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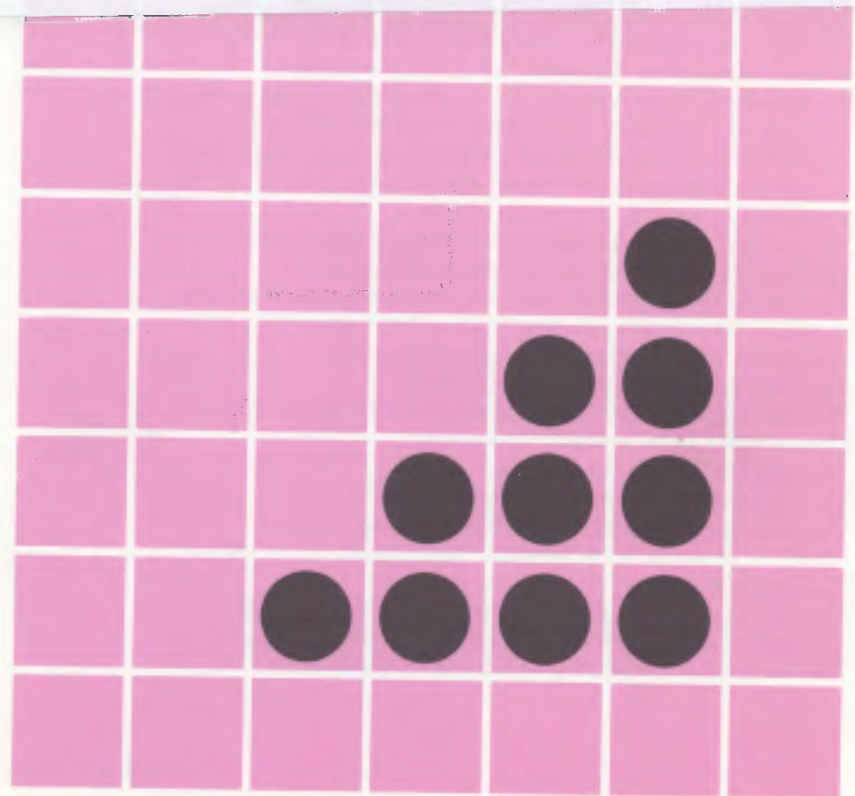
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# AN EDUCATION POLICY FOR EUROPE

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# Contents

<b>I — Introduction</b>	5
1. A question which affects millions	5
2. Europe and education	5
3. Review of achievements	7
4. The instruments	8
<b>II — The European mosaic</b>	11
1. The schools	11
2. From school to working life	17
3. The universities	19
4. A European employment market	23
5. The information network	24
<b>III — A broader approach for the future</b>	25
<i>Further reading</i>	29

# I — Introduction

## 1. A question which affects millions

Problems of education and training concern millions of Europeans, some fleetingly, others in a more lasting manner. Parents have to decide what kind of training their children should receive. Young people want to know which subjects are important for their training and their future careers, what kind of additional training they should look for, at what level and at what stage they should contemplate entering working life, and what their chances are in view of the disquieting fact that of the 11 million unemployed currently recorded in the Community 40% are under 25 years of age. Students have to choose the faculty best suited to their aspirations and skills and pick the higher education institution which suits them best. Restrictions on access to courses, guidance problems, curricula, examinations and many other questions are matters of concern to them. University staff are confronted with the problem of the overcrowding of certain faculties. The financing of the university sector is encountering increasing difficulties.

Planners and politicians find themselves faced with a range of factors which they can neither accurately measure nor influence and which they are, of course, quite unable to master. They are obliged to face up not only to a difficult financial situation, but also to an unpredictable trend in the labour market — which generally influences decisions on training.

It is the difficult situation on the labour market which explains the fact that in the last few years the percentage of pupils who go on to university has shown — sometimes considerable — fluctuations, the reasons for which were not always of a rational nature.

## 2. Europe and education

- What part does Europe play in education?
- What part should education play in building Europe?
- Are European issues taken into account in education?
- Can we hope for a contribution from the Community institutions to a solution of education problems?
- Can an education policy contribute to freedom of movement?

Twenty-five years after the signing of the Treaty of Rome we cannot help noticing that the European idea has lost a certain measure of impetus. The news that emerges from the European Parliament, the Council or the Commission has the effect of shaking people's faith in Europe. Budget squabbles, the discussions triggered by the search for a common external policy, disagreements over agricultural policy, demonstrations and other factors tend to make people forget the broader picture of Europe's historical development and blur in people's minds the tangible and unique results achieved in Europe over the last 25 years.

We all know that learning begins and that major impressions are received at an early age. At school the evocation of the European idea in textbooks, the study of contemporary European history, the learning of foreign languages and visits abroad while at school or as a student are all factors which determine the future attitude of the adult citizen towards the Community and the European idea. Twenty years ago a number of European politicians already realized the importance of education in consolidating the foundations on which the Community is built and called for a European education policy. Such a policy must widen and strengthen the basis on which European unification rests and provide the younger generation with an image of Europe which is more specific and more related to their daily lives.

The fact that in the first few years of the Community's existence little thought was given to education was due, in part, to the vastness and the urgency of the tasks which had to be accomplished at that time.

Besides, the international law specialists were unable to agree on whether the Community could take action in the field of education or whether this was precluded by the treaties establishing the European Community. The ECSC Treaty provides for a financial contribution to the vocational retraining of workers (Article 56). The EEC Treaty contains provisions relating to mutual recognition of diplomas, certificates and other evidence of formal qualifications (Article 57) and a reference to basic and advanced vocational training as part of cooperation in the social field (Article 118). The Treaty likewise provides for coordination of efforts in the sphere of vocational training in the agricultural sector (Article 41). The Community further adopted general principles for implementing a common vocational training policy capable of contributing to the harmonious development both of the national economies and the common market (Article 128). Finally, the Euratom Treaty offers a basis for setting up schools for the training of nuclear specialists and an institution of university status (Article 9).

For a long time the absence of any other provision in Community law encouraged the conclusion that the Community was not empowered to pursue any large-scale policy as regards education. It was only between 1969 and 1974 that the heads of government and the relevant ministers of the Member States of the Community abandoned the narrow legalistic approach and began stressing Europe's right to become a political community. In so doing, they took the first steps towards cooperation in the field of education. The European Parliament played an important part in this development.

The Education Ministers of the Member States met for the first time in 1971 in response to a proposal from Belgium. They instructed a group of senior officials, chaired by Mr Henri Janne, to draw up proposals for a European education policy. A report (for a Community



education policy), which is still topical today, was presented in February 1973. In other action taken in 1973, a Member of the Commission, Mr Ralf Dahrendorf, was entrusted with the newly-created research, science and education portfolio. Mr Dahrendorf speeded up the Commission's endeavours in this field and, in March 1974, presented the first outline of an action programme entitled 'Education in the European Community'.

This stressed that there was no intention of harmonizing the structures and syllabuses of national education systems and that it was recognized that the diversity of education systems was an asset for Europe, it being neither desirable nor realistic to try and standardize systems whose origins differed and which had developed along different lines. What was recognized as a priority at the time was the need to develop 'strategy of cooperation in the field of education' and to promote a systematic exchange of information and experience.

In June 1974 the Education Ministers of the Member States met in Luxembourg, where they examined the proposals put forward by the group of senior officials and by the Commission, decided which areas of cooperation were of a priority nature and set up an Education Committee made up of representatives of the Member States and the Commission. This committee was given the task of drawing up an action programme and doing the spadework for the Education Ministers' future endeavours.

The Ministers' decision was very well received by the general public and met with the unreserved support of the European Parliament and the Economic and Social Committee.

In a Resolution on 9 February 1976, the Council and the Ministers of Education meeting within the Council adopted an action programme in the field of education. This programme covers six topics:

- (i) better facilities for the education and training of nationals and the children of nationals of other Member States of the Communities and of non-member countries;
- (ii) promotion of closer relations between educational systems in Europe;
- (iii) compilation of up-to-date documentation and statistics on education;
- (iv) cooperation in the field of higher education;
- (v) teaching of foreign languages;
- (vi) achievement of equal opportunity for free access to all forms of education.

### *3. Review of achievements*

The list of the results achieved by the Community in the field of education is already a long one. The major achievements will be described in the chapters to follow. We shall restrict ourselves here to picking out a number of particularly significant results.

In respect of young people the European Community has so far concentrated mainly on facilitating their transition from school to working life and on promoting equal opportunities for certain underprivileged categories.



In 1981 alone, close to 320 000 young people received assistance from the European Social Fund through the grant of aid for specific training programmes. Four hundred thousand young people are benefiting from the aid granted by the Community to employers to encourage them to employ young people and create additional jobs.

On 25 July 1977 the Council adopted a Directive which obliges all the Member States to provide free tuition for the children of migrant workers to facilitate initial reception, including, in particular, the teaching of the official language or one of the official languages of the host State.

At the same time the Member States are required to promote, in coordination with normal education, teaching of the mother tongue and culture of origin of the children of nationals of another Member State. They must also take the measures necessary for the training and further training of the teachers who are to provide this tuition.

In the field of vocational training, the work done by the European Centre for the Development of Vocational Training, set up in Berlin in 1975, has enabled the Member States of the Community to impart a new dimension to their cooperation, to the comparison of systems and the exchange of information.

In the university sector the fact that the Member States have taken under consideration the recommendations of the Council of Europe, the OECD and Unesco, should make it possible to relax the conditions relating to access to university studies for candidates from all Community countries. The *Student Handbook*, which has proved immensely popular (it is already in its third edition), has considerably improved information regarding studies which students can embark upon in other Member States and, if the initial indications are to be believed, already contributed to an increase in the number of Community students at the universities. Some 35 institutions of higher education throughout the Community are taking part in the 'joint study programmes' subsidized by the Commission which enable students to carry out part of their studies in another Member State and to have these periods of studies recognized in their country of origin.

As part of the decisions aimed at putting into effect the freedom of establishment provided for in the Treaty of Rome, the Council has so far agreed on mutual recognition of the university diplomas of doctors, dentists and veterinary surgeons.

At the same time the European Community has provided itself with an information, consultation and decision-making system which should enable it to make more rapid progress along the path of a common education policy.

#### 4. *The instruments*

What instruments are available to the Community to conduct a policy for cooperation in the field of education? European public opinion is somewhat confused on this point: generally speaking, the possibilities open to the Community are overestimated.

To the forefront in this field is the compilation and dissemination of information and the documentation activity carried out by the European Community, especially through the Eurydice network. In this way, governments, politicians, teachers and the public now have access to an information network covering data, facts and projects in the various countries which would have been unimaginable in Europe 25 years ago.

Cooperation in this field also takes the form of conferences, seminars and symposia, at which experts, politicians and decision-makers exchange information on specific subjects. By its choice of themes and participants, the Community sets in motion a 'multiplier effect' which helps to give concrete form to the idea of cooperation.

At higher level, cooperation also involves the financing of pilot schemes to test and develop new ideas.

The results obtained are made available to all countries concerned and to national decision-makers.

The Council of Ministers of the European Communities also makes known its position through the issue of resolutions designed to influence opinion in the Member States. Among these latter, two examples will serve to illustrate the trend of Community policy in the field of education:

The first is the Resolution of the Council and Ministers of Education meeting within the Council of 9 February 1976 comprising an action programme in the field of education, every aspect of which is covered in this brochure. The other is the Resolution of 13 December 1976 concerning measures to be taken to improve the preparation of young people for work and facilitate their transition from education to working life.

The next highest level among Community instruments is the directive imposing a binding legal framework on the Member States within which they must adopt laws, regulations or other measures necessary to achieve the objectives laid down. An example is the Council Directive of 16 June 1975 introducing, for the first time in the history of the European Community, the mutual recognition of diplomas, certificates and other formal qualifications held by some 500 000 doctors in the Member States of the Community.

The highest-level Community instrument is the regulation, which is binding in its entirety and directly applicable in all Member States; consequently it has the same force as national laws or regulations. Council Regulation (EEC) No 1612/68 of 15 October 1968 is an important landmark in the history of European education policy. Article 12 of this regulation provides that 'the children of a national of a Member State who is or has been employed in the territory of another Member State shall be admitted to that State's general educational, apprenticeship and vocational training courses under the same conditions as the nationals of that State, if such children are residing in its territory'. This means in practice that in all national education systems the children of migrant workers must be treated in the same way as the children of nationals; this also applies to any forms of aid granted by the public authorities to pupils and students.

This brief outline shows that while the instruments available to the Community are very varied in nature, most of them are without binding effect. A chart showing the relative frequency of utilization of these instruments would appear as a pyramid in which regulations were at the apex and information and documentation activities made up the base.

## II — The European mosaic

### 1. *The schools*

One of the key aims of the 1976 action programme is to give school syllabuses a Community dimension. A Commission report notes that whilst teaching time is set aside in schools in all Member States for the study of aspects of the history of the Community, notably in civics, geography, economics and history lessons (and to a certain extent in language classes), there is no systematic approach to European studies as such. What is more, teachers receive little assistance in the teaching of this subject, their training in this field is inadequate and they do not have access to appropriate teaching aids.

The Kreyszig Fund, set up in 1959 on the initiative of the European Parliament, subsidizes activities aimed at disseminating information on the European Communities, in particular where they give a European dimension to the training of young people. Such activities include the preparation of teaching material, exchange of teachers, in-service training courses and seminars and European projects with a multiplier effect.

The improvement of foreign-language teaching is a key facet of Community-wide cooperation in education policy.

The 1976 action programme outlined a number of objectives in this field: all pupils should learn at least one other Community language, or several; prospective language teachers should live for a spell in the country or region speaking the language they intend to teach and up-to-date teaching methods for Community languages should be promoted in all Member States. The proposals contained in the 1978 plan for language teaching, which concerns not only young people still at school but also those undergoing vocational training and those belonging to the 16 to 25 age-group, show a growing awareness that any progress towards European integration, with all that this implies in political, economic and cultural terms, is contingent upon a sound knowledge of the languages spoken by our European partners.

Another major topic of discussion is pupil exchanges. In October 1977, the Commission organized a conference on this subject in Venice for teachers, school administrators and national experts. The participants recommended that the legal and administrative obstacles to pupil exchanges should be examined, but at the same time stressed the need for an assessment of the value of pupil exchanges for the under 14 age-group.



The participants also underscored the need to provide some kind of follow-up for pupils involved in exchanges if the objectives of the scheme were to be fulfilled.

European education policy is based on an important principle enshrined in the 1976 action programme, namely the realization of equal opportunities by means of unrestricted access to all forms of education. This principle has given rise in recent years to measures, particularly in the schools, aimed at promoting equal rights for girls and training opportunities for the disabled and for children of migrant workers.

Although the principle of equal treatment for men and women in training and at work is enshrined in Community law, education, training and vocational guidance for girls remains hampered by prejudices concerning the roles of the sexes. Fewer girls than boys have acquired skills or undergone some form of vocational training and girls tend to prefer shorter training courses and continue to opt for traditional female occupations that are less well paid and more likely to lead to unemployment. The Community is encouraging the Member States to help girls by taking account in their education policies of positive experience gained in co-educational schools with a view to eliminating structural obstacles or unequal treatment arising out of school syllabuses and training provisions and structures.

Girls should have access to wider choice of possible careers. At the same time, teachers and careers' advisers should be made more aware of their vocational needs in this context.

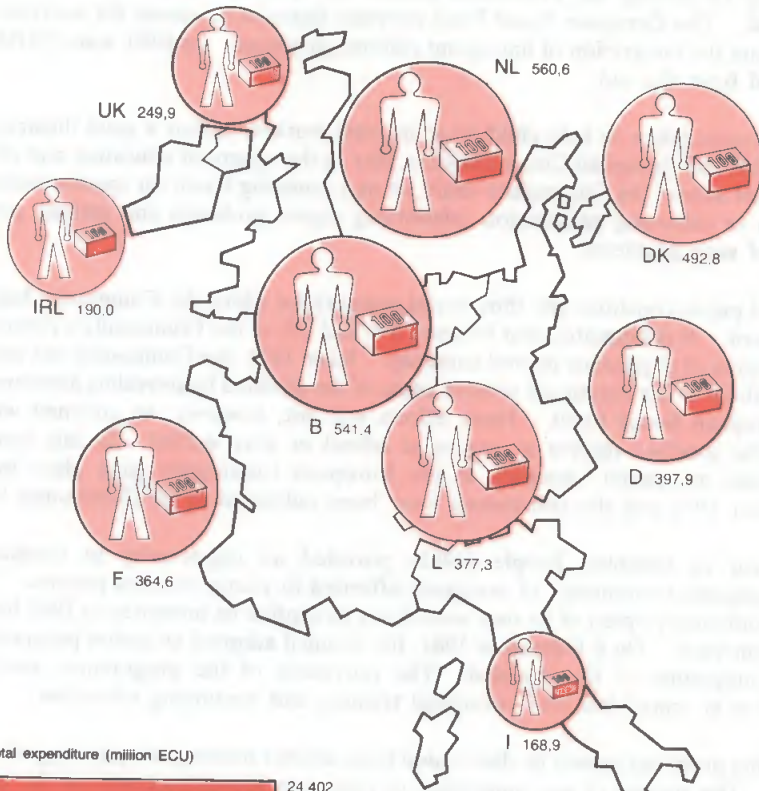
It is no coincidence that the education and training of migrant workers and their children should head the list of measures set out in the 1976 action programme. It is precisely these children who have the most problems. There are more than 3 million young immigrants under the age of 18 in the Community and it is only recently that governments have begun to take an interest in problems such as the integration of immigrant children into the education and training systems and social life of the host country, their language and learning difficulties and their ability to cope in a multicultural society. The action programme drawn up in February 1976 to help migrant workers and their families highlights the social, psychological and educational problems of these children. Friction often arises in immigrant families when the children forget their mother tongue and lose touch with their native culture, and this makes it more difficult for them to reintegrate when they eventually return to their country of origin.

It is precisely because traditional family structures are loosening up that the school plays such a vital role in the lives of these children.

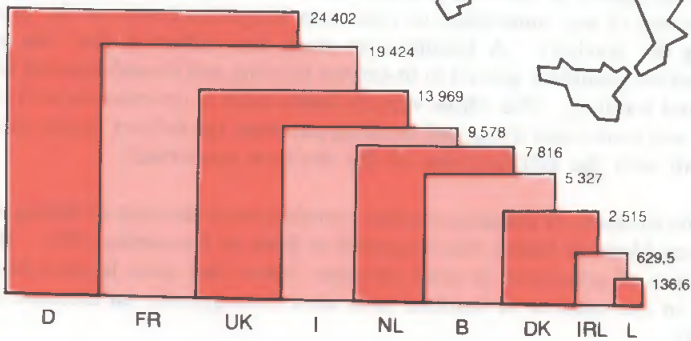
The Commission of the European Communities focused its efforts in the early years of the action programme on finding a solution to these problems. It will have to redouble its efforts in the future as the Community has no desire to see the growth of a huge sub-proletariat with no prospect of integrating into the economic and social fabric of the host country. The aim of the EEC Directive of 1977 is to ensure that migrant workers' children are offered induction courses in the language of the host country and courses on the language and culture of their country of origin. In addition, it advocates special training for teachers involved with young immigrants.

# EXPENDITURE ON EDUCATION BY THE MEMBER STATES OF THE COMMUNITY

Per inhabitant - in ECU<sup>1</sup> (1978)



Total expenditure (million ECU)



<sup>1</sup> 1 ECU (30.6.1982) = BFR/LFR 45,07, DKR 8,15, DM 2,35, DR 66,32, FF 6,55, HFL 2,60, IRL 0,68, LIT 1 329,48, UKL 0,55, USD 0,97.

Source: EUROSTAT



In the context of its education programme the Community is financing a series of studies and pilot schemes aimed at perfecting methods of teaching immigrant children their own mother tongue and devising ways of integrating them into the host country without destroying their cultural identity. The findings have been carefully evaluated and the possibility of putting the experience gained into practice in other countries has been examined. The European Social Fund provides financial assistance for activities designed to facilitate the integration of immigrant children at school. In 1980, some 90 000 children benefited from this aid.

The measures taken to help children of migrant workers is thus a good illustration of the special role the European Community can play in the sphere of education and of the scope for further action: the Community could act as a sounding board for specific innovations, in addition to collecting information, identifying urgent problems and making governments aware of such problems.

Disabled pupils constitute the third social category for which the Community has displayed its concern. It is estimated that between 5% and 9% of the Community's population have some degree of physical or mental handicap. Since 1974, the Community has endeavoured to contribute to the vocational rehabilitation of the disabled by providing assistance through the European Social Fund. These efforts will not, however, be crowned with success unless the disabled receive assistance at school or even earlier. In this connection, a conference on special education in the European Community took place in Rome in December 1978 and the conclusions have been published in all Community languages.

The Year of Disabled People (1981) provided an opportunity to conduct a more thoroughgoing examination of assistance afforded to young disabled persons. The European Community opted of its own accord not to confine its measures to 1981 but to take a long-term view. On 8 December 1981, the Council adopted an action programme on the social integration of the disabled. The provisions of the programme cover not only education at school but also vocational training and continuing education.

Schooling problems cannot be dissociated from teacher training and planning of recruitment needs. The success of any innovation in education hinges precisely on the provision of suitable training for teachers. A Commission study has indicated that 'the system of continuing education should be geared to in-service training and should dovetail with a new approach to initial training. The whole venture lends itself to controversy as it challenges vested interests and traditional living and thinking patterns: the subject should therefore be debated in depth with the collaboration of the teachers concerned'.

A seminar on the problem of planning teacher recruitment in the light of falling birth rates in eight of the ten Member States was organized in Bonn in November 1981. It emerged that the expansion of education in most Member States had gone hand-in-hand with a substantial rise in the number of teachers and, as a consequence, an increase in teacher training capacity.

Against the background of a decline in the number of pupils and the constraints imposed on public budgets, governments have been tempted to cut down on the number of teachers. The Bonn seminar was resolutely opposed to any move in this direction. The

Table 1  
**Number of pupils and students in the European Community**  
 (1979/80 academic year)

	Belgique/ België	Danmark/ Deutsch- land	FRance	IReland	ITalia	Luxem- bourg	Neder- land	United Kingdom	EUR 9	Hellas	EUR 10
Boys and girls											
Primary	877,1	442,9	4 787	428,1	4 518	28,1	1 470,1	5 199	20 854	902,6	21 757
Secondary	851,9	486,7	5 204	295,6	5 289	25,6	1 386,2	5 462	25 865	778,7	26 644
of which:											
upper secondary	317,6	186,0	1 944	97,5	2 386	9,3	377,6	2 596	9 071	310,1	9 381
Tertiary	189,3	114,2	997	38,9	1 036	2,9	278,9	523	4 322	116,8	4 439
Total	1 918,4	1 043,8	10 988	762,6	10 844	56,6	3 135,2	11 184	51 041	1 798,1	52 839

Table 2  
Changes in number of pupils and students by level

(1 000)

	Academic year	Belgique/België	Danmark	BR Deutschland	France	Ireland	Italia	Luxembourg	Nederland	United Kingdom	EUR 9	Hellas	EUR 10
Primary	1970/1971	1 043,7	454,4	4 083,2	5 147,3	399,7	4 928,7	32,2	1 529,7	5 847,0	23 465,9	920,0	24 385,9
	1975/1976	958,7	410,4	4 024,2	4 811,4	413,9	4 879,5	32,3	1 523,9	5 780,0	22 834,3	—	—
	1976/1977	935,8	398,7	3 864,6	4 764,6	415,7	4 770,9	31,7	1 519,6	5 694,0	22 395,6	—	—
	1977/1978	919,5	392,0	3 643,1	4 823,5	420,0	4 675,5	31,2	1 507,2	5 549,0	21 961,0	—	—
	1978/1979	897,8	448,4	3 384,6	4 845,6	424,6	4 584,3	30,1	1 500,5	5 379,0	21 494,9	925,1	22 420,0
1979/1980	877,1	442,9	3 104	4 787	428,1	4 518	28,1	1 470,1	5 199	20 854,3	902,6	21 756,9	
Secondary	1970/1971	733,0	381,1	5 110,4	4 269,7	208,5	3 833,0	20,9	1 011,2	4 211,0	19 778,8	554,7	20 333,5
	1975/1976	817,7	445,2	6 426,6	4 980,5	271,0	4 891,6	23,9	1 294,1	5 250,0	24 400,6	—	—
	1976/1977	836,1	452,8	6 622,3	5 087,7	281,1	5 086,4	24,3	1 341,9	5 375,0	25 107,6	—	—
	1977/1978	844,3	462,2	6 740,4	5 097,5	288,1	5 230,0	25,4	1 372,5	5 439,0	25 499,4	—	—
	1978/1979	852,1	466,9	6 818,9	5 129,5	292,7	5 267,4	25,5	1 376,9	5 476,0	25 705,9	710,2	26 416,1
1979/1980	851,9	486,7	6 864	5 204	295,6	5 289	25,6	1 386,2	5 462	25 865	778,7	26 643,7	
Tertiary	1970/1971	124,9	94,4	672,5	765,9	26,2	687,1	2,0	177,8	457,0	3 007,8	85,8	3 093,6
	1975/1976	158,2	102,1	1 035,1	941,6	32,9	944,4	2,7	231,4	516,0	3 964,4	—	—
	1976/1977	164,4	104,1	1 047,1	952,4	35,0	990,4	2,7	247,6	526,0	4 069,7	—	—
	1977/1978	173,2	118,7	1 065,9	968,7	36,8	1 004,1	2,7	261,3	522,0	4 153,4	—	—
	1978/1979	180,2	106,0	1 110,8	986,8	37,2	1 032,6	2,8	270,0	520,0	4 246,4	126,2	4 372,6
1979/1980	189,3	114,2	1 142	997	38,9	1 036	2,9	278,9	523	4 322,2	116,8	4 439	
Total	1970/1971	1 901,5	929,9	9 866,0	10 182,8	634,5	9 448,9	55,0	2 718,8	10 515,0	46 252,4	1 560,5	47 812,9
	1975/1976	1 934,5	957,7	11 485,9	10 760,2	717,7	10 715,6	58,9	3 049,3	11 546,0	51 225,8	—	—
	1976/1977	1 936,3	955,6	11 534,0	10 841,9	731,9	10 847,8	58,7	3 109,0	11 595,0	51 610,2	—	—
	1977/1978	1 936,9	972,9	11 449,4	10 933,2	744,9	10 909,6	59,3	3 140,9	11 510,0	51 657,1	—	—
	1978/1979	1 930,0	1 021,2	11 314,9	11 011,9	754,4	10 884,2	58,4	3 147,5	11 375,0	51 497,5	1 761,6	53 259,1
1979/1980	1 918,4	1 043,8	11 109	10 988	762,6	10 844	56,6	3 135,2	11 184	51 041,6	1 798,1	52 839,7	

Community takes the view that precisely those tasks which it rates as both complementary and urgent are being relegated to the background by a reduction in the number of teachers. It follows that problems such as absenteeism, over-large classes, pupils living too far from their school, regional staff shortages and lack of facilities for weak and disadvantaged pupils, migrant workers' children and the disabled will become more acute.

## *2. From school to working life*

The disquieting increase in youth unemployment in all Community countries has impelled the Commission and the Council to examine the problem of vocational training, and more generally, that of the transition from school to working life. As early as 1976 there were 4.5 million unemployed in the European Community, a third of whom were young people under the age of 25.

Six years later there were 11 million people out of work in the Community, of whom about 40% belonged to this same age group.

The Council Resolution of 13 December 1976 concerning ways of tackling youth unemployment proposes the adoption of measures in all Member States to ease the transition from school to working life. These measures include a programme of pilot schemes and studies designed to meet the education and training needs of young job seekers, counter the lack of motivation among many young people, facilitate the provision of careers and vocational guidance at school and improve vocational preparation during compulsory schooling.

At Community level, these pilot schemes have given rise to a whole series of exchanges and meetings between those participating in this programme, which is coordinated and evaluated by a central team in conjunction with political decision-makers and those running the individual schemes.

In 1982, the programme entered its final phase. The Commission, in close cooperation with the Education Committee and the central coordinating team, is currently devising a system for disseminating the results of the pilot schemes to ensure that they have a maximum impact on the transition of young people from school to working life.

The interim report on the programme states among other things that 'if the main criteria were technological feasibility and efficiency, the manufacture of most goods needed by our society would require a much smaller workforce than we have at present'. The report goes on to stress that individuals have less and less time to adapt themselves to this new situation.

Another problem is that a growing number of activities will require a relatively small number of highly-qualified specialists who will be performing tasks of an increasingly routine nature.

'In this new situation, young people tend to call into question the role of a teaching and guidance system which selects some people and rejects others. They fail to see why they



should accept the current situation on the labour market as being unchangeable'. One of the primary tasks of the schools in future will be to better equip young people for integration into society in the light of current labour market trends.

In view of the steady deterioration of job opportunities, and at the invitation of the Council and Ministers of Education, the Education Committee has drawn up a report containing recommendations as to how maximum benefit can be drawn from the programme of pilot schemes in all Member States. In the report, the Education Committee proposes among other things the implementation of a new programme of pilot schemes based on the one hand on the encouraging results of the first programme and on the other on the need to take into account current levels of youth unemployment in the Community.

The Council and the Ministers of Education adopted this report on 24 May 1982 and decided to implement a new programme of experimental pilot schemes aimed at underpinning national policies in each of the Member States during the period 1983 to 1986. The network of pilot schemes will be established in a limited number of zones or geographical areas and will be designed to foster a process of interaction between schools and the outside world with a view to widening the social and occupational horizons of young people preparing for adult life.

For this purpose, close cooperation at local level will be required, particularly between schools, post-school educational establishments, social institutions, recruitment agencies, parents, charities and the two sides of industry. All these bodies will have to discuss ways and means of offering young people the chance to play a part in the development of society.

The European Social Fund, for its part, set aside more than 40% of its budget resources in 1981 for young people, providing assistance towards training programmes and financing a new category of assistance aimed at encouraging firms to recruit young people. Additionally, the Fund has assisted programmes aimed at creating additional jobs in the social services and cultural sectors and in environmental protection.

The European Centre for the Development of Vocational Training (Cedefop), which was founded in Berlin in February 1975, promotes and develops vocational training and continuing education for adults at Community level. The Centre's activities also cover relations between education and vocational training systems. Among other things, Cedefop reviews recent developments and research studies in the field it covers, contributes to the development and coordination of research in these fields, promotes the exchange of information and experience, disseminates information and documentation and lends its support to initiatives aimed at facilitating common approaches to resolving vocational training problems.

The Centre's Management Board comprises not only representatives of governments of the Member States and the Commission, but also representatives of national employers' associations and trade union organizations.

A more complete description of vocational training policy in Europe can be found in 'The European Community and vocational training' (*European Documentation*, 6/1980). The deliberations of the Ministers of Education throughout 1981, coupled with the reorganiza-

tion at the beginning of that year of the structure of the Commission's Directorates-General (education was put under the same roof as social policy), show that European education policy will be geared in future to establishing closer links between efforts to resolve education and vocational training problems on the one hand and social policy, particularly where it is aimed at countering youth unemployment, on the other.

### 3. *The universities*

In the past the universities were the prime area for European collaboration in the field of education. Until the 1970s, students, professors and researchers were the main target for international activities. The fashionable slogan was international mobility — which was meant to convey the idea that students and professors should be given an opportunity to go beyond the confines of their own country to conclude their training or exercise their professions for a time in another country. Towards the end of the 1970s the authorities were disappointed to discover that the number of students from other Member States had scarcely increased at all and that the considerable expansion of the universities had left barely a trace in this area. It is only recently that a slight increase in the number of students from other Member States appears to have begun.

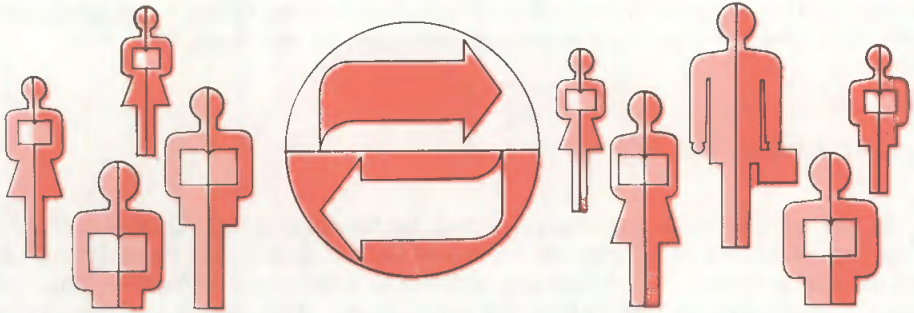
The 1976 action programme calls on the governments of the Member States to take a common stance on access to university in respect of students from another Member State. Although the Council and the Ministers of Education meeting within the Council have not yet adopted any binding decision on this matter, there is a kind of tacit agreement under which the governments undertake to refrain from any kind of discrimination in respect of students from other Member States (for example, as regards the conditions for admission to a university, university entrance examination, enrolment fees, tuition fees or other discrimination). The Commission is making every effort to do away with quantitative restrictions and discrimination of an administrative nature, particularly relating to payment of enrolment and tuition fees.

The *Student Handbook*, referred to earlier, provides vital information about studies abroad. The aim of this guide, which is published in all the Community languages, is to provide students and their counsellors with everything anyone who wishes to study at a university in another Member State needs to know. For each country there is a three-part description of the university system:

- (i) the first part deals with the organization of higher education, higher education institutions, the diplomas awarded, entrance requirements, the knowledge of languages required, tuition fees and scholarships, and other important social questions;
- (ii) the second part contains a certain amount of vital basic information and deals with the procedures for application, entrance examinations, registration and the like;
- (iii) finally, the handbook contains a bibliography of national information brochures covering most of the Member States (bodies from which other information may be obtained, surveys of courses of study at higher education institutions);



NUMBER OF STUDENTS  
ORIGINATING IN OTHER MEMBER STATES OF THE COMMUNITY



Year	79-80	79-80	80-81	78-79	79-80	79-80	78-79	78-79	79-80	79-80
Host country / Country of origin	BELGIQUE/BELGIÉ	DANMARK	B.R. DEUTSCHLAND	FRANCE	HELLAS	IRELAND	ITALIA	LUXEMBOURG	NEDERLAND	UNITED KINGDOM <sup>1</sup>
BELGIQUE/BELGIÉ		8	542	724	:	11	132	—	219	100
DANMARK	3		247	—	:	5	17	—	10	100
B.R. DEUTSCHLAND	438	287		2 582	19	39	637	3	535	800
FRANCE	16	103	2 655		17	24	282	1	72	400
HELLAS	34	20	5 417	4 408		3	14 417	—	38	2 300
IRELAND	11	13	107	—	:		9	—	7	400
ITALIA	103	16	1 441	1 475	16	9		7	56	300
LUXEMBOURG	109	1	692	854	:	3	9		7	—
NEDERLAND	1 388	67	1 600	423	:	6	32	3		200
UNITED KINGDOM	52	189	1 499	2 161	62	897	201	—	148	
EUR-10	2 154	704	14 200	12 627	114	997	15 736	14	1 092	4 600

<sup>1</sup> Estimate.

Source: EUROSTAT

Another initiative launched by the Commission under the 1976 action programme has been a big success: it consists of the 'joint study programmes' set up at universities in the Member States. Financed by the Community, these courses — which last a minimum of three months — are run jointly by two or more universities in different Member States. The Commission has drawn up three models:

- (i) the first model is based on student mobility. Under highly specific agreements students may carry out part of their studies at a university in another Member State or in one of the universities in that Member State which is participating in the joint programme, this period of study being recognized for degree purposes;
- (ii) the second model is based on the staff mobility. Integrated sectors of the study programme are taught by university teachers as guests of the foreign university participating in the joint programme;
- (iii) the third model provides for joint creation of teaching modules and teaching material made available to the students at the universities participating in the joint programme. This model does not involve any exchange of students or teachers.

In the first six years of this programme 450 universities in all the Member States have participated in some 269 projects, half of which involve the first model, a quarter the second and another quarter the third.

Since 1979 more than 3 000 students and some 400 teachers have taken part in the joint study programmes. The number of applicants was distinctly higher. The Community provides financial aid to help set up the necessary facilities for cooperation.

Although little information is available about the degree of mobility of teachers and researchers, the 1976 action programme makes several references to such mobility. One of the things which would facilitate such mobility is that periods of time spent in another Member State as a teacher or researcher should be taken into account in calculating seniority and pension rights. The Community has not yet taken any action of its own in this sphere.

The Dahrendorf report of March 1974, which was to provide the framework for the action programme later adopted, stressed in a chapter entitled 'mobility in education' that the success of measures aimed at encouraging the mobility of teachers depended to a large extent on active support on the part of administrators at national, regional and local level. Since 1977 a programme of limited scope has enabled university and school administrators to travel abroad to study certain specific aspects of the structure and administration of universities and higher education institutions in the Community, as well as their relations with local, regional and national structures.

By the end of 1981 grants had been made for some 400 such visits.

However, access to this programme for administrators is only one of the opportunities offered to the staff of higher education institutions enabling them to make study visits of up to four weeks to establishments in other Member States which are of interest to

them. Since 1977-78 the Commission has been putting the emphasis on visits related to priority topics of its action programme in the field of education, i.e. reception and assistance facilities, admission procedures, the recognition of diplomas and of periods of study abroad, the development of joint study programmes, and the interaction between higher education and industry.

The recipients of such grants are required to submit to the Commission a report on the results of their study visit. This programme thus makes a considerable contribution to the widening of knowledge regarding educational exchanges within the Community, although the main impact of these visits is to be found most often in the contacts made and experience acquired by the recipients and in the wish to continue the cooperation which derives from them.

Among Community actions in the university field mention must also be made of the establishment of the European University Institute in Florence. This Institute was set up in response to numerous suggestions from the European Parliament on the basis of a special convention concluded at government level.

Inaugurated in autumn 1976, the Institute admits post-graduate students — most of them from Community countries — who engage in research in the Institute's four departments: history and civilization, economics, law, and political and social sciences. The aim of the Institute is 'to contribute to the development of the cultural and scientific heritage of Europe, as a whole and in its constituent parts'. Its research work is 'to be concerned with the great movements and institutions which characterize the history and development of Europe'. Relations with cultures outside Europe must also be taken into account. In practical terms, the aim of these research students is generally to obtain a doctorate from the European University Institute or to write a thesis which will enable them to obtain a doctorate later from a university or higher education institution in their country of origin.

The major drawback for the Institute at present is the fact that so far only four Member States (Belgium, Germany, France and Italy) recognize the doctorate which it awards. There are also language problems. However, it is hoped that in the future the European University Institute will find a place in line with its status and mission.

Recognition of diplomas and of study periods and performances has for decades been on the agenda of international organizations and of meetings of ministers. The Council of Europe and Unesco have been trying — with very moderate success — to promote large-scale international conventions on equivalence. In the European Community itself a long process of thought was necessary before the Dahrendorf report could state in March 1974 that 'reforms of secondary education, the increasingly diversified patterns of post-secondary education within the Member States, the continuing changes in course structures and the introduction of new courses, and the changing nomenclature of qualifications, make it essential to preserve the fullest flexibility of approach to the question of possible solutions to the problems of the mutual recognition of qualifications for academic purposes'.

This comment was made in the context of the adoption of directives on the right of establishment, but it retains all its validity on a more general level.



The 1976 action programme does no more than touch upon the problem of the recognition of qualifications. It says that a report should be drawn up analysing the existing situation as regards the recognition of diplomas and containing suggestions for improving that situation and, if appropriate, for setting up a network of agreements. The programme also provided for consultations between those responsible at the political level and close cooperation between the establishments themselves. The analytical report was published in 1979. The problems of recognition of diplomas were again tackled in 1981 and 1982 by the Council and the Ministers of Education meeting within the Council.

The Ministers of Education agreed that the European Community should continue its endeavours on the basis of the existing Council of Europe conventions and supplement these. The joint study programmes were regarded as a good start. The Community's new information network on education, Eurydice, will in future have to be put to greater use in promoting the mutual recognition of diplomas, for it can provide the persons concerned and official bodies with reliable information about academic titles and periods of study.

On 24 May 1982 the Council agreed to the setting up within the Education Committee of a working party instructed to report to that Committee on:

- (i) the status of recognition of diplomas and periods of study in the various Member States;
- (ii) the social and material situation of students from other Member States, as well as the registration and reception facilities provided for them.

#### 4. *A European labour market*

Articles 52 and 57 of the Treaty of Rome require the European Community to promote generalized freedom of establishment and total freedom of movement for self-employed persons on its territory, particularly by 'issuing directives for the mutual recognition of diplomas, certificates and other evidence of formal qualifications'. In this connection there must be joint determination of the criteria of form and content to which national legislation must be adapted. Whereas the academic recognition dealt with at the end of the previous chapter concerns only the internal sphere of the universities, what is at stake in the question of freedom of establishment are the professional and legal implications of diplomas and titles regulated by national authorities, particularly as regards access to a profession. It is therefore necessary to set up criteria of form and content at European level with which national legislation will have to conform.

The first directive on the recognition of medical diplomas was adopted by the Council in June 1975. It was followed by other directives on dentists, veterinary surgeons, midwives and nurses. Other directives applicable to architects, engineers, opticians, chemists and chartered accountants are on the point of being adopted or are being drafted. These directives are not — properly speaking — part of a European education policy, but they should be mentioned, for they contain detailed and important provisions which could have a considerable influence on national education policies. Italy, for example, where there was

no separately organized dental profession, has decided to introduce this discipline at Italian universities so that Italian dentists may also take advantage of the freedom of establishment deriving from the Community directive. This is why the directive on dentists, which allows the Member States a period of only 18 months to implement its provisions, grants Italy a period of six years. Because of the directive on nurses France has changed from two to three years the period of training required for qualification as a nurse.

## 5. *The information network*

As can be gathered from what has gone before, the European Community acts as a central agency in the exchange of information. Handbooks, publications, congresses, seminars, symposia, visits and exchanges contribute eventually to the closer integration of the countries of Europe and thus play an important part in collaboration in the educational field. It is to the advantage of each Member State to derive the maximum profit from the experiments undertaken and the experience gained by the other Member States in the sphere of education. This is why the 1976 action programme provides for the setting up of an information exchange network. This network has in the meantime been set up and called Eurydice. It consists of a central information unit attached to the Commission in Brussels and national information units in the Member States. Eurydice is at the disposal of users exercising responsibility in the educational sphere, such as the Community institutions, national authorities and associations organized at Community level. During the first phase of its work, Eurydice is limiting itself to four topics, which were chosen because of their relevance to the 1976 action programme:

- (i) the transition from school to working life;
- (ii) the teaching and learning of foreign languages;
- (iii) the training of migrant workers and their families;
- (iv) the measures and conditions governing access to university studies.

A data bank has been set up in Brussels. It is also planned to use the growing body of information collected to draft topical publications on educational problems. At the same time, the Commission is organizing — with the support of its own Eurydice unit — seminars of experts in an endeavour to develop still further the exchange of information and experience in the sphere of education.

To meet requests involving statistics, Eurydice is able to use the material and the experience of the Statistical Office of the European Communities and the national statistical offices which cooperate with it.

Thanks to this information network, the European Community has set up a service which is unsurpassed in Europe.

### III — A broader approach for the future

In recent years, economic problems combined with worsening unemployment have brought a new dimension to education policy. Education is beginning to be looked at within a broader framework which takes in the economic and social situation. In a labour market in which it is becoming increasingly hard for the individual to find a place in keeping with his training and his personal tastes, education takes on an ever growing importance. It is strongly felt that any oversight during the period of training may seriously reduce personal and occupational mobility and therefore increase the danger of temporary or long-term unemployment.

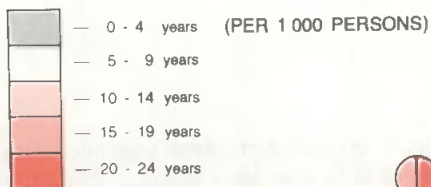
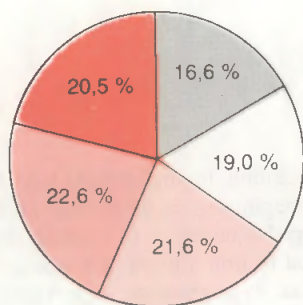
The new technology — especially the information and communication technology developed in recent years — provides a good illustration of this problem. Given the fierce competition in this sector with Japan and the United States, the problem for Europeans is not so much to decide whether to take up the challenge, but to make every effort to ensure a realistic and constructive adaptation and — especially — to alleviate the social repercussions of change. The new technology has a profound impact on production structures and methods, working conditions, the apportionment of time between work and leisure and the offer of goods and services in general. New aptitudes and behaviour patterns also must be developed, not only in the course of vocational training but at school.

It is generally acknowledged that the new technology can only be made socially acceptable on the basis of a consensus. Consequently, the social and vocational preparation of young people calls for special efforts. In this connection, priority should be given to training and further training for teachers and instructors, who must be able to incorporate micro-processor and information technology into the curricula and ensure that pupils and students have a grasp of the new data processing and communications techniques and an introduction to their use in practice.

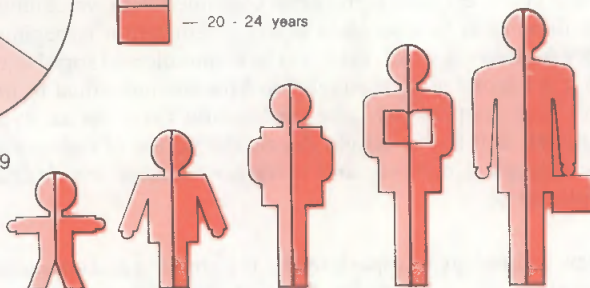
This is the purpose of the proposals contained in the communication from the Commission to the Council entitled 'Vocational training and new information technologies: new Community initiatives during the period 1983-87' (COM(82)296 final of 3 June 1982). The priorities laid down for this Community action — which, among other things, is to include the creation of a network of four groups of pilot and demonstration schemes — range from the training requirements of small and medium-sized undertakings to the possibility of using the new information technology as a means of teaching unskilled young unemployed persons who show little aptitude for the more traditional forms of vocational training. In



POPULATION BY AGE-GROUP IN THE EUROPEAN COMMUNITY  
(ANNUAL AVERAGE 1980)



EUR-10 : 99 789



Country	per 1 000	0-4 years	5-9 years	10-14 years	15-19 years	20-24 years
BELGIQUE/BELGIË	3 602	16,6 %	18,7 %	20,7 %	22,2 %	21,8 %
DANMARK	1 836	17,1 %	19,8 %	21,3 %	21,6 %	20,2 %
B.R. DEUTSCHLAND	21 067	13,9 %	16,1 %	23,1 %	24,8 %	22,1 %
FRANCE	20 469	18,1 %	20,1 %	20,3 %	20,9 %	20,6 %
HELLAS (1)	3 589	19,7 %	19,8 %	21,5 %	20,0 %	19,0 %
IRELAND (2)	1 612	21,2 %	21,7 %	20,8 %	19,7 %	16,6 %
ITALIA	21 245	17,2 %	20,3 %	21,5 %	21,6 %	19,4 %
LUXEMBOURG (3)	127	16,6 %	17,3 %	21,3 %	22,0 %	22,8 %
NEDERLAND	5 615	15,7 %	18,7 %	21,8 %	22,4 %	21,4 %
UNITED KINGDOM	20 627	16,6 %	19,0 %	21,7 %	22,5 %	20,2 %

(1) 30.6.1979  
(2) 15.4.1979  
(3) 1.1.1980

Source: EUROSTAT

addition, the highly important problem of educating the general public in this field is likewise the subject of proposals for Community actions aimed at strengthening the awareness that is necessary for the mastering of these new techniques.

In the more specific field of education, the last meeting of the Council and the Ministers of Education meeting within the Council (24 May 1982) revealed a wide consensus on the importance of the new technology within the framework of statutory schooling. Commission departments are at present engaged on studies and reports on this matter which — together with the findings of a symposium scheduled for June 1983 — should enable the Council and the Ministers of Education to make a more searching examination of the lines which any action in this sphere should take.

An instance of the new broader approach to education policy is the network of pilot schools set up under the Community action programme on the environment in 1976. Chapter 5 of this programme is entitled 'Promotion of awareness of environment problems and education'; one of the measures advocated to this end was the creation of a network for the exchange of information on experience gained in pilot primary schools. This experiment was launched in 1977; in 29 schools throughout the Community environmental studies were incorporated in the curriculum in the framework of a four-year project. The subjects tackled were the following: non-damaging use of land and the environment, the effects of urban development, action to protect and improve the environment and contrasts in the environment. Environmental problems were considered from the local, regional, national, European and world point of view. The pupils concerned were aged 9 to 12; during the second stage of this project, to begin in 1982, the programme will be expanded to cover pupils from 12 to 16. A detailed study of the results will subsequently enable many other schools to benefit from the experience gained from this network of pilot schools.

The Community's second consumer protection programme of May 1981 is behind another pilot scheme for integrating new study topics into school syllabuses. The aim is to enable children, adolescents and adults to act as informed consumers, capable of making an informed choice of goods and services and aware of their rights and obligations. One of the ways of achieving this aim is consumer education in schools. The idea is to stimulate the consumer's awareness and to enable children and adolescents to discern the problems related to consumption and understand their impact on economic and social life. In 20 pilot schools teachers have stepped up consumer education, either in the form of special courses or as part of other disciplines (economics and social science, domestic science, the study of the relation between language and advertising, a scientific analysis of the effect of certain products on health, etc.). The teachers have tried out new syllabuses and new teaching methods. When this pilot scheme has run its term, a handbook on consumer education in schools will be drawn up, bringing together ideas of all kinds, proposals for programmes, topics for research, reports on experiments, documents and references. This handbook will be translated into all the Community languages, printed and distributed.

In 25 years the European Community has gone through many crises, but also recorded major successes. Education policy has not escaped the controversies. In the future, far more than at present, it will be necessary to view this policy within a broader framework against the background of other fields in which the Community pursues an active policy and from which it will receive new stimuli. In this way it will have an opportunity to be more effective at the European level.

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This booklet explains why the European Community is interested in problems of education. It traces the development of Community action in this area, explains the various activities undertaken and summarizes the aims pursued.

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Problems of education and training concern pupils, students, parents and teachers. In a European Community where at the beginning of 1982 11 million people were without work, 40% of them below the age of 25, the role of education and training is more important than ever before.

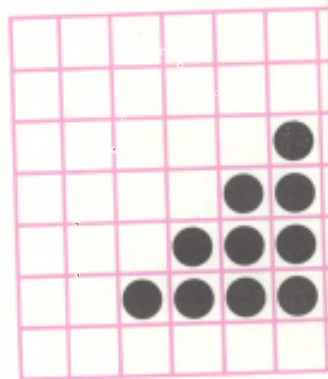
This booklet explains the European Community's interest and concern as regards education. The Community institutions' role is not to take over from the Member States and replace the national education systems by a system organized at European level.

The role of the European Community is rather that of coordinator. The Member States whose experience in this area reaches back over centuries and which are still gathering new experience today should be given an opportunity to exchange their experience with a view to mutual enrichment.

A further task of the Community is to find a way of allowing young people to pursue their studies either in whole or in part in another Member State of the Community. Of course, this presupposes the mutual recognition of diplomas at European level.

Millions of children of migrant workers are living in the countries of the Community. Their education, which should take account of their language of origin, is a subject of major concern for the Commission of the European Communities.

An obvious task for the European Community is to make young people at school aware of Europe. These young people who are called upon to learn the history and geography of their own countries should also be aware of why the peoples of Europe, who have inherited the same culture and the same civilization, need to unite to survive and assert themselves in a world where there will soon be 6000 million people.



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