

**COMMISSION
OF THE
EUROPEAN COMMUNITIES**

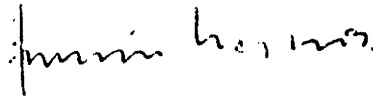
**DIRECTORATE-GENERAL
INFORMATION**

Brussels, July, 15, 1977
GPP/INF
ARH/if

Heads of Division
Information Units
Note to : Heads of External Offices

Subject ; GUIDELINES FOR INFORMATION POLICY

Please find herewith enclosed a copy
of the final version which will be submitted to
the Commission for its meeting on 27 July, 1977.



A.R.HUGHES

enclosure

GUIDELINES FOR INFORMATION POLICY

INTRODUCTION

1. The attached report gives a detailed account of our information activities in 1976. This cover note states what guidelines should be followed for our future information action.

REACHING A WIDER AUDIENCE

2. All information activities in future should reflect the need to reach far wider audiences than we have been able to touch hitherto. This means a better and more co-ordinated use of all relevant media and relay organisations.

The limits of an effective information policy are however determined by the content of community activity. In most cases this is only of marginal interest relative to the gravity of problems which concern the citizen of Europe. The Community budget only represents some 2% of that of the Member States and only a small part of that is earmarked for those problems most in the public mind.

We must recognise that at the moment the voice of criticism of the Community is stronger than that in its defence. We must therefore more than ever before be alert to the need for a new motivation of European public opinion and to adapt the construction of Europe to the real needs of our time.

The role which the Commission can play is fundamental. We must pay the necessary attention to the problem of a better relationship with public opinion.

INFORMATION NOT JUST PUBLIC RELATIONS

3. First and foremost our action must consist of objective information. We must inform our public of what the reality of European

integration is, its successes and its failures and make comprehensible to the average European citizen, the content and import of Community policies. This implies that we should not resort just to public relations type exercises "to sell our wares" but at the same time we must be prepared to examine all means of communication. Directorates General must be enjoined to provide the Spokesman's Group and Directorate General for Information with the relevant data on which effective objective campaigns can be based. This should be seen as a necessary element in proposals made to the Commission for decision.

SPECIFIC INFORMATION CAMPAIGNS

4. In future we should aim to concentrate our information campaigns on issues of concern to the public relating to the Community and specific events or occurrences when Community policies can be highlighted. This will require close collaboration in preparing the themes of and planning for such campaigns between the Spokesman's Group, Directorate General Information and other DGs and Cabinets concerned. It is important that the Commission gives clear instruction to the services on the lines to be followed. Carrying out the campaign will require on the one hand greater co-ordination between the central services of the Commission and its external bureaux in Member States and third countries. The positive results of effective collaboration between the Spokesman's Group and the Director General for Information, other DG's and Cabinets has already been noted in the work of the ad-hoc task force set up to prepare information campaigns on particular themes, e.g. Regional Policy and the Budget. On the other hand, we must reexamine the milieux and media used in the past as vehicles for transmitting our message and determine whether changes in kind or emphasis are required.

4.1. Publications

Our current publications programme represents some 30% of the total information budget and is aimed principally at relatively restricted groups of opinion leaders. We need to reexamine the distribution of expenditure and aim for a more diversified policy with greater emphasis on reaching a wider public. Community magazines account for 50% of our

publications budget. Although the situation varies from country to country we must reconsider our balance of effort given especially that the monthly circulation of our magazines in the nine Member States only amounts to 250.000.

4.2. Press, radio and Television

In addition to maintaining an efficient service to the accredited press corps in Brussels continuing attention will be paid to the non-accredited press throughout the Community, particularly regional, local and specialist newspapers, radio and TV stations. Although more resources have been allocated in recent years to our audio-visual effort they still represent just over 11% of the total budget. If we are to capitalise on the investment already made in terms of hardware and on the broadening range of co-operation with the networks and the European Broadcasting Union further resources will have to be made available.

4.3. Fairs and Exhibitions

These offer ready made opportunities for reaching wide audiences - expansion of our capacity in this field will be considered. Concentration of effort will be directed at smaller regional exhibitions rather than mammoth international affairs.

4.4. Consumers

In the past we have organised some specific events aimed at the "grand public". In future, consideration of the public at large will be an integral element of our entire programme where the effects on the ordinary citizen of commission policies will be considered a priori.

4.5. Eurobaromètre

We need more information on what interest and concerns the European citizen and professional advice on how best to stimulate that interest and respond to that concern. The Eurobaromètre is the only polling tool we have at present. We should consider developing this with more detailed surveys

both in terms of geography and Community policy. Market research and advertising campaigns might also be considered.

4.6. Relay Organisations

We rely a great deal on various relay organisations as multipliers of our information effort. We need to evaluate the effectiveness of those organisations traditionally used by us and examine what other possibilities may exist. In particular we need to review our effort in the trade union field, youth and universities, and women and see whether a variety of approach is necessary to respond to different requirements.

DIRECT ELECTIONS

5. The imminence of Direct Elections to the European Parliament will require a special effort not only by the information services of the Commission but by the Commission as a whole. The challenge of Direct Elections is to secure as great a participation in the vote as possible, it is also ^{an} opportunity to inform more people than ever before about the Community. To this end the Commission has agreed to ask for an additional 5 MUA's for 1978 which will practically double the information budget. The resultant increase in activities, if this is agreed to by the Council and Parliament, will put considerable strain on our services particularly our External Bureaux. Some strengthening of our human resources in the form of short-term contract staff will be essential. We will be submitting concrete proposals to the Commission for the 1978 Direct Elections Information campaign in the autumn.

ORGANISATION

6. Certain organisational changes will be required if these guidelines are adopted. Essentially they will concern a bolstering of flexibility in internal organisation to achieve quick response to stimulus and easy co-operation with other departments of the Commission, educated in the information dimension of the policies they pursue. The aim in terms of the relation between the centre and peripheral offices will be to reinforce central political control in Brussels and further delegate administrative and financial control to external offices.

7. The Commission is asked therefore :

- to note the review of activities in 1976,
- approve the guidelines for future action,
- agree to a temporary strenghtening of resources for the Direct Elections campaign.

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COMMISSION
DES
COMMUNAUTÉS EUROPEENNES

DIRECTION GÉNÉRALE
DE L'INFORMATION

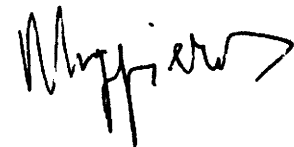
Le directeur général

Bruxelles 14 IIII 1977 3983
Tdc/dea
GPP/INF

NOTE A L'ATTENTION DE MESSIEURS LES CHEFS DE BUREAU DE PRESSE ET
D'INFORMATION DES PAYS MEMBRES ET PAYS TIERS
ET LES CHEFS D'UNITE DE LA DIRECTION GÉNÉRALE DE L'INFORMATION

Vous trouverez ci-joint un schéma concernant les lignes directrices du "programme d'information 1978" - excepté le programme spécial Parlement Européen, qui fera l'objet d'une mise au point ultérieure - qui est destiné à l'établissement de vos propositions d'activités pour l'année prochaine que je vous demande de m'envoyer avant le 31 Juillet.

1. Vos propositions, comme les années précédentes, devraient comprendre :
 - a) un texte de trois pages au maximum décrivant les grandes lignes du programme 1978, en indiquant votre réponse aux nouvelles orientations et les principales opérations destinées à les réaliser;
 - b) un tableau budgétaire récapitulatif établi selon la classification du budget-programme et comportant pour chaque action les propositions chiffrées 1978 aussi précises que possible par rapport, lorsqu'il y a lieu, à 1977 et 1976.
2. A remarquer que les actions qui seront préparées pour répondre aux campagnes d'information promues par le centre ("task forces") seront, sauf circonstances exceptionnelles, incluses dans les crédits prévus pour l'action "opérations à l'initiative du bureau".
3. Pour ce qui est des crédits, il conviendrait, dans l'état actuel des discussions budgétaires, de rester dans une augmentation globale de 8% environ, correspondant à la majorité des crédits supplémentaires que nous pensons obtenir, le reste étant nécessaire à la création d'une réserve indispensable.
4. Il conviendrait d'indiquer dans vos propositions de programme quelles sont les actions qui sont plus particulièrement axées sur les "Elections directes".



Renato RUGGIERO

GUIDELINES FOR THE 1978 INFORMATION PROGRAMMEOBJECTIVES

1. Our central aim next year, both within member countries and outside the Community, is to present a sharper, clearer and more attractive image of the Community. To achieve this the following major steps are proposed :

- i) the development and improvement, by the Spokesman's Group and Units of DG Information in Brussels of the new techniques introduced in recent months with the aim of providing not only an efficient service of news, but also of political guidance about events, proposals and decisions; early warning of expected developments; and the organisation of concerted information campaigns on certain major issues;
- ii) the development of a greater sensitivity to the concerns of the public both within and without the Community, and the capacity to provide information to respond to these concerns;
- iii) a clearer definition of priorities, both by Units in Brussels and by the Offices;
- iv) the recognition of the crucial importance of the media both in member countries and non-member countries; measures to widen and strengthen our relations with those who work in them; and to improve and extend our services offered to the media;
- v) a more systematic effort to develop relations with, and provide information for, key decision-makers and opinion formers, especially those in political parties and in positions of administrative responsibility (both at national and regional level).

2. All Units and Offices submitting programme/budget proposals are asked to pay particular attention to these objectives, and in particular to make proposals to carry out those listed in ii)-iv) above.

MEMBER COUNTRIES

3. We are assuming that the first direct elections to the European Parliament will take place in 1978. This will provide a major opportunity to bring the Community to the attention of all its citizens. This is an opportunity we have to seize.

4. Our task, then, is to reach a much wider public than we have ever attempted to do in the past. We propose to use the special credit for which the Commission has asked for a short, intensive publicity effort in the 2-3 months before the electoral campaign itself begins. The role of the normal programme will be to prepare for this special effort; to provide supporting material and services during it; and to consolidate the wider interest aroused during the elections after the event.

5. All programmes, whether those of the Units or Offices in the member states, must therefore be reviewed in the light of this central objective.

6. In terms of the themes for next year a major accent should be put on 1978 as the year when the citizens of the Community can express their views on the sort of Community they want.

We should therefore present the Community as an instrument at the service of the peoples of the Community; as a Community which, while it has already achieved a great deal, has now to be further developed, improved, and strengthened.

7. As far as our target audiences are concerned, we must aim all the time to reach as many people as possible: we no longer accept the distinction made in the past between 'le grand public' and others. What does this mean in practical terms? It means :

- that all programmes should be reviewed and reshaped with the aim of reaching a wider audience than in the past;
- that special attention has to be paid in 1978 to new initiatives designed to reach more of those who work in the media, and to provide them with a better service;
- that the Offices should make proposals about how they intend to make effective use of the material provided by Brussels, and the type of material they need;
- that proposals should be made with regard to reaching new audiences in the regions;
- that, with regard to each specialised type of audience (those in politics, trade unionists, women's organisations, consumer organisations, young people, etc...) proposals should be made also about how a wider audience is to be reached.

8. It follows from this that the current use, both by Units and Offices, of different types of action needs to be subjected to rigorous scrutiny. For instance :

- the overall balance of each programme - as between publications, visits, seminars, and other types of activity - should correspond to our new objectives;

- as far as publications are concerned, proposals should take account of the needs of that wider public we aim to reach, and should indicate how our material should be distributed to that public;
- as far as exhibitions are concerned, proposals should be designed to take account of the expected increase in public interest in the Community during 1978, and the consequent need for display material that can be easily transportable, as well as the need - wherever possible - to increase our use of exhibitions as a part of regional and local information activities;
- as far as visits are concerned, special importance should be given in 1978 to multipliers (especially those who work in the media); and those active in politics or holding key administrative positions;
- as far as audio-visual means are concerned, proposals should specify the types of material required, and how it can best be distributed;
- as far as help for relay organisations is concerned, proposals should pay particular attention to our need to reach a larger audience than in the past, and should suggest ways in which this can be achieved.

PAYS TIERS

9. Dans les pays industrialisés (dont notamment les grands partenaires commerciaux), l'information sera, compte tenu des moyens limités qu'il est possible de mettre en oeuvre, axée principalement vers les media et vers les milieux dirigeants, notamment politiques, économiques, syndicaux et universitaires. Une place importante sera donnée au rôle économique et commercial de la Communauté européenne dans le monde et plus particulièrement quant à sa position concernant l'évolution du commerce mondial.
10. Bassin Méditerranéen : les programmes qui seront établis pour l'Espagne et le Portugal seront réorientés au moment de l'ouverture des Bureaux de Madrid et de Lisbonne. Entretemps l'action d'information dans ces pays sera accentuée, de même qu'en Grèce et en Turquie où des programmes plus structurés sont déjà en cours de développement. Dans le Sud du Bassin Méditerranéen, où la Commission ne dispose jusqu'à présent d'aucune infrastructure, l'effort sera poursuivi en grande partie avec les représentants des Etats membres sur place et progressivement avec nos Délégations (au fur et à mesure de leur création)
11. Vis-à-vis des pays des ACP, l'action d'information menée surtout sous forme d'émissions de radio et de télévision ainsi que de relations avec la presse, sera accentuée; en même temps, les délégués de la Commission seront aidés dans le développement de leur activité suivant les possibilités locales.
L'action "Newsreel" que la Commission reprend et qui permet de distribuer des actualités filmées dans plus de 80 pays en voie de développement fait faire à l'information communautaire dans ces pays un saut quantitatif et qualitatif considérable dont l'impact devra pouvoir être mesuré et élargi dans le courant de l'année 1978.

12. En outre, l'information vers les pays en voie de développement en général sera menée par des actions de support aux séminaires "Préférences généralisées" ainsi que par l'approfondissement de la collaboration avec les conseillers d'information des pays membres.

Enfin, le programme de coopération avec les Etats membres dans les foires internationales des pays tiers - visant notamment à matérialiser l'existence de la Communauté dans ces manifestations - sera développé principalement sous forme de participations conjointes des pays de la Communauté européenne ainsi que, là où ce ne sera pas possible, par la mention visible et explicite de leur appartenance à la Communauté.
