

A People's Europe

Reports from the *ad hoc* Committee

Pietro Adonnino  
Chairman

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# European Council meeting at Fontainebleau Conclusions of the presidency

25 and 26 June 1984

## A People's Europe

The European Council considers it essential that the Community should respond to the expectations of the people of Europe by adopting measures to strengthen and promote its identity and its image both for its citizens and for the rest of the world.

An *ad hoc* Committee will be set up to prepare and coordinate this action. It will be composed of representatives of the Heads of State or Government of the Member States.

The European Council approves the agreement reached on the principle of creating a European passport and asks the Council to take the necessary decisions to ensure that this passport is actually available to Member States' nationals by 1 January 1985 at the latest.

It asks the Council and the Member States to put in hand without delay a study of the measures which could be taken to bring about in the near future, and in any case before the middle of 1985:

(i) a single document for the movement of goods;

(ii) the abolition of all police and customs formalities for people crossing intra-Community frontiers;

(iii) a general system for ensuring the equivalence of university diplomas, in order to bring about the effective freedom of establishment within the Community.

The Committee will examine *inter alia* the following suggestions:

(i) symbols of the Community's existence, such as a flag and an anthem;

(ii) formation of European sports teams;

(iii) streamlining procedures at frontier posts;

(iii) minting of a European coinage, namely the ECU.

It would also like the Member States to take steps to encourage young people to participate in projects organized by the Community beyond its frontiers, and in particular to support the creation of national committees of European volunteers for development, bringing together young Europeans who wish to work on development projects in the Third World.

The *ad hoc* Committee will also examine the following suggestions:

(i) measures to combat drug abuse;

(ii) the twinning of children's classes.

The Commission will contribute to the proceedings of the Committee within the limits of its powers.

# Report from the *ad hoc* Committee on a People's Europe

## Introductory letter from the Chairman to the President of the European Council (B. Craxi)

Mr President,

1. Following the Dublin European Council's invitation, and in the spirit laid down in its report to that Council, the Committee has the honour to submit a first series of proposals for consideration in the March 1985 meeting of the Heads of State or Government. They relate to those points in the Fontainebleau European Council conclusions for which a timetable for action was set.

The Committee considered that the European Council would be best served by a series of proposals concentrating on a first part of its total work-programme, but complete in themselves and susceptible of leading to concrete decisions here and now.

2. This is why the present report is essentially confined to examining problems connected with the abolition of border checks on individuals and their goods and with a general system of recognition of the equivalence of university diplomas.

The Committee however intends as already indicated to report on other wider initiatives in June; it will in particular examine the possibilities:

(a) for strengthening the special rights of citizens, in particular voting rights, improvement of citizens' complaints procedures and simplification of Community legislation. It is essential to ensure for the citizen an active role as a participant in a Community which he understands and which offers real influence to him on matters of importance for his life;

(b) for initiatives in the field of health and social security and cooperation in combating drug abuse;

(c) for the promotion of action in:

(i) the educational field, in particular language teaching, teacher and student mobility, recognition

of diplomas for academic purposes, university co-operation and vocational training;

(ii) the cultural field, in particular direct access of the citizens to TV programmes throughout the Community, the encouragement of a competitive European audio-visual industry and a European Academy of Arts, Science and Culture;

(iii) the field of information on, and knowledge of, the Community;

(iv) the field, especially, of youth and professional exchanges;

(v) encouragement of sporting activities within the Community and the use of Community emblems in such events;

(d) for further proposals on the simplification of controls at frontier posts and on giving a strengthened identity to the Community at external frontiers.

Finally the Committee will examine symbols of the Community's identity, here the Committee would again urge the European Council to take all necessary steps to ensure that the European common-format passport will be available in all of the Member States as soon as possible, not only, as at present, in the minority of States.

3. Throughout its work the Committee attaches the greatest importance to the need to simplify and to reduce the burden of Community legislation on the individual citizen. The aim should be that legislation should be more easily understood and more accessible to citizens, and that administrative problems should be lessened.

4. Where appropriate, the proposals of the Committee consist of two complementary approaches: on the one hand the definition of a longer-term objective, on the other a number of concrete measures which can be taken straightaway. The Committee considers it very important that the European Council should pronounce itself on both approaches.

5. The Committee also wants to underline the importance of liberating the Community from an endless carousel of meetings at various levels up to the ministers themselves, on essentially technical and administrative matters. The European Council can break this vicious circle and the necessary decisions must be taken.

6. Lastly the Committee would like to refer to the useful role played by the Commission of the European Communities. It would also stress that it has kept in constant contact and held discussions with

the elected representatives of the European citizens, namely the European Parliament and its various committees.

**Pietro Adonnino**

# Report from the *ad hoc* Committee on a People's Europe

To the European Council, Brussels,  
29 and 30 March 1985

## Introduction

3.6.1. – 1. This report deals with some important topics relating to the 'People's Europe':

- (i) freedom of movement for Community citizens,
- (ii) freedom of movement of goods, including transport services,
- (iii) administrative formalities for border-area traffic,
- (iv) wider opportunities for employment and residence.

In dealing with these topics the Committee has been guided by certain principles which are relevant to its task as a whole.

2. The aim of the Committee is to propose arrangements which will be of direct relevance to Community citizens and which will visibly offer them tangible benefits in their everyday lives. Emphasis is laid on arrangements which have a realistic chance of being implemented in the relatively short term. The goal should be an easing of rules and practices which cause irritation to Community citizens. This is of great importance in making the Community more credible in the eyes of its citizens.

3. Steps forward are not always a question of adopting new rules and regulations. Progress in the view of citizens is often best obtained by implementing decisions already adopted and by their administration in real-life situations. This can be far more important than formal progress made by the introduction of new uniform rules of little or no consequence for the Community citizen in his everyday life. This consideration is relevant to the institutions of the Community in fulfilling their responsibilities under the Treaties, but also for the Member States themselves by suppressing unnecessary formalities and by taking into account the Community dimension both in their legislation and in their administrative practices.

## A. Easing of rules and practices which cause irritation to Community citizens and undermine the credibility of the Community

4. The problems the Committee deals with in this chapter relate essentially to the freedom of movement of citizens and of their personal goods within the Community. The text of the Fontainebleau mandate called for a study of measures which could be taken to bring about 'the abolition of all police and customs formalities for people crossing intra-Community frontiers'.

5. The European Council should confirm this position at the same time as it takes the decisions on immediate measures which are set out below. This is a necessary corollary of the programme for the completion of the internal market which has received, rightly, the highest priority. With its manifold ramifications, however, this will require time. Abolishing all formalities would presuppose amongst other things some reasonable degree of fiscal harmonization (especially excise duties), the transfer of taxing points from borders to the interior of each Member State, the gradual application of a common policy on third country citizens and closer cooperation between the police and judicial services of the Member States. For the full and integral implementation of a 'Europe without frontiers' ('Europe sans frontières'), Mr Delors, President of the European Commission, has recently proposed 1992 as the target year. It is indeed a very complex programme on which work has to continue without delay. But in the mean time the measures which are summarized below could and should be decided upon now.

### A.1. Freedom of movement for Community citizens

6. The simplest case concerns land frontiers between two Member States. The case of seaports and airports, although not different in principle, is often more complicated in practice because it also involves more traffic with third country citizens. Therefore, one should not look for identical solutions on every detail immediately; but all efforts should be undertaken without delay to facilitate frontier traffic for the citizens of Europe, taking into account the special situation of countries without

common Community frontiers. Care should be taken that progress already obtained in individual cases should not be set back by the introduction of rules of general application. The European Commission has recently presented a draft directive to the Council covering all different aspects of these questions in a comprehensive way, which the Commission considers should be applied by 1 July 1985.

7. The specific recommendations of the Committee, on freedom of movement for Community citizens, are as follows:

#### 7.1. *Immediate action*

Without waiting for the adoption of a directive by the Council, the European Council should decide now that Member States should take all possible practical steps on the road towards the more comprehensive solution, such as:

(i) at the land frontiers between two Member States, they should proceed in the three months after the meeting of the European Council to the simplification of control of individual citizens of Member States of the European Community on road frontier posts preferably by direct observation of vehicles travelling at low speed and of which the windscreens have been provided, as appropriate, with a green label showing a white E (indicating that the occupants are in conformity with the rules of the border police and the fiscal and currency rules) with the possibility of more thorough investigation at random ('spot checks') or in special situations;<sup>1</sup>

(ii) examination of the possibility and need for gradually combining control posts at land frontiers and controls at them where this has not yet been done;

(iii) at seaports and airports, the Member States should introduce, as soon as and wherever feasible, practical arrangements in control zones enabling a division of police and customs activities for, on the one hand, citizens of Member States of the Community and, on the other hand, citizens of third countries, with a view to facilitating as much as possible the passage of citizens of Member States by simplified controls, and possibly abolishing systematic controls on the departure of Community citizens;

(iv) the uniform European passport, the introduction of which has long been accepted by the

European Council, should be a very important means of facilitating remaining frontier controls.

#### 7.2. *Longer-term measures*

President Delors has proposed a 'Europe sans frontières' by 1992. In order to achieve this objective the European Council should approve a precise timetable<sup>2</sup> for the completion of the single market and decide to put in hand now work on problems related to the effective cooperation between authorities responsible for the fight against crime, as well as to the definition and gradual application of a common policy concerning the entry, movement and expulsion<sup>3</sup> of foreigners, visa policy and the transfer of control of persons to the external frontiers of the Community, and agreements with third countries on expanded cooperation in frontier passage.

#### 7.3. *Tourism*

The European Council should invite the Community institutions and the competent authorities to give special attention to issues relating to tourism, which is of particular importance to the people of the people of the Community, such as:

(i) extending the efforts towards a more rational staggering of holiday periods across the national borders on the basis of a regional analysis of holiday traffic;

(ii) improved information and protection for tourists, including appropriate procedures for assistance and complaints;

(iii) road safety (1986 has been proclaimed 'Road Safety Year');

(iv) encouragement of radio and TV broadcasts of news, weather and tourist information in languages of other Community States.

Where appropriate, these aspects should be dealt with in cooperation with the Council of Europe, its

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<sup>1</sup> Such a system of general application should not be applied where it would set back progress already obtained as stated above (para. 6).

<sup>2</sup> This matter is also dealt with in the report of the Dooge Committee.

<sup>3</sup> Mr Kranidiotis argued that such a policy should be formulated within the framework of and according to Article 235 of the EEC Treaty. At any event this policy should take into consideration the special circumstances prevailing in each Member State.

member countries and, possibly, other third countries.

## A.2. Freedom of movement of goods including transport services

8. This part of the Committee's work covers a good number of specific rules and practices which have already been the subject of repeated and lengthy discussions but limited action within the Community. These matters may not seem very important in themselves but the combined effect on the citizen both as a traveller for business and traveller for pleasure can be disproportionate to their material importance. Changes for the better should receive a favourable welcome.

9. On these questions, as on others, the Committee considers that the right way forward is by a combination of longer-term objectives and some specific improvements here and now. Achieving a European Community in which goods and money can be freely moved by the citizen, whether as a trader, professional man, worker or tourist, is a big challenge but should be achievable within a definite time scale.

10. First, we need to widen the understanding of the advantages not just of a common market without tariff barriers but of a smooth-running single market in which the full benefits of lower costs of transport and travel (and associated services such as insurance) can be realized for the benefit of the Community citizen as consumer. The priority lies in those areas where goods or services have an obvious extra-national dimension (e.g. air, road and rail transport and telecommunications). The Committee also draws the attention of the European Council to the importance of removing as soon as possible restrictions on transport services in accordance with Article 75 of the Treaty of Rome, whereby the Council is obliged to implement a free transport market within the Community. Cheaper and improved transport services would both assist economic development and would help to bring the citizens of the Community closer together.

11. Secondly, the individual citizen's situation should be eased by making some immediate and specific improvements.

12. A common feature is that an individual, having already paid tax on goods purchased in a

Member State, has difficulty or incurs extra charges on travelling with his goods to another Member State. Hence, an increase in allowances in real terms would be a long-term objective related to progress on fiscal harmonization. The Committee is not proposing changes in duty-free shops or other duty-free arrangements, which are generally popular with travellers. It considers, however, that the treatment and the administrative hassle relating to the movement of tax-paid goods within the Community could be significantly eased, without giving rise to artificial trade flows. To avoid such artificial flows, existing arrangements to distinguish between ordinary travelling and border trade arising from substantial differences in the level of taxation, especially excise duty rates, between Member States will have to be maintained for a certain period.

13. In the light of these general considerations the specific recommendations of the Committee on movement of travellers' goods and related issues are:

### *Allowances and postal consignments*

13.1. The adult traveller's personal allowance for tax-paid items should be increased by 25% to 350 ECU from 1 July 1985, with an increase to 90 ECU for the child's allowance. These new allowances would indeed be similar to the original real value of the allowances as established in the late 1960s. This decision would make it possible to relieve the Council of repeated discussions of these matters on its current agenda; but provision should be made to review these figures at regular intervals, e.g. every two years, preferably by simplified procedure in order to avoid at least a fall in their real value over time. Genuine difficulties arising for particular Member States from their special situations should be met by a derogation<sup>1</sup> for a certain time, taking account of differences in rates of taxation and excise duty.

13.2. The tax-paid allowance for still wine should be increased by 25% to 5 litres (which would cover a standard case of 6 bottles).

13.3. The limit for tax exemption on small postal consignments should be increased to 100 ECU from 1 July 1985. A provision should be made to review this figure at regular intervals, e.g. every two

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<sup>1</sup> Greece currently has a transitional derogation.

years, preferably by simplified procedure in order at least to maintain its value in real terms. The appropriate authorities in Member States should be invited to remove customs clearance fees levied on the despatch or reception of small parcels.

13.4. Administrative hassle, delays and taxes levied on newspapers and books sent to individuals are a strong irritant for citizens, particularly in border areas, and should receive due attention from the Council.

#### *Road transport*

In order to alleviate present border controls:

13.5. Passenger transport travelling across frontiers within the Community should be taxed for the whole of its journey by reference to its point of departure and the tax rate applicable in that Member State.<sup>1</sup> This solution should be adopted as soon as possible.

13.6. There should be no additional charge on the fuel in the standard tanks (up to 600 litres) of passenger buses crossing intra-Community frontiers from 1 July 1985. Similar problems would need to be resolved in the future for lorries.

#### *Avoiding double taxation*

13.7. Practical effect should now be given to the avoidance of double taxation on personal goods in line with the jurisprudence of the Court of Justice of the European Communities.

13.8. The Commission should be invited to submit proposals on the simplification of the administrative arrangements for movements of goods on changes of residence between Member States, and on the temporary import of private motor vehicles.

#### *Currency controls*

13.9. The formalities of currency controls at the frontiers of those Member States which operate them should be simplified to the maximum.

14. The adoption of the specific measures above should be seen against the longer-term objectives, namely:

(i) greater recognition of the potential benefits for Community citizens of a real and efficiently oper-

ating single market for passenger transport and travel;

(ii) the achievement of freer movement for a citizen's goods and money within the Community in the perspective of the realization of economic and monetary union;

(iii) priority for achieving sufficient harmonization of national arrangements to reduce or remove problems at intra-Community frontiers for transport services and communications.

### **A.3. Administrative formalities for border area traffic**

15. By nature of the Community's geographical structure, border areas occupy a large part of its surface area. The problems set out under A.1. and A.2 acquire additional importance when viewed in the context of border area traffic. What for other citizens is an occasional or intermittent nuisance has the nature of a serious daily problem for the inhabitants of border areas. The European Council should instruct the relevant authorities to have special consideration, when reviewing the implementation of the recommendations under A.1 and A.2 above, for the special and urgent aspect of these questions in border areas. Problems deserving to be mentioned specifically are:

(i) the number of frontier posts at the disposal of border area residents and their hours of opening, and

(ii) facilities for across-the-border help in case of emergencies and accidents.

## **B. Community citizen's rights**

### **B.1. Wider opportunities for employment and residence**

#### *Freedom of movement in working life*

16. The main problems in the field of freedom of movement for workers have been dealt with by legal instruments of the European institutions. The questions of the social security of migrant workers

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<sup>1</sup> Special provisions will be needed for countries not yet having introduced VAT.

and of the inclusion of their families also appear to have in the main been resolved satisfactorily.

17. Certain difficulties still do exist as regards the tax treatment of such employees who reside in one Member State and receive an income as employed workers in another Member State (most of these cases concern workers in border areas). By taxation of these incomes in the State of activity, as is international practice, employees may suffer disadvantages stemming from the fact that most States have different systems for taxing residents and non-residents. These problems have been eased by a number of bilateral agreements and treaties to avoid double taxation. Still there are many cases in which the employees in question complain of disadvantages in taxation.

18. On a longer time scale, a comprehensive Community solution (the Commission has put forward a proposal which was blocked for a long time but on which discussions have recently been resumed) should be found for the taxation problems set forth above. The Community institutions are requested to intensify their efforts to this end. In the mean time, the European Council should set as the immediate aim the removal of taxation problems which could impede freedom of movement, by way of national legislation or by bilateral agreements between Member States. The Commission should undertake to inform Member States on cases which have been brought to its attention and to advise on appropriate solutions.

#### *Right of establishment*

19. In some branches of the liberal professions the mutual recognition of diplomas or other examinations and/or formal requirements for the purpose of establishment and for the freedom to provide services has been reached (e.g. doctors, dentists, veterinary surgeons). In other branches the mutual recognition still encounters considerable difficulties. This depends, on the one hand, on the variety of higher education diplomas (e.g. architects, engineers), and on the other hand also on the variety of branches of training which have arisen in the individual Member States (e.g. lawyers, chartered accountants, tax consultants). For many years there have been inconclusive discussions on proposals for these branches, which would lead to an equivalence of diplomas in all Member States by way of harmonization of training courses, diplomas and rules for access to professional life.

20. The Committee considers that although a certain degree of adaptation may be desirable in specific cases, a full-scale harmonization is not a practical way of implementing the objectives of the Treaty of Rome in the field of the right of establishment. The European Council should decide that the general approaches<sup>1</sup> should be based on a mutual recognition of diplomas or other examinations without prior harmonization. This seems the only possible way of achieving a general system for ensuring the equivalence of diplomas in line with the conclusions of the Fontainebleau European Council. It would facilitate the conclusion of the series of proposals already before the Council for an excessive period of time. Taking into account the fact that specific levels of training in the Community countries are of high standard, this new approach would introduce the principle of mutual trust and build on the assumption that certificates awarded in the Member States are basically comparable. The Community institutions should fix the objective and introduce successively a scheme leading to a recognition procedure for the various areas. This concept should cover the professional activities of self-employed persons as well as of employees, because numerous occupations for which a university degree and/or another examination is indispensable may be practised either way.

If particular difficulties were to arise in certain areas owing to major structural differences between training courses, something more may be needed and it should normally suffice for the individual citizen wishing to benefit from freedom of movement for the purpose of establishment to provide evidence of up to 2-3 years' professional experience.

#### *Professional qualifications*

21. Problems arise as regards valid employment in other Community countries for those employees whose professional qualifications are recognized in their country of origin but not in the host country. The European Council should invite the Community institutions:

(i) to intensify their efforts towards greater transparency of evidence of professional qualifications, building on the Commission proposal on the equi-

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<sup>1</sup> Mr Kranidiotis argued that this approach does not preclude the possibility of applying the relevant provisions of the EEC Treaty wherever this is advisable.

valence of professional qualifications already under examination,

(ii) to consider the introduction of a European vocational training pass for craftsmen and workers with special qualifications. This would enable the individual employee to prove his professional qualifications in all Community countries.

#### *Right of residence*

22. The Committee is convinced that the right of a citizen of a Member State of the Community to reside in any other Member State of his free choice is an essential element of the right to freedom of movement. Discussions within the European institutions since 1979 did not lead to final agreement, because in particular debate on evidence of sufficient resources to live on as a condition for unhindered residence failed to produce a solution. Such evidence seems indispensable to avoid migration motivated only by economic considerations, because in particular the European social security systems have not been harmonized. Citizens wanting to reside in a country other than their own should not become an unreasonable burden on the public purse in the host country. Where it is evident that such a citizen would incur a certain level of expenditure, it seems reasonable for the host country to take into account whether he is able to meet such expenditure.

The European Council should pave the way for a swift conclusion of the current discussions by taking a political decision of principle on a general right of residence for all citizens of the Community. This right would of course be subject to requirements of public order and security, in conformity with the principles of Article 56(1) of the Treaty of Rome. A practical solution to the abovementioned problems should be found by linking admission to exercise the right of residence with the precondition that evidence of adequate resources at the level of social assistance in the host country and of adequate provisions in case of illness is provided.

#### **Conclusion**

23. The Committee on a People's Europe invites the European Council to ensure that the Community institutions and the Member States adopt the measures necessary to implement the recommendations contained in this report. The Committee notes that implementation of many of the proposed provisions depends on decisions to be taken by the Council of Ministers; it is for this reason that the European Council is asked to request the Council to report back for its meeting in Milan on the progress made.

# European Council

## Conclusions

*Brussels, 29 and 30 March 1985*

### **A People's Europe**

The European Council examined the report from the Committee on a People's Europe; it considered its contents and agreed to both the proposals for immediate implementation and those relating to long-term objectives.

It therefore requests the Council of Ministers to take those decisions which are within its sphere of competence as quickly as possible. It also requests

the Commission to take the necessary steps for putting the report's proposals into practice. Lastly, it invites the Member States to implement those decisions which are within their field of competence.

In this context, the European Council emphasizes that the achievement of the objective of abolishing frontier formalities must remain compatible with the need to combat terrorism and drug-trafficking.

The European Council requests the Council of Ministers to report to it at its meeting in June 1985 on the progress which has been made in the various sectors covered by the Committee's report.

The European Council requests the Committee to continue with its discussions and expects to have a further report, containing proposals on the other sectors already indicated, by the June 1985 meeting.

*The President  
of the Council of Ministers*

*to Mr Pietro Adonnino,  
Chairman of the Committee  
on a People's Europe,  
Via della Conciliazione 15  
Rome*

Dear Mr Adonnino,

Back in Rome from the European Council in Brussels, which approved the interim report of the Committee on a People's Europe of which you are chairman, I should like to express, on my own behalf and on behalf of my colleagues in the European Council, my appreciation of the work that has been done.

As you know, the Council approved the practical proposals put forward in the interim report and the guidelines for the Committee's future work in preparation for the European Council in Milan.

In the course of the Brussels proceedings I noted wide agreement on the hard work put in by the Committee and on the constructive approach followed in dealing with the problems coming within its terms of reference. The unanimous feeling was that the Committee had worked well and that the results obtained were of great importance.

Wishing you continued success in carrying out the Committee's brief and looking forward to learning in due course of the new proposals put forward, I remain yours sincerely,

**Bettino Craxi**

Rome, 5 April 1985.

*European Communities  
Committee on a People's Europe  
The Chairman  
Pietro Adonnino*

*to Mr Bettino Craxi,  
President of the European Council  
Prime Minister of the Italian Republic*

Sir,

Pursuant to the invitation by the European Council meeting in Brussels in March of this year, in the spirit of the report submitted to the European Council meeting in Dublin in December 1984, and further to the interim report which contained proposals concentrating on the first part of the overall programme of work, the Committee would submit to the meeting of Heads of State or Government in June 1985 its final report containing proposals concerning the second part of its overall programme of work as previously defined.

The topics dealt with are those referred to in the introductory part of the report and are an ideal supplement to the proposals submitted to the European Council meeting in Brussels.

The Committee returned to the topics connected with the need to simplify Community legislation and to reduce its repercussions for the individual

citizen, and believes it must again draw the attention of the European Council to the importance of freeing the Community from an endless round of meetings at various levels, including Ministerial meetings, on problems that are essentially technical or administrative. Accordingly, the Committee would make a further appeal to the European Council to break this vicious circle and adopt the necessary decisions.

Among the topics indicated to the Committee by the European Council at its meeting in Fontainebleau was that of minting the ECU. The Committee considered that, in view of current developments in the EMS, minting could only be of value to collectors. It therefore preferred not to make any proposals.

The Committee therefore hands over the result of its proceedings to the European Council, thanks the Heads of State or Government for the trust placed in its Members both individually and collectively and hopes to have their agreement to the proposals which are all aimed at giving prominence in the process of European integration, to the people of Europe, who are now its new reality.

Please accept, Sir, the assurance of my highest consideration.

**Pietro Adonnino**

Brussels, 20 June 1985.

# Report to the European Council

Milan, 28 and 29 June 1985

## 1. Introduction

1.1. The Committee on a People's Europe is hereby submitting its second and final report to the European Council, in accordance with the work programme proposed to and approved by the European Council in Dublin in December 1984. In so doing the Committee has fulfilled the mandate given to it by the Fontainebleau European Council. From the outset the Committee decided to draw up its final report for June 1985, since it was convinced that the best way of responding to the expectations of the people of Europe — on which the European Council in Fontainebleau had focused its attention — was to demonstrate also an ability to take decisions within a short time. The European Council, when approving at its March session in Brussels the first report of the Committee dealing with such matters as facilitating border crossings, right of residence and the recognition of diplomas for the exercise of the right of establishment, lent strong support to this conviction. The Committee therefore requests that the remaining obstacles to the full implementation of each of its recommendations should all be eliminated in due time, as should normally be expected for political decisions taken at the highest level.

This time again, the Committee thinks that the joint efforts of its members have resulted in a set of proposals which do not require further protracted discussion and are likely to meet with the broad approval of the European Council. The Committee therefore asks the European Council to adopt the conclusions contained in this final report and to invite the Community institutions, the Member States and other relevant authorities to implement these recommendations in the most timely and effective manner.

1.2. As the Committee stated from the outset, policies of interest to the European citizen do of course extend to the full range of Community activities and cover fundamental social and economic problems such as employment, technological progress, growth and the environment; wide fields which a report like the present one could not possibly claim to cover, let alone solve. However,

the proposals, limited as they are by the nature of the report, deal with important aspects of special rights of citizens, of education, culture and communication, exchanges, and the image and identity of the Community; they are meaningful to the citizen in various aspects of his daily life and are a substantial contribution to the realization of an ever closer union among the peoples of Europe. The Committee has kept in mind that most of what has been achieved until now in Europe has been the work of those who experienced the horrors and destruction of war. Continuation of this venture rests on the assumption that future generations will also understand and appreciate one another across borders and will realize the benefits to be derived from closer cooperation and solidarity.

1.3. In view of the need for new action of direct benefit to the citizens of the Community, the Committee has tried to make an overall political assessment to overcome the technical difficulties on the various problems it has considered and to reconcile the various needs and interests.

1.4. Several proposals of the Committee build on and aim at promoting work already in hand at Community level, where meetings of the Council and meetings of the Ministers for Education, for Culture and for Health have come to enlarge the scope of common activities in an opportune manner.

1.5. In drawing up its report, the Committee established close contact with the European Parliament, whose work has been a valuable source of inspiration to it. The Committee also benefited from the full support of the Commission. Very useful contributions were provided by the Economic and Social Committee and many other bodies which are developing a considerable amount of activity in this sector.

The European Foundation which has been given the task of encouraging activities in the field of culture, communication, information, education and exchanges, will certainly be able to make a meaningful contribution on several items in the report. The Committee renews its call for the earliest possible ratification of the agreement on the European Foundation.

Care was taken to keep the representatives of Spain and Portugal, whose accession to the Community has been agreed upon in the meantime, informed of proceedings.

Whilst suggesting concrete measures that will strengthen and expand practical cooperation in the Community and between the Member States, the Committee has, at the same time aimed at extending cooperation between the European Community countries and other European countries because of the conviction that in some fields broader cooperation is, in fact, necessary in order to achieve the declared goals. In this context, the Committee has had useful exchanges with the Council of Europe.

1.6. The Committee, in its work, has always taken into account the respective fields of competence of Community institutions and its proposals do not of course affect the right of initiative of the Commission in conformity with the Treaties.

1.7. Throughout its work and in its two reports to the European Council the Committee has taken the view that its best contribution to the People's Europe should be by a combination of specific proposals to be implemented without further delay, and longer term objectives which would make the Community more of a reality for its citizens.

In this context the Committee wants to stress that the task of simplifying administration and restraining over-regulation is a continuous one. But, beyond this objective, the European Community will respond to the views of its citizens only if it fully reflects their wish to work together more closely and provides a channel for their ideals. That is why we now put forward proposals on:

- (i) the special rights of citizens;
- (ii) culture and communication;
- (iii) information;
- (iv) youth, education, exchanges and sport;
- (v) volunteer work in Third World development;
- (vi) health, social security and drugs;
- (vii) twinning;
- (viii) strengthening of the Community's image and identity.

## **2. The special rights of citizens**

On 14 December 1973 at the Copenhagen Summit, the Heads of State or Government adopted a report on European Identity. That report set forth some guidelines and objectives which might be taken as pointers for the development of special rights for citizens in that it gave expression to a determina-

tion to defend the principles of representative democracy, the rule of law, social justice and respect for human rights.

On the basis of the report and subsequent developments in the Community and among the Member States concerning special rights of citizens, in particular the European Council in Paris in December 1974, the Committee submits proposals to the European Council in the following areas:

### **2.1. The citizen as a participant in the political process in the Community**

It is desirable to increase the citizen's involvement in and understanding of the political process in the Community institutions. Accordingly, the Committee suggests that the European Council advocate the following as some of the ways in which this might be achieved:

(i) putting all Community citizens in the same position as regards elections for the European Parliament by way of the introduction of a uniform electoral procedure as required by the Treaty. The Committee considers that the provisions of the Treaty and the subsequent Act concerning a uniform electoral procedure should be implemented as soon as possible before the next election in 1989. Failing that, the electoral procedure which will in the meantime remain a matter for individual Member States should ensure either that a citizen should be entitled to vote for candidates from his own country regardless of whether on election day he is temporarily staying or is resident for a period of time in another Member State, or that a citizen residing in another Member State should be allowed to vote for candidates from that Member State. Dual entitlement to vote is ruled out by the Act on direct elections;

(ii) ensuring greater transparency in administration in the Community by the following means:

(a) the European Council should support the European Parliament's efforts to strengthen, in the framework of an interinstitutional agreement, and facilitate, in an appropriate manner, the citizen's right of petition;

(b) it would be for the European Parliament, as a complement to its current efforts, to investigate whether there would be a role for an ombudsman attached to and nominated by it. Such a system could cover the administration and implementation

of Community law. If the European Parliament were to follow this path, the Committee's feeling would be that an ombudsman's<sup>1</sup> task could be to investigate complaints, advise citizens on the procedure for complaints and issue regular reports to the European Parliament on his investigations, conclusions and recommendations;<sup>2</sup>

(c) Both systems would have to be implemented without altering the existing institutional balance.

## **2.2. The citizen as a participant in the political process in the Member States**

The Committee recommends that the European Council invite the Community institutions and the Member States:

(i) to pursue in more depth the discussions begun previously on voting rights and eventually eligibility in local elections<sup>3</sup> for citizens from other Member States under the same conditions as for citizens of the host country, subject to a certain period of prior residence in the host country. This question falls within national jurisdiction. Special arrangements should be possible where particular circumstances in a Member State militate in favour of these;

(ii) to ensure, inasmuch as these are not already fully in force at all levels, that all Community citizens enjoy the same rights as nationals to freedom of speech and of assembly;

(iii) to hear the views of resident citizens from other Member States where decisions of special importance to them are to be taken. This should be done by giving them access to information and the possibility of making their views known prior to any decision on such matters as foreign-language teaching, housing conditions and news broadcasts in other languages.

## **2.3. Consultation of citizens on transfrontier issues within the Community**

The Committee recommends that the European Council advocate that the population of frontier areas be informed and have the opportunity of expressing their views on both sides of the border prior to the adoption of measures with transfrontier significance such as major public works, environmental issues, transport, and matters having significance for the health and safety of citizens. Such involvement could be achieved by formalizing the

right to obtain information and express views prior to a decision.

## **2.4. The citizen in relation to Community legal instruments**

The Committee asks the European Council to recommend that steps be taken to accelerate the systematic codification and simplification of Community law, priority being given to those areas of greatest importance to the citizen in his daily life.

It is often difficult for him to determine what is the prevailing law in a particular areas of Community legislation and he may have to look at a number of earlier legal acts, amendments, repeals, etc. Consolidation of Community law, the initiative for which lies with the Commission, would strengthen the legal security of citizens.

The Committee recommends that the European Council express its support for the principle of the gradual abandonment both of Community and national legal acts in areas where they are no longer necessary. Steps should therefore be taken to repeal or simplify certain acts, to appraise strictly whether new laws are necessary at all, and to ensure that new measures are formulated simply. In addition Community law should more frequently be used in such a way that it leads to a simplification by reduction of divergent national laws.

In some cases national authorities implement Community legislation in such a way as to leave citizens in an uncertain legal position. Member States must ensure that their application is in

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<sup>1</sup> Mr Ripa di Meana drew the Committee's attention to the fact that, at its sitting on 10 June, the European Parliament had already adopted a position.

<sup>2</sup> Mr Kranidiotis stated that the institution of Ombudsman could not be transferred to the Community system without legal and institutional consequences which would upset the existing balance established by the treaties setting up the Communities. Furthermore, the European Parliament recently responded negatively to the idea of establishing an Ombudsman system.

<sup>3</sup> Mr Kranidiotis stated that this arrangement could not be valid in Greece because the Constitution at present in force laid down that only Greek citizens had the right to vote and to stand for election.

Mr Ripa de Meana pointed out that, as far as the Commission was concerned, the participation of European citizens in local elections, wherever in the Community they lived, was an essential feature of a People's Europe. He considered that an effort had to be made to grant these voting rights speedily.

compliance with Community law principles in order to provide citizens with the proper protection. It is crucial for the Community's image that its law be implemented in the Member States without discrimination and without unnecessary formalities and delays, which hamper achievement of the aims of the Treaty and considerably irritate the citizen. The Committee proposes that the European Council call upon the Member States to implement Community law fully, simply, and swiftly.

2.5. The implementation of Council Directive 80/1263/EEC of 4 December 1980 on the introduction of driving licenses of a model Community format will simplify administrative formalities for citizens changing residence. The Committee therefore suggests that the European Council call upon the Member States to do their utmost to ensure that the Community model driving licence provided for in the Directive is in fact available for use not later than 1 January 1986 as foreseen therein. As a next step, when use of the Community model driving licence is more widespread, abolition of the need to exchange the driving licence within the Community in the event of a change of residence will enhance the usefulness of the model licence for the European citizen. The introduction of a truly Community driving licence should be kept in view.

#### 2.6. The citizen as traveller outside the Community

A Community citizen in need of assistance during a temporary stay in a third country where his own country is not represented by an embassy or a consulate should be able to obtain assistance from the local consular representation of another Member State. The Committee recommends that the European Council invite Member States to intensify work for such consular cooperation in third countries and to formulate more precise guidelines.

### 3. Culture and communication

3.1. It is also through action in the areas of culture and communication, which are essential to European identity and the Community's image in the minds of its people, that support for the advancement of Europe can and must be sought. The European cultural heritage is not however confined to the territories of the Member States of the

Community, nor, for that matter, to the frontiers of the States of the Council of Europe. We must therefore avoid any exclusivity in this area and seek cooperation with other European countries.

3.2. The Committee is pleased to note that the meetings of the Council and the Ministers for Culture of the Community are continuing on a regular basis and that progress has been made in this area, including the decision on an annual European city of culture, beginning with Athens for 1985.

3.3. The Committee has chosen from amongst the various aspects of culture, four areas of action which deserve the special attention of the European Council.

#### 3.4. Television ('the audiovisual area')

Developments in technology will lead to an increase in the number of channels and hours of broadcasting and create a substantial additional need for audiovisual productions. This will present both a challenge – the need for increased production – and an opportunity so that the most can be made of the cultural wealth of Europe.

3.5. The Committee proposes that the European Council should invite the Council and the Ministers for Culture to bring the current discussions to a successful conclusion before the end of the year on the best means to encourage at Community level European audiovisual co-productions in order to promote a truly European and competitive industry. This concerns the financing of co-productions when made by European cinema or television producers from at least two Member States.

3.6. The introduction of a system of advances on receipts for Member States' co-productions would be one way of achieving this goal. Schemes which could be started by programming organizations in certain Member States for the allotment of a certain proportion of their general programming funds for European TV co-productions would be of significant assistance in this direction too.

3.7. In celebration of a hundred years of filmmaking, the Committee proposes that 1988 should be declared 'European Film and Television Year'.

3.8. In order to bring the peoples of Europe closer together, the Committee proposes that the

European Council recommend to each Member State of the Community and to the Community institutions that they consider which legal and technical steps, taking into account the differing situations that exist in this field, should be taken so that every citizen may have access to the greatest number of programmes broadcast by the various channels of the Community countries, in conformity with the Treaty.

3.9. The Committee has noted with great interest the current initiatives and experiments in joint television programmes.

The Committee proposes that the European Council ask the Ministers for Culture to consider, at the Community level and together with broadcasting authorities and with the European Broadcasting Union, the possibility of building on such experiments or other initiatives, bearing in mind the potential importance for the knowledge of European cooperation and development of a truly European television channel, emphasis being laid on the need for broadcasting to be multilingual.

### 3.10. Academy of Science, Technology and Art

Europe needs an institution with international influence to highlight the achievements of European science and the originality of European civilization in all its wealth and diversity.

To this end, the Committee proposes to the European Council that there should be a European Academy of Science, Technology and Art, having regard to the following considerations:

(i) the Academy should be an independent body; its role should be to award prizes in the main areas of science, technology and art and to give opinions in these fields for the different Community institutions;

(ii) the Academy would be composed of personalities eminent in the various disciplines and independent from political authority. The first College would be composed of two members designated by each Head of State or Government. These members would themselves select their peers to make up the Academy which would comprise about forty members. The Member States, assisted by the Commission and in close cooperation with the group of the first members nominated by the Heads of State or Government, would draw up the framework for the organization of the Academy.

### 3.11. Euro-lottery<sup>1</sup>

To make Europe come alive for the Europeans, an event with popular appeal could help promote the European idea.

The European Council could therefore request the Commission to examine whether there would, for instance, be scope for organizing a Euro-lottery and how it could be set up, taking into account the different laws and practices of the Member States. The lottery would serve to finance projects in the field of culture. The draw and the announcement of results would be public and would be televised throughout the Community. The result might be expressed eventually in ECU.

### 3.12. Access to museums and cultural events

In addition, the European Council should ask Member States to ensure that all special conditions and reductions for admission to museums, similar institutions and cultural events generally available to the young are extended to young people from all Member States.

## 4. Information

4.1. The Committee believes that the people of Europe do not receive satisfactory information about the construction of Europe. This is a problem for all the Community institutions and for the Member States.

Information about the Community should aim to explain the fundamental themes which underly the crucial importance of the Community for the Member States – the historical events which led to the construction of the Community and which inspire its further development in freedom, peace and security and its achievements and potential in the economic and social field. Member States can show how national action is reinforced by Community action. It is also necessary to point out to people what the costs would be if the Community did not exist.

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<sup>1</sup> Mr Williamson stated that this proposal would not be in line with the United Kingdom practice of not operating State lotteries.

4.2. At the same time need is felt for greater factual information about the specific policies and actions of the Community and to disseminate information on their significance for the citizen in his daily life. Examples are the impact of programmes under the Regional and Social Funds, the European Investment Bank and programmes in the field of modern technology.

4.3. The Committee proposes that the European Council invite the Community institutions and the Member States to cooperate more closely and to improve the effectiveness of services, particularly at regional and local level, to provide the citizen with information about the Community.

## **5. Youth, education, exchanges and sport**

5.1. It is essential to involve and interest young people in the further development of Europe. The following suggestions constitute an extension of what has already been achieved in the Community. These achievements are the work of organizations which have proved their worth and whose services should therefore continue to be used.

Without wishing to draw up an exhaustive list, mention must nevertheless be made, in addition to the Community institutions, of: the European Foundation, which should soon start its activities, the University Institute in Florence, the College of Europe in Bruges, the Cultural Foundation in Amsterdam, the European Institute of Public Administration in Maastricht, the European Vocational Training Centre in Berlin, the European Schools, and the Youth Forum of the European Communities.

The Committee therefore adopted the following proposals which are aimed at all young people, without singling out particular categories, while respecting equal rights, especially those of men and women.

### **5.2. Language teaching**

The languages spoken in the Community form an essential part of its cultural heritage and contribute to its richness and diversity. In order that people may get on together across frontiers, they must first

of all understand one another. A practical knowledge of the languages, cultures and living conditions of the other Member States consequently takes on special importance and should be encouraged from an early age.

The Committee proposes to the European Council the priority implementation of the guidelines adopted on 4 June 1984 at the meeting of the Council and Ministers for Education concerning in particular:

(i) the acquisition by a maximum number of young people, before the end of compulsory education, of a practical knowledge of two languages in addition to their mother tongue, including at least one Community language;

(ii) the possibility for future foreign-language teachers to spend a significant part of their training in a country whose language they are preparing to teach, in particular by recognizing courses of study completed by teachers abroad. With the same aim of improving the quality of teaching, modern technology methods should be exploited to the full. Those already teaching should be encouraged to take refresher courses in the countries whose languages they teach;

(iii) the possibility for the highest possible number of pupils to have the benefit during their compulsory education of an educational visit to another Member State, preferably one where a different language is spoken.

### **5.3. Exchanges between schools**

Exchanges between schools can be seen as complementary to the above suggestion. A valuable contribution could be made by twinning schools, possibly in connection with the twinning of towns. The aim is also to promote cultural and human links across frontiers. These exchanges must be viewed as part of the exchanges of young people in general.<sup>1</sup>

The Committee proposes to the European Council the priority implementation of the conclusions of the meeting of the Council and Ministers for Education on 3 June 1985:

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<sup>1</sup> See paragraphs 5.8. and 8.

