



EUROPEAN PARLIAMENT

2009 - 2014

Committee on Culture and Education

15.10.2013

WORKING DOCUMENT

on the proposal for a regulation of the European Parliament and of the Council
on establishing the Creative Europe Programme
(COM(2011)0785 – C7-0435/2011 – 2011/0370(COD))

Committee on Culture and Education

Rapporteur: Silvia Costa

Background

The Creative Europe Programme builds upon earlier Union programmes and initiatives in the cultural and audiovisual fields:

The MEDIA programmes (1991-2013)

Over more than two decades, the four generations of the MEDIA programmes – MEDIA I (1991-1995), MEDIA II (1996-2000), MEDIA Plus (2001-2006) and MEDIA 2007 (2007-2013) – have supported and enhanced the competitiveness of the European audiovisual sector.

With a budget of EUR 755 million, the MEDIA 2007 programme aims to strengthen the competitiveness of the European audiovisual sector, whilst reflecting and respecting Europe's cultural identity and heritage. It has increased the circulation of European audiovisual works, facilitated access to financing, promoted the use of digital technologies and supported training of professionals.

The MEDIA Production Guarantee Fund (MPGF) was set up in 2010. Its aim is to improve access for small and medium enterprises to private sources of financing: to do this, it guarantees part of the loan granted by financial institutions to independent film producers in countries participating in the MEDIA Programme.

The MEDIA Mundus Programme (2011-2013)

The MEDIA Mundus Programme, established as an audiovisual cooperation programme with professionals from third countries, aims to increase the competitiveness of the European audiovisual industry worldwide, to enable the Union to play its cultural and political role more effectively, to improve access to third-country markets, and to build trust and long-term working relationships.

Culture programmes (2000-2013)

The Culture 2000 Programme (2000-2006) aimed to promote cultural diversity and shared cultural heritage by supporting artistic and cultural projects with a European dimension and providing grants to cultural and artistic cooperation projects.

With a total budget of EUR 400 million, the current Culture 2007 Programme (2007-2013) encourages cultural cooperation within Europe and promotion of Europe's common cultural heritage. It supports cross-border mobility of cultural players, circulation of artistic and cultural works and products, as well as intercultural dialogue and exchanges.

Creative Europe: the Commission's proposal

In November 2011, the Commission presented its proposal for a new programme, called 'Creative Europe', for the period 2014-2020. The new programme would bring together the current MEDIA, MEDIA Mundus and Culture programmes under a common framework, and set up a new financial instrument – called the 'cultural and creative sectors facility' – to improve access to funding via loans.

The new programme was to be made up of three ‘strands’: a cross-sectoral strand, a culture strand and a MEDIA strand, each identifying priority actions and measures that the programme would support.

The Commission suggested a budget of EUR 1,801 million.

Objectives

The proposed programme had two general objectives: (i) to safeguard and promote European cultural and linguistic diversity and (ii) to strengthen the competitiveness of the cultural and creative sectors with a view to promoting smart, sustainable and inclusive growth, in line with the objectives set out in the EU's Europe 2020 Strategy.

It also had four specific objectives: (i) to support the capacity of the European cultural and creative sectors to operate transnationally, (ii) to promote the transnational circulation of cultural and creative works and operators, whilst reaching new audiences in Europe and beyond, (iii) to strengthen the financial capacity of the cultural and creative sectors, especially small and medium-sized businesses and organisations and (iv) to support transnational policy cooperation in order to foster policy development, innovation, audience building and new business models.

Implementation

The Commission proposed that an annual work programme be adopted under the advisory procedure. The Commission would also be required to undertake regular monitoring of expenditure against a variety of quantitative performance indicators. The programme would be subject to an external evaluation in 2017, to assess whether it had attained its objectives and consider the scope for further simplification.

The positions of Council and Parliament

Council

The Council reached its partial general approach in two stages, in May and November 2012. This:

- accepted a consolidated programme provided that the Culture and MEDIA strands were treated as separate strands, each with its own priorities, measures and budget,
- introduced an indicative budget breakdown for each strand: 55% MEDIA, 30% Culture, 15% for cross-sectoral strand,
- changed the balance between economic objectives and cultural objectives of the programme, making a specific reference to the intrinsic value of culture as well as non-profit cultural and creative projects,
- clarified and added detail to definitions about participating financial intermediaries, capacity building providers, SMEs, and deleted the term ‘operators’,
- introduced a separate article on Creative Europe Desks to emphasise their role in the

implementation of the programme at national level,

- provided that the annual work programme should be established through implementing acts under the examination procedure, whilst the advisory procedure would apply to the general guidelines,
- clarified and added further detail concerning the loan guarantee facility, adding new criteria, such as geographical balance and balancing sectoral representation as regards access to loans, distinguished between the mid-term and final evaluation reports to be presented to Parliament and Council by the Commission.

Parliament

The EP Rapporteur presented her draft report on 8 October 2012: 788 amendments were tabled. The Committee voted on 18 December 2012. As amended, the report:

- rejected the structure of the proposed programme and established Creative Europe as a framework programme consisting of two independent programmes (Culture and MEDIA) with separate budget allocations and logos, each programme having its own specific priorities, objectives, measures and evaluation criteria, and one cross-sectoral strand,
- introduced the promotion of tangible and intangible cultural heritage,
- included specific references to intercultural dialogue, social inclusion and underrepresented groups,
- introduced additional specific objectives for each sub-programme and added specific provisions on the digitisation of cinemas, subtitling, dubbing and audio description in the activities to be supported by the programme,
- restricted access to the Guarantee Facility to Member States, EEA countries and Switzerland,
- rejected the extension of the mandate of the European Audiovisual Observatory to collect data in the cultural and creative sectors, and limited it to the audiovisual sector,
- added a new article on the participation of the Union in the Observatory,
- accepted in whole, in part or in spirit a wide range of improvements suggested by the Council, in particular with regard to the Creative Europe Desks and Guarantee Facility,
- detailed the description of the Guarantee Facility,
- introduced delegated acts for the implementation of the programme,
- clarified and added further details on quantitative indicators whilst introducing qualitative indicators, to produce reliable and comparative data.

The agreement

On 18 December 2012, the Committee appointed a negotiating team (the chair, rapporteur and shadows) with the adopted report as its negotiating mandate. Trilogues were held with the Council (under the Irish and Lithuanian presidencies) and Commission on 28 February, 21 March, 25 April, 30 May, 19 June and 10 July. On 15 October, the chair of COREPER I wrote to the Committee chair to confirm that the Council accepted the outcome of the negotiations. The main points of the agreement are:

- The programme will consist of two-sub programmes (MEDIA and Culture) and one cross- sectoral strand, each sub-programme having its own budgetary priorities and logos (with the MEDIA Programme keeping its current logo);
- There will be specific budgetary allocations: at least 56% for MEDIA, at least for 31% for Culture and a maximum of 13% for the cross-sectoral strand – with at least 4% dedicated to transnational cooperation measures and the Creative Europe Desks –;
- Administrative costs for implementation of the programme may not exceed 7% of the overall programme budget, with separate ceilings of 5% for MEDIA and 2% for Culture;
- The financial contribution of the programme may not exceed 80% of the costs of the operations supported;
- Delegated acts may be adopted by the Commission to supplement qualitative and quantitative performance indicators;
- The annual work programme will be adopted by means of an implementing act, under the examination procedure.

The programme budget formed part of the negotiations on the multiannual financial framework for 2014 to 2020. It was finally set at EUR 1,462 million in current prices.

Conclusion

The new Creative Europe Programme will bring together the current MEDIA, MEDIA Mundus and Culture programmes whilst maintaining their specific characteristics and identities. It will strengthen EU support for the cultural and creative sectors.

The overall agreement is a good compromise and makes clear, substantial and significant improvements on the Commission's original proposal. Nothing would be gained by prolonging the legislative procedure (and the launch of the new programme would be delayed). The negotiating team therefore recommend the plenary to confirm the agreement reached.