts of solidarity, harmony, common action. In human and personal terms, these can be expressed in the single concept **'Together'**. This is not just an adverb defining the relationship necessary for achieving objectives; it is also an imperative, a rallying call for action : **'Together!'**

## **4.2 Avoiding confusion**

Confusion between **'Europe'** and the European Institutions must be avoided. The organizations and institutions are not Europe. They are simply means to an end, and must not be confused in their purpose. Bureaucrats are a **'necessary evil'**. Their existence must not be confused with Europe.

**People are far more interested in the food that comes to the table than they are in the workings of the kitchen.**

## **4.3 Positioning**

- \* **European Union** should be positioned in the minds of the people, as the **largest democratic, socio-economic and political entity in the world**. Its *raison d'être* is that, in the pursuit of its objectives, the whole is greater and more effective than the sum of its parts.

Its flag should be in banner form, and its motto could be '**In Uno Plures**'.

'Positioning' is the name given to the process whereby branded products are clearly described and placed in relationship to their competitors in people's minds.

Where European Union and the Institutions are concerned, the same process should be used to describe their relationships to other entities. This will help to clarify and define their identities.

- \* **The Commission** should be clearly positioned as the guarantor of the well-being and quality of life of the citizens of Europe, ensuring high standards of living and working conditions in a prosperous and competitive economy. It must be presented with a human face : sympathetic, warm and caring.

It should have its own symbol, which might be a **twelve-pointed star**, signifying the identity of the Commission, reaching out to the Member States, but also binding them together.

- \* **The European Parliament** is the guarantor of pluralism and democracy, and the means by which, in the exercise of their democratic rights, citizens become involved in the policy and law-making processes, thereby enabling them to influence and change the rules and laws that directly affect their future.

**Symbol** : the logotype consisting of EP/PE within the European flag.

- \* **The Council** directly represents the governments of the Member States. It promotes the interests of the Member States, and their elected governments, thereby guaranteeing the interests of the citizens which they represent. It complements the action of the Commission and the Parliament, and should ensure that there is compatibility between the national and the general interests.

#### **4.4 Working together on common issues**

Togetherness also requires an honest appraisal of what can realistically be achieved. It means neither putting the blame on Europe when this seems convenient, nor creating false expectations.

It discredits the European Community when national politicians attempt to shirk their own responsibilities in regard to problems that arise in their own country, trying to lay the blame on 'Europe'.

The need for concerted action in Europe in order to improve the welfare of the individual member states must be stressed. At the same time, politicians must not raise false expectations in regard to Europe. There are times when Europe cannot achieve what the individual member states could not achieve before.

#### 4.5 Using clear language and adequate tools

New, simple and believable language must be used, and new and different message-delivery systems employed.

- \* Hitherto, the Commission's communications have been paper-based, while their target audiences receive most of their information through audio-visual media. The average time spent watching television in Europe is 3,5 hours per day. The receivers' habits are not going to change in the near future, so the transmitters' habits must change if effective contact is to be made.

Electronic media (particularly radio for women and young people) must become key vehicles for advertising, co-productions, interviews, special-interest programmes.

- \* Intermediaries and information networks should be encouraged to ensure that every citizen can have direct access to information on Community legislation, policies and programmes.
- \* A "one stop" information address, telephone and fax number should be installed in every region, where the first single contact will tell the caller exactly how to get the answer to his or her question on Europe (all Institutions, all programmes, etc).

## 4.6 Outside help

Outside communications' experts should be called upon to plan and execute specific and continuous communications' programmes for each of the key groups whose attitudes must change (who must become convinced).

## 4.7 Office of Communications (1)

The Commission itself should modernize its methods, starting with the immediate establishment of an **Office of Communications** to :

- \* provide the guidelines for a coherent communications' policy;
- \* be responsible for general communications' strategy;
- \* ensure that well-trained, qualified personnel are in place;
- \* ensure that the EC speaks with one voice (this will require close collaboration with the European Parliament, the Council and the other Institutions);
- \* ensure that institutional and sectoral campaigns conform to the general strategy;
- \* ensure that the right opinion research instruments are in place for tracking public attitudes, and thus measure progress;
- \* plan, allocate and control budgets according to geographical area, issues and ad hoc requirements.

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(1) The members of the group who are officials of the European Community have not given their opinion on the proposals concerning the structure of the services (points 4.7 and 6.0).

The setting up of a central Office of Communications, headed by the Commissioner responsible for Communications, and having direct access to and from the President, will itself signal change and determination to adopt an entirely new approach to communications.

#### 4.8 Changes in organization and manpower

In addition, changes need to be made in organization and manpower in order to ensure coordination of effort between the Institutions and the Member States, between the Institutions, and within each Institution.

The co-operation and financial support of Business, Trade Unions and Media should also be encouraged in order to achieve collaboration and synergy in the great enterprise of building Europe.

#### 4.9 Leadership and money : sine qua non

The current situation will **not** improve, we shall **not** emotionally involve the citizens of Europe in the building of Europe, and we shall therefore **not** attain our objectives without **resolute leadership** and **financial muscle**.

This does not mean that vast sums should be invested in media advertising alone. Such action might be counter-productive, reinforcing the impression of 'Brussels' speaking 'de haut en bas', wasting public money. The approach must be subtle, using an intelligent mix of media and non-media communications.

There must, however, be adequate funding for the Commission, the Parliament and the other Institutions to do the job (which is currently not the case); and the budgets must be flexible, notably in terms of allocation, time and geographical application. The best campaign strategy and the best tactics are pointless without ammunition.

## **5.0 CONCEPTS AND SPECIFIC RECOMMENDATIONS**

### **5.1 Leadership and example**

Communication should be a permanent item on the agenda for the weekly meetings of the Commission, and every main decision should be accompanied by a binding agreement about the message to communicate and the means for its communication. Where possible, this should be true, too, for the Council.

Leadership and example must come from the top. The Commissioners themselves, together with the President of the Commission, must take the lead by giving high priority in their work agendas to direct communication with the public.

They should give frequent press conferences in their home countries explaining the decisions they have reached together with their colleagues; and they should give at least one major speech per month in their home countries, taking the opportunity to give a status report on what has been achieved, particularly in the last month ; announcing what is on the agenda for the future; and explaining why this is relevant, important and exciting for their compatriots.

It could be a wise stratagem not to ignore chauvinism, but to recognize it and exploit it by telling people what their country is getting out of 'Europe', thanks to the Commission.

Members of the Council should become convinced that it is their duty not just to achieve technical compromises, but to take positive steps together in the building of Europe, and communicate them loyally (stressing the similarities, not the differences).

Particular importance should be given to addressing citizens direct; not only via political structures, but by identifying and addressing groups of people who share a common interest, a common affectivity that often transcends language and nationality : the liberal professions, literati, women's groups, young people's groups, environmental groups, bicycling clubs, sports federations, automobile clubs etc. By addressing them with feeling and respect, so that each member recognizes the importance of, and feels involved in what is being said, the common interest of the group will see to it that the message is passed on to others.

There is an added advantage in 'meeting the people'. Direct contact by the public with top officials, who have taken the trouble to understand and appreciate the concerns of their audience, will go a long way towards dispelling the television images of remote people in sombre suits climbing in and out of sombre cars.

## 5.2 The Proposition

Getting the message right means saying the **right thing** in the **right way** to the **right people** at the **right time** and in the **right place**.

Defining the target audiences, the **right people**, the key groups who **must** be reached, is critical for deciding which media, which message vehicles to select in order to reach those audiences at the **right time and place**.

We have to encapsulate hugely complex issues, and resolve deep anxieties, in simple yet powerful ideas.

'**Togetherness**' is the proposition that will involve us all in the great enterprise of building Europe.

But togetherness for what?

In order to promote :

\* **Progress**

The second of the opening paragraphs of the Treaty of Rome says : 'Resolved to ensure the economic and social progress of their countries...'.  
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Much has already been achieved in terms of economic and social progress, but there is still much to be done. Progress must be made in levels of employment, in improving living and working conditions, in social welfare through **solidarity**, in self-realization and Community pride, in the realization of a '**Better Tomorrow**'.

All these concepts are implicit in the concept of **Progress**. They can be made explicit for those target audiences for whom they are personally extremely important.

\* **Prosperity**

Economic expansion, harmonious economic development, high standards of living, material well-being : all are implicit in the concept of **Prosperity**. It is entirely believable that 'togetherness' can bring prosperity in a way that cannot be achieved by small units confined to small markets.

Business leaders request less regulation, and more support and impulse for economic competitiveness on the world scene.

The proposition is not that an abstract 'Europe' will eliminate poverty, but that 'together' we can fight poverty, which is far more personal and involving.

Again, the concepts that are implicit can be made explicit for those target audiences for whom they are personally extremely important : not by churning out economic data, but by making the message exciting, convincing and motivating. Facts alone are not enough.

**So... 'Together for Progress and Prosperity!'**

But that is only half the proposition, and only half the promise.

**\* Protection**

We need to protect our quality of life : our European way of life. Human rights, tolerance, democracy and savoir-vivre are our heritage. Our culture is a mosaic of cultures, that together make us the envy of the world. Mother Europe must protect her children.

People expect their leaders to take action especially where education, employment, crime and drugs are concerned.

Protection must be projected world-wide.

The building of Europe is an open process. Therefore, European wisdom, European savoir-faire must solve the immigration problem. We must protect our society, our social progress, yet at the same time helping others : taking the lead in the North-South, and West-East dialogue. It is not impossible to imagine that, by protecting and promoting our values, Europe can contribute greatly to humanity.

Central to these values is concern for the environment. It is obvious that Community action has been far more effective than that of individual member states. The Community's position taken at the Rio conference contrasted dramatically with the selfish, unenterprising attitude of the US.

**\* Peace**

The ultimate raison d'être of the European Communities was to make it practically impossible for Western Europe ever again to be devastated by internal wars.

Peace in Europe is pretty well taken for granted by the under 40s, and Europe's youth is probably more concerned with job opportunities and

the future than with the divisions of the past. Yet peace and liberty are of particular concern to the older generations and to many elder statesmen. They should be at the forefront of everyone's concerns, given their historical fragility.

Implicit in the notion of peace and freedom are security (both external and internal) and civil order.

Peace is a major component of the promise. Protection and Peace complete the proposition and the promise.

EUROPEAN UNION  
TOGETHER TO PROMOTE  
PROGRESS & PROSPERITY, PROTECTION & PEACE

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TOGETHER FOR EUROPE TO THE BENEFIT OF US ALL!

This proposition, this promise must be interpreted and personalized to each of the target audiences in **their** language, using the stimuli to which they will respond, appealing to their emotions, to their common sense : to their hearts as well as to their heads.

In other words, we should **communicate with the citizens in their daily life and work.**

### 5.3 Direct appeal to the citizens of Europe.

The President of the Commission should make a direct appeal to each of the key target groups, making a special public appeal on high profile occasions to women and to youth.

This will probably be the first time in European history that a statesman makes a direct appeal to women.

These direct appeals must be carefully planned with a view to maximum media coverage. The tone must be warm, friendly and frank : frankly (and with humility) acknowledging the growing pains of the past, and frankly appealing for togetherness now in order to realize all our hopes for the future.

The appeals for support, involvement and participation must be recognized by the general public as being the **right thing to do.**

### 5.4 The cultural dimension

The academic and cultural communities must be persuaded that the EC is not about **homo oeconomicus** alone, and that it is not a steam-roller driven by an ignoramus determined to flatten and harmonize culture. On the contrary,

**Europa** fosters and protects the mosaic of cultures that together make us the envied focus of culture, civilization, intellectual life and savoir-vivre in the world.

The communication of 'Europe' must be a continuous process of education, culture and formation, starting at secondary school stage. School books should be reviewed, not in order to rewrite history, but to ensure that a European dimension is given to our past, and that the events leading up to European Union are explained to, and understood by school children. The European dimension should be emphasized particularly in subjects such as geography, history, economics and civics. More European schools should also be encouraged.

A 'European house' comprising a library, a museum and various operational services should facilitate the work of journalists and of all those who wish to have direct access to the institutions.

European events should be promoted, in the fields of leisure (European galas, concerts, exhibitions); sports (we need a wider range of teams to compete in international sporting events; more 'European games'; European awards for athletes and teams competing in international sporting events); culture (European hit parades, film productions); academia (University encounters, seminars); food (promotion of traditional agricultural products).

'European weeks' should also be encouraged, on issues of common concern. European prizes should be awarded, particularly in areas relating to youth.

## 5.5 'Europe '99'

One of the reasons for the success of the '1992' programme was the setting of a target date : a time limit by which objectives had to be achieved. As we enter phase three (European Union) in the construction of Europe, and as we approach the third millennium, the best target date is December 31st, 1999.

Seven years from now not only has mystical connotations of its own, but it also coincides with the lifespan of the current Commission plus the lifespan of the next (five-year) Commission and the next Parliament.

'Europe '99' could be the name of the programme for 'selling' European Union to the citizens of Europe, exploiting all the excitement and expectations inherent in the arrival of a new millennium that will see Europe united, democratic, affluent and at peace : the champion of human and social rights, the focus of culture and civilization.

'Europe '99' does not hold out the prospect, as the Communists used to, of an undated Utopia: a golden millennium somewhere over the horizon. Instead, it sets a practical agenda for the achievement of clearly-defined objectives by 1999.

The announcement of 'Europe '99' might best be made by the President in a televised address on the occasion of a major event. This would summarize the achievements of the past (compensating for the silence at the close of 1992), explain the growing pains experienced in the evolution of European Union, outline the strategic programme to take us into the third millennium, and set out the specific plan for the first two years of the programme.

## 5.6 The Springtime Summit

A major meeting should be organized prior to the European Parliament elections next year (June 9th-12th, 1994) consisting of the Heads of State, the President and the members of the European Commission, the President and the leaders of the European Parliament and the Presidents of the other European institutions, to explain what has been achieved and why we are continuously committed to working together for European Union. This will provide the opportunity for Europe 'to speak with one voice'.

The Summit should be accompanied by events attended by the Heads of Government of EFTA and Central and Eastern European States. This will demonstrate the expanding idea of European Union.

The Summit should also be accompanied by cultural events organized by a committee from all the member states, working in collaboration with European broadcasting organizations, which demonstrate the richness and variety of European culture, giving emotional impulse to the movement for Europe : **In uno plures**.

On the way forward to the Summit, the key elements of the European Union proposition (Progress, Prosperity, Protection and Peace, which include the concepts of solidarity and a 'better tomorrow') must be carried by all communications' means at bi-monthly frequency, starting immediately after the summer of 1993. For example, the notion of 'Progress' would be articulated and explained in all member states and by all means for two months. This would be followed by two months concentrating on the notion of 'Prosperity', and so on.

The messages must be simple, clear, consistent and convincing, delivered with feeling and respect. This will help parliamentary candidates, and encourage citizens to vote.

## **5.7 Bringing professionalism to the Institutions**

First of all, those responsible for communications at the operational level within the Institutions must either be trained or, if necessary, redeployed. Professional communications work differs radically from public administration work. New people are needed to interface with outside communications' experts.

In the field of public relations/communications, the existing management recruitment system has to be more flexible and put into practice more often. Hiring well-educated and experienced PR people for the institutions, and giving them leading responsibilities in the organization, should be promoted.

The Commission and the European Parliament will require the help of outside experts in order to plan and execute continuous communications' programmes for themselves and for each of the key groups whose attitudes must be modified in order to gain their approval, involvement and support :

- \* Commission per se
- \* European Parliament per se
- \* European Union to the General Public
- \* European Union to the Business Community

- \* European Union to Women
- \* European Union to Youth

The programmes must be total and continuous, covering television, radio and press relations, editorial support, advertising, public relations, direct marketing, public speaking, interviews, visits by special-interest groups, special issue EC postage stamps (with ECU equivalent values), the publication of specific-interest pamphlets, etc.

Other experts should be held in reserve for emergency, ad hoc campaigns, eg. : EC position on GATT ; EC defence of the ECU; EC position on worldwide environment negotiations ; natural, political, industrial or transport disasters etc.

The horizontal, 'institutional' campaigns should also be carried beyond the external borders of the EC to inform (and to form) public opinion throughout the world about what the EC is, what it is for, what are the benefits of membership, and what are the advantages to the world-wide community of having a strong, prosperous, democratic community in Europe. This is particularly important in preparation for the next phase of enlargement.

The theme and scheme of each of the Commission's programmes must obtain the prior approval of the central Office of Communications.

## 5.8 National Campaigns

The horizontal communications' programmes across the entire Community must be backed up by vertical programmes working in depth country-by-country to bring the message home to people in a way that is specific to them. These national campaigns must be implemented by the member states, subject to 'orchestration' in order to ensure that they conform to the general strategy.

If the Member States themselves mount national campaigns that are not coordinated with the EC Institutions, chaos will ensue, with a high risk of contradictory facts and divisive claims being made that will seriously damage the image of European Union.

Co-funding of national campaigns by the Commission is one way to ensure that the Commission is involved in national campaigns before they are launched.

## 5.9 Symbols and mottoes : 'In uno plures'.

- \* Symbols are needed to rally people to a cause. The Cross of Christianity, the crescent and the green flag of Islam, the hammer and sickle of Communism are all powerful symbols with strong, emotional connotations.

The United States of America recognized the need for symbols to rally many disparate peoples and cultures to a common cause, to reaffirm and reinforce its unity summarized in its national motto : 'E pluribus unum'.

The USA's solution, 'out of many one' cannot be Europe's solution, since we have been one ever since Greeks, Romans, Celts, Norsemen, Teutons, Slavs and other Europeans realized long ago that they shared a common heritage.

We are Europeans, and are proud of it. What is happening is that we are realizing our identity. In asserting our position in the world, we assert the richness of our culture, which is diverse and deep, a rich mosaic rather than an artificial '-ism'. European Union has deep, diverse and powerful roots. We are many in one : **In uno plures**, and we want to keep and nurture our diverse cultures that together make us the envied focus of culture, civilization, intellectual life and *savoir-vivre* in the world.

Whenever feasible, depicted versions of the European flag should show it in movement.

In all international events in which flags are used to identify nations, the European flag (supplied by the Commission) must be featured together with the flag of the EC member states concerned. This applies to hotels, conferences, military operations, and particularly to sporting events that receive wide media coverage. The EU probably won more medals in the recent Olympic Games than anyone else. Yet no serious publicity was given to the Community's achievements. It is inconceivable that the US or SU would ever have been so coy about their performance.

A symbol that is used by 44 nations, in addition to the EU itself, is the star, or groups of stars. The star is a powerful symbol : a portent, a sign of hope, resurgence and renewal.

A twelve-pointed star, signifying the identity of the Commission, reaching out to the member states, but also binding them together, could become the Commission's own symbol, replacing the Greek € .

The Commission should organize a competition, in conjunction with the Art Directors' Club of Europe, for the best design, with a prize awarded to the winner on the occasion of the ADCE creative awards ceremony in Brussels on June 10th.

The twelve-pointed star could also be used for the highest award for merit in Europe (the European Star?).

## **5.10 More efficient communications' programmes**

### **The Media**

The media play an essential multiplying rôle for the dissemination of information.

Cooperation with the media has to be reinforced :

- \* by establishing systematic bridges with the national and regional press;
- \* by addressing more specifically the non-specialized press;
- \* by organizing regular round tables with the presidents of press groups, chief-editors of newspapers and producers of television programmes;
- \* by offering better conditions for shooting, assembling, transmissions of films and stocking.

### **Audio-Visual**

A major programme of co-productions must be carefully planned and mounted, always with the strategic objective in view, but essentially

audience-specific, and aiming at clearly-defined target audiences : women, youth, businessmen, intellectuals, sports-lovers, travellers etc.

It is a well-documented fact that most people derive their 'knowledge' of complex subjects from viewing or hearing one influential programme that tells them all they need, or have patience to know.

New and original ideas are needed for TV talk shows.

Newscasters and reporters must **themselves** be targeted, they must **themselves** be persuaded about European Union. It is crucial to change **their** opinions first, so that they subsequently become enthusiastic supporters of the cause.

An improvement of the Community's audio-visual policy can be achieved through the following measures :

- \* the establishment and strengthening of relations with the different media, namely by promoting a regular, rapid and efficient mechanism for information and exchanges;
- \* a clear willingness, combined with a strategy and sufficient resources, to invest in programme units other than mere information, and to introduce the European dimension into fiction, games and shows;
- \* the designing and assembling of coproductions associating Institutions, TV channels and production companies, combined with a clear broadcasting strategy.

## **Radio**

One of the special characteristics of radio is the loyalty of listeners to particular stations and programmes and the 'intimate' relationship that radio is able to build with its audience. This is probably because the imagination of the listener, which has to fill in the visual 'gap', is far more involved in the process of reception and appreciation of radio programmes than is the case with television programmes.

Furthermore, the circumstances of radio listening are often highly conducive to the building of a 'friendly' rapport between listener and station/programme. This makes it an ideal medium for reaching housewives, teenagers, motorists etc. Intelligent use, including co-productions of specifically-tailored programmes, should be made of radio.

Special attention must also be given :

- To **business media** in order to reassure business people about the full realization of the Single Market, and to retain their continuing involvement and support.
- To **cultural media** in order to assure citizens that 'Europe' is not about economics alone; that 'Europe' is not a threat to national and regional identities; that culture is not about to be homogenized; but that the many and diverse cultures will continue to flourish.
- To **sports media** to feature European teams and games; to promote enthusiastic public involvement in and support of European sporting events; and to foster pride in European achievements.

## **Opinion Research**

Since the whole object of the campaigns is to build awareness and approval of European Union and the work of the European Institutions, it is essential to put the right instruments in place for tracking attitudes to see what progress is being made.

In order to be able to measure changes in public awareness and attitudes effected by information campaigns, bench-marks must first be set down to establish the situation at the start of the campaign. The utmost rigour is needed in formulating the questionnaires to ensure that emotional feelings as well as cerebral attitudes are accurately probed.

### **5.11 Publications**

The Community Institutions should combine their resources and expertise to develop pamphlets on subjects that directly concern the citizens of Europe, e.g.

- \* Right to live and work in other EU countries
- \* Vocational training programmes
- \* Exchange student programmes
- \* Free movement of employed and self-employed people
- \* Cultural events
- \* Equivalence of professional qualifications
- \* Health and Safety at the workplace
- \* Pensions
- \* Relevance of European Union to the regions

- \* Equal treatment between men and women
- \* Ecology measures / environmental degradation
- \* Integration of handicapped workers

Each must clearly explain 'what Europe is doing for you'.

Each should contain a coherent, consistent and reader-friendly description of what European Union is, what the Commission is, what the European Parliament is, what the other Institutions are, and how they all contribute to the well-being of the citizens of Europe. A simple design manual should be produced containing guidelines for layout, format and the use of symbols, to which all visual communications should be required to conform.

These pamphlets should not be distributed indiscriminately like electioneering leaflets, but should be made available to the public on request. There are already many excellent leaflets; but they are a waste of time and money if they are allowed to gather dust in Community offices and Information Centres. They must be promoted.

At the launch of each pamphlet, the public must be informed by advertising how to obtain a copy. An efficient response mechanism will single out those who are interested, creating a self-declared target market for follow-up mailings.

## 5.12 Further action points

- \* To make the Single Market more relevant in practical terms to business, clearly defined and harmonized parameters are needed. At present, even the definition of what is an adult varies from Member State to Member State. Therefore, harmonized demographics and harmonized research methodologies are needed not just for the sake of standardization per se, but to provide useable, comparable data for marketers in what is not yet a (statistically) Single Market.
- \* In order to promote transparency, it is recommended that the Council, when enacting legislation, should do so publicly; and that the votes by the Member States and possible justifications of these votes in the Council should be made public.
- \* The movement towards the establishment of European political parties that are greater than just the sum of their parts should be encouraged.

Meanwhile, members of national parliaments must be persuaded that there is no contradiction between the competence and responsibilities of their parliament (government of the member state) and the competence and responsibilities of the European Parliament (government of the Community in matters that require Community intervention, i.e. subsidiary legislation when individual Member States cannot cope).

- \* We need to field more and diverse teams to compete in international sporting events. (Who are the members of the EU's sailing, bicycling, skiing teams? Who are the EU's boxing, fencing, show-jumping champions? Who is the EU's chess champion? etc.)
- \* European citizenship must be explained in acceptable, motivating terms : not as a substitute for national citizenship, but as an extra advantage. For example, personalized certificates might be awarded to all newly-born babies attesting their birth as citizens of the European Union.
- \* Courses in public speaking and interview techniques should be made available to executives in the public eye to help them to project themselves and their message in the most 'simpatico' manner possible; and all fonctionnaires should be made aware of, and encouraged to become involved in the communications' programmes so that they become informed and motivated contributors to the cause of selling European Union. They will follow the example given by the Commissioners.

### 5.13 Collaboration and Synergy

A well-planned and properly orchestrated communications' programme will need appropriate funding if it is to be executed successfully. There are a number of ways in which the burden can be shared:

- \* **Business**, which has a huge vested interest in the Single Market, should be prepared to contribute funds for specific programmes and events either as single corporations or via organizations such as UNICE and ERT (The European Round Table), both of which have given important advice.

Some individual companies or industrial groups may want to sponsor publications of special concern to their field of business.

- \* **Media** should be willing to grant discount rates for campaigns that are so obviously in the public interest. They should also be encouraged to print and broadcast regular, editorial features on Community affairs. Business media should report on Community performance : Community GDP, employment and trade figures, not just on an individual country's performance (the Wall Street Journal reports on US figures, not on those for Arizona or Ohio). This will have an important impact on business confidence.
- \* **Trade Unions** could be asked to sponsor and disseminate publications on subjects of special relevance to their members, particularly on matters included in the Charter of Social Rights.

Synergy will be attained by consistent and constant use of the same basic proposition, presented in a style that characterizes **European Union**. A simple design manual should be produced containing guidelines for layout, format and the use of symbols, to which all visual communications should be required to conform.

To date, the Commission's communications have been of the most disparate nature, with some posters not even signed. All of the Commission's communications to the public should have a characteristic, positive, modern and inviting 'look', so that each supports the others, making the total effect much greater than the sum of its parts.

In addition to a design manual, a standard form for briefing advertising, PR and Direct Marketing agencies should be adopted.

## 6.0 ORGANIZATIONAL STRUCTURES

The purpose of this section is not to see how existing structures and procedures can handle the new information and communication needs of the Community, but rather to examine what new structures are needed in order to handle the needs.

If part of the problem is that the existing organization is too much of a paper-moving machine, ill-equipped to handle modern communications' programmes, nothing will be solved by simply sending yet more paper down the line.

First of all, an **Office of Communications** must be created within the Commission, having the rôle and functions described in 4.7. This Office of Communications, headed by the Commissioner responsible for communications, should have direct access to the President.

'Togetherness' must again be the guiding principle to ensure coherence and co-ordination of communications to the public not only within the Commission, but also between the Commission, the European Parliament, the Council and the other Community Institutions.

Besides adequate funding and staffing provided by the Commission, the Parliament and the other institutions, a major change must take place in terms of policy and strategy, with a clear distinction being made between general **communication** tasks on the one hand and **information** tasks on the other. This distinction must be reflected in organizational management and structures.

## **6.1. Communication**

**The Directorate-General responsible for general communications and events must be strengthened, and have a staff of professional executives.**

**Its specific rôle and functions should be :**

- \* Campaigns for European Union, in particular to the General Public, to the Business Community, to Women and to Youth;**
- \* Cultural events;**
- \* Individual communications (colloquia, seminars, fora);**
- \* Fairs, exhibitions, etc.;**
- \* Partnership projects with other institutions e.g. in culture and sports;**
- \* Citizens' programme ('end-user'-oriented) : promotions, mailings, visitors' services;**
- \* The supervision and provision of internal services (technical services, corporate design co-ordination).**

**This Directorate-General, and the other Directorates-General insofar as communication activities are concerned, as well as the Commission Offices in the Member States, should all report to the Office of Communications.**

## **6.2 Information**

- \* Where information is concerned, in both the short and long term, the Community has to be in a position to ensure that every citizen can have direct access to information on Community legislation, policies and programmes.**

What is needed in every region is a 'one stop' information address, telephone and fax number where the first single contact will tell the caller exactly how to get the answer to his or her question on Europe (all Institutions, all programmes, etc.). There is no such one-stop-shop in Brussels, never mind elsewhere.

- \* The Spokesman's Service must be responsible for current information to all media : Press, Radio and Television.

Ways must be found to provide a professional service to media that transcends the accredited press corps. The work of the Spokesman's Service regarding political editing by the media has to be changed and expanded. Briefings must be timed for the convenience of the media, using speakers in several Community languages. Video-conferencing should be used for simultaneous contact with the Spokesmen's Services of the Member States. The background information and interpretation service must be improved. A 'hot line' service must be set up to make the Commission available for information at all times.

The Spokesman's Service should be strengthened, be user-orientated and speak in user-friendly language.

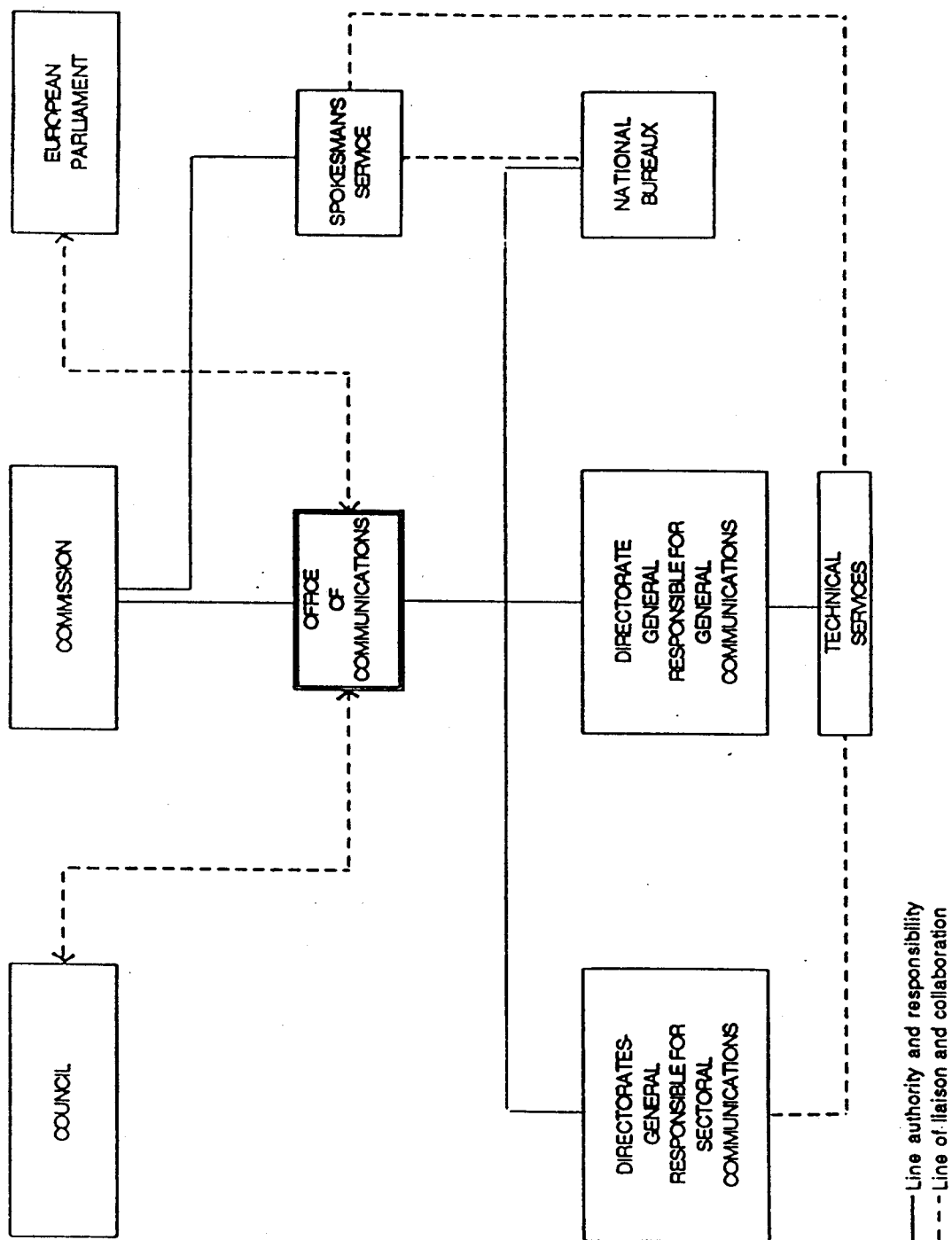
It should be supported by an Editorial Group responsible for the preparation of messages; a speakers' and argumentation service; input Media Desks; an editorial service for decentralized publications.

It should have direct access to internal audiovisual, radio and television services with modern facilities for own productions, including research and documentation services, a data bank and an image bank that could be produced and run by outside experts.

The Spokesman's Service should maintain a liaison group with the Commission's Offices in the Member States for the coordination of information (information networking).

- \* **The Information and Documentation Offices of the European Parliament and the Commission Offices in the Member States, which had their origins as press and information offices, must play an increasingly important rôle as representatives of the institutions.**

In order to be able to fulfill their many and varied tasks, they must be given political guidelines for a coherent communications' policy and better, quicker, more accurate and appropriate information from headquarters. Their work has to be strengthened and intensified, and their media contacts activated. The cooperation between Parliament and Commission Offices in the Member States must be improved.



## 7.0 SUMMARY OF THE KEY POINTS

- \* Faced by public misunderstanding, doubt and indifference, the European Institutions must communicate directly with the general public to explain who they are, what they do, and why this is important for all Europeans. Europe is not only a matter of politicians and intellectual elites; it is a project which must motivate all European citizens.
- \* In addition to the communications' programmes of the Member States, the Commission and the European Parliament must make it their duty to gain the involvement and support of public opinion for the great enterprise of building Europe by telling the citizens of Europe clearly about the issues and advantages for them of a united Europe.
- \* There must be close co-operation between the Commission, the Parliament and the Council to ensure cohesion and consistency of communications' policy and programmes. The work of the Parliament and Commission Offices in the Member States must be strengthened and intensified, and their cooperation must be improved.
- \* The Commissioners themselves, together with the President of the Commission, must take the lead by giving high priority in their weekly agendas to direct communication with the public. Their example must be followed by all senior officials in the Commission, the Parliament and the Council.

- \* While all Europeans should be convinced by constant dialogue that a united Europe and the work of the European Institutions is for the common good, particular attention must be given to those who are undecided/indifferent or who need reassurance. Priority audiences within this group must be those inclined to have favourable attitudes, in particular business people, women and young people.
- \* The Treaty of Maastricht is not what has to be 'sold'. Clear distinction must be made between means and ends. It is European Union that must be presented and promoted to the public : the end result of a progressive process of development and improvement that started with the European Economic Community, developed into the EC and is now evolving into European Union.
- \* Inherent in the notion of Union are the concepts of solidarity, harmony, mutual understanding and common action, which can be summed up in the single concept of 'togetherness'. This is the proposition that will involve us all in the collective project that lies ahead. **'Together for a united Europe, to promote progress and prosperity, protection and peace'.**
- \* The citizens of Europe must be reassured that 'Europe' is not about economics alone; that 'Europe' is not a threat to national and regional identities; but that the many and diverse cultures will continue to flourish.
- \* New, simple and believable language must be used, and new and different message-delivery systems employed to bring Europe close to the people so that everyone can understand and appreciate in a personal way the benefits of a united Europe.

- \* Professional people are needed in the DGs (particularly in the DG responsible for general communications); and the methods, systems and information facilities of the Spokesman's Service must be modernized and upgraded. The Service must maintain close liaison with the Commission Offices in the Member States, whose work must be strengthened and intensified.
  
- \* An Office of Communications, headed by the Commissioner responsible for communications, and having direct access to the President, must be set up to be responsible for the general communications' strategy; to work in close collaboration with the European Parliament, the Council and the other Institutions to ensure that the Community speaks with one voice; to orchestrate communications' programmes, and ensure that institutional and sectoral campaigns conform to the general strategy.
  
- \* Co-operation with the media must be reinforced : by establishing regular bridges with the national and regional press; by addressing more systematically the non-specialized press; by organizing regular round tables with presidents of press groups and newspapers; by promoting a more methodical and targeted approach to the audiovisual media and radio.
  
- \* Well-targeted, adequately funded, cost-effective programmes must be carried out by professionals in a reorganized DG for general communications and in the sectoral DGs, in collaboration with outside experts.
  
- \* The combination of all the changes in policy, commitment, methods, structure, organization, funding and management must result in clear, consistent and convincing messages communicated with feeling and respect.

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