

Economic development in the field of culture

INFORMATION NOTE

Inter-regional Cooperation for Economic Development in the Cultural Field

The Treaty on European Union establishes economic and social cohesion as one of the fundamental objectives of the construction of Europe.

Article 130a of the EC Treaty as amended states that the goal of Community cohesion is to promote harmonious development in the European Union as a whole by reducing disparities between the levels of development in the less-favoured regions and the developed regions.

When adopting the guidelines for implementing Article 10 of the ERDF Regulation in 1995-99, the European Commission said that innovative pilot projects should be initiated for inter-regional cooperation in the field of culture in order to develop the potential of our regional cultural heritage.

These pilot projects for interregional cooperation on economic development in the field of culture are designed chiefly for regional and local authorities in Objective 1, 2, 5(b) and 6 areas.

Contents:

- The legal framework for the new scheme
- The meaning of "culture" in the context of regional policies
- The objectives
- Spheres of cooperation
- Selection criteria
- Budget and management
- Information seminar
- Submission of proposals

1. The legal framework for the new scheme

The main legal basis for this pilot cultural scheme is Article 130a of the EC Treaty as amended by the Treaty on European Union, which establishes the principles of economic and social cohesion.

"In order to promote its overall harmonious development, the Community shall develop and pursue its actions leading to the strengthening of its economic and social cohesion.

In particular, the Community shall aim at reducing disparities between the levels of development of the various regions and the backwardness of the least favoured regions, including rural areas."

Further, Article 128 of the Treaty stipulates that:

"1. The Community shall contribute to the flowering of the cultures of the Member States, while respecting their national and regional diversity and at the same time bringing the common cultural heritage to the fore.

2. Action by the Community shall be aimed at encouraging cooperation between the Member States and, if necessary, supporting and supplementing their action in the following areas:

- improvement of the knowledge and dissemination of the culture and history of the European peoples; - conservation and safeguarding of cultural heritage of European significance;

[....]

4. The Community shall take cultural aspects into account in its action under other provisions of this Treaty."

Culture is the sphere in which regional and local identities find their clearest articulation, making people aware that they belong to a community with its own history and values.

The Community's role here is to develop the common cultural heritage while respecting nationally and regionally diverse cultural forms; this should not mean countries and regions turning in on themselves, but provide instead a way of experiencing what it is to belong to three interlinked communities, the regional and local, the national and the European level.

The pilot projects will be financed under Article 10 of the ERDF Regulation, which provides for Community financing of projects which: "encourage the pooling of experience and development cooperation between different Community regions, and innovative measures."

The pilot projects for inter-regional cooperation and economic development in cultural field being launched by the Directorate-General for Regional Policies can be included only under the heading of Community cohesion. This means that they will have to contribute to the development of the least-favoured regions in the Union using the experience and know-how accumulated by more developed regions.

Article 10 allows regional and local bodies to submit cooperation projects directly to the Commission on the topics defined by it for the current programming period.

2. The meaning of 'culture' in the context of the regional policies

The European cultural heritage is one of the most important in the world. Its richness is one of the factors that enlivens European diversity and also offers real potential in terms of economic development.

In a world in which internationalized trade and a globalized economy are the rule, cultural levelling constitutes an impoverishment. Social groups are reacting to this by seeking out cultural products that reflect local and regional identities. The more extensive commercial relations become, the more people feel the need to emphasise cultural and social roots.

The European regions least affected by this commercial levelling have potential to respond to this need for self-differentiation, but at the same time they are the regions with fewest resources and least access to the new technology infrastructures that can help them develop innovative economic activities.

Furthermore, some of the problems affecting our society today are partly due to the major socio-economic upheavals and changes of the last few decades, which have left a large number of individuals and social groups vague about their history and their identity.

The need to find an identity of one's own is manifested more and more clearly in the growing and broad-based popularity of, for example, festivals, exhibitions and concerts.

However, the search for identity is not the only explanation for the successes of the cultural sector. In a world where social and family ties have been loosened, culture is one way of relating openly with others. It also enables relations between groups to be improved, contributing to, in the words of the Treaty, "an ever closer union among the peoples of Europe".

For several years now, the sphere of culture has been reaching beyond the privileged few to affect more and more people. This trend should continue to be encouraged.

In addition, transformations in modes of production in years to come will create more leisure time, which will benefit the development of the cultural sector.

There is a source of new jobs to be tapped in the development of the sector, as the Commission indicates in its White Paper on "Growth, Competitiveness and Employment - The challenges and ways forward into the 21st century."

The concept of culture is difficult to define strictly, and it would be reductionist to try to do so. This new scheme cannot therefore be very precisely defined. Pilot projects on inter-regional cooperation for economic development in the cultural field should be designed to help develop and disseminate local and regional identities while, to cite the Treaty, bringing the common cultural heritage to the fore.

Given this starting point, the cultural projects eligible for financing under Article 10 of the ERDF Regulation must not be considered in too restrictive a fashion. The "bottom-up" approach to inter-regional cooperation will ensure that a variety of topics will emerge.

A two-pronged approach is required: bringing out the value of regional and local cultural heritages with a view to economic development while at the same time emphasizing the common value to all the peoples of the European Union.

3. The objectives

Although it was not until adoption of the Treaty on European Union and its insertion into the EC Treaty of Article 128 that an appropriate legal basis was created for Community cultural measures, some Community policies have already had a direct impact in the cultural field.

For instance, the effect of structural policy measures in this sphere is revealing. More than 80% of Community part-financing which has had cultural connotations in the broad sense has been granted from the Structural Funds, which are active in areas where culture can contribute to the development of the least-favoured regions of the Union.

Such measures have included the restoration of historical sites and monuments, the promotion of traditional crafts, the creation of regional museums and the development of industrial-heritage preservation projects.

The pilot projects for cultural cooperation to be developed on the basis of Article 10 of the ERDF Regulation should not be the same as projects already funded or to be funded under the Community support frameworks, single programming documents or existing Community programmes.

In any case, the funding available under Article 10 is not on a scale sufficient to finance the same types of measure as those provided for under the traditional financial instruments.

Nor is it enough merely to restore parts of our heritage; ways must also be found to bring them to life and give them a purpose. If they are not used, or are under-utilized, they are bound to fall into disrepair again.

Too many operations in this sphere have been carried out without consideration being given at the same time to how the most benefit can be derived from them, or to their end-use or their viability.

The design of pilot cooperation projects in the cultural field financed under Article 10 ought to help develop the benefits and the viability of our heritage by way of promoting an integrated approach.

3.1 Encouraging an integrated approach to development

The creation of cooperation projects in the field of culture can contribute to bringing the construction of Europe closer to the people of Europe, by involving regional and local bodies active in both administration and politics and trade and industry. The Commission would like to promote inter-regional pilot cooperation projects in the cultural field based on the three principles of Community cohesion: economic development of less-favoured regions - decentralized inter-regional cooperation among public authorities and private organizations - involvement of regional and local bodies in the fields of politics and administration and of social and economic bodies, whether public, private or in the corporate sphere.

An integrated approach needs to be adopted to inter-regional pilot projects in the cultural field, giving particular attention to preserving regional and local heritage and bringing it to a wider public, creating jobs, developing the potential for involving young people and the unemployed and the dissemination of know-how and experience, all with a view to economic development.

The acceptability of cultural pilot projects financed under Article 10 should therefore be judged on the cooperation between regional and local authorities and public and private bodies, with a view to increasing Community cohesion.

3.2 Contributing to Community cohesion by encouraging decentralized inter-regional cooperation

Decentralized inter-regional cooperation has been being financed by the Commission under Article 10 of the ERDF Regulation since 1989.

The purpose of this cooperation, in promoting cohesion within the Union, is exchanging know-how and technology and pooling resources to achieve economies of scale between regional and/or local bodies.

The Commission's role in the inter-regional pilot projects in the cultural field is to encourage networking, putting regions and towns in the Union in touch with other places and other cultural traditions that share common themes, so that they can each develop their distinctive heritage and at the same time have access to the European dimension.

The effect of inter-regional cooperation is also to promote the exchange of information and experience and better practices in the development of economic activities.

In order to ensure that a project is well suited to the integrated development approach outlined above, a certain number of criteria must be fulfilled:

- the project should be designed to develop the potential of an aspect or instance of European heritage;
- the results should lend themselves to being disseminated on a European scale; - the project should involve a complementary use of European, regional and local, public and private financing;
- it should contribute to improving local cultural infrastructures and developing their potential;
- it should promote the development of a given area or region;
- it should incorporate an integrated approach supporting a strategy of development which involves partners in the public and private sector and the social partners;
- it should have the potential to create jobs directly or indirectly or to promote the inclusion of the unemployed;
- it should be of direct benefit to local people, seeking the participation of local industry, crafts and services;
- it should include the development and transmission of local or regional know-how;
- it should promote education and the development of appropriate forms of training;
- it should be innovative, involving new communication technologies;
- at the end of the Community funding period the project should be viable on a self-financing basis.

3.3 Using new information and communications technologies

The development of modern communications technologies makes it possible for cooperation networks to take on a wider European dimension, facilitating the spread of knowledge of our heritage and its development and beneficial use.

When examining projects, the Commission will pay particular attention to those that emphasize the development and dissemination of information tools based on modern support technology such as CD-ROM, data transmission links, etc. in order to promote the development of cooperation and information exchange and a more effective presentation of European aspects of our cultural heritage.

4. Spheres of cooperation

Networks are to be organized among local and regional authorities in the Union and used for specific cooperation measures in the spheres listed below, although the list is not strictly exhaustive.

spheres of cooperation relating to the European cultural heritage

- historical and architectural heritage (urban, archaeological, military, religious, maritime, etc.)
- industrial and technology heritage (textiles, iron and steel industry, etc.)
- craft heritage (crafts, traditional trades, knowledge of traditional ways of working, etc.)

In cases where cultural events or the creation of cultural products are necessary to achieve the objectives of cooperation projects in the sphere of European cultural heritage, they may be taken into consideration for the purposes of local development and development of the potential benefits of the cultural heritage.

5. Selection criteria

5.1 Priorities

Priority will be given to:

- the spheres of cooperation listed under 4 above which present an integrated development approach (3.1) and promote decentralized inter-regional cooperation (3.2);
- projects making innovative use of new information and communications technologies (3.3);
- projects whose results can be disseminated on a European scale and which, at a later stage, might be included in existing internal inter-regional cooperation programmes;

When selecting projects for part-financing, preference will be given to networks where the synergy between regional and local authorities is enhanced, at political and administrative level as well as between private and public bodies and associations in social and economic spheres.

5.2 Number of spheres of cooperation within a network

A single sphere of cooperation may be chosen on its own to constitute a network or be combined with a maximum of two others, provided that there is a logical link between them. A maximum of only three topics per cooperation network may accordingly be submitted.

5.3 Participants in cooperation networks

- Regional and local authorities, with priority going to Objective 1, 2, 5(b) and 6 areas. Regional and local authorities from Objective 1 and/or, possibly, Objective 6 areas must represent at least a third of the partners and account for a third of the Community financial

contribution applied for. Regional and local authorities that are not eligible may participate in the network where they really supply the value added needed to attain a project's objectives.

In no case may the number of Objective 1, 2, 5(b) or 6 regions participating in a network be a minority in relation to the total number of participants.

- Projects must involve partners from local or regional authorities from three to six different regions and at least three Member States. Public and/or private trade and industry or associations must participate in the network under the overall control of the regional and local authorities. In order to promote an integrated development approach and ensure that public and/or private bodies or associations in business and industry make a contribution, the latter must provide 20% to 25% of the total budget for financing the project.

- Regional and local authorities in the Union may participate in a network of inter-regional cooperation and economic development in the cultural field regardless of their size.

- One of the bodies participating in the network must act as body in overall charge and take on responsibility for achieving the objectives of the network under a contract concluded with the Commission and an agreement between the partners.

6. Budget and management

It is planned to commit approximately ECU 15 million for the 1996 budget year, for which a call for proposals will be published during the second half of 1995.

Projects must run for a period of not more than 24 months. Part-financing under Article 10 will as a rule be an amount in the order of ECU 600 000.

The Community financial contribution to implementing a project will be that provided for in the rules governing the tasks of the Structural Funds (Council Regulation (EEC) No 2081 of 20 July 1993, OJ No L 193, 31 July 1993).

7. Information seminar

An information seminar organized in connection with the 'Directoria' event is planned for the beginning of December 1995 in Brussels to enable the Commission to provide additional information and promote contacts between potential partners in order to contribute to the creation of the networks.

8. Submission of proposals

Proposals should be submitted to the Commission, in a sealed envelope containing an original and three copies, at the address indicated below before 1 March 1996 at the latest. The envelope should be marked: "Call for proposals for cultural pilot projects. Not to be opened by internal mail staff".

European Commission
DG XVI - Directorate-General for Regional and Cohesion Policies
Unit A2
Building CSM 1, room 7/43
rue de la Loi 200
1049 Brussels

European Commission
Directorate-General XVI
Editor: J.P. Berg, DG XVI F2
For further information, please contact: Mr L. Nigri Fax: +32 2 296 60 03
Made by Empirica+ (Brussels) E-mail: empirica@infoboard.be

16/10/1995

COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION COMMUNICATION: EUROPEAN COMMUNITY ACTION IN SUPPORT OF CULTURE

(ARTICLE 128 OF THE EC TREATY)

Contents:

- Introduction
- Analysis of Title IX (Article 128) of the Treaty on European Union

The reference framework, broad lines of action and Community incentive measures in the cultural field

INTRODUCTION

The entry into force of the Treaty on European Union brings significant changes for the action undertaken by the Community in the cultural sector. The determination of the signatories to create an "ever-closer union of the peoples of Europe", notably through the introduction of a citizenship of the Union, is given substance through the recognition of specific powers in sectors such as culture. The strengthening of Community action in favour of culture will also contribute to develop the potential of job creation, particularly rich, in this sector.

Among the important changes made to the Treaty are the following:

- Article 3(p), which lists as one of the objectives of Community action: "a contribution to education and training of quality and to the flowering of the cultures of the Member States";
- Article 92 §3(d), which stipulates that one of the types of State aid which may be considered compatible with the common market is "aid to promote culture and heritage conservation, where such aid does not affect trading conditions and competition in the Community to an extent that is contrary to the common interest";
- Title IX of Article 128, which provides a specific basis for undertaking actions which, while respecting the national and regional diversity of Member States, are aimed at supporting and supplementing the actions of Member States in specific fields.

These new provisions do not affect the bases on which certain harmonization measures with a cultural dimension (for example in the area of the movement and export of cultural goods) have been and will continue to be taken.

Title IX of Article 128 does, however, call for the definition of guidelines to match the cultural role Member States want to give to the Community, which will accommodate the actions already initiated by the Community in the cultural field, and for the specification of new developments.

Such is the object of this communication, which was announced in "New Prospects for Community Cultural Action" (COM (92) 149) adopted by the Commission on 29 April 1992 and approved by the Council on 12 November that year. It was stated that "specific proposals and programmes" in the cultural field would be presented after the entry into force of the Treaty on European Union.

This communication is now required in order to outline the framework, on the new basis provided by the Treaty, for Community support measures in the cultural field, and thus to avoid the risk of hiatus in the Community's cultural action at the very time the Community has stated its wish for that action to be further developed.

The communication is in three parts:

- An analysis of Title IX of the Treaty, which constitutes the foundation for the development of the European Union's action in the cultural field;
- A section setting out, for each field of cultural action, the priority measures to be based henceforth on Article 128;
- A section concerning the incorporation of cultural aspects in other Community policies and programmes.

Annexed to this communication are two proposals for Decisions concerning the Kaleidoscope programme and the programme of support for books and reading.

I. ANALYSIS OF TITLE IX (ARTICLE 128) OF THE TREATY ON EUROPEAN UNION

The potential for Community action can be defined by reference to the aims set out in Article 128(1) and (3), to the areas of intervention described ((2) and (3)), to the type of action assigned to the Community ((2) and (4)), to the methods of intervention and to the decision-making procedure laid down in the Treaty (Article 128(5) and Article 189(b)). The aims specified in Article 128 and the area of intervention take in virtually the entire cultural field, and thus open up a wide horizon for Community action.

There are, however, restrictions on the type of action possible, the instruments available, and on the procedure to be followed.

A. Aims (Paragraphs 1 and 3)

Three very ambitious aims are set:

- to contribute to the flowering of the cultures of Member States while respecting their national and regional diversity and, at the same time, bringing the common cultural heritage to the fore;
- to encourage contemporary cultural creation,
- to foster cooperation with third countries and the competent international organizations, in particular the Council of Europe.

B. Areas of intervention (Paragraphs 2 and 3)

The areas of intervention are as follows:

at Community level:

- improvement of the knowledge and dissemination of the culture and history of the European peoples;
- conservation and safeguarding of cultural heritage of European significance;
- non-commercial cultural exchanges;
- artistic and literary creation, including in the audiovisual sector;

in external relations:

- cooperation with third countries and the competent international organizations in the field of culture, in particular the Council of Europe.

C. Methods of Community intervention

The guiding principles for Community intervention in the cultural field are subsidiarity and the requirement that it supplement Member States' action. The object is to encourage cooperation between Member States and, where necessary, support and supplement their action in the areas of intervention indicated. Any harmonization of the laws and regulations of Member States is expressly ruled out by Article 128.

Paragraph 4 of the Article does, however, stipulate that the Community must take cultural aspects into account in its other policies. This particularly significant statement means that, from now on, culture must be taken into consideration in the development of all Community action, notably in the formulation of new actions and policies, while ensuring that Community law is respected.

In accordance with the principles laid down, priority in the planning of action must be given to promoting the influence of Member States' cultures and providing a wider audience for cultural creativity, notably by:

- encouraging cultural cooperation in the form of networks and partnerships between different players and promoting the circulation of cultural works;
- supporting emblematic cultural initiatives;
- making use of the opportunities provided, in an information society, by new communication technologies;
- enhancing the cultural dimension of socio-economic development.

The instruments of Community action in support of culture are essentially of two types: financial support and technical assistance.

D. The decision-making process

a) The procedure (paragraph 5)

- The adoption of proposals in the cultural field presented by the Commission to Parliament and the Council under Article 128(5) involves the procedure of co-decision by Council and Parliament, as set out in Article 189(b) of the Treaty, with the requirement of unanimity in the Council at every stage of the procedure as referred to in that Article. In addition, a new body - the Committee of the Regions - must also be consulted.

- However, this complex procedure is inspired by the particular sensitivity of the cultural field. It requires a wide consensus for incentive measures to be adopted and means that proposals should be of a certain scale, both in content and in duration. Particularly extensive advance consultation is necessary for the procedure to be effectively put into practice.

b) The measures

The types of measures which could be envisaged include:

- Binding measures:

- Decisions by Parliament and the Council (co-decision procedure) acting on proposals by the Commission, adopted unanimously by the Council after consulting the Committee of the Regions, for the organization of incentive measures.

- Non-binding measures:

- recommendations by the Council, also to be adopted unanimously on the basis of a Commission proposal.

II. THE REFERENCE FRAMEWORK, BROAD LINES OF ACTION AND COMMUNITY INCENTIVE MEASURES IN THE CULTURAL FIELD

The insertion in the Treaty of Article 128 means that action taken in the past in the areas of intervention specified (in paragraphs 2 and 4) must henceforth be based on Article 128(5) without prejudice of other specific legal basis. As a result of this change, Community cultural action will from now on be a permanent feature of Community activity.

The new reference framework for cultural action

The Commission feels that a reference framework for cultural action should be established on the basis of the Treaty.

On the basis of the objectives and the specific areas set out in the Treaty, the Commission has sought to identify the broad lines of action and the corresponding types of action. They have been identified by reference to past experience, projects implemented and the new potential offered by the Treaty. Thus, three priority areas of intervention have been identified: cultural heritage, books and reading and artistic activities. For each of them five types of actions could be envisaged: enhancement and extension to wider audience, networks and partnerships, access to culture, research and training, cultural cooperation with third countries and international organisations.

1. Heritage

The Commission has already developed a number of initiatives in this key area of cultural action: pilot projects for the conservation of the cultural heritage, restoration projects for monuments and sites of symbolic importance, training grants, studies,...

These actions must be redirected and expanded, to include the movable heritage and museums and to take into account the technological developments (multimedia) which give the sector new opportunities for profile-raising, cooperation and exchanges. The Commission has accordingly embarked on a series of consultation meetings and close contacts with the other European institutions, the competent authorities in Member States, professionals, and representatives of international organizations concerned.

In the light of its findings, the Commission will, towards the end of 1994, present to Parliament and Council a draft communication.

Moreover many of the existing Community policies and programmes - in particular the Structural Funds - have already given a sensitive contribution to the European cultural heritage and will be able to contribute more (The Commission, in the framework of innovatory pilot actions during the period 1994-1999, financed on the basis of art.10 of the European Regional Development Fund, intends to develop new axes of action, in particular in the field of cultural heritage and of its economical impact).

2. Artistic activities: Kaleidoscope

Support for artistic activity with a European dimension is one of the best means of encouraging cultural creativity, of developing cooperation and exchanges and of giving works a greater impact and wider distribution. Several types of artistic creation can be involved : the

performing arts (dance, music, theatre, opera), plastic and spatial arts, applied arts and audiovisual works.

The Commission is proposing that Parliament and the Council adopt the attached proposal on the Kaleidoscope Programme setting out five categories of incentive measure.

3. Books and reading: ARIANE

The dissemination and translation of literary and dramatic works are other key areas of action at Community level: such works are one of the prime vectors of a culture, they help to bring the cultural heritage to a wider audience and promote literary, artistic and audiovisual creation.

Taking the view that this action is entirely consistent with the objectives set out in Article 128 and in the light of the resolutions passed by Parliament and the Council, the Commission is presenting a proposal for a Council Decision on a multiannual programme covering five categories of incentive measure.

BIBLIOGRAPHY

Applicants' attention is drawn to the following publications which may be of major assistance to them in drawing up their applications.

General background on the implementation of ERDF innovative measures :

European Commission

Guide to innovative actions for regional development (ERDF Article 10)

- interregional cooperation and regional economic innovation
- actions in spatial planning
- urban pilot actions

Luxembourg, Office for Official Publications of the European Communities

1995 - 61 pp. - 21 x 29,7 cm

Languages : EN, FR, DE, ES, IT

ISBN 92-827-4871-5

Price excl. VAT in Luxembourg : ECU 7

European Commission

Local development and employment initiatives : an investigation in the E.U.

Luxembourg, Office for Official Publications of the European Communities

1995 - 122 pp. 21 x 29,7 cm

Languages : EN, FR, DE, ES, IT

ISBN 92-827-4208-3

Price excl. VAT in Luxembourg : ECU 11

These publications can be obtained from :

Official Publications Office of the European Communities

2, rue Mercier

L-2985 Luxembourg

Tel : 2929-1

Telex : PUBOF LU 1324b

Fax : 488573,486817

List of OPOCE book shops

Amilcar

Europe et Culture : un enjeu pour le développement local

Editions Apogée - 4, boulevard Gaëtan-Hervé - BP 4172 - 35041 Rennes Cedex

Tel : 99 32 45 95 - Fax : 99 32 45 98.