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DOCUMENT 1-148/81

Report

drawn up on behalf of the Committee on Youth, Culture, Education,
Information and Sport

on the ~~European~~ University Institute

Rapporteur: Mr O. SCHWENCKE

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By letter of 13 February 1980 the President of the European Parliament authorized the Committee on Youth, Culture, Education, Information and Sport, to draw up a report on the European University Institute in Florence.

At its meeting of 29/30 May 1980 the committee appointed Mr Olaf Schwencke rapporteur.

The committee held preliminary exchanges of views at its meetings of 29/30 September and 24/25 November 1980. It considered the draft report at its meetings of 23/24 February, 18/19 March and 13/14 April 1981 and, at the latter meeting, adopted it unanimously with three abstentions.

Present: Mr Pedini, chairman; Mr Kavanagh and Mr Hahn, vice-chairmen; Mr Schwencke, rapporteur; Mr Berkhouwer (deputizing for Mrs Pruvot), Mr Bøgh, Mr Brok (deputizing for Mr Del Duca), Mrs Buchan, Miss De Valera (deputizing for Mrs Weiss), Mrs Gaiotti de Biase, Mr Hutton, Mr Israel, Mr Johnson (deputizing for Mr Cottrell), Mr Langes (deputizing for Mr Henckens), Mr Papapietro, Mr Patterson, Mr Sälzer (deputizing for Mr Wedekind), Mr Schall, Mrs Viehoff and Mr Vlahopoulos.

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The Committee on Youth, Culture, Education, Information and Sport hereby submits to the European Parliament the following motion for a resolution together with Explanatory Statement:

MOTION FOR A RESOLUTION

on the European University Institute

The European Parliament,

- convinced that greater understanding of the cultural affinity existing between the peoples of Europe constitutes an essential condition of true political unity in Europe, and can therefore help to establish more stable international relations,
- aware of the need to provide a firm and durable basis for cultural ties between the peoples of Europe on the one hand and between Europe and the other civilizations of the world on the other,
- having regard to the Convention setting up a European University Institute⁽¹⁾,
- having regard to the report of the Working Group set up by the High Council (the 'Profile Report')⁽²⁾,
- having regard to the aims of the Institute as set out and defined in these and other documents,
- having regard to the resolution of the European Parliament of 8 April 1974⁽³⁾, and to the reports drawn up by its responsible committees on the setting up of a European University, namely⁽⁴⁾:
 - (a) the report by Mr Geiger on the structure of the European University,
 - (b) the interim report by Mr Janssens on the question of setting up a European University,
 - (c) the report by Mr Schuijt on the Europeanizing of the universities,
 - (d) the report by Mr Hougardy on youth and education policy within the framework of the European Communities, and the resolutions adopted by the European Parliament in connection with these reports⁽⁵⁾,

¹ OJ No C 29, 9.2.1976

² IUE 220/77 (CS 13)

³ OJ No C 40/69, 8.4.1974

⁴ Doc 40/60, Doc 19/64, Doc 111/69, Doc 232/71

⁵ OJ No 49, 27.7.1960; OJ No 421, 27.5.1964; OJ No 139, 28.10.1969; and OJ No 19, 18.2.1972

- considering that the Institute is now in its fifth academic year and that its future development and progress is a matter of the greatest interest to the European Community as a whole and to its institutions in particular,
 - convinced that the problems and difficulties facing the Institute and its work must be overcome speedily so as to enable it to make the most effective contribution possible to the cultural, legal, political, economic, social and historical understanding of the process of European integration,
 - endorsing the objective proposed in the Profile Report that the Institute should be a "centre of stimulation, coordination and encounter, as part of the achievement of major research projects of European interest, assuring links and continuity of work between various associated teams distributed among research centres, laboratories or other research institutes, universities or major research institutions in the Community countries.",
 - noting that the Institute's achievements since it was set up provide an impressive example of cooperation among the nine signatory States involved and that its shortcomings are the result not only of certain conceptual failures but also of the inevitable teething troubles common to any new venture,
 - believing, nevertheless, that the experience of the first five years points to the need for a number of adjustments to the Institute's legal, academic, administrative and practical structure,
 - welcoming the decision in principle of the Commission of the European Communities to deposit its historical archives at the Institute, thus enhancing the latter's position as a major international centre for research in fields relating to European integration,
 - having regard to the report of its Committee on Youth, Culture, Education, Information and Sport (Doc. 1-148/81),
1. Congratulates all those - academic staff, research students, the administration, members of the High Council and, in particular, the Principal - who have played a part in launching the EUI and have worked so hard during the first five years of the Institute's life;
 2. Expresses appreciation to the Italian authorities for their support in providing, restoring and maintaining the facilities and buildings used by the Institute, and making available premises to accommodate the Commission's historical archives;

3. Recalls that the European Parliament has repeatedly pressed for a clear institutional link between the European University Institute and the European Community;
4. Believes that the Institute should be a Community rather than an inter-governmental institution and that its operations should be financed directly from the Community's budget;
5. Agrees with the conclusions of the 1977 report on the structure of the Institute that the latter must necessarily be a research institution rather than a higher education or post-graduate teaching body;
6. Regrets that no heed was paid to the proposals made by the European Parliament in its resolution of 8 April 1974 calling for
 - an annual report by the High Council to Parliament on the Institute's progress
 - establishment of contacts between the Institute and the European Parliament
 - the active involvement of the Community institutions in the administration and functioning of the Instituteand reiterates these proposals here;
7. Refers specifically to Article 19(2) of the Convention, which calls for a study of the basis of the Institute's financing to be initiated on 1 January 1977;
8. Deplores the fact that no such study has been carried out and calls on the High Council to initiate one forthwith;
9. Believes that the Institute's present decision-making structure (High Council, Academic Council, Research Council, Budget Committee, Principal, etc) is unwieldy and calls for the appointment of a small working group to consider:
 - the possibility of reviewing the structure to adapt it better to the Institute's tasks,
 - the criteria governing the recruitment of the academic staff, taking into account both the difficulties resulting from the lack of continuity and those which would occur if a permanent academic body were established;
10. Welcomes the establishment, in November 1980, of a Research Council whose task is to frame and coordinate a research programme of the Institute and to assess the results of research carried out, and urges it to proceed as quickly as possible with the drafting of the first medium-term research programme;

11. Considers that the nature of the Institute's research and the individual projects carried out should relate more closely than in the past to matters of actual interest and concern to the Community and its institutions;
12. Feels in this connection that the considerable value of the Institute as a European history, law and social sciences research centre would be enhanced by placing still greater emphasis on the inter-disciplinary nature of its approach and suggests to this end that the present division into four academic departments might be replaced by a less formally structured organization;
13. Suggests that further consideration should be given to the idea, originally proposed by the Institute's Principal, that a one-year programme leading to a "post-graduate certificate" be set up, provided this does not conflict with the aims of the Institute and that the nature of the proposed certificate is clearly defined;
14. Expresses serious concern at the lack of teaching staff continuity which results from the stipulation that contracts are awarded in the first instance for only three years and the difficulties for academics to secure extended sabbaticals from their universities of origin;
15. Considers that this problem should be resolved by introducing a number of options, namely:
 - (1) agreements with the parent universities to extend the initial contract from three to five years,
 - (2) offering open-ended contracts of seven years' duration,
 - (3) teaching appointments without a fixed term;proposes that an examination be undertaken of how the idea of secondments to the European University Institute in Florence could fit in with the varying contractual positions of university teachers in the Community Member States;
16. Believes that the willingness of distinguished professors to spend three or more years in Florence will depend, inter alia, on the Institute's success in establishing an international academic reputation, and endorses the Institute's present policy of inviting eminent scholars to spend time in Florence as visiting professors and to participate in seminars as a valuable step towards achieving such a reputation;

17. Urges that steps be taken to encourage more research students to apply for admission to the EUI by improving the level of information and publicity provided by national education authorities about the Institute, and to encourage those who are admitted to remain for the full period necessary to complete work on a doctoral thesis by increasing the level of grants/scholarships awarded to research students and making these, from the second year onwards, the responsibility of the Institute itself;
18. Insists that all signatory governments that have not already done so take immediate steps formally to recognise the Institute's doctorate;
19. Notes that, although the Institute uses five Community languages, all research students must possess an excellent knowledge of English and/or French, the major working languages, and, for practical reasons, must acquire a thorough working knowledge of Italian; notes that language difficulties often give rise to serious problems of communication; and calls on the Institute's Academic Council to give immediate consideration to improving the language teaching facilities and linguistic assistance offered to staff and research students;
20. Welcomes the decision of the Commission of the European Communities to offer a number of Institute researchers the opportunity of undertaking traineeships in the Commission's services, resolves that the European Parliament shall do likewise, and calls on the other institutions to make a similar offer;
21. Calls on the signatory governments to amend Article 7(3) of the Convention so as to extend the initial period of appointment of the Principal from three to four years;
22. Believes that the size of the Institute's administrative, library and academic establishment is such as to render both possible and desirable an increase in research student numbers;
23. Believes that the Institute could be made even more attractive to potential professors and research students if
 - student accommodation were provided by the Institute to ease the difficult and expensive lodgings situation in Florence,
 - a European School were established in Florence,
 - improvements were made to existing communications facilities,and calls on the relevant authorities to examine ways and means of implementing these suggestions;

24. Decides, in the light of the decision of principle of the Commission of the European Communities to deposit its historical archives at the European University Institute in premises to be made available by the Italian authorities, to deposit its own historical archives at the Institute, and recommends that the other institutions of the Community do likewise; invites the High Council to examine the problems relating to the technical and scientific operation of the Community's historical archives and their relations with the European University Institute;
25. Instructs its President to forward this resolution and the report of its committee to the Council and Commission of the European Communities, to the Chairman of the High Council of the European University Institute and to the governments of the Member States.

EXPLANATORY STATEMENTINTRODUCTION: The Institute's aims

1. The European University Institute in Florence is now in its fifth full year of operation, having opened its doors to its first intake of research students in October 1976. Although the idea for a European university dates back to the Messina Conference in 1955, the Convention setting it up was signed in 1972, and the Principal and the first professors were appointed in March 1975, the Institute got off to a shaky start and has only recently begun to tackle seriously the fundamental problem of clearly defining its own aims and role.

2. The aims of the Institute are set out in the Convention¹, Article 2 reads as follows:

"The aim of the Institute shall be to contribute, by its activities in the field of higher education and research, to the development of the cultural and scientific heritage of Europe, as a whole and in its constituent parts. Its work shall also be concerned with the great movements and institutions which characterize the history and the development of Europe. It shall take into account relations with cultures outside Europe."

This aim

"shall be pursued through teaching and research at the highest university level."

3. The Convention goes on to stipulate that the authorities of the Institute shall be the High Council, the Principal of the Institute and the Academic Council. The High Council is composed of representatives of the governments of the contracting states and the Academic Council consists of the Principal, the Secretary, the Heads of Department, various other members of the teaching staff and representatives of the research students. The Institute is divided into four departments: history and civilization, economics, law, and political and social sciences. Article 12 of the Convention provides an outline of how research in these areas is to be carried out.

4. Putting the Institute's aims into practice in the framework of the structure laid down in the Convention has proved, however, to be no easy task. It became apparent during the course of its first academic year that the concept of the Institute as a 'graduate school' in the traditional sense was not viable, and the High Council set up a working group in June 1977 to report on the Institute's further development.

¹ OJ No C 29, 9 February 1976

This group's report, published in November 1977, is known as the Profile Report¹.

The Profile Report

5. The principal recommendation of the Profile Report was that the Institute should be a Research Institute rather than a graduate school or a post-graduate university. A Research Council was to be set up to coordinate research in the Institute and fix medium- and longer-term research goals in the framework of which decisions could be taken regarding individual projects and the recruitment of suitable professors and research students.

6. The Profile Report proposes that the Institute should be:

- "- a training centre for young research students for specific European research;
- a centre for bringing together information on research in progress in Europe in the major sectors of research in the social and human sciences;
- a centre of stimulation, coordination and encounter, as part of the achievement of major research projects of European interest, assuring links and continuity of work between various associated teams distributed among research centres, laboratories or other research institutes, universities or major research institutions in the Community countries."²

Your rapporteur considers this definition to be broadly satisfactory, although he does believe that, in the longer term, the Institute should evolve into a genuine "Community Research Centre" and its research programme be designed accordingly.

7. The Profile Report itself was followed up by a report on its implementation³, drawn up by a Joint Committee of the High Council and the Academic Council and published in September 1978. By this time two academic years had elapsed since the Institute's opening in 1976. The report contained a series of recommendations as regards students, research and staff, many of which your rapporteur would endorse as providing a sound basis for overcoming some of the more acute problems faced by the Institute. However, not much has yet been done to put these recommendations into effect, and the Institute, now in its fifth academic year, still suffers from many of the problems that have beset it from the outset.

¹ "Report of the Working Group set up by the High Council at its meeting of 23 and 24 June 1977 to prepare the High Council's deliberations on the Institute's future development" IUE 220/77 (CS 13)

² Idem, p. 10

³ Report of the Joint Committee on the implementation of the Profile Report IUE 198/78 (CS 15)

Facilities

8. Before moving on to look at the three factors central to the Institute's progress and very existence - students, research and staff - it will be helpful to consider first the question of the Institute's facilities and the material basis it provides to enable effective research to be carried on.

9. The Institute is situated just outside Florence on the slopes of the hills of Fiesole and commands a breathtaking view of the Tuscan hills and of Florence itself. It occupies a complex of Renaissance buildings, the Badia Fiesolana, which until two centuries ago was a monastery. More recently it was a school run by Piarist fathers and still houses several Members of the order in one of its wings. Extensive conversions have been made inside the building, a self-service canteen has been added and a newer wing converted to house the library and offices for professorial staff.

10. The choice of Florence as a site for the Institute was made many years ago following an offer by the Italian Government. Despite the beauty of Tuscany and the traditions of culture, art and learning associated with Florence, its location is less than ideal from the point of view of communications with the rest of Europe. Florence possesses no international airport and travel to and from the city is inconvenient and time-consuming. In addition, the postal service leaves much to be desired and leads to practical difficulties in sending and receiving documents, books, etc.

11. The Institute's library, with its staff of 25 and computerized cataloguing system, appears to function well and caters for most of the needs of the teaching staff and research students. Its own stock of titles in book form and on microfilm is increased through close cooperation with the University of Florence library and other libraries in Florence and Tuscany. Such problems as may exist (eg. classification systems, staff, etc) are such as might be expected in any new university library. Indeed, when account is taken of the fact that the library must of necessity contain works in six Community languages and employ a multinational staff with a variety of backgrounds and training, its development and progress can be regarded as fully satisfactory. There have been complaints from research students, however, that special requests for material are sometimes ignored or given a low priority by library staff, and some users have been critical of the legal section of the library in particular.

12. In this connection it is worth recalling that the Commission of the European Communities has now decided in principle to deposit its historical archives at the Institute and proposes that the other Community institutions should do likewise. A suitable building has been found which the Italian Government intends to place at the Community's disposal. Your rapporteur warmly welcomes this decision and recommends that the European Parliament should resolve to deposit its own archive material alongside that of the Commission. Centralizing the Community's archives is not only important in its own right, but their location in the immediate proximity of the European University Institute has obvious implications both as regards the Institute's own research and in enhancing the position of Florence as an important Community centre. Because of the 30-year rule, it will of course take some time before the archives become fully operational, but it can be expected that in a few years they will begin to attract an increasing number of scholars and historians.

13. The Badia has been put at the disposal of the Institute by the Italian Government rent-free and, in general, the working accommodation that it provides is satisfactory in practical terms and extremely attractive in terms of atmosphere and physical location. However, the Institute provides no residential accommodation and students, in particular, are forced to spend an inordinate proportion of their already inadequate grants on rent. Consideration should be given to the acquisition by the Institute of suitable buildings for use as student accommodation.

14. One possibility in this connection would be to use part of the Villa Sant' Ignazio, the building to be put at the disposal of the Community's archives. This complex is similar in size to the Badia itself and is located not far away. Since it will be many years before the archives grow so large that they actually fill the building, the Italian Government could be asked to consider converting a suitable part of the villa into accommodation for research students.

Establishment Plan

15. The Institute's total establishment plan for 1980 contained 103 posts. These were broken down as follows: 30 academic staff, comprising 20 professors and 10 assistants; 25 library staff (plus two extra temporary staff); and 46 administrative staff (including the Principal and Secretary, and 1 temporary official).

16. Given the fact that total student enrolment amounts to only 120-odd, the overall staff-student ratio (almost one to one) is at first sight extraordinary and almost certainly unparalleled in any other institute of higher education in Europe. However, it should be borne in mind that the "students" are not students in the traditional sense but rather researchers who, together with the academic staff to whom they are assigned, form part of research teams working in specific areas. As to the library, a certain minimum staff is inevitable given its size and special characteristics and the need for the number of languages to be covered.

17. It is much more difficult, however, to explain a permanent administrative staff of 45 to run such a small institute. As it is, there is one member of the administrative staff to every four other people at the Institute, ie. academic staff, library staff and research students. Despite the figures, however, there does not seem to be any obvious wastage or overemployment: on the contrary, several areas of the administration could be said to be undermanned. For example, there are only two translators to translate all the Institute's official documents and correspondence into and out of five languages, and these translators do not even have their own secretarial staff. On the purely practical side, the Institute has only one switchboard operator, one messenger and one porter to man the main gate, a level that can lead to considerable practical problems in the event of illness or holidays.

18. It should also be noted when looking at the administration's establishment plan that 25 (ie. more than half) of its staff are secretaries and half of these (12) are assigned permanently to the four academic departments. This number is the minimum needed in view of the number of languages in use at the Institute. Overall, then, it can be said that the administrative structure looks bigger than it is; that even in its present size it shows certain clear shortages; and that the size of the administration's staffing - like that of the library - would not appear so large if it were required to support a larger academic and student body, which it could certainly do.

19. The question of the number of research students at the Institute is one that deserves consideration in any case. Opinions on the subject differ widely. The original plans for a post-graduate university with a student body of some 600 have now been superseded by the Profile Report and its definition of the Institute as a research institute. However, some members of the present faculty believe that the Institute in its present form and with existing facilities could well accommodate 400 research students and even the Profile Report considers 200 to be a realistic number. Particularly in view of the Institute's infrastructure and its need to become better known in the academic world, your rapporteur feels that the present enrolment

of 120-130 is too low and should be increased in future years to approximately double that figure, and certainly not less than 200.

The Institute's Budget

20. The Institute's budget (1981) amounts to Lit 6,619,018,000 (5,396,936 EUA). It consists of financial contributions from the contracting states based on the following scale: Germany, France, Italy, UK: 21.16%, Belgium, Netherlands: 6.04%; Denmark: 2.47%; Ireland: 0.62%; Luxembourg: 0.19%. The Commission makes 200,000 EUA available under Item 2940 of the budget in support of specific research projects, and some additional research funding is made available by certain Foundations.

21. Article 19(2) of the Convention states that "from 1 January 1978, financing shall be on a basis to be determined, during a study to be initiated on 1 January 1977, in the light of developments on the European Communities by that date and the alternative of financing by the Community". In other words, the Convention itself recognizes, in the words "the alternative of financing by the Community" the possibility of an eventual budgetization of the Institute's budget. However, the study which, according to the Convention, was to have been initiated on 1 January 1977, has in fact never been carried out. This "oversight" must be remedied at once.

22. In fact, the Commission's budget already has a heading (Article 288) entitled "European University Institute" and contains a token entry. However, funds cannot be entered on this line until an appropriate amendment to the Convention is made by the contracting states. It should be noted in this connection that two comparable institutions do receive their operational appropriations from the Community budget: the European Centre for the Development of Vocational Training (Berlin) under Item 3010 and the European Foundation for the Improvement of Living and Working Conditions (Dublin) under Article 359. There is no valid reason for leaving the European University Institute outside the Community's budgetary procedure. Its inclusion would not only give the European Parliament some say in the financial provisions for the Institute but would subject the latter to the scrutiny of its Committee on Budgetary Control and the Court of Auditors.

23. Budgetizing the Institute would make it, of course, a "Community Institution" as originally envisaged at the Messina Conference. While this would in no way detract from its freedom and independence from the academic point of view, it could certainly be expected to facilitate many of the Institute's general administrative problems, and would give the Community, rather than the High Council, the power of decision.

24. It is worth recalling here that the European Parliament has already adopted a number of resolutions on the EUI, the most recent on 8 April 1974 following its debate on the Klepsch Report on the Convention setting up a European University Institute¹. This resolution deplored the fact that the Convention established "no clear institutional link between the European University Institute and the European Community" and called for an annual report by the High Council to Parliament on the Institute's progress, establishment of contacts between the Institute and the European Parliament and the active involvement of the Community's institutions in the administration and functioning of the Institute. The validity of these demands has in no way diminished since Parliament made them and your rapporteur would reiterate them here.

The Research Programme

25. As has been noted above, the Institute was defined by the Profile Report as a research institute rather than a post-graduate teaching university. In practice, each of the Institute's four departments pursues one or several research projects into themes of general European interest. In the past, the nature of each research project has tended to be determined by the professor or professors in the department, many of whom have in fact arrived at the Institute already involved in research into a specific subject and with the intention of pursuing it in Florence. It has been the responsibility of the Academic Council formally to determine the research projects to be carried out and in future a Research Council, proposed in the Profile Report and set up in November 1980, will be responsible for drawing up and coordinating an overall research programme into which individual research projects will be integrated.

26. The Research Council will differ from the Academic Council in that it will include a number of eminent scholars appointed by the Academic Council from outside the Institute, as well as members of the Institute's own faculty, and representatives of the High Council, the Commission and the European Parliament. Its task will be not only to draw up a research programme, but also to assess the progress and results of individual research projects and, where appropriate, offer advice on difficulties associated with them. It will be for the High Council to approve the research programme and its individual themes as proposed by the Research Council. The Research Council will meet for the first time in September 1981.

¹ Doc 396/73

27. There are a number of research projects at present under way or already completed at the Institute which are of direct interest to the European Community and which have received financial support from the Commission. These include, in the Department of History and Civilization, a project on the history of European cooperation and integration since 1945; in the Department of Economics, a project on the integration of "mixed economies" and a project on international financial interdependence in the economic policy of mixed economies; in the Department of Law, a project on the establishment of a uniform electoral system for the election of the European Parliament, a project on access to justice, a project on the legal instruments of European integration and a project on the protection and development of human rights in Western Europe; and, in the Department of Political and Social Sciences, a project on "welfare states" in Western Europe since the Second World War.

28. Interesting though many of these individual projects may be, they can hardly be said to constitute a coherent research programme and few if any of them are such that they could not have been carried out equally well in the relevant departments of major existing universities. Hence the need for a research programme which will (a) indicate in a general way the themes to be pursued in the coming years; (b) indicate the comparative and/or multidisciplinary nature of the research to be undertaken; (c) indicate clearly the European (ie. multicultural) dimension of the research¹.

29. As to the Institute's academic structure, the wisdom of splitting faculty and students into four traditional "departments" deserves to be questioned. Departments comprising seven academic staff each in an Institute dedicated to comparative research into themes with a European dimension seem somewhat superfluous. There is already a degree of interdisciplinaryity in the Institute's work, certain projects being "shared" by two or more departments, and this would be further encouraged if the formal departmental structure were abandoned altogether. It would, in particular, be a pity if each research project decided upon in the context of the Institute's research programme had to be designed with a view to "fitting" a particular academic department.

30. In the past, academic staff have been appointed on the basis of their ability to fit into one of the four existing departments and their general interest in pursuing research in Florence. Their individual interests and specialities have tended to determine the direction of research at the

¹ See "The Institute's first five years" by the Principal of the EUI, Prof. Max Kohnstamm, IUE 113/80 (CS 13)

Institute rather than vice-versa. In future, the existence of the research programme should be the framework in which academic staff members are appointed in the first place. Admissions policy as regards students has also been rather vague, and the existence of a research programme will in future make it possible to recruit research students with a view to their integration into a particular research team, thus enabling them to make a more specific contribution and at the same time prepare a thesis directly related to the Institute's research programme or one of its individual themes.

31. Quite apart from the academic framework, there remains a number of other obstacles connected with the recruitment of both academic staff and research students. These concern financial provisions (ie. grants), the Institute's reputation, its geographical location, recognition of the Institute's doctorate, the language problem, etc.

The problems of recruitment

(a) Research students

32. Attracting high-calibre research students has been a problem for the Institute since its inception. According to researchers at present at the Institute, the Institute and its activities are not given sufficient publicity in the academic world in general and are, as a result, not widely known. However, on closer analysis this would appear to be less the result of an inadequate publicity effort as of the simple fact that the Institute has not yet established an academic reputation in the university world; this may well simply be a matter of time, though given the very limited number of academic staff and researchers passing through the Institute the time involved is likely to be considerable.

33. Where potential student applicants in the various Member States have heard of the Institute they will, before applying, ask themselves a number of questions about the value of choosing to undertake research in Florence rather than in some other research institute or university. It is no surprise that the countries with the highest number of well-qualified applicants are Ireland and Italy, the choice of post-graduate research facilities in both countries being extremely limited. Most other students will naturally look first at the possibilities for continuing work to doctorate level at universities in their own countries. Moreover, major graduate schools in the United States continue to exert a strong attraction on students who may be particularly interested in broadening their experience by spending a period of time studying abroad.

34. It is particularly to such students that a proposal¹ by the Institute's Principal to introduce a "tightly-structured one-year diploma course" leading to the degree of MA or equivalent might appeal. Such a programme, if offered, would be likely to attract many talented young graduate students, some of whom could then be expected to decide to stay on and complete a doctoral thesis. Other research students who had intended initially to spend a longer period in Florence would, if they decided not to stay the course, at least have a diploma and would not leave the Institute completely empty-handed. In the light of these considerations, and the potential value of such a course in its own right, this proposal - to which the response so far has been at best lukewarm - deserves careful examination.

35. A further obstacle to recruitment is the fact that a prerequisite for undertaking research at the European University Institute is a thorough knowledge of at least one foreign language, plus the need to acquire a sound working knowledge of Italian for practical purposes. Although the Institute officially works in five languages, the main academic working language is English (about 70%), followed by French. The other languages are rarely, if ever, used for teaching purposes. It follows that all researchers have to be proficient in one or both of these languages - often to the extent of being able to write their theses in it - if they are to make a success of their stay in Florence. While most research students - and, for that matter, academic staff - are theoretically aware of the language requirements of the Institute before they arrive, the language issue does appear to cause considerable difficulties.

36. Although language courses are offered, they are of the ordinary audio-visual type aimed at providing language skills of a level commonly reached at secondary school. This may suffice for Italian, needed mainly for day-to-day living, or German, required largely for reading comprehension. But at least in English, and possibly French, the need would instead seem to be for a more general language service, providing also high-level stylistic training for those writing in a language not their own (most usually English) and specific help with writing or revising particular documents, articles or theses. Assistance could also be provided, as to some extent already done by the translators or colleagues, with language problems encountered in the course of research.

37. Researchers receive grants paid by their national education authorities. The scale applied is that applied to any graduate student and, in most cases, no special allowance is made for the fact that the students will be studying in Florence alongside students from many other countries. The

¹ Memorandum by the Principal, IUE 258/79 (CS 13)

result is a fairly wide divergence in the size of grants received by researchers from different countries. While Danish researchers, for example, receive what amounts to a salary, those from Ireland or Italy find themselves in a severely disadvantaged position financially vis-à-vis their colleagues. It would seem essential that all research students should receive approximately the same amount of financial assistance, especially since the Profile Report, in placing the Institute's emphasis squarely on research, envisages students as forming part of research teams and thus lends justification to the research students' definition of themselves as researchers rather than students. The proposal has been made¹ - and it is a good one - that the Institute itself should include in its budget grants for students who, with the Institute's agreement, decide to stay in Florence for a second or subsequent year. National authorities would therefore finance students only for their first year.

38. There is some concern over the question of the "recognition" of the Institute's doctorate. In certain Member States of the Community (ie. Ireland, Netherlands, United Kingdom) formal recognition of doctorates is not required. In those countries where recognition is required, the problem would appear to have been satisfactorily resolved in France, Germany and Italy, and Luxembourg, which awards no doctorates of its own, applies the same "homologation" procedure to the EUI doctorate as to those granted by any other institute of higher education. Only in Belgium and Denmark are specific measures still outstanding for recognition of the EUI's doctorate.

39. Doctorate or not, what specific career opportunities do two or three years at the Institute hold out to researchers? The feeling at present is that there is little practical scope for Institute alumni and some structured help in career placement should be offered. One interesting and highly relevant possibility, which several former Institute students have since taken advantage of, is a career in the European civil service. While no exceptions can be made to the rule that European civil servants are recruited by competition only, the Community institutions might do well to offer, as a matter of course, traineeships to any former Institute student interested in the possibility of a subsequent career as a European official. In fact, the Commission has recently decided to offer four such traineeships a year to EUI researchers, and the other institutions of the Community should consider doing likewise.

¹ Memorandum by the Principal, op cit.

(b) Academic staff

40. The difficulties in recruiting qualified and suitable professors and other academic staff are also considerable although completely different in nature. There is, moreover, an additional, and extremely crucial, aspect of this problem, namely that of academic continuity.

41. In making academic staff appointments, the Academic Council must see to it that certain basic pre-conditions are fulfilled. The Institute must maintain a reasonable balance of nationalities among its professors, a criterion that applies to each individual department as well. Moreover, appointments must be made not only in the appropriate disciplines but from amongst academics who have a specific interest in an area of research directly relevant to the Institute's work. Until now many professors who have chosen to take up a post at the Institute have brought with them a research project or projects in which they were already engaged at their previous university. In future, however, it will become increasingly necessary to stipulate that professors will have to engage in research which has already been at least broadly defined in the context of the Institute's research programme. Having found suitable candidates, the Institute is able to offer them only three-year contracts (renewable up to a maximum of seven years), but there is no provision for lifetime tenure.

42. Candidates for professorships must therefore fulfil not only a number of objective criteria but must also be willing and able to obtain a leave of absence or sabbatical from their university of origin for a period of three years to come to Florence. Since there is no possibility of tenure at the Institute, no professor can actually consider giving up his former university post. Furthermore, until the Institute has established a respectable academic reputation, the career advantage of coming to Florence, particularly for younger professors, may be insignificant. Academic staff, unlike most research students, may also find themselves facing a number of purely practical problems which could militate against their coming to Florence. These are particularly acute in the case of professors with families for whom housing and schooling may be a problem. In this connection serious consideration might be given to establishing a European School in Florence: although the numbers involved are at present fairly small, they are likely to grow in the future (especially following establishment of the European Community's archives in Florence) and they are, in any case, not very different from the numbers in Culham or Munich, where European Schools have been set up.

43. Despite these difficulties, the Institute has nevertheless succeeded in attracting a number of extremely highly qualified professors. Salaries are generous by national standards and, for all its geographical inconvenience, Florence as a city and as a cultural centre is very attractive. Moreover, any academic interested in the comparative aspects of the social sciences at European level will find, in the multinational academic and student bodies, an ideal environment.

44. The Institute has also been able to finance the participation of numerous visiting professors and other scholars at seminars and colloquia held at the Badia. These, together with the now internationally-recognized annual Jean Monnet lectures (given by personalities such as Roy Jenkins, Emilio Colombo, Ralf Dahrendorf and Simone Veil) and the annual Summer School on Comparative European Politics, have contributed to enhancing the Institute's reputation as a respectable centre of intellectual activity.

Lack of teaching staff continuity

45. While many professors may find it difficult to obtain a three-year sabbatical, three academic years for the Institute is an extremely short period of time. Most obviously, it means that one-third of the academic staff must be replaced every year, something that places a major administrative burden on the Academic Council and others involved in the selection of new professorial staff.

46. A lack of teaching staff continuity will have inevitable consequences for the Institute's functional and academic potential. In theory, at least, a newly-appointed professor on a three-year contract will have to spend much of his first year acclimatizing himself to his new environment and familiarizing himself with the administrative and other problems of the Institute as a whole and then, after a further two years, will have to depart, leaving, as likely as not, unfinished research work behind him. In practice, the situation may not always be so grim. For example, many professors are able to involve themselves in the work of a particular department both before and after their own full-time appointment takes effect by coming to the Institute as visiting professors. Moreover, it is possible for a professor to renew his three-year contract.

47. The Convention makes no provision for awarding tenure to academic staff, a solution which your rapporteur would not, in any case, support. The advantages in terms of continuity that tenure might offer would be more than negated by the inevitable paralytic effect that a static academic establishment would have on an institute of such small size.

A better solution would be to increase the length of contracts from three to perhaps five years, or even - eg. where an interested professor is nearing the end of his career - to seven years. This would mean, in principle, that in any given year four-fifths of the academic staff would remain from the previous year, enough to assure a large measure of continuity. Unfortunately, it must be recognized that, even if five-year contracts were available, many professors would not accept them because they could not obtain a leave of absence from their own university for such a period of time. On the other hand, once the Institute in Florence becomes better known and has developed an international reputation, the attitudes of other universities in this respect may change.

Conclusion

48. This report has attempted merely to highlight some of the main problems and difficulties facing the European University Institute in Florence. In doing so, it has not been the intention to attempt to detract from the considerable measure of success which the Institute can claim. After all, in a Community not exactly noted for its ability to reach agreement easily and harmoniously, it is something of a surprise that the Institute exists at all and that the difficulties which it faces tend to be more of a practical than of a political nature. Indeed, the High Council, in which the Member Governments of the Community are represented, deserves more than a little praise for the relatively unbureaucratic way in which it has presided over the setting up and running-in period of the Institute.

49. This in no way diminishes the fact, however, that the Institute's administrative structure overall - High Council, Academic Council, Research Council, Budgets Committee, academic departments, Principal, Secretary, etc. - is not geared to quick decision-making and its often cumbersome procedures can be extremely time-consuming. Your rapporteur would suggest that a small working group be appointed by the High Council to look into this structure and report back with proposals for streamlining it.

50. On a personal level credit must be paid to the Institute's first Principal, Prof. Max Kohnstamm, who has presided over the difficult years since the Institute's foundation. His intense personal commitment to the Institute's success is well known and his contribution to its development, exemplified by two of his papers referred to elsewhere in this working document¹, will be a lasting one. It should be borne in mind in this connection that Prof. Kohnstamm, when he retires at the end of the 1980-81 academic year, will have spent seven years as Principal of the EUI. In

¹ The Institute's first five years and Memorandum by the Principal, op cit.

view of this fact, Article 7 of the Convention laying down that the Principal shall be appointed for a period of three years (renewable once), seems somewhat redundant, and it would clearly be in the interests of continuity if the initial appointment were in future to be made for a four year period, with the possibility of renewal for a further three.

51. The Institute is now only in its fifth full year of operation and it is clearly far too early to make anything but interim judgements on its achievements. Many of the "problems" with which the Institute is faced can be put down quite simply to "teething troubles". The Profile Report, which was drawn up in recognition of the existence of a number of fundamental problems concerning the Institute's role and identity, made a series of sensible and intelligent proposals which are, however, only now beginning to be put into practice. It is perhaps somewhat strange that a clearer profile of the Institute was not devised before it began operation. But seen in a longer-term perspective, the important thing is that the Institute does now appear to have found its way: it will be for a subsequent report of this committee, in four or five years time, to assess how closely it has stuck to that course.

52. This report has looked, in greater or lesser depth, at some of the functional aspects of the Institute: at its physical location and its facilities, at some of the practical administrative problems, at its academic structure and at the problems concerning and facing the research students and academic staff. It has not attempted to evaluate in depth the nature or quality of the research which has been and is being carried out and which, at the end of the day, will constitute the interest on the intellectual and financial capital that has been invested. The reasons for not doing so are apparent: firstly, a critical appraisal of academic research is clearly not possible in the context of a parliamentary report; and secondly, research is not a short-term affair and it will be some time before a sufficient quantity of published material becomes available for assessment.

53. For the present, therefore, your rapporteur's aim has been to describe the situation as it exists and to make a few suggestions as to possible improvements. The most important of these, either stated or implied, are the following:

- that the proposal for a Research Programme of the Institute, first made in the Profile Report as long ago as 1977, should be implemented without further delay;
- that the newly-established Research Council should, in addition to drawing up the Research Programme, make regular assessments of the research work being undertaken;

- that better use should be made of the Institute's very adequate infrastructure, in particular by increasing, perhaps by 100%, the size of the student body;
- that the Institute's functional structure should be reexamined;
- that research carried on at the Institute should be directed more specifically than in the past at areas of direct interest and value to the European Community, and that this be done in the framework of a less rigidly-structured departmental system so as to derive the maximum benefit from the Institute's potential for multinational and interdisciplinary work;
- that the Institute should be financed directly out of the Community's budget and should become, in the longer term, a fully-fledged Community institution;
- that efforts should be made to make the Institute more attractive to high-calibre research students by, inter alia, introducing a more equitable grants system, ensuring wider publicity of the Institute's activities, securing universal recognition of the Institute's doctorate, providing student accommodation, rethinking the language question, etc;
- that further consideration should be given to the proposal to introduce a one-year diploma course;
- that academic staff should be recruited as a function of their ability to contribute to the Institute's research programme, and not, as in the past, be offered merely the facilities to pursue their own research; and that the possibility of five-year contracts be considered to enable those professors who can do so to spend more time at the Institute and thus improve the level of teaching-staff continuity.