

Bulletin
of the
EUROPEAN
COMMUNITIES

Supplement 5/77

European Foundation

**Commission report
to the European Council**

Commission
of the European Communities

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Bulletin
of the European Communities

Supplement 5/77

Commission Report
on the Establishment
of a European Foundation

sent to the European Council
on 17 November 1977

EUROPEAN COMMUNITIES
Commission

Supplements 1977

- 1/77 Equality of rights for commercial agents
- 2/77 Community regional policy — New guidelines
- 3/77 Common policy for science and technology
- 4/77 Youth employment
- 5/77 *European Foundation — Commission report to the European Council*
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* In preparation.

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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. Buitter	Burgomaster of Groningen; one-time Secretary-General of the European Trade Union Confederation
Professor Etienne Cerexe	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.

It is in keeping with the Foundation's terms of reference, however, to promote such things as *measures to stimulate discussions on the relations between science and society. All the important problems in this field have a European dimension* and directly concern the European Community. It is not just a matter of protecting the environment and living standards but *the very position of science in European society which should be one of the Foundation's main concerns*. Discussions should be encouraged on the crisis of science in European society by attempting to provide a basis for a better mutual understanding between science and culture.

There will be no question of increasing the number of meetings and contacts between scientists: it is often said that they meet too often! The Foundation should, on the contrary, support any measures to take scientists out of their shell and promote discussions and meetings between them and the Community's leading political, cultural and social figures to debate the ever-increasing, sometimes distressing and *undoubtedly Community* problems caused to society by the development of science.

Widening the scope of national initiatives

17. Moreover, with this in mind, the Foundation should keep itself well informed of symposia held at national level and ensure that personalities from other Community countries contribute to and benefit from these meetings. By conferring its patronage and providing material support, *the Foundation could make a practical and well-timed contribution to add a 'Community' dimension to otherwise purely national initiatives*. The Foundation's practical support should also help to make public opinion in all Community countries aware of the results of these high-level discussions.

Research into European integration

18. We have already seen that, throughout the Community, a large number of research bodies, in the universities and outside, are beginning to tackle the problems of European integration. These efforts and their results are very often confined to the national sphere and are communicat-

ed only to specialists, one country's researchers sometimes remaining unaware of the activities of the others. *As a result we have duplication, an inevitable waste of resources, and sometimes both the undertaking and its results take on a very 'national' character. Hence the need for contact and coordination felt by all of those concerned*. The European Foundation, in close cooperation with the Community institutions, could play an essential part in achieving this end. It is not intended that the Foundation should centralize research into the problems of integration, nor should it exert direct control over them. On the contrary, as far as possible, it should *encourage the breaking down of barriers in this type of research in Europe*, and the creation of a network of active research centres, to foster multinational participation in the proposed fields of study.

The Foundation must needs use the experience of other agencies, particularly the *European University Institute in Florence*.

The main purpose should be to encourage *knowledge and contact*, enabling as many people as possible in the different countries (not to mention the European institutions) to benefit from the results of this research. It is thus clear that financial support must be found for the translation and the wide dissemination of these results.

Activities: social and occupational groups

Inadequate contact between the different socio-professional groups

19. One of the most striking facts of Community life is the persistent lack of mutual awareness of the different problems which affect social and professional groups in each country. Various professional associations and the trade unions have increased the number of their contacts at Community level, yet the flow of knowledge is not sustained and is still very inadequate. For this reason misunderstanding and friction abound and cooperation is often impeded. As a result isolationist attitudes persist and have been aggravated of late by the economic crisis and the discouragement often felt by the people involved when faced with the *lack of commitment to the Community within Europe*.

Need to encourage useful contact

20. What is needed, therefore, is not so much contact between occupational groups or their representatives (who very often meet and get to know each other in a European forum already) as action within each country which will enable less-informed levels of society to improve their contacts with their counterparts. Here action by the Foundation would go beyond the matters dealt with by the Community information offices, which are more the concern of the European institutions. The Foundation's task should be to promote contacts between social and professional groups, so that they can discover and understand the different situations in the various countries. This would definitely help to dispel traditional prejudices and clichés, always so strong in situations where the interests of similar groups in different countries of the Community clash.

There is no doubt that the Foundation could easily obtain the support of the trade unions both at national and Community level. A definite programme could thus be jointly drawn up, which would facilitate regular and more extensive collaboration between the different professional groups in the Community and improve their understanding of each other.

Activities: culture and information

Cultural activities

21. It has become almost a commonplace to say that part of Europe's great wealth is, and should remain, the diversity of its cultures. *Each people within the Community has a past, rich in history, as well as a lively cultural scene today.* Although cultural exchanges between European countries have increased latterly, one could easily show that they are still not enough. Their very diversity can indeed be one of the main obstacles, hence the need which we have emphasized for people to improve their command of languages and thereby learn more of each other's countries. *Moreover, ignorance of the cultural atmosphere in other countries nourishes prejudices and stereotyped conceptions.* Only by increasing cultural contacts can we help

European citizens to recognize those 'common heritages' which are made so much of in attempts to define European civilization.

Clearly, the Foundation does not aim to expand 'elitist' efforts. The idea of 'culture' has long been dissociated from an isolated out-of-date culture, reserved for a minority. Cultural celebrations today concern the largest possible number, so that we can claim that culture is enjoyed every time people seek knowledge and use their intellectual faculties, regardless of level or subject matter.

The Foundation's cultural activities ought therefore to be aimed at the largest possible number and to be consistent with the political objectives underlying its creation. It is too early at this stage to determine priorities and to work out carefully possible courses of action; it should be stressed, however, that the selection of proposals for action should be consistent with the primary objective of greater cultural awareness between our countries and the encouragement of European solidarity.

A greater knowledge of the common heritage

22. The Foundation should have clear guidelines for encouraging a greater knowledge of the cultural and artistic heritage of our countries. The growth in tourism has increased contact between Community citizens, although in most cases these great movements of population have not produced the 'cultural' fruits that one might have hoped for. One of the tasks of the Foundation could be to *give tourism a more cultural aspect*, with a Community orientation, aided by public and professional bodies in the different countries, so that the people of Europe learn to see the countries they visit, to know more about their past, as well as their present.

This could be one way of obtaining popular support not just for schemes designed to spread knowledge of the arts in Community countries, but also for *efforts to preserve our artistic heritage*, threatened by the destruction of the environment and sometimes by public and individual neglect. This problem is a 'European' one and should be seen as such by public opinion. By cooperating closely with both public and private organizations

in the Member States, and in accordance with the initiatives taken by the Council of Europe, the European Foundation could participate in schemes on a Community scale and thus enhance solidarity between the citizens of Europe.

One possible scheme could be to organize *joint exhibitions and events in museums and cultural centres within the Community*, so that the citizens of Europe can distinguish their common links from amongst the wealth of their cultural diversity, links which despite the adversities and enmities of their history make them joint inheritors. All rhetoric aside, *the Community is more than a geo-political entity, neither is it for mere geo-political reasons that we are attempting to make the citizens of our countries into responsible Europeans with a sense of their common destiny.*¹

Greater awareness of European civilization

23. The cultural education of Europe's citizens must not be forgotten. For instance, the history of the Community countries is still inadequately covered and is often presented from a national point of view. We do not propose a uniform, popularized history of Europe for all the children in the Community, but rather *an increase in their knowledge of other countries of the Community through studies and publications in history, geography and the history of art*, encouragement being given where possible translations in the various Community languages.

All this could be done without encroaching on the cultural autonomy of the different countries. *The introduction of a transnational dimension into the study of European history* is required in order to prepare the minds of European citizens for co-operation, and this can be done without in any way deviating from intellectual and scientific impartiality. The Foundation should encourage those initiatives—scattered and hesitant as they are—which have already been taken in this field in Europe, and where possible promote cooperation between the cultural organizations of Member States operating within the Community.

Promoting contact between those active in socio-cultural fields

24. Contacts between those active in socio-cultural fields in the Community (sometimes termed 'cultural workers' and including promoters of cultural events, writers, actors, musicians, painters, etc) are usually irregular, infrequent and unorganized. This impedes the exchange of ideas and the correlation of activities. Various countries of Europe have many different plans for promoting cultural activities both at national and local level. *The Foundation should encourage socio-cultural workers in the different Community countries to attend both national and local gatherings.*

It would be important for the Foundation to award 'European prizes' in various cultural fields.

The encouragement and support of town-twinning, equally, constitutes one of the activities to be carried out under this heading.

Foundation action vis-à-vis publicity and the mass media

25. The lack of information about the Community in the different countries of the Community is a well-known fact. If it is the function of the institutions of the Community, notably the Commission, to keep the public informed of their own activities, *it could well fall to the Foundation, in co-operation with the mass media and with journalists' associations, to promote the training of publicists, of whom there are not enough.* Very often the publicist does not have enough direct experience of European matters and gives a partial, often inadequate, view of European events. There have been various uncoordinated schemes of late, launched by schools of journalism and by professional associations. The Foundation could help to coordinate and develop these, and to strengthen their Community aspects, by *making it easier for different nationalities to take part.* It could also en-

¹ As a concrete example of a potential area of activity for the Foundation, one member of the group suggested the organization of exhibitions based on important themes (the 18th century, Modern Life) putting European civilization into an immediate and tangible perspective.

courage the different Community press agencies to organize courses in journalism.

There is one objective which ought to have priority for the Foundation as a means of bringing our different peoples together. Information about day-to-day matters in other countries is largely defective and sometimes encourages prejudice on all sides. This is especially so with the audiovisual mass media, which have an immediate and profound effect on all citizens in all countries. Without wishing to adopt a propagandist line, the Foundation ought to seek the regular *cooperation of the radio and television authorities in the Community* so that magazine programmes as well as news bulletin dealing with all aspects of social life in the Community fill a larger and more important share of radio and television output. *This could help the national mass media to be more objective and to widen their intellectual horizons.*¹ *The exchange of programmes* should be encouraged, so that European viewers may be offered as many *non-national programmes* as possible.

The *training of 'European publicists'* within the numerous private organizations involved with cultural and information matters connected with European integration should be another of the Foundation's objectives in this field.

A non-partisan Foundation, free of political and economic bias, could help fill certain very evident gaps.

Activities outside the Community

General principles

26. There is little point in repeating that the historical responsibilities incumbent upon Europe and the effects of European economic integration are widely felt abroad. We mentioned above that the foundation could well play a major role outside the Community which would clearly justify its existence alongside Community or Member States' institutions or organizations, whose activities must needs be geared to the requirements and by extension the restraints of international relations. This is particularly true in the case of applicant countries and will remain so until such time as they become full members of the Com-

munity. The priorities and objectives in this connection are fairly clearcut.

Applicant countries

27. The importance of any form of action aimed at informing public opinion in countries which have applied for Community membership is self-evident. The opening or imminent opening of Information Offices by the Commission is a step in the right direction. But the Foundation could well play a major part in increasing *public awareness of European problems*, encouraging debate and drawing on the resources of organizations and other facilities available for this purpose in the countries in question where *the public is unfamiliar with the historical backcloth to the move towards European integration and subsequent developments in this direction.*

Other European countries

28. A European foundation would not be truly European if it did not do its utmost to promote *greater understanding of the Community facts of life* in those European countries which for a variety of reasons are to remain outside the Community.

It is up to the Foundation to cooperate with the private organizations concerned, which have already expressed an interest in joint action and with the *Council of Europe.*

Developing countries

29. The Community's policy on relations with the developing countries is one of the pillars of its external policy and beyond doubt one of the most important components of its image in the world at large. *The Lomé Convention in particular has done much to enhance the Community's image abroad.* The Foundation, acting in close cooperation with the Community institutions, must

¹ A member of the group suggested that the Foundation should organize a 'European television week' to improve cooperation and exchanges between the national TV networks of the Community.

grasp every opportunity of increasing understanding of European problems in these countries.

Finally, the Foundation could have an active role to play in the *broad cultural links envisaged between Arab countries and the Community*.

Methods

30. One of the methods which could be used by the Foundation in the pursuit of its external activities is *cooperation with Member States' governmental organizations in non-member countries*, particularly those active in the cultural and information fields.

The idea that there is so much rivalry and jealousy between these cultural organizations, that cooperation is often made impossible, belongs to the realm of mythology. A national outlook predominates of course, but it need not be the only one. The organizations work together far more often than is commonly believed, and reports in this area are very encouraging. The European Foundation could suggest joint action by cultural organizations in non-member countries to demonstrate to the outside world that *European unity transcends national differences*.

The European Foundation could also collaborate with cultural organizations in non-member countries to help establish a European presence.

Conclusions

31. It follows from all these considerations that, if the Foundation does its work properly, the end result should be to increase public awareness and involvement in the European venture.

Proposals for setting up a European Foundation must therefore be made in the general context of the Treaties. Indeed, the objectives of the Treaties and our attempts to achieve European union will remain a dead letter unless there is an increased awareness of what the Community means in philosophical and material terms.

The European Foundation: structure and finance

Structure

Need for an autonomous foundation

32. The need to provide the Foundation with maximum room for manoeuvre, the intention to entrust it with the task of promoting private initiatives in the move to achieve European Union, the closeness of its contacts with private organizations and agencies, its dependence on funds other than government grants and the general demand for neutrality all tend to *guarantee the Foundation maximum autonomy*.

This autonomy must find expression not only in the legal instruments constituting the Foundation but also in the *modus operandi* of the Foundation's various organs. Care must be taken to reconcile such autonomy with the EEC Treaty's requirements governing the *setting up of decentralized organizations*, according to which there must be an element of control by the Community institutions over the Foundation's activities.

Choice of instrument creating the Foundation

33. It should be pointed out first of all that the status of foundations varies considerably from one Member State to another because of the legal and historical background and the different traditions and customs relating to voluntary organizations. The degree of autonomy of foundations run by public or private organizations varies substantially from one country to another, both in theory and in practice.

It is not possible to go into these legal and historical differences in this paper. In any event it might be quite unnecessary, since *the European Foundation should enjoy a rather special status* in view of its objectives and activities.

In point of fact, one of three formulae could be chosen:

(a) *an instrument governed by private law;*

(b) *an international agreement between the Member States;*

(c) *a regulation based on Article 235 of the EEC Treaty.*¹

The European University Institute in Florence was established by international agreement while the European Centre for the Development of Vocational Training in Berlin and the European Foundation for the Improvement of Living and Working Conditions in Dublin were established by regulation.

Instrument governed by private law

34. It is conceivable that the Community, in exercising its legal capacity under Article 211 of the EEC Treaty, could create the European Foundation by means of a private instrument under the civil law of one of the Member States. Opting for this method would in turn make it necessary to *choose the country whose laws are most favourable to foundations* in order to ensure at least that private capital from the country where the headquarters were situated could be allocated to the Foundation on the most advantageous and favourable terms, in accordance with the wish expressed by Mr Tindemans that the Foundation should be financed 'to a large extent' by private funds. At all events, *national legislative provisions would have to be approved in the other Member States so that private contributions from those countries could enjoy the favourable treatment available under the laws of the country where the Foundation's headquarters were located*.

It does not seem advisable, therefore, that the Foundation should be set up by an instrument governed by private law, especially since it would lead to considerable delay in setting up its organs and would limit the choice of location for its headquarters.

¹ 'If action by the Community should be necessary to attain, in the course of the operation of the common market, one of the objectives of the Community and this Treaty has not provided the necessary powers, the Council shall, acting unanimously on a proposal from the Commission and after consulting the Assembly, take the appropriate measures.'

International agreement

35. The traditional international agreement would, of course, ensure that all the Member States were a party to the creation of the Foundation and would oblige them to participate in its financing. *The procedure for concluding such agreements is particularly cumbersome*, however, and the need for ratification by the Member States in accordance with constitutional procedure could greatly delay the agreement's entry into force. Moreover, the formula of an international agreement could make it organizationally difficult for the Community to give assistance (particularly of a financial nature) to the Foundation; *legal difficulties could also arise from the fact that tasks are to be entrusted to the Foundation which could be regarded as falling within the competence of the Communities.*

Regulation based on Article 235 of the EEC Treaty

36. It follows from what has been said above that particular attention should be given to the possibility of using Article 235 to set up the European Foundation by Community regulation.

As we have tried to show in this report, recourse to Article 235 for the purpose of creating the Foundation is possible only if the tasks entrusted to it may be considered as *in line with the objectives of the Community.*

A regulation adopted pursuant to Article 235 would also enable the European Foundation to be created by a Community instrument and therefore *to be governed ipso facto by Community legislation.* It goes without saying that the procedure for adopting such a Regulation is less complex than that for concluding an international agreement. And last but not least, by virtue of the fact that a regulation, i.e. an instrument directly applicable in all Member States, is involved, what might be termed a *'reception structure'* (by which we mean preferential legal and tax treatment which would be immediately standardized) *could be defined to attract private contributions.*

The use of a legislative instrument to create an autonomous Foundation is not without precedent

in recent times in our countries (i.e. the Fondation de France and, in certain respects, the Volkswagenwerke Foundation). Particularly striking and conclusive examples are to be found, moreover, in a country that is rightly considered as having vast experience of foundations, namely, the United States. *It was a proposal from Congress and an Act of that same body that gave birth to the National Foundation on the Arts and Humanities* which in turn set up two broad-based institutions: the National Endowment for the Humanities and the National Endowment for Arts.

Although the act creating them was exclusively public and the annual Federal budget subsidy still accounts for a large part of their income, these institutions are now receiving increasingly substantial support from private donations. Their autonomy *vis-à-vis* the Federal administration is absolute, apart from annual scrutiny by Congress.

This sort of *semi-public* foundation proves very useful whenever activities designed to benefit the public need to be shielded from *sectarian influences and bureaucratic restrictions.* This should be done in the case of the European Foundation. The following suggestions have been made with this in mind.

Organization of the Foundation

37. The Foundation could be organized as follows:

- (a) *a Board;*
- (b) *an Executive Committee;*
- (c) *a President;*
- (d) *a Secretary-General.*

The Board

38. The Board should have overall responsibility for the Foundation. It would take all the *major decisions.* There should be no *ex officio* member but persons appointed for their personal qualifications and experience. They should perform their duties free from all outside interference for a period of not less than six years.

To make sure that the Foundation may benefit from contributions from a *large number of eminent personalities* from all walks of life (culture, politics, business, trade unions), *the Board could comprise thirty-five members.*

Several nomination procedures are conceivable. For example, one could envisage the following:

(a) *19 members* of the Board could be nominated jointly by *the Governments of the Member States*, thus assuring adequate representation of each country.

(b) *12 members* could be nominated by *the Commission, after consultation with the European Parliament.*

(c) Lastly, *4 supplementary members* could be *coopted* by the rest.

Such a procedure would have the advantage of expressing the three elements that must be the base of the Foundation.

— The active participation of Member States (member nominated jointly by Member States).

— The Community character of the Foundation (member nominated by the institutions).

— The autonomy of the Foundation (coopted members).

The Board should meet at least *twice a year*. It would appoint the Executive Committee and President.

The Executive Committee

39. This should comprise *at least nine members* and be chaired by the Foundation's President. It would be responsible both for decisions concerning the implementation of programmes, and for regularly monitoring the Foundation's work. The members should be appointed for a renewable term of office of *three years*.

The President

40. He would also be appointed for a *renewable term of office of three years*. It goes without saying that the choice of President will be decisive for the Foundation's image and effectiveness.

The Secretary-General

41. The Board would appoint him and have the power to dismiss him. He would be responsible for managing the Foundation's day-to-day activities, following directives from the Board and Executive Committee.

The programme

42. As mentioned above,¹ the Board of the Foundation will draw up one of its main instruments—a *five-year outline programme*. This programme would of course be no more than a guide but would still provide the sense of direction required in view of the *great variety* and the *very wide range* of tasks which must be assigned to the Foundation in its constitution.

The programme should be *adopted by the Board of the Foundation with the agreement of the Community institutions, in accordance with a procedure based on the consultation procedure introduced by the Joint Declaration of 4 March 1975² for decisions having financial implications*. Arrangements should be made to see that whatever happens the programme *can be adopted within a reasonable length of time after being submitted by the Board of the Foundation to the Community institutions (for example, six months)*.

As far as the first programme is concerned, the act setting up the Foundation should provide for its submission by the Board of the Foundation to the institutions *no later than six months* from the date that the Foundation's organs take up their duties. The time the Foundation takes to come into full operation would thus be reduced to a minimum, and it might even come into operation during this first period.

These conditions concerning adoption of the programme, notably as to the institutions' role, will meet the requirement of institutional balance imposed by Community law with respect to decentralized bodies, while ensuring that the Foundation is fully independent in carrying out the activities in the programme.

¹ Point 9.

² OJ C 89 of 22.4.1975 and Bull. EC 2-1975, point 25.

Budgetary provisions and control

43. The Foundation should of course administer its own budget. Similarly, internal control of *financial administration* could be carried out by a *Financial Controller* answerable to the Foundation. In any case, *ex post facto* financial control should be within the competence of the European Court of Auditors.

Measures would have to be taken regarding *judicial review* of the Foundation's activities.

Administrative structure of the Foundation

44. The Foundation should be endowed with a *light administrative structure*. The staff should have a *contractual status*, and the organs of the Foundation should try whenever possible to have recourse to experts from Community countries. *Advisory committees* could be set up by the Foundation itself, which would have been empowered to do so by the regulation setting it up. *Ad hoc research could be done under contract*.

Such a structure should enable the Foundation to function independently and flexibly and in close liaison with the European institutions.

Seat of the Foundation

45. It is still too soon to draw up a proposal concerning the seat of the Foundation. It should be pointed out, however, that a Foundation which should be essentially *operational* and draw as much as possible on *human and material contributions from outside* should have its seat in a place that has European significance and is easily reached from all the other Community countries.

Financing the Foundation

Need for diversified resources

46. One of the most striking features of Mr Tindemans' proposal on the European Foundation is the assertion that the Foundation should not be financed solely by grants from the Community or the Member States: *a substantial pro-*

portion of its activities should be financed from private funds. 'It will offer the innumerable supporters of European unification in our countries an opportunity to make a personal contribution by aiding the Foundation'. Manifold sources of funds should help to consolidate the Foundation's independence and give it a 'democratic' stature, besides the possibility of swelling its resources year by year as it goes from strength to strength. *But this 'fusing' of public and private funds needs to be carefully arranged and calls for an 'ad hoc reception mechanism'*.

The Community subsidy

47. As suggested in the chapter concerning the Foundation's structure, use could be made of the scope offered by Article 235 of the EEC Treaty to issue a Regulation whereby the Foundation could be swiftly established and its executive bodies set up. *Obviously the Foundation's activities cannot get under way unless adequate funds are allocated to it right from the start*.

Thus, from the very beginning the Foundation must be able to call on an adequate Community grant to cover the expenses of moving into premises, starting up, organizing the studies required to establish the programmes and taking the first urgent measures. *The competent Community institutions should reach an agreement on 'policy' so that the programmes may proceed on the assumption that the grant will probably be renewed for subsequent years*.

It is too early to put forward any specific *financial proposals* at this point in time, as the decision to establish the Foundation has not yet been taken and the objectives set out in this report have not yet been approved.

Government grants

48. The setting up of the Foundation would be rendered easier by the allocation of *annual grants* and other funds by the Member States, independently of their interest in particular points of the programme. This apart from the question of *ad hoc grants*, for ventures of special interest, which might also be contemplated by the Mem-

ber States *in order to boost the Foundation's resources from time to time.*

Private contributions

49. Adoption of a Community regulation based on Article 235 of the EEC Treaty (a legal act immediately applicable in the Member States) would make it possible to rule *on the legal and tax position of contributions by institutions and private individuals*, without any other legislation being required. In order to attract funds, the regulation setting up the Foundation would have to introduce standard preferential treatment for the Foundation's assets. It obviously could not accept contributions conditional upon tasks not compatible with its aims.

The Foundation should also be empowered to solicit annual contributions from firms or private individuals, which could provide a practical long-term demonstration of active support and participation by the European citizen in this joint venture.

Finally, it should be mentioned that frequent adoption of the 'matching funds' scheme¹ could well prompt regular contributions from private funds to the work of the Foundation.

Public audit of the financial stewardship of the Foundation, as proposed in the present report, would not in any way deter private contributions, but would in fact serve as an additional assurance for the donors.

¹ Point 7.

Conclusions

Throughout the preparation of this Report, the constant concern of the group of independent personalities, convened by the Commission to assist it in the elaboration of the Report, has been to make sure that the proposed European Foundation was *original*, yet *complementary* to those European institutions already active in related fields. Because of this, the group concentrated upon new *initiatives* and new methods, which could only be effectively exploited by an autonomous Foundation. At the same time the group did not lose sight of the fundamental motivation that lay behind Mr Tindeman's proposal, namely to *promote exchanges and contacts between European citizens*.

While it may seem that the objectives outlined are both *numerous* and *wide in scope*, this is due above all to the breadth of the areas of suggested action and the desire to cover all possible tasks as fully as possible.

It is for this reason that *the final choice* of objectives and priorities should eventually be taken by the European Institutions and by the Foundation itself, along the lines of the procedural and structural proposals contained in this report, once the decision on an initial allocation of resources to the Foundation has been taken.

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European Foundation — Commission report to the European Council

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The Commission sent to the European Council on 17 November 1977 a Report on the Establishment of a European Foundation.

The idea of the Foundation was first mooted by Mr Tindemans, the Belgian Prime Minister, in his report on European Union. Mr Tindemans proposed 'that the European Council should decide to create a European Foundation, to be financed partly by subsidies from the Community or the States but whose activities will to a large extent be financed from private funds. Its object will be to promote, either directly or by assisting existing bodies, anything which could help towards greater understanding among our peoples 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. This Foundation will also have a role to play in presenting abroad the image of a United Europe.'

Taking up Mr Tindemans's ideas, the Commission put this plan to the European Council at its meeting in Rome on 25 and 26 March 1977. With the European Council's endorsement the Commission set up a group of outside experts to prepare a report on the Foundation.

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