

EVALUATION ROADMAP			
TITLE OF THE EVALUATION/FC	Evaluation of Creative Europe, Culture, Media and Media Mundus Programmes		
LEAD DG RESPONSIBLE UNIT	DG EAC D.2	DATE OF THIS ROADMAP	12 / 2015
TYPE OF EVALUATION	Evaluation Interim and Final Mixed	PLANNED START DATE	Q4 / 2015
		PLANNED COMPLETION DATE	Q4 /2017
		PLANNING CALENDAR	http://ec.europa.eu/smart-regulation/evaluation/index_en.htm
This indicative roadmap is provided for information purposes only and is subject to change.			

A. Purpose
(A.1) Purpose
<p>The Creative Europe mid-term evaluation will:</p> <ul style="list-style-type: none"> Assess the effectiveness of the measures taken to achieve the Creative Europe programme's objectives and evaluate the efficiency of the Programme and its European added value. The report shall also address the Programme's internal and external coherence, the continued relevance of all of its objectives, and the scope for simplification. Address the contribution of Creative Europe to the new policy priorities of the Juncker Commission. In particular, as regards Creative Europe MEDIA, its role in contributing to a successful European media and content industry able to reach out to new audiences, adapt to the digital era and thrive in the connected Digital Single Market. Assess the long-term results and impact of the predecessor programmes (Culture programme 2007-2013, programme of support for the European audiovisual sector – MEDIA 2007 and the audiovisual cooperation programme with professional from third countries MEDIA Mundus). <p>The results of the evaluation will be used to feed into the impact assessment for a possible successor programme of the Creative Europe programme.</p>
(A.2) Justification
<p>Article 18.3 of the Creative Europe legal base¹ requires the Commission to submit a mid-term evaluation report by 31 December 2017. This mid-term evaluation should also take into account the results of an evaluation of the long-term impact of the predecessor programmes. According to Article 18.4 of the same Regulation, the report should be submitted to the European Parliament and the Council by 31 December 2017.</p>

¹ Regulation No 1295/2013 of the European Parliament and of the Council of 11 December 2013 establishing the "Creative Europe" Programme (OJ L 347, 20.12.2013, p. 221).

B. Content and subject of the evaluation

(B.1) Subject area

The Creative Europe² (2014-2020) is the European Commission's framework programme for support to the culture and audiovisual sectors. It has integrated previously existing programmes in the domain of cultural and creative sectors, including the audiovisual sector: Culture, MEDIA (2007-2013) and MEDIA Mundus programmes.

The Creative Europe Programme consists of: (a) a MEDIA Sub-programme; (b) a Culture Sub-programme; (c) a Cross-sectoral Strand. As such it supports:

- Culture sector initiatives, such as those promoting cross-border cooperation, platforms, networking, and literary translation;
- Audiovisual sector initiatives, such as those promoting the development, distribution, or access to audiovisual works;
- A cross-sectoral strand, including a Guarantee Facility and transnational policy cooperation.

Creative Europe largely builds on the previous Culture 2007-2013 programme³, as the nature of the actions and the objectives have evolved while keeping some elements of continuity. The focus has been broadened especially as far as the economic value of culture is concerned and the rationale of each support scheme has been redefined. Also The predecessor MEDIA 2007 programme⁴ had objectives and actions broadly in line with those of the successor programme, although with a less developed range of support schemes. MEDIA Mundus⁵ was focused on audiovisual cooperation with professionals from third countries.

The Programme is complementary to actions at national level in the field of culture and the audiovisual sector and focuses on areas not covered by Member States. The main criteria taken into consideration when implementing the objectives of the Programme are:

- Recognising the intrinsic and the economic value of culture
- Contributing to the achievement of the objectives of Europe 2020 strategy
- Making sure that all funded activities have a transnational dimension
- Making sure that all funded activities have impact on the cultural and audiovisual sectors and on citizens, widening their knowledge about other cultures in Europe
- Promoting transnational cooperation between cultural and audiovisual players, focused on stimulating responses to global challenges
- Creating a leverage effect in triggering additional funding, above all from private sources
- Ensuring a more level playing field in the sector, taking into account differences between countries and regions and supporting the weaker ones.

The results of the Creative Europe programme should illustrate the policy priorities the EU is following in the cultural and creative field as a whole as well as in the specific cultural and audiovisual sectors as defined in the legal basis.

The Creative Europe programme is open to cultural and creative organisations from EU Member States, as well as non-EU Member States.

(B.2) Original objectives of the intervention

The legal base of Creative Europe states the objectives as follows:

General objectives

- (a) to safeguard, develop and promote European cultural and linguistic diversity and to promote Europe's cultural heritage;
- (b) to strengthen the competitiveness of the European cultural and creative sectors, in particular of the audiovisual sector, with a view to promoting smart, sustainable and inclusive growth.

Specific objectives

- (a) to support the capacity of the European cultural and creative sectors to operate transnationally and

² http://ec.europa.eu/programmes/creative-europe/opportunities/index_en.htm

³ Decision of EP and EU Council n° 1885/2006/EC, as amended by Decision of EP and EU Council n° 1352/2008/EC

⁴ <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32006D1718>

⁵ <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:32009D1041>

internationally;

(b) to promote the transnational circulation of cultural and creative works and transnational mobility of cultural and creative players, in particular artists, as well as to reach new and enlarged audiences and improve access to cultural and creative works in the Union and beyond, with a particular focus on children, young people, people with disabilities and under-represented groups;

(c) to strengthen the financial capacity of SMEs and micro, small and medium-sized organisations in the cultural and creative sectors in a sustainable way, while endeavouring to ensure a balanced geographical coverage and sector representation;

(d) to foster policy development, innovation, creativity, audience development and new business and management models through support for transnational policy cooperation.

(B.3) How the objectives were to be achieved

The above defined objectives were meant to be achieved through activities running under individual strands of the programme. An intervention logic of the Creative Europe programme is presented in annex 3.

MEDIA Sub-programme provides support for:

(a) the development of a comprehensive range of training measures promoting the acquisition and improvement of skills and competences by audiovisual professionals, knowledge-sharing and networking initiatives, including the integration of digital technologies;

(b) the development of European audiovisual works, in particular films and television works such as fiction, documentaries and children's and animated films, as well as interactive works such as video games and multimedia with enhanced cross-border circulation potential;

(c) activities aiming to support European audiovisual production companies, in particular independent production companies, with a view to facilitating European and international co-productions of audiovisual works including television works;

(d) activities helping European and international co-production partners to come together and/or providing indirect support for audiovisual works co-produced by international co-production funds based in a country participating in the Programme;

(e) facilitating access to professional audiovisual trade events and markets and the use of online business tools inside and outside the Union;

(f) establishing systems of support for the distribution of non-national European films through theatrical distribution and on other platforms, as well as for international sales activities, in particular the subtitling, dubbing and audio description of audiovisual works;

(g) facilitating the circulation of European films worldwide and of international films in the Union on all distribution platforms, via international cooperation projects in the audiovisual sector;

(h) a European cinema operators' network screening a significant proportion of non-national European films;

(i) initiatives presenting and promoting a diversity of European audiovisual works, including short films, such as festivals and other promotional events;

(j) activities aimed at promoting film literacy and at increasing audiences' knowledge of, and interest in, European audiovisual works, including the audiovisual and cinematographic heritage, in particular among young audiences;

(k) innovative actions testing new business models and tools in areas likely to be influenced by the introduction and use of digital technologies.

The Culture Sub-programme provides support for:

(a) transnational cooperation projects bringing together cultural and creative organisations from different countries to undertake sectoral or cross-sectoral activities;

(b) activities by European networks of cultural and creative organisations from different countries;

(c) activities by organisations with a European vocation fostering the development of emerging talent and stimulating the transnational mobility of cultural and creative players and circulation of works, with the potential to exert a broad influence on the cultural and creative sectors and to provide for lasting effects;

(d) literary translation and its further promotion;

(e) special actions designed to make the richness and diversity of European cultures more visible and to stimulate intercultural dialogue and mutual understanding, including Union cultural prizes, the European Capitals of Culture action and the European Heritage Label action.

The Cross-sectoral Strand provides support for:

(a) a Guarantee Facility targeting the cultural and creative sectors that operates as a self-standing instrument;

- (b) transnational exchange of experiences and know-how in relation to new business and management models, peer- learning activities and networking among cultural and creative organisations and policy-makers related to the development of the cultural and creative sectors, promoting digital networking where appropriate;
- (c) the collection of market data, studies, analysis of labour market and skills needs, European and national cultural policies analysis and support for statistical surveys based on instruments and criteria specific to each sector and evaluations, including measurement of all aspects of the impact of the Programme;
- (d) Union membership of the Observatory to foster data collection and analysis in the audiovisual sector;
- (e) testing of new and cross-sectoral business approaches to funding, distributing and monetising creation;
- (f) conferences, seminars and policy dialogue, including in the field of cultural and media literacy, promoting digital networking where appropriate;
- (g) the Creative Europe Desks

The objectives of the programme were to be achieved also by adjusting its implementation to evolutions on the policy side, by fine-tuning the guidelines, working with the Creative Europe desks and having a permanent dialogue with the cultural operators on the ground. The Digital Single Market Strategy adopted by the College in May is particularly relevant, notably as regards copyright and audiovisual media services.

C. Scope of the evaluation

(C.1) Topics covered

As required by the respective legal base, the evaluation will include the mid-term evaluation of the Creative Europe Programme as well as the final evaluation of its predecessor programmes (2007-13). It will cover programme implementation in all participating countries. It will evaluate, to the extent possible given the stage of implementation, the overall results and impact of the Creative Europe Programme. It will assess those actions of the Culture programme, MEDIA programme and MEDIA MUNDUS programme (2007-13) which have been continued under the Creative Europe Programme and look at the synergies between them. However it shall also assess the coherence of the cross sectoral sub-programme and its actions. Attention will be paid to the other actions of the previous programmes in cases the evaluators will find it important for the future development of Creative Europe and the preparation of the successor programme.

(C.2) Questions/issues to be examined

The Creative Europe legal base requires that the following issues should be examined:

- Qualitative and quantitative elements enabling and leading to the assessment of the effectiveness of the Programme in achieving its objectives
- The efficiency of the Programme, also in comparison with the previous programmes, including cost-effectiveness
- The European added value of the projects funded by the Programme
- The scope of simplification of the Programme
- The internal and external coherence of the Programme
- The continued relevance of the objectives of the Programme
- The contribution of the programme to achieving the EU priorities of smart, sustainable and inclusive growth

These criteria are also in line with requirements of the Better Regulation Guidelines⁶.

As regards the Cultural and Creative Sectors Guarantee Facility, which will start implementation in 2016, the establishment of the framework and modalities should be assessed.

In line with the requirement to assess external coherence the evaluation will address the contribution of Creative Europe to the new policy priorities of the Juncker Commission. In particular, as regards Creative Europe MEDIA, its support to the objectives of the Digital Single Market will be assessed.

Given the fact that there will not be sufficient evidence of outputs, results and impact from finalised projects to efficiently measure all these criteria, the evaluators will also take into account a sample of ongoing, well advanced projects. Also, the progress in taking forward the envisaged process of implementation will be assessed. Last but not least, the role of the programmes in supporting policy development, for example through the generation of

⁶ http://ec.europa.eu/smart-regulation/guidelines/docs/swd_br_guidelines_en.pdf

data and evidence, shall also be evaluated. The above mentioned criteria will also be used to evaluate the results of previous programmes.
(C.3) Other tasks
The consultants will base their work on evaluating finished projects and ongoing projects, interviewing the Creative Europe Desks, the Executive Agency, the Commission, the Member States. They will take into account relevant reports and studies carried out in the period 2007-2016, as well as results of public consultations and stakeholder consultations. They will keep in mind that the outcome of the evaluation will serve as input for the impact assessment for the possible successor programme.

D. Evidence base
(D.1) Evidence from monitoring
The Commission has a database containing information on actions conducted under Creative Europe – as long as projects results are available - and its predecessor programmes (Culture, Media and Media Mundus Programmes) including project outputs and feedback of beneficiaries and participants regarding the results of the programmes. The Commission's Executive Agency has an IT tool to manage supported projects, which also contains relevant information on them. Both the Commission and the Agency closely monitor individual projects; reports are drafted after each visit. A common planning and follow-up tool for monitoring visits is being implemented. The Creative Europe Desks can also provide evidence on projects, given the proximity they enjoy with them (although they do not perform project monitoring tasks). The legal basis lists in Art. 18 (1) qualitative and quantitative performance indicators against which the Programme shall be monitored and externally evaluated.
(D.2) Previous evaluations and other reports
An impact assessment was conducted when the Commission proposed the Creative Europe programme. ⁷ This report provided the analysis and argumentation for establishing the integrated programme and should, as such, be an important basis to assess whether the programme is attaining its intended effects. Evidence from other sources, including relevant studies financed by the Commission will be used. As regards the Cultural and Creative Sectors Guarantee Facility, By May 2017, the European Investment Fund will send the Commission reports on implementation of tasks in year 2016, an independent audit on accounts and control systems and financial statements. Interim evaluations have been conducted on the predecessor programmes to Creative Europe. They will need to be complemented by an assessment of the longer-term impact of these programmes. <ul style="list-style-type: none"> • Interim evaluation of MEDIA⁸ • Interim evaluation of Culture⁸ An overall Creative Europe implementation report will be issued for the first time in Q4 2015, covering the implementation and first results of the programme in 2014.
(D.3) Evidence from assessing the implementation and application of legislation (complaints, infringement procedures)
Not applicable
(D.4) Consultation
A single open online public consultation will be conducted to collect general assessments of the evaluation questions. The consultation will incorporate forward-looking elements to support the ensuing impact assessment of the future programme As a key element of the evaluation, the external consultants will also have to conduct targeted consultations of beneficiaries and participants of the programme and other key stakeholders to collect their assessment of the

⁷ SEC(2011) 1399 23.11.2011

⁸ http://ec.europa.eu/dgs/education_culture/more_info/evaluations/index_en.htm#_themes=culture

programme and the effects it had on individual, on institutions and on national or EU policies. The exact way that this consultation will be conducted (survey, interview, focus groups...) will have to be proposed by the interested consultants in their tender offer.

To assess the value added of the programme, it would be necessary to ensure that a sufficient number of institutions and individuals that did not participate in the programme are consulted, in order to establish a counterfactual reference group. Again, the exact form this would take will be determined by the consultants in their tender proposals.

A comprehensive consultation strategy covering all the details will be provided on Europa.

(D.5) Further evidence to be gathered

The legal basis lists in Art. 18 (1) qualitative and quantitative performance indicators against which the Programme shall be monitored and externally evaluated. Where those performance indicators are relevant for the mid-term evaluation, and evidence will be not available from the above sources, consultants will be requested to collect it.

E. Other relevant information/ remarks

Annex 1: Objectives by level of intervention

Objective		Envisaged effect at:			
		Individual level	Institutional level	Systemic level	
				EU	National
Cultural and creative sectors					
a	General to safeguard, develop and promote European cultural and linguistic diversity and to promote Europe's cultural heritage			X	
b	to strengthen the competitiveness of the European cultural and creative sectors, in particular of the audiovisual sector, with a view to promoting smart, sustainable and inclusive growth.			X	X
c	Specific to support the capacity of the European cultural and creative sectors to operate transnationally and internationally;			X	
d	to promote the transnational circulation of cultural and creative works and transnational mobility of cultural and creative players, in particular artists, as well as to reach new and enlarged audiences and improve access to cultural and creative works in the Union and beyond, with a particular focus on children, young people, people with disabilities and under-represented groups;	X			
e	to strengthen the financial capacity of SMEs and micro, small and medium-sized organisations in the cultural and creative sectors in a sustainable way, while endeavouring to ensure a balanced geographical coverage and sector representation;		X		
f	to foster policy development, innovation, creativity, audience development and new business and management models through support for transnational policy cooperation.			X	X

Annex 2: Indicators by objectives

		General	
	Objective	Media	Culture
Cultural and creative sectors		Indicators	
a	General to safeguard, develop and promote European cultural and linguistic diversity and to promote Europe's cultural heritage	<ul style="list-style-type: none"> - the cultural and creative sectors' level, change in and share of employment and share of gross domestic product; - the number of people accessing European cultural and creative works, including, where possible, works from countries other than their own; - the number of projects combining audiovisual and non-audiovisual approaches, leading to the strengthening of the creative sectors. 	
b	to strengthen the competitiveness of the European cultural and creative sectors, in particular of the audiovisual sector, with a view to promoting smart, sustainable and inclusive growth.	<ul style="list-style-type: none"> - the scale of international activities of cultural and creative organisations and the number of transnational partnerships created; - the number of learning experiences and activities supported by the Programme which have improved the competences and increased the employability of cultural and creative players, including audiovisual professionals; 	
c	Specific to support the capacity of the European cultural and creative sectors to operate transnationally and internationally;	<ul style="list-style-type: none"> -the number of admissions for non-national European films in Europe and European films worldwide (10 most important non-European markets) in cinemas; -the percentage of European audiovisual works in cinemas, on television and on digital platforms; -the number of people in the Member States accessing non-national European audiovisual works and the number of people in the countries participating in the Programme accessing European audiovisual works; - the number of European video games produced in the Union as well as in the countries participating in the Programme; 	
d	to promote the transnational circulation of cultural and creative works and transnational mobility of cultural and creative players, in particular artists, as well as to reach new and enlarged audiences and improve access to cultural and creative works in the Union and beyond, with a particular focus on children, young people, people with disabilities and under-represented groups;	<ul style="list-style-type: none"> -the number of admissions for non-national European films in Europe and European films worldwide (10 most important non-European markets) in cinemas; -the percentage of European audiovisual works in cinemas, on television and on digital platforms; -the number of people in the Member States accessing non-national European audiovisual works and the number of people in the countries participating in the Programme accessing European audiovisual works; - the number of European video games produced in the Union as well as in the countries participating in the Programme; 	<ul style="list-style-type: none"> - the number of people directly and indirectly reached through projects supported by the Programme; - the number of projects addressed to children, young people and under-represented groups and the estimated number of people reached;

e	to strengthen the financial capacity of SMEs and micro, small and medium-sized organisations in the cultural and creative sectors in a sustainable way, while endeavouring to ensure a balanced geographical coverage and sector representation;	<ul style="list-style-type: none"> - the volume of loans guaranteed in the framework of the Guarantee Facility, categorised by national origin, size and sectors of SMEs and micro, small and medium- sized organisations; - the volume of loans granted by participating financial intermediaries, categorised by national origin; - the number and geographical spread of participating financial intermediaries; -the number of SMEs and micro, small and medium-sized organisations benefiting from the Guarantee Facility, categorised by national origin, size and sectors; -the average default rate of loans; -the achieved leverage effect of guaranteed loans in relation to the indicative leverage effect (1:5,7);
f	to foster policy development, innovation, creativity, audience development and new business and management models through support for transnational policy cooperation.	<ul style="list-style-type: none"> -the number of Member States making use of the results of the open method of coordination in their national policy development; -the number of new initiatives and policy outcomes.