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## I

*(Information)*

## COUNCIL

## COUNCIL RESOLUTION

OF THE REPRESENTATIVES OF THE GOVERNMENTS OF THE MEMBER STATES  
OF THE EUROPEAN COMMUNITIES, MEETING WITHIN THE COUNCIL

of 21 December 1981

on the social integration of handicapped people

THE REPRESENTATIVES OF THE GOVERNMENTS  
OF THE MEMBER STATES OF THE EUROPEAN  
COMMUNITIES, MEETING WITHIN THE COUNCIL,

Having regard to the Treaty establishing the European  
Economic Community,

Having regard to the Council Resolution of 21 January  
1974 concerning a social action programme <sup>(1)</sup>,

Having regard to the Council Resolution of 27 June  
1974 establishing the initial Community action  
programme for the vocational rehabilitation of  
handicapped persons <sup>(2)</sup>,

Having regard to the Commission report on the initial  
Community action programme for the vocational  
rehabilitation of handicapped persons (1974 to 1979)  
and to the conclusions of the Council, adopted at its  
meeting on 9 June 1980, concerning the further  
implementation of this programme,

Having regard to the Commission communication of  
29 October 1981 on the social integration of disabled  
people <sup>(3)</sup> and the comments made by the various  
delegations within the Council on that communication,

Having regard to the importance attached by the Euro-  
pean Parliament <sup>(4)</sup> and the Economic and Social  
Committee <sup>(5)</sup> to the economic and social integration of  
disabled people,

Noting that the United Nations Organization has  
designated 1981 as the International Year of Disabled  
People and that this initiative has been supported by the  
Community and its Member States;

Considering that handicapped people should have the  
same right as other people to participate in and  
contribute to all aspects of economic and social life;

Conscious of the difficulties handicapped people face in  
exercising that right in periods of economic recession;

Considering that the Community and the Member  
States have a responsibility to promote better living and  
working conditions for handicapped people;

Taking account of the fact that all Member States have  
made the economic and social integration of  
handicapped people a goal to be attained, and taking

<sup>(1)</sup> OJ No C 13, 12. 2. 1974, p. 1.

<sup>(2)</sup> OJ No C 80, 9. 7. 1974, p. 30.

<sup>(3)</sup> See page 14 of this Official Journal.

<sup>(4)</sup> Resolution of 11 March 1981 on the economic, social and  
vocational integration of disabled people in the European  
Community (OJ No C 77, 6. 4. 1981, p. 27).

<sup>(5)</sup> Opinion of 2 July 1981 on the situation and problems of  
the handicapped (OJ No C 230, 10. 9. 1981, p. 38).

account of the initiatives that have already been taken by Member States to promote such integration;

Taking into account also the diversity of systems and structures in the Member States,

HAVE AGREED AS FOLLOWS:

I. Member States are invited to continue, and if possible intensify, their measures to promote the economic and social integration of handicapped people, in order to enable them to make a productive and creative contribution to society, and in particular to:

- ensure that due account is taken, in the development of policies affecting the living and working environment of handicapped people, of the need to remove barriers to the full participation of handicapped people in society;
- facilitate the coordination, at national, regional and local levels, of services concerned with handicapped people, and to encourage cooperation in this respect between the different bodies active in the field, including associations of handicapped people and the social partners;
- promote the participation of handicapped people, their representative organizations and, where appropriate, their families in the framing and implementation of measures which directly affect them;
- ensure that handicapped people may lead as independent a way of life as possible;
- ensure that handicapped people do not shoulder an unfair burden of the effects, on both employment and resources, of economic difficulties;
- promote measures to prepare handicapped people for an active life, in particular by integrating them in normal education and training systems wherever possible;
- develop and implement measures on the housing and mobility of handicapped people and improved access to public buildings, transport and other public facilities, so as to promote the fullest possible integration and participation of handicapped people;

— encourage information activities designed to enable the public to understand the contribution it can make to the integration of handicapped people, and those activities directed at handicapped people themselves;

— promote the development and availability of technical aids, the pooling of information and experience in the field and the application of new technologies, so as to facilitate the communication, mobility and employment of handicapped people.

II. In order to complement and support the efforts of the Member States, the Commission is invited, within the limits of the financial resources available under the Social Fund, to set up, in close cooperation with the Member States a network of selected development actions to promote model coordination of the actions undertaken, especially at local level. This network will be based broadly on the guidelines set out in the Commission communication and will operate for four years beginning early in 1983.

In addition, the Commission is invited to pursue its efforts in particular by:

- (a) further developing existing activity at Community level based on the network of rehabilitation centres in order to promote and disseminate good practice and to restructure the network, taking into consideration the institutions and associations that are especially well-placed to carry out the tasks of the network, so that all such institutions and associations are included in the information issued by the network and can benefit from the outcome of such work;
- (b) continuing to promote pilot projects on the housing of handicapped people in order to identify those experiences which are worthy of Community application;
- (c) pooling the information and taking into account the existing national information systems, and ensuring an exchange of information between the services involved in framing and implementing the above measures, including representatives of handicapped people.

III. The Commission is requested to prepare by the end of 1984 a progress report on measures taken by the Community and a final report by the end of 1986.

# COMMISSION

## FINANCIAL STATEMENTS OF THE EUROPEAN COAL AND STEEL COMMUNITY FOR 1979 AND 1980

In accordance with undertakings given by the Commission on behalf of the European Coal and Steel Community (ECSC) within the context of its borrowing activities, the following accounts of the ECSC for the financial years 1979 and 1980, drawn up in conformity with Article 78 (d) of the Treaty establishing the ECSC, are published herewith:

- Balance sheets of the European Coal and Steel Community at 31 December 1980 and 31 December 1979;
- Statement of revenues and expenditures for the years 1980 and 1979;
- Statement of Allocation of Funds — Excess of revenues over expenditures for the years 1980 and 1979.

These financial statements are also accompanied by the Report of the Court of Auditors, foreseen by Article 78 (f) 5 of the ECSC Treaty, dealing with the financial operations of the ECSC for the year 1980, with the exception of those relating to revenue and expenditure of an administrative nature.

### BALANCE SHEET AT 31 DECEMBER 1980 AND 31 DECEMBER 1979

(European units of account)

#### ASSETS

	1980	1979
Cash and balances with central banks	5 760 379	466 829
Loans and advances to credit institutions repayable on demand	24 838 983	24 060 906
with agreed maturity dates or periods of notice	523 345 753	424 331 208
	548 184 736	448 392 114
Debt securities held in portfolio (Note 1)	264 243 139	206 634 624
Loans outstanding (Note 2)	5 514 673 415	4 793 911 983
Unamortized issuing costs and reimbursement premiums (Note 3)	72 722 065	70 902 275
Banks deposits for coupons and securities due but not presented for payment	55 471 293	40 376 952
Land and buildings (Note 4)	286 389	260 752
Other assets (Note 5)	25 201 409	32 069 955
Accrued income (Note 6)	155 563 851	128 356 011
	6 642 106 676	5 721 371 495

## LIABILITIES

	1980	1979
Coupons and securities due but not presented for payment	55 471 223	40 376 859
Amounts owed to credit institutions repayable on demand with agreed maturity dates or periods of notice	—	8 268 671
Medium- and long-term borrowings (Note 7)	5 405 735 297	4 675 047 371
Other liabilities	14 823 929	3 850 471
Accrued interest and commission payable (Note 8)	224 587 699	166 822 885
Total liabilities due to third parties	5 700 618 148	4 894 366 257
Commitments concerning the ECSC operational budget (Note 9)		
Financial aid	376 741 857	310 021 337
Other	119 259 059	105 033 906
	496 000 916	415 055 243
Reserves (Note 10)		
Guarantee fund	260 000 000	230 000 000
Special reserve	143 500 000	140 000 000
Former pension fund	41 847 043	41 530 962
	445 347 043	411 530 962
Unallocated surplus of revenue	140 569	419 033
	6 642 106 676	5 721 371 495

**European Coal and Steel Community  
Commission of the European Communities**

FRANÇOIS-XAVIER ORTOLI  
*Vice-President  
of the Commission*

A. NICOLETTI  
*Director-General  
for Credit and Investments*

The accompanying notes which refer to the accounts for the year ended 31 December 1980 form an integral part of these accounts. For the notes to the accounts for the year ended 31 December 1979 refer to the Financial Report of the ECSC for the year 1979.

The presentation of the annual accounts was modified between 1979 and 1980. In order to permit a comparison between the accounts for both financial years, the accounts as at 31 December 1979 are published above in the same form as those as at 31 December 1980. The accounts as at 31 December 1979 and its Annexes have been published in their former presentation in the ECSC Financial Report for the year 1979.

**REVENUE AND EXPENDITURE FOR THE YEARS ENDED 31 DECEMBER 1980 AND  
31 DECEMBER 1979**

(European units of account)

**EXPENDITURE**

	1980	1979
Interest paid	429 401 595	363 208 185
Commissions paid	3 870 354	3 864 210
Contribution to administration costs (Note 11)	5 000 000	5 000 000
Value adjustments for losses on loans and provisions for general risks relating to ECSC activities	11 572 097	800 000
Value adjustments in respect of securities (Note 12)	580 265	10 387 724
Realized losses in respect of securities (Note 13)	941 235	—
Amortization of issuing costs and reimbursement premiums (Note 3)	16 052 529	14 510 254
Other charges	439 909	462 587
Research expenditure	40 962 596	33 101 821
Rehabilitation expenditure	35 667 540	33 020 436
Assistance to coking coal plants	10 942 478	4 570 486
Interest subsidies under Article 54	7 437 504	5 374 622
Interest subsidies under Article 56	10 593 799	6 399 500
Loss on exchange	1 691 396	279 923
Surplus of revenues over expenditure	114 483 290	104 050 368
	<b>689 636 587</b>	<b>585 048 116</b>

**REVENUE**

	1980	1979
Interest received (Note 14)	538 682 392	445 380 452
Profit on repurchased securities (Note 7)	4 110 303	2 739 281
Miscellaneous	2 239 285	4 514 726
Levy and fines (Note 15)	116 604 607	104 041 363
Realized gains in respect of securities	—	372 294
Contributions from Member States	28 000 000	28 000 000
	<b>689 636 587</b>	<b>585 048 116</b>

**European Coal and Steel Community  
Commission of the European Communities**

**FRANÇOIS-XAVIER ORTOLI**  
*Vice-President  
of the Commission*

**A. NICOLETTI**  
*Director-General  
for Credit and Investments*

**STATEMENT OF ALLOCATION OF FUNDS — EXCESS OF REVENUE OVER EXPENDITURE  
FOR THE YEARS ENDED 31 DECEMBER 1980 AND 31 DECEMBER 1979**

(European units of account)

	1980	1979
Surplus of revenue over expenditure at 1 January	419 033	113 045
Surplus of revenue over expenditure for the year, to be allocated	114 483 290	104 050 368
<b>Total available for allocation</b>	<b>114 902 323</b>	<b>104 163 413</b>
<b>Allocation: (Note A)</b>		
Guarantee Fund	30 000 000	30 000 000
Special reserve	3 500 000	1 500 000
Former pension fund	316 081	468 300
Financial aids	66 720 520	42 937 063
Other	14 225 153	28 839 017
	<b>114 761 754</b>	<b>103 744 380</b>
<b>Surplus of non-allocated revenue over expenditure at 31 December</b>	<b>140 569</b>	<b>419 033</b>

**Notes to financial statements as at 31 December 1980**

(European units of account)

**A. PRESENTATION OF FINANCIAL STATEMENTS**

The European Coal and Steel Community (ECSC) was established by the Treaty of 18 April 1951. The purpose of the ECSC under the Treaty is to aid the economic development of the Member States through the creation of a common market for coal and steel. The ECSC's principal sources of funds are the levies which it imposes and borrowings on the financial market and direct from banks.

The accounts to 31 December 1980 include the allocation of 1980 net income.

Accounts to 31 December 1980 are presented in accordance with the Commission's proposal for a Council Directive concerning the annual accounts of banks and other financial institutions.

The financial statements as at 31 December 1979 have been reclassified so as to make them comparable with those prepared as at 31 December 1980.

End-of-year figures for projects financed out of the year's allocations reflect projects undertaken during the year which are to be carried out by the ECSC in the fields of job retraining or of technical and economic research. Actual expenditure on these projects is included in the profit and loss account for the year in which expenditure is incurred.

**B. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES**

The ECSC uses the European unit of account (EUA) as the unit of measure for presenting its financial statements. The EUA as adopted by the Council of the European Communities is defined as equal to the sum of the following amounts of the currencies of the Member States:

German mark	0.828
Pound sterling	0.0885
French franc	1.15
Italian lira	109.00
Dutch guilder	0.286
Belgian franc	3.66
Luxembourg franc	0.14
Danish crown	0.217
Irish pound	0.00759

The following conversion rates for the EUA were used in drawing up the balance sheet at 31 December 1980:

German mark	2.56556
Pound sterling	0.549110
French franc	5.93916



Italian lira	1 217·30
Dutch guilder	2·79081
Belgian franc	41·3351
Luxembourg franc	41·3351
Danish crown	7·88723
Irish pound	0·690185
US dollar	1·30963
Swiss franc	2·31477
Canadian dollar	1·55950

The gain or loss resulting from the unrealized year-end conversion into EUA of accounts held in foreign currencies was, prior to 1980, brought into account in determining net income available for allocation. From 1980 onwards these profits or losses are deferred and transferred to the accrued income account in the balance sheet.

#### C. EXPLANATORY NOTES TO CERTAIN ACCOUNTS OF THE BALANCE SHEETS AND REVENUE AND EXPENDITURE STATEMENTS

##### 1. Debt securities held in portfolio

The portfolio consists principally of government securities and repurchased ECSC Bonds.

These securities are brought into account at the lower of acquisition cost or market value.

The book value of ECSC bonds repurchased and retained in the portfolio at 31 December 1980 was 67 555 097.

Repurchased ECSC bonds repayable during the 12 months following the year of account are deducted from issued bonds and retired from the market.

##### 2. Loans outstanding

1 240 loans were outstanding at 31 December 1980.

###### *Loans against borrowed funds in currencies*

US dollars	2 203 092 264	
German marks	1 449 917 312	
French francs	518 043 628	
Swiss francs	473 283 048	
Luxembourg francs	179 299 216	
Belgian francs	168 765 684	
Dutch guilders	127 512 783	
Pounds sterling	95 836 046	
Italian lire	70 011 270	
Canadian dollars	48 092 337	
European monetary units	14 644 234	
European units of account	7 206 412	5 355 704 234

*Other loans*

Loans from the Special reserve fund for the financing of workers' housing projects	131 467 411	
Loans from the pension fund for housing loans to officials of the European Communities	21 665 854	
Loans from the pension fund for Friuli iron industry	3 696 706	
Loans from the special reserve fund for technical and economic research	1 934 828	
Loans from the special reserve fund for rehabilitation	204 382	158 969 181
		<u>5 514 673 415</u>

*These loans are analyzed by country as follows:*

United Kingdom	1 765 302 810
France	1 192 992 181
Germany	1 182 479 041
Italy	839 744 797
Belgium	164 174 742
Luxembourg	160 356 061
Netherlands	135 071 464
Denmark	28 981 409
Ireland	17 278 822
Third countries	6 626 234
Communities officials — housing loans	21 665 854
	<u>5 514 613 415</u>

*Breakdown of these loans by principal form of guarantee:*

Loans secured by Member States	2 391 947 019
Loans secured by banks	957 344 314
Loans secured by mortgages	981 226 645
Loans secured by industrial groups	1 094 109 952
Loans secured by other guarantees	26 677 138
Unsecured loans (granted to credit institutions for workers' housing and job retraining)	63 368 347
	<u>5 514 673 415</u>

Certain loans have been written down to take account of a risk element inherent in the debts.

### 3. Unamortized issuing costs and reimbursement premiums:

Issuing costs and associated expenses are amortized over the life of the borrowings to which they relate.

**4. Land and buildings**

The ECSC owns a building in Washington DC which forms part of the Community's working assets. The building is leased to the European Communities.

**5. Other assets**

Other assets at 31 December 1980 are analyzed as follows:

Levy receivable	6 782 814
Member States' contributions receivable	15 677 455
Other	2 741 140
	25 201 409
	25 201 409

**6. Accrued income assets**

This item includes interest and commission on guarantees which had accrued but not yet fallen due on 31 December 1980, totalling 137 802 810.

Also included is the levy declared for the months of November and December 1980 which falls due after 31 December 1980, totalling 17 761 041.

**7. Medium- and long-term borrowings**

As on 31 December 1980, the ECSC had medium- and long-term borrowings of 5 405 735 297 in 265 loans at varying interest rates on the capital markets. These loans mature at various dates between 1981 and 2002.

The breakdown of the net debt by currency was as follows:

US dollars	2 155 628 611
German marks	1 482 769 064
French francs	522 490 368
Swiss francs	508 473 844
Belgian francs	176 272 708
Luxembourg francs	175 807 250
Dutch guilders	130 300 523
Pounds sterling	122 744 077
Italian lire	68 512 282
Canadian dollars	48 092 337
European units of account	14 644 233
	5 405 735 297
	5 405 735 297

Purchased ECSC bonds held in the portfolio at 31 December with a nominal value of 35 092 869 and maturing in 1981 were retired from the market and a profit of 4 110 303 was brought into account.

**8. Accrued liabilities**

This item includes interest and commission on borrowings which has accrued but not fallen due on 31 December 1980, totalling 211 277 410.

Unrealized currency conversion profits totalling 13 310 289 at 31 December 1980 are also shown in this account.

### 9. Commitments concerning the ECSC operational budget

At 31 December 1980 expenditure decided upon by the Commission was to be used as follows:

<i>Financial assistance (contracted commitments)</i>		
Rehabilitation projects	215 278 490	
Technical and economic research projects	77 991 683	
Interest subsidies under Article 56 on reconversion loans	43 709 213	
Interest subsidies under Article 54 on industrial loans	35 879 757	
Coke projects	3 882 714	376 741 857
	<hr/>	
<i>Other (approved commitments)</i>		
Technical and economic research	8 557 536	
Interest subsidies under Article 56 on reconversion loans	36 656 363	
Interest subsidies under Article 54 on industrial loans	15 045 160	
1981 budget	40 000 000	
Contingency reserve	19 000 000	119 259 059
	<hr/>	<hr/>
TOTAL		496 000 916
		<hr/> <hr/>

The breakdown of allocations made during 1980 and at the year end was, at 31 December 1980, as follows:

	<i>Financial Assistance</i>	<i>Other</i>
Balance at 31 December 1979	310 021 337	105 033 906
Allocations during 1980	66 720 520	(11 774 847)
Allocations at year end	—	26 000 000
	<hr/>	<hr/>
Balance at 31 December 1980	376 741 857	119 259 059
	<hr/> <hr/>	<hr/> <hr/>

### 10. Reserves

The guarantee fund and the special reserve have been built up from the allocation of excess ECSC revenue over expenditure. Allocation is at the discretion of the Commission.

The former pension funds represents the balance of the pensions funded by the ECSC prior to 5 March 1968, after which date pension commitments for officials are assumed directly by the Member States.

### 11. Contribution to administration costs

The ECSC contributed to the administrative budget of the Commission of the European Communities a fixed amount of 5 000 000.

### 12. Value adjustments in respect of securities

In accordance with its accounting policies the ECSC's portfolio of investment securities and repurchased bonds is brought into accounts at acquisition cost or market value,

whichever is the lower. The value of the portfolio has accordingly been reduced by 580 265 to reflect the reduction in market values as of 31 December 1980.

**13. Realized losses in respect of securities**

Capital losses or gains on investments are brought into account by reference to acquisition value, ignoring value adjustments made at the end of each financial year.

**14. Interest received**

This item includes interest received on loans totalling 445 275 491, interest on deposits of 68 862 988 and interest received on fixed interest securities of 24 543 913, at 31 December 1980.

**15. Levy**

The treaty empowers the ECSC to impose a levy on the coal and steel production of enterprises within the Community. The levy is calculated on the basis of the average Community values of the various products subject to the levy. The rate applicable from 1 January 1980 was 0.31 %. The 1979 figure had been 0.29 %.

**16. Other commitments**

At 31 December 1980 the Commission had irrevocable commitments outstanding totalling 7 819 174.

**17. Guarantees provided**

The ECSC guarantees loans made to various coal and steel companies by third parties; such guarantees are secured by guarantees received by the ECSC. Guarantees provided at 31 December 1980 totalled 7 795 569.

**18. Commitments arising from uncompleted fixed-term operations**

At 31 December 1980 the ECSC had contracted a number of 'swap' operations in respect of which commitments had been taken to buy currency totalling 44 841 273 and commitments to sell totalling 46 453 408.

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**Report of the Court of Auditors of the European Communities on the financial statements of the European Coal and Steel Community as at 31 December 1980**

1. This report deals with the financial operations of the ECSC other than those relating to revenue and expenditure of an administrative nature, for the financial year ended 31 December 1980. It has been drawn up in accordance with Article 78 (f) (5) of the Treaty establishing the European Coal and Steel Community as amended by Article 8 of the Treaty of 22 July 1975 amending certain financial provisions of the Treaties establishing the European Communities and of the Treaty establishing a single Council and a single Commission of the European Communities. In accordance with these provisions, the report covers the regularity of the accounting operations and the regularity of the financial management of the High Authority relating to these operations, with the exception of administrative revenue and expenditure. The latter is included in the Annual Report of the Court of Auditors on the general budget of the Communities.

2. The Court of Auditors has examined the accounts of the ECSC together with the financial statements adopted at 31 December 1980. The financial statements were examined on the basis of the provisions of the Commission's proposal for a Council Directive concerning the annual accounts of banks and other financial institutions. Although this proposal has not yet been adopted by the Council, the Commission — in agreement with the Court — considered it useful to follow the proposal in drawing up the annual accounts of the ECSC since the latter has activities comparable to those of a financial institution.

3. In the opinion of the Court the 1980 annual accounts give a true and fair view of the financial position of the European Coal and Steel Community at 31 December 1980 and of the result of its operations for the year ended on that date. The presentation of the annual accounts has been changed from that of the previous year to conform with the presentation required by the proposal for a European Community Directive concerning the annual accounts of banks and other financial institutions.

The valuation rules applied have remained the same as in the previous year, except for the change explained in note B of the Annex, with which the Court is in agreement and which concerns the treatment of conversion differences.

Luxembourg, 30 June 1981.

M. MURPHY  
*President*

P. GAUDY  
*Member*

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## II

(Preparatory Acts)

## COMMISSION

## THE SOCIAL INTEGRATION OF DISABLED PEOPLE —

## A FRAMEWORK FOR THE DEVELOPMENT OF COMMUNITY ACTION

(Communication from the Commission to the Council of 4 November 1981)

## I. THE CHALLENGE OF THE INTERNATIONAL YEAR OF DISABLED PEOPLE

1. The International Year of Disabled People during 1981 provides the European Community with a special opportunity and responsibility to give a fresh impetus to its actions in favour of disabled people. In March 1981 the European Parliament expressed its concern in this respect and called on the Member States and the Community institutions to adopt an extensive set of measures to promote the economic, social and vocational integration of disabled people<sup>(1)</sup>. In July 1981, the Economic and Social Committee finalized its opinion on the situation and problems of the handicapped<sup>(2)</sup> and also made a series of recommendations for action.

2. To mark the International Year, the Commission has sponsored a number of activities and meetings both within Member States and at Community level. The specialist seminars and conferences organized by the Commission on mobility and housing in Luxembourg in June, on the assistance of the European Social Fund for the handicapped in Mulhouse in October and on the transition of handicapped young people to active adult

life at Noordwijkerhout also in October served to carry forward existing Commission activity in a number of specific fields. The Commission considers, however, that its main contribution to the International Year should take the form of a more integrated forward-looking plan for Community activity on behalf of disabled people for the years to come.

3. The present communication sets out a new framework for Community activity designed to promote the social integration of disabled people. It seeks to build on and complement existing community action in this area and to complement those activities designed to promote the prevention of impairment and disability and the development of technical aids<sup>(3)</sup>. This communication should also be placed in the context of action in other areas of Community employment and social policy aimed at improving the living and working conditions of the population as a whole. The forthcoming report on the Community's action programme to combat poverty will be of particular relevance in this respect.

<sup>(1)</sup> Resolution of the European Parliament on the economic, social and vocational integration of disabled people in the European Community, adopted on 15 March 1981 (OJ No C 77, 6. 4. 1981, p. 27).

<sup>(2)</sup> Opinion of the Economic and Social Committee on the situation and problems of the handicapped, Soc 63 of 2 July 1981.

<sup>(3)</sup> For example in the areas of medical and ergonomic research, industrial safety, and environmental and consumer protection; see also the second and third action plans in the field of scientific and technical information and documentation (IDST).

## II. THE SOCIAL INTEGRATION OF DISABLED PEOPLE

4. People with disabilities have as much right as other people to participate in and contribute to all aspects of economic, social and political life. The social integration of disabled people — to enable them to exercise their rights — is an aim shared by all Member States. It implies action to remove the barriers which exclude disabled people from the life of their community, not only by means of specific compensatory or rehabilitation measures, but also by taking account of the needs of disabled people, whatever the nature of their disability, in the planning and organization of social structures influencing their living, learning and working environments. The social integration of disabled people should, therefore, be a permanent dimension of a whole range of policy areas.

5. Social integration is, moreover, a two-way process. It demands the active participation of disabled people themselves and, as appropriate, of their families in making and implementing the decisions which affect them. Equally, it demands that the public at large is made aware of the causes and problems of disability and of the contribution it may make to overcoming the effects of disability.

6. Over and above the broader philosophical justification for social integration policies, it is clear that rehabilitation measures combined with action to reduce

the social consequences of disability can bring significant socio-economic benefits to society as a whole, not least by reducing the burden on social services, public assistance and costly forms of institutionalized care.

7. In the current economic situation, it is not sufficient to ensure that disabled people do not shoulder an 'unfair' burden of the recession. It is essential, for economic as well as social reasons, to maintain intact the minimum services providing the vital lifeline which enables many disabled people to lead a more or less independent way of life and to minimize the economic burden on society. As regards employment, the increasing difficulties of the labour market faced not only by those with disabilities reinforces the need for action to distribute work opportunities more equitably and to enable all to make a productive and creative contribution to economic life.

8. Similarly, the introduction of new information technologies, which increases uncertainty in the labour market, may nevertheless be used by society, in particular to enhance the social integration of those with certain disabilities and provide new opportunities for mobility and employment where none existed beforehand.

## III. TRANSFORMING THEORY INTO ACTION

9. The Community, in common with the various international organizations, has over the years played an important rôle in researching and testing different methods of facilitating the social integration of disabled people by action in the field of education, training, employment, transport, housing, etc.<sup>(1)</sup>. The Commission does not consider that the Community should duplicate the various international resolutions and conventions which set minimum standards and basic principles in these various areas of policy affecting disabled people and to which the Member States already subscribe. Their effective implementation is nevertheless a matter of Community concern.

The Community has played a significant rôle, through the financial interventions of the European Social Fund, in supporting vocational training and rehabilitation programmes in Member States, giving priority to innovatory schemes and to actions in the disadvantaged areas of the Community. The rules and regulations governing the Social Fund are due to be the subject of a review during 1982. This communication does not seek to anticipate the results of this review, nor does it attempt to justify any alternative form of major financial intervention by the Community, for instance in the area of capital investment projects or income support for disabled persons. The Commission is, on the contrary, of the opinion that the Community could at this stage most usefully focus its efforts on the problems arising in the implementation of strategies for social integration and on the practical application of innovatory approaches in this area.

<sup>(1)</sup> See Annex II: Report on the Preparatory Work for the International Year of Disabled People.



These problems can be considered from three different points of view:

- the dissemination of information derived from latest research and experimental projects,
- the adaptation of examples of good practice according to local circumstances, at the different stages of policy, planning and implementation,
- the coordination and mutual reinforcement of the different sectors and services concerned in the development of a concerted strategy for social integration.

10. These problems are shown up particularly acutely at the level of local communities. It is at this level, moreover, that local authorities in most Member States have a large degree of autonomy or administrative responsibility in many of the policy sectors directly implicated in the social integration of disabled people. It is furthermore within the local community that measures can most effectively be taken to ensure both the greater participation of disabled people and their families in decision-making and the full involvement of other agencies, including voluntary bodies, education and training institutions, advisory services, employers' and trade unions.

11. Although there are numerous examples of cost-effective and imaginative action to promote the social integration of disabled people at local level, it has become evident that, in most instances, innovation in a

particular sector of activity, such as employment or town planning, comes about as the result of the initiative and commitment of particular individuals working within that sector. In some cases, a specific innovation may set in train a series of other spontaneous initiatives. There is less evidence, however, of concerted inter-sectoral planning or systematic attempts within the local community to draw from the experience of good practice elsewhere across a range of policy sectors <sup>(1)</sup>.

12. The Commission considers that a vital contribution to concerted action at local level may be made by a specially designated coordinating team which manages to gain the confidence and support of disabled people themselves, of planning staff in local administrations, of professionals such as careers officers and health workers, and of local employers, trade unions and voluntary organizations. The full cooperation of all these members of the local community is necessary to ensure progress over the whole field of integration and not least to prepare young handicapped people effectively for adult and working life. Moreover, the mere existence of such a coordinating team would be the proof of the commitment of the local community to a concerted approach in solving the problems, and a point of reference to which new initiatives could constantly be referred.

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<sup>(1)</sup> This point is demonstrated in the conclusions of the first phase of the work of the OECD (CERI) on the handicapped adolescent: see 'The Education of the Handicapped Adolescent: Integration in the School', OECD 1981 (especially Chapters II, III and X of Part I).

#### IV. A NEW COMMUNITY FRAMEWORK OF ACTIVITY

13. In spite of the considerable financial constraints on extending services for disabled people at the present time, the Commission considers that there is enormous scope for improving the social integration of disabled people, on the basis of the principles indicated in Section II, by means of more concerted and more imaginative action at local level. This general objective should provide a unifying framework for Community activity on behalf of disabled people for the next five-year period, and give effect *inter alia* to the Council's concern 'to reinforce the rôle of local authorities and services, in order to make the vocational

rehabilitation of the disabled more effective and to facilitate their social integration' <sup>(1)</sup>.

14. With this objective in view, the Commission considers it necessary to establish a new framework of inter-related initiatives which combines the reinforcement of present activities with the launching of new ones, as follows:

- (i) the setting up of a Community-wide network of locally-based development actions to serve as points of reference and demonstration models for policy development elsewhere;

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<sup>(1)</sup> Council conclusions of 9 June 1980.

- (ii) the creation of improved systems for the dissemination of information and the exchange of experience between (and within) Member States, so as to assist in the development and evaluation of national and local policies and practice;
- (iii) a series of studies and conferences to investigate selected policy issues of particular relevance at local level with a view to formulating Community-level guidelines for policy development in the Member States;
- (iv) reinforcement of the work of the present Community network of rehabilitation centres, so as to further their cooperation in the development of model solutions to key problems, and to enable them to play a more active part in the dissemination of good practice <sup>(1)</sup>;
- (v) dissemination of the results of the Community's pilot housing action promoting the social integration of handicapped persons, and provision for ongoing work in this field <sup>(2)</sup>.

15. Particular attention will be paid to the coordination of these five activities and to interaction between those directly involved in their implementation. Moreover, other relevant existing activities at Community level, particularly those in the fields of medical research, technical aids and transport, should be linked to this framework and more closely focused in the future on the problems of dissemination and generalization.

16. The network of locally-based development actions should be established for a four-year period with effect from 1983. Details of the organization of this network are provided in Annex I. The essential aim of the network would be to stimulate and evaluate the process of innovation at local level, placing particular emphasis on the coordination of services, both in planning and delivery, to promote the social integration of disabled people. The Community would give financial support to the coordinating team and to the evaluation studies within each district. Specific external financial aid for

<sup>(1)</sup> See 'Vocational Rehabilitation of the Disabled': report on the implementation of the Community action programme transmitted by the Commission to the Council on 30 October 1979 (COM(79) 572 final of 26 October 1979).

<sup>(2)</sup> See first information note on the Pilot Housing Action transmitted by the Commission to the Council on 17 September 1980 (COM(80) 491 final of 9 September 1980).

innovatory schemes themselves would in principle be excluded in order to focus efforts on actions which can be maintained in the long term within the limits of resources normally available. The network would thus provide for an intensive exchange of experience between the districts and enable the Community to examine on a comparative basis the principal issues arising in connection with policy innovation and implementation.

17. To ensure effective national participation throughout this programme, the Commission would invite Member States to nominate representatives to a Liaison Group to advise the Commission on the management of all aspects of the programme and also provide a means of continuing liaison between the Commission and the various national authorities.

18. The Commission will discuss the progress of the activity regularly with the representatives of the principal voluntary organizations which exist at European level. The Commission will also ensure continuing liaison with the OECD and other interested international organizations, particularly in order to take account within the programme of development outside the Community.

19. New initiatives to promote the creation of improved information systems in the area of social integration would be designed to provide on a long-term basis for an effective pooling of experience within the Community and to stimulate the process of innovation at all levels. The Commission would in particular support:

- (i) the establishment, primarily for the benefit of policy-makers, of a European Community data base concerning the disabled which in its content will link employment with training, teacher-training and other related sectors, and which in method will draw on the experience of the European Centre for the Development of Vocational Training in Berlin and of the Education Information Network in the European Community (Eurydice);
- (ii) the setting-up of a Community-wide information network between local authorities to focus initially on a limited number of planning issues which arise from the network of district actions and which directly affect the situation of disabled people;
- (iii) initiatives to enable regular communication and cooperation at Community level between voluntary

organizations and associations which represent disabled people and which aim to promote the participation of disabled people in decision-making at all levels.

Activities in this area will be carried out in close liaison with those being developed in the field of scientific and technical information and documentation (IDST).

20. Throughout the period of activity, a series of studies and conferences would be undertaken on specific themes related both to practical experience at local level and to the development of national policy (e.g. legislation and implementation of employment quotas for disabled people). The Commission would establish guidelines for action in Member States on the specific issues concerned. The first of these conferences, which will take place in 1982, will be concerned with the responsibilities of local authorities in promoting social integration; it will form part of the process of setting up the district development actions.

21. The present Community network of rehabilitation centres will have an important part to play in advising the Commission on all aspects of the new framework of

activities. In particular, the district development actions will afford a useful field for the dissemination and evaluation of the results of research and development activity undertaken by the centres. Equally, it will be important to maintain and intensify the cooperative activity within the centre network itself to ensure that innovative work continues on such issues as modular training and the training of trainers.

22. The Commission will publish by the end of 1981 an evaluation report on the programme of pilot projects concerned with the housing of the disabled. In the light of these conclusions, the Commission will refine its criteria for the support of further pilot projects in the future. It is expected that inclusion of this action within the general framework of activities set out in this present communication will considerably increase the extent to which it can benefit from and contribute to experience of good practice in related sectors, and will facilitate the dissemination of its experience.

23. The Commission will submit to the Council a progress report on activity in all five areas at a half-way point during the next five-year period and a final report after the completion of activity.

#### V. CONCLUSIONS

24. As a contribution to the International Year of Disabled People and as a mark of its commitment to reinforce activity at Community level on behalf of disabled people in the years to come, the Council is invited to support the Commission in carrying out this programme by adopting the framework of activity at Community level to promote the social integration of disabled people, along the lines set out in the preceding paragraphs. The Council is, for its part, also requested to confirm that the modest cost of the activities described, and for which detailed estimates are given in the financial annex attached, should be met by means of the development of existing budget lines.

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## ANNEX I

## THE INTERACTION NETWORK OF DISTRICT DEVELOPMENT ACTIONS

1. The network would consist of a limited number of districts to be chosen by the appropriate authorities in each Member State, in cooperation with the Commission, as points of reference for local strategies to promote the social integration of disabled people. The network as a whole, consisting of 16—17 projects in all, would aim to reflect the diversity of districts within the Community including both new and old urban conurbations and various kinds of rural district. The aim would be to select districts of relatively average characteristics within the Member State concerned — from the point of view of wealth, employment and density of population — and with an average reputation as far as social integration is concerned. The districts chosen would normally coincide with an administrative area and should, if possible, cover a population of between 150 000 and 300 000, thereby enabling a significant range of problems, services and types of provision to be included whilst at the same time allowing attention to be focused on the variety of specific disabilities and needs within the community.

2. The initial step would be the setting-up of an advisory committee for each district to include disabled people and their families, together with representatives of the major departmental and professional interests implicated in the social integration of disabled people and representatives of the social partners and voluntary organizations. A coordinating team should then be designated with the agreement of the advisory committee to take responsibility for stimulating the innovatory action within the district.

3. The objective would be for the social integration of the handicapped in the network districts to be promoted by a concerted local effort, with the support, as appropriate, from regional or national authorities, comprising actions in at least the following sectors:

- *employment*, with particular reference to positive labour market action through guidance and placement provisions, to opportunities for further training or retraining, to job adaptation, and to incentives to recruitment in the open economy; special attention would also be focused on new forms of work organization including cooperatives, semi-sheltered workshops within large enterprises, and new opportunities for home-working;
- *technical aids*, with particular reference to the ready availability of the full range of aids to learning,

communication and mobility, to the improvement of information on the aids available, to the contribution which can be made by the new microtechnologies, to the maintenance of equipment and training in the use of it, and to new employment opportunities which may be offered as a result of technological innovation;

- *training and preparation for adult life*, with particular attention to the practical problems of integration, and in particular to the development and training of teaching and other supporting staff, to the participation of parents and the provision of learning aids, to training for independence and in social skills, to guidance services, and to modular systems of training;
- *health and welfare*, with particular attention to guidance on health questions, especially for young parents, to prevention and early diagnosis, to the support given to those faced with both physical or mental handicap and socio-economic disadvantage, and to the continuity of supporting health and social aid services available as appropriate to all categories of the handicapped, including services delivered in the home;
- *transport, housing and physical planning*, with particular reference to the removal of barriers to mobility and participation particularly in training and employment. Attention would be paid to urban planning policies, to transport infrastructure and to housing policies which specifically aim to increase contact between disabled people and the able-bodied;
- *information, communication and public awareness*, with particular reference to disseminating throughout the local community a knowledge and understanding of the problems, to fostering positive attitudes to integration, to eliminating any stigma which may attach to disablement and to sharpening awareness of the need for cooperation and coordination of statutory and voluntary services.

4. Financial support would be given by the Commission to the following activities:

- the cost of the coordinating team: a maximum annual grant should be envisaged as matching

- finance for the running costs of the unit to be shared with those responsible at the level of the district,
- the cost of monitoring and evaluating the experience of the district: a maximum annual grant should also be envisaged as matching finance for an evaluation team to be designated with the agreement of Member States and the district advisory committee,
  - the organization of the interaction process and the sharing of experience between the projects in the different Member States, in particular by the setting-up of an appropriate mechanism at Community level.
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## ANNEX II

**REPORT ON THE PREPARATORY WORK FOR THE INTERNATIONAL YEAR OF  
DISABLED PERSONS**

## INTRODUCTION

The aim of the United Nations in instituting an International Year of Disabled Persons (1981) was to *help the disabled to take a full part in social life and benefit from the advantages of economic and social development in the same way as other people.*

Helping the disabled to play a full part in social life is one of the Community's objectives but it takes this further in aiming for their *social integration*. As long ago as in 1969, the Council had asked the Commission to work on this project. The lengthy task of establishing the aims and conditions for consistent, long-term action thus began and has been in progress ever since. It led, in 1974, to the launching of the Community Action programme for the Vocational Rehabilitation of Handicapped Persons and, in 1976, to the financing of pilot schemes in connection with the construction and adaptation of dwellings. These activities are still going on side by side with a series of more individual measures, of which it is not easy to gain an overall view.

Many Commission departments share responsibility for these programmes and *ad hoc* measures, and the International Year has provided them with an opportunity to collaborate. They have been helped by contacts made through meetings between representatives of the departments and representatives of disabled persons' associations organized at European level. This document is an example of the work being done.

## I. MEASURES TAKEN PRIOR TO 1979 AND RECENT DEVELOPMENTS, BY SECTOR

### Statistics

1. The study by Mr G. Rouault entitled 'The handicapped and their employment' <sup>(1)</sup> has shown that statistical data exist only on persons for whom special benefits or services are provided (e.g. pensions, training or placement); as these benefits and services vary, the available data are not comparable and cannot provide an overall picture. It is nevertheless important to have a catalogue of the available data. An updating of the study published in 1978 (which covers information for the years 1974 to 1976) is being carried out in 1980 by the statistical office.

### Customs regulations

2. The Community has implemented the 'Nairobi Protocol', adopted by the UNESCO General Conference in 1976 and relating to the importation free of Common Customs Tariff duties of articles for use by the blind and other handicapped persons:

- (a) the Protocol was signed by the Community on the basis of Council Decision 79/505/EEC of 8 May 1979 <sup>(2)</sup>;
- (b) the Community rules were amended by Regulation (EEC) No 1028/79 of 8 May 1979 <sup>(2)</sup>;
- (c) the steps to be taken in order to obtain the exemption were defined in Regulation (EEC) No 2783/79 of 12 December 1979 <sup>(3)</sup>.

A future task is to ensure that the facilities thus granted are really and widely used in the Member States.

### Consumer protection

3. In collaboration with the European Committee for Standardization (ECS), the Commission carried out a study of safety standards in two areas:

- (a) measures which would enable those suffering from defective eyesight to recognize by touch containers containing dangerous products;
- (b) measures which would make it difficult to open containers containing dangerous products (protection of children, but similarly of elderly and handicapped persons).

4. In the framework of the 'Preliminary Programme of the European Economic Community for a Consumer

Protection and Information Service <sup>(4)</sup>', the Community has set up a Consumers' Advisory Committee. At the request of the Commission or on its own initiative, this body is in a position to express the point of view of the consumers, in particular that of elderly or handicapped consumers.

### New technological applications

5. At the end of 1979, the Commission forwarded to the European Council a document on 'European society faced with the challenge of new information technologies — a Community response' <sup>(5)</sup>.

These technologies are important since they can:

- improve the communications systems and living conditions of elderly and handicapped persons,
- facilitate the development of less arduous types of work which can be performed more easily by handicapped persons.

The document stresses the training of users. It gives details of a programme, intended for the Ministers of Education, aimed at increasing the exchanges of experience on a number of points, including the application of new technologies to the teaching of handicapped persons.

### Vocational rehabilitation and employment

6. A Community Action Programme for the Vocational Rehabilitation of Handicapped Persons was adopted by the Council on 27 June 1974 <sup>(6)</sup>.

From a practical point of view, this programme includes:

- activities promoted by the Commission (work of the European network of rehabilitation and training centres), which aim to increase the training capacity for facilities aimed at the handicapped and at the people involved with them,
- measures taken on the initiative of various groups and organizations involved in social work, which take place in the field and which receive Community assistance. One of the features of these measures is the fact that they require joint action by the groups and organizations mentioned and by authorities at national and Community level.

7. As far as resources are concerned, the implementation of the programme includes:

- the finance provided by the Community (European Social Fund; the section on 'handicapped persons' in Article 304 of the Commission's budget),
- the work done by the Commission in guiding the programme and actually implementing it.

At present, this work consists of the following:

- (a) supporting innovatory projects capable of providing a rapid and suitable response to present needs; the continuation of this support;
- (b) observing the effects produced by the projects which receive assistance (increase in the demand for work; reorganization of the social services; new legislation) and instituting measures needed to remedy or reinforce these effects and to ensure that they are publicized and discussed in the Community;
- (c) making greater use of the experience gained in the field and ascertaining the trends revealed by the measures receiving support.

8. In 1978, the Commission undertook a review of the results of the innovatory projects carried out during the early years of the programme's implementation; a conference on the 'Vocational Rehabilitation of the Disabled — four years of study and financial contributions (1974 to 1977)' took place in Luxembourg from 21 to 23 March 1979. On this basis, the Commission established and presented to the Council a report on the implementation of the programme (7).

9. In 1980, the European Social Fund devoted 74 million EUA to the vocational training of handicapped persons (commitment appropriations). Since 1974, these appropriations have been steadily increasing. In addition, it makes a contribution to the work mentioned above (paragraphs 7 (a), (b) and (c) by means of the studies and pilot experiments which precede any action it takes and by assessing the results of this action. In this connection, mention should be made of the conferences on the training of instructors (Heidelberg 1972 and Mulhouse 1973), which were of considerable help in preparing the action programme described in paragraph 7.

10. The vocational integration of handicapped persons also depends on factors extraneous to work, such as housing. The Commission has taken a series of steps in the housing field. These include:

- (a) an examination of the minimum technical requirements of a dwelling so that it may be entered and used in a wheelchair (1974/75) (8);
- (b) the financing of programmes for the construction and renovation of dwellings in the member countries: not only pilot experiments but also larger scale programmes dealing with the physically handicapped (beginning in 1976) and the mentally handicapped (beginning in 1978);
- (c) processing results. This is a recent development and will be discussed later (paragraph 27).

#### Income and social security

11. The following work concerns persons who do not work:

- (a) The income of disabled persons. The money received by disabled persons varies according to whether the disability has been present since birth or has affected a housewife or an elderly person. A case study has been made of these differences; the data obtained have been compared with one another, reference being made to average earnings (study nearing completion).
- (b) Social protection for persons not covered by existing schemes. According to the country concerned, these persons include some disabled people, women not in gainful employment, students and unemployed young people, prisoners and the socially maladjusted, but also some self-employed persons and wage-earners (temporary domestic staff, home workers, etc.). The gaps and deficiencies in the various social security systems should be eliminated by means of:

- general measures to provide protection against the risk of illness, old age and disablement, family allowances,
- specific measures on behalf of groups with particular needs (priority to be given in particular to the congenitally disabled).

The Commission has submitted a draft recommendation on these topics to the European Parliament, which stated its opinion on 13 January 1977 (9). Work on this draft is continuing.

#### Public health

12. The primary and secondary prevention of disabilities are, to a very large extent, problems of public health. The Community has long been active in



this area by way of specific measures but it does not yet possess an overall policy. Two meetings of the Council were devoted to public health, one on 13 December 1977 and the other on 16 November 1978. The Commission is at present preparing a programme of action.

#### Transport

13. On 24 June 1980, the Council of Ministers adopted a Directive on the mutual recognition of national driving licences and on the introduction, before 1986, of a Community driving licence<sup>(10)</sup>. The foundations have thus been laid for the work to be done on the criteria for the issuing of driving licences. Requirements for disabled drivers fall within this area.

#### Aid for developing countries

14. Many projects carried out in developing countries on behalf of handicapped persons have been and are being helped by the Community:

- (a) Of all the projects which were started between 1959 and 1978 with aid from the European Development Fund in the countries which signed the Yaoundé and Lomé I Conventions, 272 dealt either with health services, their operation and the people staffing them or with health and sanitary measures which help in the primary prevention of disabilities.
- (b) Since 1976, the Commission has been providing financial support for 'micro-projects' suggested by non-governmental organizations and carried out in all the developing countries: 16 of the projects supported so far directly concern handicapped people and received aid totalling 900 000 EUA in the period 1977 to 1979.

It should be pointed out that the Commission offers generous financing facilities but exerts no direct pressure on the countries where these projects are carried out either in respect of the nature or the objectives of these projects.

#### Further education and training

15. A programme of cooperation in the field of education was adopted by the Council on 9 February 1976<sup>(11)</sup>; next, a 'Resolution of the Council and of the Ministers of Education meeting within the Council', adopted on 13 December 1976<sup>(12)</sup>, specified the measures to be taken 'to improve the preparation of young people for work and to facilitate their transition from education to working life' and, in particular,

provided for the execution of pilot projects and studies concerned with physically and mentally handicapped young persons.

As a result of these decisions a study on special education in the Community was entrusted to Mr J. S. Jørgensen. The final report on this study led to a conference on 'School and the Handicapped in the Community framework — trends and prospects', held in Rome from 4 to 7 December 1978<sup>(13)</sup>.

#### Medical research

16. The Community is encouraging the Member States to undertake concerted research projects. These projects concern items such as medical and public health research and some have a direct bearing on the secondary prevention of disabilities and on rehabilitation:

- (a) the first programme (in progress) consists of three projects, including one on the registration of congenital abnormalities<sup>(14)</sup>;
- (b) the second programme (adopted by the Council on 18 March 1980)<sup>(15)</sup> comprises four multiannual projects, three of which deal with:
  - the detection of a predisposition to thrombosis,
  - the understanding, evaluation and treatment of hearing impairment,
  - criteria for perinatal monitoring;
- (c) preparatory work on a third programme has just started. This multiannual programme should help to improve:
  - the care given to children (at birth and immediately afterwards), to the elderly and to the disabled,
  - biomedical technology and health care.

#### Industrial innovation

17. The Commission considers that certain needs are not met by the industrial products available in the Community — in particular, the needs of elderly and disabled persons. If these needs become better known and a demand appears for products capable of satisfying these needs, this may spur innovation in industry and improve once and for all the living conditions of the persons mentioned. Two workshops

have been held in 1979 on technical aids used in health care and on tools for living and in particular:

- on their technology (Harrow, 23 to 25 October 1979),

— on the production and the market of these objects (Berlin, 19 to 21 November 1979).

A report on these appeared in 1980 <sup>(16)</sup>.

## II. PREPARATORY WORK CARRIED OUT IN 1979 AND 1980 AND ITS MAIN GUIDELINES

18. During the second half of 1979 and the whole of 1980, the departments responsible for the programmes and the Community areas of responsibility mentioned endeavoured to achieve concrete results from their actions and to coordinate their work. Agreement was reached on three themes:

- the vocational training and occupation of the disabled,
- the education of handicapped children,
- the technical aids used by elderly and handicapped persons.

At the same time, DG V began consideration of and research into social integration and took the first steps to encourage such activities. These points will be examined in order.

### Vocational training and employment for the disabled

19. In the report on the implementation of the Community Action Programme on the 'Vocational Rehabilitation of the Disabled', which it sent to the Council on 30 October 1979 <sup>(7)</sup>, the Commission stressed the difficulties encountered by handicapped persons when looking for a job. It asked the Council to confirm the approach which had been established for the programme when it was first launched (that is, to prepare the disabled for normal employment) and recommended the guidelines for a policy aimed at facilitating the employment of the disabled.

In the conclusions which it adopted on 9 June 1980, the Council gave the Commission a positive reply both on the approach of the programme and on its guidelines. In the text that follows these 'guidelines' will serve as a framework for a statement of the actions undertaken up to recently.

#### A. *Strengthening the measures proposed to firms and the resources placed at their disposal*

20. The working party on the 'Vocational Rehabilitation of Handicapped Persons' has studied the

legal obligations of employers in the member countries with regard to the employment of the disabled. The working party recorded its conclusions in a document intended for the parties concerned in this field, who are expected to work together and should therefore have the same objectives, namely, the handicapped, both sides of industry, public authorities, and the technical organizations for rehabilitation and employment <sup>(17)</sup>.

21. Next, the working party studied the possible role of small firms, which are not subject to the aforementioned obligations, and examined the possibility of applying the same measures as are at present used to promote the employment of young people to those firms which employ handicapped persons <sup>(18)</sup>.

22. When real conditions exist for cooperation on the question of the employment of the disabled and when all interested parties share common goals, firms can be persuaded not to limit their assistance to merely creating vacant posts but, in addition, to making a contribution towards training. The object of demonstration projects dealing with young mentally handicapped persons, carried out in Italy with aid from the Social Fund, is to study the possibilities for in-service training.

#### B. *Increasing the efficiency of normal methods of placement, training and vocational guidance, in order to facilitate their use by the disabled*

23. The vocational integration of handicapped persons does not depend solely on the introduction of special measures which one can take on their behalf but also and especially on a better functioning of the public guidance, training and placement services which are offered to the whole of the population and are the normal instruments of the labour market policy. It is one of the aims of the Community to implement and improve the effectiveness of this policy. With this in view, the Commission put forward recommendations to

the Council in April 1980 <sup>(19)</sup> and these proposals were discussed by the Council on 9 June.

24. It is important to ensure that those handicapped persons who have recourse to these services are properly received and get the assistance they require. Some of the centres which make up the European network are training centres which integrate the severely handicapped into courses intended for the able-bodied; they are constantly studying the conditions for this integration. On the other hand, the European network is to offer its assistance in work concerned with the training of those members of staff in public employment agencies who deal with the placement of the disabled.

25. Since July 1980, the working party on 'Employment statistics', which deals with unemployment statistics, has been examining the possibility of collecting, on a regular basis, data concerning those handicapped persons who are seeking employment.

*C. Ensuring liaison at local level between the employment policy and other policies which are important for social and vocational integration*

26. One of these policies deals with housing. Mention has already been made in paragraph 10 of the programmes assisted by the Community in this area. The Commission recently sent a report on these programmes to the Council <sup>(20)</sup>. In addition it has prepared an audiovisual illustration of the principles behind the experiments and programmes it has supported. Assessment work on each of these programmes started in 1981; the symposium on mobility and housing for the disabled, organized by the Commission in Luxembourg on 3 to 5 June 1981 in cooperation with the EAD (see § 51), represents an important part of this assessment work.

27. During their rehabilitation, certain persons (the mentally handicapped or the mentally sick) leave the closed institutions where they had been up to that time. For these persons, successful social and vocational integration depends on the possibility in a small community, a community which is integrated into the normal habitat, which enjoys the facilities and the social framework of the district or the village. The Commission is providing assistance with a meeting on the environment for mentally handicapped persons to be organized in Brussels on 15 and 16 October 1981 by the Association Nationale d'Aide aux Handicapés Mentaux (National Association for Aid for the Mentally Handicapped).

28. A second important policy is concerned with transport. Public transport will be dealt with later. As far as private transport is concerned, and in particular traffic and the parking of vehicles used by the disabled, the Commission collected information in 1980 on the provision in the Member States of the facilities

envisaged in the recommendation of 6 December 1977 of the European Conference of Transport Ministers (ECTM). The measures necessary to make the facilities available to disabled foreigners should have come into force by 1 January 1980 at the latest.

*D. Ensuring that the facilities for the severely handicapped and the specialized structures for vocational rehabilitation are adequate in number and quality.*

29. In vocational rehabilitation, training has a crucial role to play and it must constantly improve its methods in order that:

- its practical procedures fulfil the individual requirements of the disabled (flexibility in the starting date of courses, varying length of course units, etc.),
- the type and level of the qualifications gained give the disabled a real advantage when it comes to seeking employment.

The European network centres are directly committed in this area, by means of specific measures to reform training and by means of particularly close internal cooperation.

30. The reform and development of the training of the disabled are the task of the teachers and cannot be achieved without them. Particularly difficult problems, concerned with the recruitment and training of teachers and staff for rehabilitation, must be solved while vocational training of the disabled must be organized in places where there are few or no training facilities. In recent years however these problems have been tackled with some success, even in the least developed areas of the Community. The experience gained in this field will be illustrated by means of audiovisual material which is at present being prepared <sup>(21)</sup>.

31. In such an attempt to improve and extend the training available to the disabled, it is necessary to keep constantly under review the working capacity of the disabled person e.g. forecast capacities which may be acquired during training and assess the significance of any such improvement. Here we are not discussing know-how alone, but also motor, sensory and overall intellectual progress. On the basis of its experience, the European network has listed the items to be considered in this assessment <sup>(22)</sup>.

32. Finally, constant attention is paid to the follow-up of the projects assisted by the European Social Fund. It is a question of appreciating and making known the results of these projects, on the one hand, and on the other of evaluating the Fund's contribution so that it

may be made more effective. The Commission has organized a seminar on this theme to take place in Mulhouse on 6, 7 and 8 October 1981.

#### Further education and training for the disabled

33. After the conference in Rome mentioned in paragraph 15, a group of experts was invited to go deeper into the study on the 'trends' which Mr Jørgensen had recognized in the Community and described in his report. This group's work led to the preparation of a document<sup>(23)</sup> which was sent at the end of March 1980 to a number of organizations and associations in order to obtain their opinions on the topics to be dealt with in a future Community action programme on the further education and training of disabled persons.

34. In addition, the Commission has asked Mr Jørgensen to update his study on the Community of the Nine and to undertake the preparation of reports on the situation in Greece, Spain and Portugal. Monographs are being written on the importance of pre-school training for handicapped children and on the prospects offered by the new technologies.

35. With the cooperation of the European Centre for Society and Work, and with the aid of several teachers' associations and non-governmental organizations, the Commission is organizing a conference on 'Preparing disabled young persons for adult working life'. This conference will be held between 15 and 23 October 1981 in Noordwijkerhout (Netherlands). The Commission will also financially assist European teachers' associations with the seminars that they are organizing.

#### Technical aids

36. The Berlin workshop mentioned in paragraph 17 ended with recommendations which:

- stressed the need for better ways of disseminating information on technical aids,
- stimulated the Commission departments into taking an interest in activities which focus on other important aspects of the promotion of technical aids.

37. As regards the dissemination of information, a short while after the Berlin workshop, a working party consisting of representatives from organizations responsible for the rehabilitation of disabled persons and for consumer protection and from the International Committee for Technical Aids (ICTA) was asked to undertake a detailed analysis of requirements. This working party's report (April 1980) clearly stated the

activities which should be given priority, with the result that it has been possible to take specific steps as a part of the second action plan in the field of scientific and technical information and documentation (IDST). At the end of 1980, for instance, a study was undertaken with the aim of investigating the feasibility and defining the features of a data bank on the technical aids available on the European market for use by elderly and disabled persons. Such a data bank would have to be based on a multilingual classification compatible with existing systems and would permit the publication of catalogues in Community languages. The study, which was carried out in the first half of 1981, entailed approaching a number of specialist organizations. The initial conclusions of the study have been made available to the relevant persons on the IDST committee by now.

38. Other important aspects of the promotion of technical aids are:

- research,
- direct market intervention to try to ensure that the products manufactured are well adapted to requirements and can be purchased at reasonable prices,
- boosting demand by users, through special training, particularly in fields where technical progress is opening up new possibilities.

The projects which have actually been undertaken are outlined below.

39. Preparatory studies of research, have been made, but have not yet resulted in decisions to be acted upon:

- the working party mentioned above recommended drawing up an inventory of research in progress; this inventory — along with other draft inventories of medical research projects is being studied,
- it will be possible to promote new research under the third medical research and public health programme; in preparing this programme, elderly and/or disabled persons were retained as one of the target groups and it was decided that the practical applications of technology should be an important working priority.

40. Information on existing products, information on research and research itself will all — once they have been improved — boost the production of aids. But it is possible to intervene in the market immediately:

- on the one hand, by monitoring admission procedures for the duty-free importation of goods manufactured outside the Community (for these

procedures take into consideration the Community production of these goods) (see paragraph 2),

- on the other hand, by means of cooperation between the laboratories which carry out the testing of such equipment in member countries contacts have been established among the testing laboratories used by consumer organizations and it is hoped to exchange experiences and test results and eventually to improve the quality of the information given to elderly and disabled people on equipment destined for their use.

41. Communication difficulties (caused by hearing, sight and speech defects) offer an extremely wide field of application of the new technologies. The training of

users is an essential precondition for the development of their practical applications. In particular, the professionals involved with disabled people must be helped to improve their ability to analyze the shortcomings of aids, to stipulate what is needed and, where possible, to offer practical solutions. In December 1980, the Commission authorized a study<sup>(24)</sup> with the aim of producing prototypes of the teaching aids necessary for such special training. The preliminary results of the study were submitted to a group of experts and workers in the field from various member countries at a seminar on 'Independence and communication facilities for the disabled — technical communication aids', held between 16 and 18 March 1981 in Luxembourg. Linguistic as well as technical aspects are being studied<sup>(25)</sup>.

### III. SOCIAL INTEGRATION OF THE DISABLED: OUTLINE OF WORK AND IMPLEMENTATION

42. A new concept of the social integration of disabled persons emerged between 1974 and 1978.

Social integration was a major political factor behind the operations aided by the European Social Fund as part of the Community Action Programme for the 'Vocational Rehabilitation of Handicapped Persons' (see §§ 6 to 8). These operations were initiated by local authorities, were aimed at specific categories of people and were designed to respond to the need for social and vocational integration of all handicapped persons in these categories.

43. The operations were examined during the preparatory work for the conference held in Luxembourg on 21 to 23 March 1979 (see § 8)<sup>(26)</sup>. The analysis showed that:

- this approach highlighted the problems of the mentally handicapped,
- disabled persons' problems of accommodation, education and training, work and leisure could be tackled without specialized means, using the services available to the general public,
- the essential provision of medical and social services could be assured by pooling and making rational use of existing facilities.

Social integration according to this approach means a situation whereby the disabled person remains in the community, has his own place in the community (thanks especially to his work) and participates fully in

community life. If such a situation does not exist, there is no way it can be created by rehabilitation alone, since this affects the disabled subject only and usually occurs in a separate environment. Social integration depends to a large extent on the attitude of the host environment, on the establishment of certain material conditions, and thus on society as a whole.

44. In order to give proper consideration to this in planning future action, the Commission carried out:

- an examination of these problems with representatives of associations for handicapped persons,
- a selection of methods designed to stimulate social integration along these lines.

45. Discussions on the factors and conditions for integration took place at a meeting at European level, held in Luxembourg on 15 January 1980, at which information was exchanged between representatives of the departments whose activities are described in the first half of this document and representatives of disabled persons' associations.

During the meeting great stress was placed on the material conditions to be fulfilled. It is particularly important:

- to exert influence on the formulation of general policies (economic policy; regional development; environmental, housing and transport policies,

education and employment policies) in order to avoid any policy decisions resulting in the increased social segregation and alienation of the weakest sectors of the population,

- so to design equipment used for housing, communications and transport, facilities for education and work, for care and assistance, as well as services which are available to the public, as to make such equipment, facilities and services accessible to everyone,
- in addition to provide for effective individual assistance to persons and families in difficulties, and to facilitate the vocational and social integration of disabled persons who would otherwise risk exclusion from society.

Local authorities are responsible for these aspects. The required action needs the cooperation of every member of the community, and above all of the disabled themselves. Much of this action must be carried out at local level, on the basis of a fresh assessment of the situation, and with the participation of all sectors of society and, if necessary, with support from national and Community bodies. These findings are not conclusive, and the examination is being pursued.

46. This is an extensive problem when expressed in these terms. The Commission has responded by outlining a plan of work with two main lines of approach:

- (a) to initiate and encourage contacts between disabled and able-bodied persons on the subject of disabilities and the practical difficulties created by these disabilities, and to collect data on these difficulties and the needs they create ;
- (b) to help local authorities in the choice of effective and appropriate policies in their areas of responsibility.

#### Campaign of social communication and study of needs

47. The idea of an information campaign directed at the general public appeared in the 1974 action programme (6). Its start was delayed owing to a lack of information on the difficulties encountered by disabled persons in their daily life, on the attitudes which could be recommended to the able-bodied and on the readiness of the latter to communicate with and assist the former. The need for a campaign of social communication is growing constantly greater; it should include:

- collection of information by means of a survey among disabled persons, considered individually,

- a study of attitudes displayed by able-bodied persons,
- development of the dialogue between the Commission and the disabled persons' associations,
- dissemination of information to the general public.

The Commission has begun working along these lines.

48. In 1979 the Commission agreed to the idea of contributing to an audiovisual survey of persons who have experienced a reduction in their sensory, motor or mental capacities. The subjects are questioned about the effects of this reduction on their participation in community life and the interview is recorded. The aim of the survey is:

- to persuade disabled persons to talk about their individual problems,
- to establish a video library which can be used in connection with training programmes aimed principally at social workers,
- to acquire (through a study of the collected material) a better understanding of the needs of disabled persons in relation to the nature of each disability,
- to promote the use of audiovisual methods as part of action to establish and improve contacts between disabled and able-bodied persons.

49. A preliminary survey, carried out between December 1979 and April 1980 (27), has shown that the audiovisual survey enables material to be collected which can be used for informing the public and in training programmes and that such material allows problems to be identified of which, up to the present time, people have been scarcely aware. Working from the collected material, it has been possible to produce a film which can be shown to discussion groups and in connection with training programmes (28). A manual for instructors is available (29). The film is distributed in French, but there are plans for versions in other languages. The positive results from this trial suggest that the survey can be carried out in 1981 (30).

50. An opinion poll was carried out in three Member States at the beginning of 1981 to find out how able-bodied persons saw disabled persons, and to ascertain their attitudes to the latter and to their social integration. The collected data are currently being processed (31):

51. The commencement of a regular dialogue between disabled persons' associations and the Commission departments has been delayed because of the lack of a representative framework at European level. The situation has changed recently:

- (a) A group of disabled persons' associations (European Action for the Disabled — Luxembourg) emerged in 1979. It now represents several million people in various countries.
- (b) Several international organizations have created liaison bodies at European level. These include the committees set up by the International League of Societies for the Mentally Handicapped and the International Federation of the Blind. It is expected that a similar committee will be set up by the World Federation of the Deaf.
- (c) Meetings to exchange information have been taking place since 1979 and are gradually becoming a regular feature. The meetings are attended by observers from Rehabilitation International, the World Veterans' Federation and the Committee of Family Organizations in the European Communities. Joint actions (such as those referred to in §§ 26 and 27 have been planned during recent meetings.

52. The Commission is relying on these organizations to help it to increase its understanding of the needs.

In 1980 it asked the Association for Parents of Psychotic Children (Belgium) to prepare a report, in collaboration with associations in other countries, on the difficulties encountered by these parents and the kind of services they needed <sup>(32)</sup>. The necessary contacts were established at the conference entitled Autism Europe 1980, held in Ghent on 20 to 22 June 1980, and resulted in a report dealing with the training and informing of parents, institutions catering for such children, and the kind of assistance required for autistic adults. A new meeting of the associations involved is to be held in Paris in 1983; in the meantime they are working on the problem of the legal status and guardianship of mentally handicapped adults.

A second example concerns the visually handicapped. On 25 and 26 May the European Committee of the International Federation of the Blind held a seminar in Luxembourg with the support and participation of the Commission.

53. Finally, there is the problem of disseminating information. The Commission realizes that there is a growing demand for information which is not satisfied at present. Action which could be taken is currently being studied.

#### Aid to local authorities

54. The Commission feels that in many cases the absence of specific measures concerning housing, means of transport, accessibility, etc., is due to the inability to formulate an effective policy and to forecast its cost. Local authorities who have already taken steps in these respects should be invited to compare and report on their experiences. With this aim in mind, the Commission is preparing a European conference on policies respecting the quality of life and social integration, and local authorities' experience of them. The conference is expected to take place at the end of 1982. The associations agreed to collaborate on the project at the meeting held on 15 January 1980.

55. To ensure that the conference will be effective, substantial preparatory work is required, including:

- specific technical preparation: this is currently under way in the areas of housing (measures referred to in § 26) and of urban public transport, which is the subject of a recently undertaken study of the most successful European experiences in this field <sup>(33)</sup>,
- political preparation: new organizations, such as the Council of European Municipalities and the International Union of Local Authorities, must be involved in Community action for disabled persons. Contacts have been established as part of the preparatory work for the conference on Handicapped Persons — Mobility and Housing. The Commission also informed the Permanent Technological Conference of European Local Authorities <sup>(34)</sup> at this organization's second annual meeting in London on 6 to 8 October 1980.

## Documentation

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- (2) OJ No L 134, 31. 5. 1979.
- (3) OJ No L 318, 13. 12. 1979.
- (4) OJ No C 92, 25. 4. 1975.
- (5) Doc. COM(79) 650 final of 23 November 1979.
- (6) OJ No C 80, 9. 7. 1974.
- (7) Doc. COM(79) 572 final of 26 October 1979.
- (8) D. Stumpp: 'Accommodation designed to aid the integration of handicapped persons', paper read at the conference held in Luxembourg on 21, 22 and 23 March 1979.
- (9) OJ No C 30, 7. 2. 1977.
- (10) The text of the Directive had still not been published on 31 October 1980.
- (11) OJ No C 38, 19. 2. 1976.
- (12) OJ No C 308, 30. 12. 1976.
- (13) Report and minutes still in the process of being published on 31 October 1980.
- (14) OJ No L 52, 23. 2. 1978.
- (15) OJ No L 78, 25. 3. 1980.
- (16) 'The Use of Technology in the Care of the Elderly and the Disabled — Tools for Living' — F. Pinter, Publishers Ltd. London 1980.
- (17) 'Aims and stages of Community action concerning the employment of handicapped persons and their occupational integration' — document of the Working Party on the 'Vocational Rehabilitation of the Handicapped' (No 5490/79).
- (18) 'Study of the feasibility of employing handicapped persons in small undertakings and mixed cooperatives' — final report of study P/79/155 (Doc. No 5489/79).
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- (21) Study AV/79/514. Historical Archives No 639/80 of 11 December 1980.
- (22) 'Work Assessment' — document of the European Network of Rehabilitation and Training Centres (Annex I of Doc. No 4519/78).
- (23) 'Education of the Handicapped in the European Community' — consultative document, February 1980.
- (24) Study AX/80/514, in progress.
- (25) Minutes: Doc. 3412/81 FR, April 1981.
- (26) See especially the reports by F. Basaglia and others (Doc. 2088/79) and A. Nicoletti (Doc. 2655/79).
- (27) Study AV/79/513. Historical Archives No 081/80 of 28 April 1980.
- (28) 'As others see us' by F. Solanas. 16 mm colour film distributed by the Bureau de documentation audiovisuelle sur les handicaps, 40 rue Pascal, Paris 13<sup>e</sup> (tél. 707 55 55).
- (29) Notes for instructors using the film 'As others see us' (Doc. 4280/0).
- (30) Study AV/80/516, in progress.
- (31) Study AX/80/516, in progress.
- (32) Study AV/80/130. Historical Archives No 78/81 of 4 May 1981.
- (33) Study AX/81/128, in progress.
- (34) Secretariat, 250M Bedford Chambers, Covent Garden, UK-London WC 2 (tel. 01/836 32 81).





