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of a European Foundation

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Preface

At its meeting in Rome on 26 March 1977 the European Council¹ instructed the Commission to draw up a report on the terms of reference, nature and funding of a European Foundation along the lines suggested by Mr Tindemans in his report on European Union² for presentation at its end of the year meeting.

At its own meeting on 30 March the Commission instructed the President to appoint a group of outside experts to assist with the preparation of the report. Meetings of the group were held on 1 July, 3 October and 27 October under the chairmanship of Mr Olivi, Adviser *hors classe*. The list of members is given below:

Mr P. Nyboe Andersen	Chief General Manager of Adelsbanken, Copenhagen; one-time Danish Minister
Lord Asa Briggs	Provost of Worcester College, University of Oxford
Mr H.G. Buiters	Burgomaster of Groningen; one-time Secretary-General of the European Trade Union Confederation
Professor Etienne Cerexé	University of Louvain; Private Office of the Belgian Prime Minister
Mrs Colette Flesch	Member of the Luxembourg Parliament and Mayor of Luxembourg; Member of the European Parliament
Mrs Katharina Focke	Member of the Bundestag, one-time Federal Minister for Youth, Family Affairs and Health
Professor Geoffrey J. Hand	Former Chairman of the Irish Council of Arts; European University Institute, Florence
Mr G.D. Jurgensen, Ambassador	Paris
Mr Max Kohnstamm	Chairman of the European University Institute, Florence
Dr Arrigo Levi	Editor of 'La Stampa', Turin
Professor Heinz Maier-Leibnitz	President of the Deutsche Forschungsgemeinschaft, Bonn
The Right Hon. Geoffrey Rippon	Member of the UK Parliament; Member of the European Parliament

¹ Bull. EC 3-1977, point 2.3.4.

² Supplement 1/76 — Bull. EC.

Prof. Sen. Giovanni Spadolini Chairman of the Senate Education Commission; one-time Minister of Cultural Assets

The following attended as observers:

for the Hague Club (private foundations):

Dr Thorwald Risler (Steering Committee) Secretary-General of the Stiftverband für die deutsche Wissenschaft

for the Council of Europe, Strasbourg:

Mr Maitland Stobart Directorate of Education and of Cultural and Scientific Affairs

Discussions produced a general agreement on the main characteristics, objectives, working methods and structure of the European Foundation and the Chairman was instructed to draw up a report accordingly. The Commission would like to express its gratitude to the Group for its valuable contribution to the preparation of this Report.

The Commission has studied and approved the report for submission to the European Council.

Introduction

1. The idea of a European Foundation was mooted by Mr Leo Tindemans, Belgium's Prime Minister, in the conclusion to Chapter IV (A Citizen's Europe) of his report on European Union.¹

The chapter comes between the section of the report outlining political proposals for progress towards European Union and the final section dealing with strengthening of the institutions. In other words Mr Tindemans turns from the realm of politics to consider the attitude of the man in the street to the European venture as a whole. 'The fact that our countries have a common destiny is not enough', he writes. 'This fact must also be seen to exist.'

It will take a long time and a lot of effort to create this new European awareness and the energies of the largest possible number of organizations and private individuals will have to be harnessed. This is why Mr Tindemans suggests the creation of a European Foundation, independent of the existing Community institutions and the future institutions of the Union, with the object of making European integration 'a matter for us all' by—initially at least—'promoting greater understanding among our peoples'.

The following report takes a close look at the terms of reference, nature and funding of a European Foundation along the lines suggested by Mr Tindemans.

It is important to underline the fact that this Report follows Mr Tindemans' proposals *to the letter*. This has meant studying the extremely wide range of objectives indicated by the Belgium Foreign Minister. A procedure has been suggested in this Report which should facilitate the decision of the European institutions.

¹ Supplement 1/76 — Bull. EC.

A European Foundation: tasks and objectives

Needs

To strengthen understanding of, and support for, the work of the Community

2. The initial creation of the Community would never have been possible had there not been a deep and widespread revulsion against the disastrous effects of repeated conflict between European States. In carrying out their Treaty commitments governments have been able to count on a continuing high level of popular support in most member countries. *There are now many citizens in the Community, however, who have no personal experience of the miseries of a divided past*; some show signs of disappointment with the performance of the Community; in some of the newer member countries support has never been as high as in countries which were original members, and in recent years the *economic crisis* has diverted attention to the immediate problems of rising prices and falling employment.

In addition, much of the day-to-day work of the Community remains invisible to most of its citizens. Unlike national states it neither offers direct services to, nor makes direct demands on, the great majority of them. *Nor does it have even a symbolic presence in their midst: no flag, no currency, not even (as yet) a common passport.* It is hardly surprising that, in spite of the efforts made by the institutions themselves to provide information about their activities, *the Community for many remains a remote and bureaucratic structure.*

In these conditions, a continued high level of popular support for the Community cannot be taken for granted. Direct elections to the European Parliament will offer an important occasion to renew interest in, and support for, it. But such elections will only take place every five years.

A sustained effort is needed, on a much larger scale than in the past. *An independent Foundation equipped with sufficient resources to reach the grass roots of European public opinion would provide a means of making all citizens aware of the meaning of*

Europe in the widest sense and of firing their interest in it. Its work should seek to develop the European citizen's sense of belonging to one and the same community with a common heritage from the past and a common destiny for the present and future. This Community feeling is still largely lacking and hence it is sometimes difficult for Europeans to grasp that the achievements of the European Community apply to all its members.

To strengthen understanding between the citizens of the Community

3. Support for the Community among the general public is directly related not only to their attitudes to it as a set of institutions, but also the attitudes of the citizens of each member country towards those of the other Community countries. The sense of sharing a common destiny and a common purpose has already been forged among those who are involved in the work of the institutions of the Community but it is very much weaker among the great mass of the population of the member countries who have not had this experience. The fact that most people still live and work in a purely national context are serious barriers to increased understanding and mutual confidence

Many events, (some very recent) show how little progress has been achieved in mutual understanding between peoples. Recent opinion polls confirm how the ancient evils rooted in historical prejudice very often seem to reassert themselves with unsuspected force. Both national governments and many voluntary bodies, including private foundations, have been working hard over the years to multiply human contacts between the countries of the Community, but the task is immense; and these contacts very often operate on a bilateral basis, without any Community dimension. The Community institutions have made, and are making, a contribution also, but this is limited both by resources and their own terms of reference. *A new Community-based initiative designed further to extend the opportunities for meaningful contacts between citizens of the Member States would not only show its desire seriously to contribute to the creation of a 'citizens' Europe', but also to help to strengthen a sense of social cohesion within it.*

A strengthening of the social infrastructure of the Community is a fundamental need to enable it to meet the challenges with which it is now faced.

It is these considerations which led Mr Tindemans to define the aims of the European Foundation as 'to promote, *either directly or by assisting existing bodies*, anything which could help towards greater understanding among our people by placing the emphasis on human contact: Youth activities, university exchanges, scientific debates and symposia, meetings between the socio-professional categories, cultural and information activities'.

To project the Community to the world

4. Mr Tindemans added that 'This Foundation will also have a role to play in presenting abroad the image of a United Europe'. Here he was pointing to another major need.

It has often been said that a certain 'European identity' is clearer to those outside the Community than those inside it ... The 'European venture' definitely has considerable impact on outsiders and there is considerable potential for improving the Community's external influence. The unification of Europe has a worldwide impact for obvious historical, political and economic reasons: hence the even greater political need to strengthen Community representation by stepping up information activities and creating new opportunities for contact. *New initiatives will have to be taken if the Community's role and policies and, above all, the vital need for European unity are to be understood at international level.*

Tasks and methods

Tasks

5. It follows from the above reasoning that the new Foundation's tasks could take the following broad outline:

(a) *within the Community*: the Foundation should promote wider and more thorough knowledge of the realities and problems of European unification and a greater degree of mutual understand-

ing between the peoples of the Member States, so as to make them aware of their common destiny;

(b) *outside the Community*: the Foundation's general objective should be to increase the flow of information and sharpen the external image of a united Europe as a new factor on the world scene and help to make Community aims and policies better known.

Methods

6. In order to achieve these objectives the Foundation should adhere to the basic principle of complementarity with respect to activities organized by the Member States, Community institutions, other European organizations and private bodies. It should take advantage of experience gained here and there in order to find spheres of activity where its scope for *independent, flexible* action could help to fill in gaps, encourage co-operation and avoid duplication of resources by providing guidance for individual measures whose influence is often limited.

A list drawn up at short notice for the Group on the most important activities organized in the Community has revealed that significant steps are already being taken, but that their effectiveness and practical results are somewhat restricted. Understandably enough, *national Government* measures, for instance, generally aim to encourage better understanding of their own views and policies. The measures taken by *Community institutions*, though extensive in certain fields, remain inadequate for lack of authority to act and of appropriate resources. Although *private bodies* are engaged in what it is in many ways a remarkable range of activities, most of them are increasingly hindered by lack of funds.

The Foundation's fundamental role would be to provide additional opportunities and new initiatives complementary to those already organized. *This principle of complementarity is essential*; it is fundamental to the Foundation's working methods.

Complementarity in action: matching funds

7. If the European Foundation is to be a new, autonomous and flexible organization, no new

bureaucratic structure must be created alongside the existing ones.

Notwithstanding this general principle, it must be pointed out that a European Foundation could not directly administer all the activities necessary for attaining these objectives. On the contrary, the Foundation's direct activities will (at least for an initial period) have to concentrate on programmes to be implemented with the cooperation of other organizations. Mention should be made in this connection of the experience of US foundations with matching funds. *This is a technique for cooperation between organizations which decide to finance jointly a given project.* In practice, the institution instigating the project is *in charge* and meets a major share of the costs, the rest being borne by one or several partners. This technique (which has now been widely adopted by European foundations, notably the European Cultural Foundation) would have a twofold advantage for the European Foundation:

- (a) it would give the Foundation the opportunity to keep projects submitted in line with its general objectives;
- (b) it would enable private capital to participate regularly in its activities, as recommended by Mr Tindemans.

The Foundation could thus act as a 'clearing house' able to furnish information on all European initiatives and activities going-on within the Community.

Here it must be stressed that there is no question of the Foundation depriving other foundations or private bodies of funds: on the contrary, this method would make them partners of the European Foundation, adding to both their resources and activities without detracting from their autonomy.

The Foundation should therefore include such operations, which could cover extensive fields and call for the widest possible range of cooperation and both human and financial assistance. If the Foundation's activities move in this direction from the start, the flexibility of its operations will also be guaranteed.

The problem of priorities

8. One of the most difficult and crucial problems the newly-created Foundation will have to solve will certainly be that of *priorities*. The following pages look into Mr Tindemans's suggestions and illustrate the extremely vast range of activities that the Foundation could usefully undertake. We feel that it would be premature at this stage to try and classify the various priorities without detailed prior study. *The selection will largely depend on the amount of funds allocated to the Foundation, but at least it is certain that priorities will have to be clearly established.*

These priorities, moreover, might well change as time goes by and the Foundation's success will depend on its ability to remain alive to changing requirements and to meet them.

Need for a programme

9. The Foundation will therefore have to draw up a programme which takes fully into account surveys and activities already in existence on special topics. *The dictates of caution and realism should bring the Foundation's departments to deal with this preliminary task during its first months.* Here too, the Foundation need not always use its own resources but should cooperate with other specialized institutes and foundations which, we have been informed, would be only too ready to do so as soon as it is set up.

For this reason, therefore, this report cannot outline programmes for the Foundation to follow once it gets off the ground, but only guidelines on preparing programmes, these being essential at this stage for defining the European Foundation's prime objectives.

Activities: youth work

Importance of measures on behalf of young people

10. The Tindemans Report particularly advocated bringing people together, youth activities and university exchanges. *It is of vital importance for the European venture that young people in the Member*

States should deepen their understanding and be supplied with better information. On 9 February 1976¹ the Council and the Ministers of Education meeting within the Council adopted an action programme on education, covering such subjects as better coordination between educational systems in Europe, cooperation in higher education, and the teaching of foreign languages. The Foundation could very well join in the realization of these objectives by financing schemes which would complement the Council programme.

A first field of activity: encouragement of language teaching

11. A first field of activity (which would indeed be a condition for any development of exchanges and contacts between Community countries) would be the development of language teaching. A special feature of the European Community is its diversity of languages and cultures; this is a source of wealth, but also of difficulties. Paradoxically, however, although the need for knowledge of languages is growing with the increase in contacts between countries and the enlargement of the Community, the shortening and rationalization of educational syllabuses in all countries has led to an alarming reduction in the time devoted to foreign language teaching.

Following the action programme mentioned above, the Foundation should have as one of its objectives the *promotion of improved language teaching*, firstly by improving the training of teachers, who should be encouraged to consider their work as teaching *the civilization of the country whose language they teach*. Joint training periods for teachers from the various Community countries, could be directly promoted by the Foundation, with the cooperation of public and private organizations, as well as measures to encourage language study by young people both at school and after leaving.

Schools

12. For some time now, governments and private organizations have built up a wide range of activities designed to improve teaching on the

Community in schools, offering teachers and pupils the change of visiting other European countries and sometimes studying there.

However, these activities are not organized on a continual or regular basis. As far as studies on the Community are concerned, much progress will still have to be made before the situation can be considered even relatively satisfactory. Many young people terminate their studies with little or no knowledge of the Community and the *life in which they will later have to take an active part as voters in elections to the European Parliament*. Action must be taken without delay to remedy this situation and the Commission intends to present proposals to the Council (Ministers of Education) in 1978.

The Foundation could play an important part by providing support for activities organized by governments, the Community institutions and private organizations to improve teachers' *understanding* of the Community, to promote the *production of teaching materials* and to encourage *experimental schemes*.

The Foundation could also contribute to the increase and diversification of existing schemes for exchanges of teachers and pupils and fact-finding visits. These exchanges are at present organized on a bilateral basis (particularly between France, the Federal Republic of Germany and the United Kingdom). They are tied to and conditioned by linguistic considerations. The Foundation could play a useful role by providing funds to extend the numbers taking part in these schemes and improve *the balance of exchanges between the different Member States*.

The Foundation should also provide assistance for schemes which give school leavers the chance of voluntary work in another country. Many such schemes exist already and have proved effective. Now that young people are experiencing greater and greater difficulty in finding jobs, extending these schemes would be particularly useful.

¹ OJ C 38 of 19.12.1976 and Bull. EC 2-1976, point 2252.

Higher education

13. In higher education the situation is more satisfactory, *at least as regards teaching*. Many universities and establishments of higher education offer courses on the Community. A network of specialized research institutes is being built up in Europe and a considerable number of university lecturers and research workers specialize in Community studies. Over the years, the Commission has made a major contribution towards encouraging and supporting these measures via its information activities, and is continuing to do so. The setting-up of the European University Institute at Florence is a very important new development in this connection. The cooperation envisaged in the action programme adopted by the Council is also progressing.

However, *mobility of students and lecturers in the various member countries is not so satisfactory*, not only as regards European studies as such but particularly exchanges of students in other disciplines. The situation is aggravated by the financial difficulties experienced by all governmental and private institutions when organizing travel and accommodation, as well as by the slow pace at which progress has been made in the reciprocal recognition of academic awards within the Community. The Foundation could aim to coordinate and support such inter-governmental and Community initiatives.

Young adults

14. Despite the increased number of young people going on to higher education, most secondary school leavers join the ranks of the job-seekers. *They form a very important part of the population yet their prospects of receiving information are distinctly limited both by the lack of opportunities for contact and travel and by the absence of any stimulus to follow 'European' training.*

Unless they make use of Article 50 of the EEC Treaty¹ the Community institutions have very little means of getting through to young adults, all the more so since young people's organizations, both political and cultural, are gradually losing ground.

The Foundation should examine existing arrangements for intra-Community contacts in sport, culture and other activities (possibly including political activities). Requests regularly made to the Commission show that *there is considerable potential for such activities and that all the organizations concerned have difficulty in obtaining European sponsorship and financial assistance*. This particularly applies to the organization of sporting competitions with teams from other countries and to cultural activities, especially music and drama. *'European' representation in fields which interest the majority of young people would certainly prove effective.*

Exchanges of 'young workers'

15. The only Article of the EEC Treaty which mentions young people is Article 50, which states that *'Member States shall, within the framework of a joint programme, encourage the exchange of young workers'*. Up to now financial difficulties, but also, and above all, the complexity of problems arising from this type of exchange (language difficulties, hesitancy of employers and even of young people who could take part in such training on account of job uncertainties) have prevented organization of any schemes on a large scale. The Foundation could be responsible—in close cooperation with Community institutions and the Member States—for *promoting the attainment of the objectives enshrined in Article 50 and providing funds on a worthwhile scale*. This sphere of activity is one of the most important for the achievement of the Foundation's objectives; cooperation with trade unions at European and national level should play a special role in this connection.

Activities: scientific debates and symposia, research activities

Relationship between science and society

16. We are not suggesting that the European Foundation aims to promote scientific activities. Various other moves to promote European science in different fields are now receiving Commission support.

¹ Point 15.

