

**PARLIAMENTARY REPORT [“White Paper”]  
No. 22 (2006-2007): THE PATHFINDER**

The Royal Norwegian Ministry for Cultural and Church Affairs  
on 23 March 2007 in High Council  
submitted its Report to Parliament on future government film policy and programmes

This translation is not authoritative. The links provided give access to the original text, which is in Norwegian only.

[Chapter 1 provides the background for the White Paper. Chapter 1.5 contains the following Executive Summary.]

Access chapter 1: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-1.html?id=460717>

In *chapter 2* the Ministry briefly elaborates on the international situation in the media sector, in a WTO-, a UNESCO- and in an EEA-context. An important conclusion is that the combination of technological change, digitalisation of content and distribution, together with the tendencies towards globalisation, make active participation in international fora more important than ever.

Access chapter 2: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-2.html?id=460723>

*Chapter 3* provides an overview of the status and development trends in the Norwegian audiovisual sector. Audience following to Norwegian audiovisual productions of all categories has increased significantly over the last few years. The chapter reviews the different sectors and observes that in distribution fewer and larger companies have appeared, while the production sector is still made up of many and small companies. While cinema exhibition previously provided the main revenue for Norwegian films, other types of access, in particular DVD, television etc. have increased in importance. Finally the funding of Norwegian films is described.

Access chapter 3: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-3.html?id=460732>

In *chapter 4* the Ministry develops the arguments for the political aims for the film sector. The Ministry emphasises that the aims should be visionary and forward-looking, while at the same time being adaptable to the current situation in the field. The main aim for the sector is [to provide] a diversity of film and television productions, based on Norwegian language, culture and social conditions, that are recognised for their high quality, artistic daring and innovation, and that challenge and reach a large audience in Norway and internationally. Furthermore a series of secondary goals are proposed, to be achieved by 2014. The chapter further deals with the division of responsibilities between the government and the industry.

Access to chapter 4: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-4.html?id=460762>

*Chapter 5* of the Report deals with the institutional executive apparatus in the film sector. The chapter provides a broad overview over the organisation, missions etc. of the governmental bodies the Norwegian Film Fund, the Norwegian Film Institute and Norwegian Film Development. The Ministry proposes that a new [public] enterprise be established on the basis of these three institutions, in the Report referred to as “the New Film Institute”. This new body should provide the foundations for a comprehensive film policy in which all measures may be seen in context. At the same time it is important that the organisation of the new Institute pay heed to the specificity of the different assignments. The tasks currently taken in hand by the national film commission will be charged to the new entity. The

Ministry furthermore assumes that a division of responsibilities should be undertaken, so that other institutions may take over duties that today are in the hands of the three institutions. Efforts on behalf of children and young people should be strengthened and better co-ordinated, and the main responsibility for this should be placed with FILM&KINO<sup>1</sup>. As sufficient means are allocated to digitalising Norwegian cinemas part of the levies from the Norwegian Cinema and Film Foundation<sup>2</sup> should be channelled to other undertakings in the film field. The Ministry proposes that this be discussed with FILM&KINO in greater detail. In this chapter it is furthermore proposed to concentrate the responsibility for archiving and restoring films with the National Library<sup>3</sup>, and that the new Institute be put in charge of dissemination and research, and that this work be strengthened. Concluding this chapter a status report is provided concerning Filmparken AS and Norsk filmstudio AS<sup>4</sup>. The Ministry holds that state ownership shall be maintained, but financial support will not be provided to either company.

Access to chapter 5: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-/5.html?id=460768>

*Chapter 6* provides a broad review of current public support schemes in the field. The Ministry proposes that the schemes essentially be maintained as of present, but submits certain changes. A scheme for slate production funding is proposed, with the aim of creating a stronger production environment. In this chapter the Ministry also puts forward that support for talent development be concentrated into one scheme. Furthermore the Ministry proposes that post-production support (automatic Box Office Bonuses) should be continued, but following changes in remuneration levels, method of calculation and repayment obligations. This will require a broader analytical base. Further studies and model simulations will therefore be undertaken. On the basis of these the Ministry will conduct consultations with the industry before implementing [changes to current] regulations. The Ministry proposes that the responsibility for this allocation review is placed in the hands of the Ministry. Chapter 6 also discusses the export of Norwegian films abroad. It is a clear aim to increase the export of Norwegian films. Fundamentally this is the responsibility of the individual producer, but government should assist the producers in this work, e.g. through special support for marketing abroad. As part of the government's offensive for culture and enterprise, the Ministry will be introducing a trial scheme of compensation to foreign film productions in Norway. The remittance should be calculated on the basis of costs incurred in Norway and compensate for a maximum of 15 per cent of those. It is a precondition that this will only apply to productions that contribute to achieving the overarching goals for the film sector. The scheme will have a ceiling and should be evaluated after three years of operation. In this chapter, the Ministry also proposes that a purchasing policy for public lending libraries in regard to Norwegian films be introduced along the same lines as for Norwegian literature.

Access to chapter 6: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-/6.html?id=460782>

In *chapter 7* the Ministry examines more closely regional film initiatives in Norway. The Ministry believes that public support should continue to be provided for *regional film centres*, but that the operating costs must be covered by regional authorities. Government funding should be used for development and production of short and documentary films, competence-raising efforts etc. In line with this the Ministry proposes a trial project for governmental *regional film funds*. The Ministry will require that government funding be matched by an

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<sup>1</sup> An exhibition umbrella organisation, (mainly) funded from revenue from levies on cinema tickets, video/DVD sale and rental, and on-demand film services (currently approx. NOK 80 mill per annum). See <http://www.filmweb.no/filmogkino/english/>

<sup>2</sup> A body currently part of FILM&KINO, but mentioned as the beneficiary of the levy funds in the legal texts.

<sup>3</sup> The National Library has since 1990 maintained a nitrate storage facility as well as a film restoration laboratory at its Mo i Rana (county of Nordland) facility.

<sup>4</sup> The rump of the former government-owned production company Norsk Film AS, which was disbanded in 2002, following an ESA panel decision that government ownership of a production company violated cross-subsidy regulations.

equal amount of regional funding. Chapter 7 also contains a discussion of sami films. The Ministry expects the new Institute to contribute towards strengthening, preserving and developing sami culture. In this chapter the Ministry furthermore proposes that the responsibility for providing grants to different film festivals in Norway is placed in the hands of an independent, broadly composed committee under FILM&KINO. Chapter 7 also considers the alternative exhibition modes, film societies and the [FILM&KINO-operated] Ambulatory Cinema Service.

Access to chapter 7: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-/7.html?id=460848>

*Chapter 8* deals with children and young people. Children and young people are particularly mentioned in the film policy aims (cfr. ch. 4). The Ministry expects that initiatives directed at children and young people will be prioritised and shall form an integral part of the comprehensive policy in the audiovisual field. In this chapter, the Ministry proposes that these efforts be concentrated to a higher degree. FILM&KINO is regarded as the body best equipped to shoulder the main responsibility for these efforts, and the Ministry will initiate a process to clarify responsibilities in this area.

Access to chapter 8: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-/8.html?id=460875>

*Chapter 9* is consecrated to one of the government's most important initiatives – equality. Women are under-represented in key positions in Norwegian film production. The government's clear intention is that at least 40 per cent of these positions should be held by either sex by 2010. This applies to short, documentary and feature films. The Ministry will establish mechanisms that assure projects that prioritise women will be accorded priority in the allocation of support. If these measures do not prove efficient by 2010, the Ministry will implement further quota measures.

Access to chapter 9: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-/9.html?id=460882>

*Chapter 10* relates to digitalisation of cinemas in Norway. The Ministry holds that it is important that cinemas in Norway be digitalised within the next few years. Norway is far advanced in terms of competence in this field. The Ministry expects that work to digitalise cinemas in Norway will be undertaken in such a way that the exhibition structure in [out-lying] districts is not weakened. It is therefore necessary to provide public support to this transfer [to new exhibition technology]. The Ministry believes that the levy funds accrued by FILM&KINO should account for the public efforts in this field.

Access to chapter 10: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-/10.html?id=460889>

In *chapter 11* the Ministry examines in more detail the preservation and diffusion of the [national] film heritage. The chapter explains the work carried out under the auspices of the Norwegian Film Institute and the National Library. The Ministry concludes that the responsibility for collection and preservation functions should be located to the National Library. The Ministry furthermore presupposes that the new institution to be established will be given increased responsibility for dissemination of the film heritage and for film research.

Access to chapter 11: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-/11.html?id=460901>

In *chapter 12* the Ministry explains the role of television companies in funding film production in Norway. The chapter also contains a description of how these matters are organised in some other countries in Europe. Norwegian television companies contribute less to national film production than similar corporations do in other countries. The Ministry will return to this matter in a Parliamentary Report on public service broadcasting to be submitted during spring 2007.

Access to chapter 12: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-12.html?id=460908>

*Chapter 13* focuses on different international programmes in which Norway participates in the audiovisual field [sic]; in particular within the framework of the EEA-agreement, the Council of Europe and the Nordic Council of Ministers. On the whole, Norwegian participation in these programmes is considered to be positive, and further participation is recommended. The Ministry furthermore considers that Norway should sign the European convention on co-production of film.

Access to chapter 13: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-13.html?id=460916>

*Chapter 14* provides details on the administrative and economic consequences of the proposals put forward in this Report.

Access to chapter 14: <http://www.regjeringen.no/nb/dep/kkd/dok/regpubl/stmeld/2006-2007/Stmeld-nr-22-2006-2007-14.html?id=460930>