

EVENT BRIEFING 4th NOVEMBER 2025

Bridging Policy and Practice in the EU Health Workforce Retention

4 November 2025

“This is a report, how partners from all health domains, come into dialogues on health systems and workforce shortage, and at the end to come out with the immense reciprocity, how can health systems improve in parallel with improvement of positioning health professionals”. Adriano Friganovic.

SPECIAL NOTE - FULL TRANSCRIPT IN PROCESS

Please consider this report as a high-level reflection of the overall outcomes. During the presentations, debates, and discussions, an exceptional breadth of This report documents a cross-sector dialogue on health system challenges and workforce shortages, concluding that meaningful health system improvement is intrinsically linked to the stronger positioning and recognition of health professionals. and insights was shared—far more than could reasonably be captured in a single written report. Many valuable moments, nuanced exchanges, and meaningful quotes inevitably had to be left out, despite their relevance. This document therefore aims to provide a coherent overview rather than a comprehensive record of everything that was said. To ensure transparency and allow those interested to revisit the discussions in full, a complete transcript of the sessions is being prepared and is expected to be available by the end of January 2026.



'European Health Workforce and Care Strategy Forum'

A Strategic Dialogue on Nursing Leadership, Retention, and Sustainable Health Systems

This high-level Brussels event tackles the critical shortage of health professionals, focusing on professionals in the nursing and care domain and doctors with emphasis on the primary and community health domain. Gathering European policymakers, healthcare leaders, and nursing professionals, it seeks to build consensus on harmonizing retention standards to strengthen the workforce professionals. The decline in nursing and doctors has weakened healthcare systems, a trend worsened by the COVID-19 pandemic. Fragmented efforts have failed to provide lasting solutions. Research shows nurses and doctors are more likely to stay when they feel supported, recognized, and empowered—yet disparities in education and certification across Europe fuel instability. The event offers a platform to align perspectives and drive action toward a harmonized framework for nursing retention, career progression, education, and certification. Alongside keynote speakers, 'keynote-listeners, questioners, and responders will encourage active engagement. Key themes include mental health support, gender equity, and sustainable professional pathways. Evidence shows that when health professionals are recognized, empowered, and mentally supported, they are more likely to stay and thrive.

Participants will explore: Implementation of the WHO-EU Commission Nurse Action Plan and the Bucharest Declaration, best practices in retention with education and other European health workforce program and unified European framework to reduce regional disparities.

THIS EVENT IS ORGANISED BY

- European Specialist Nursing Organisation (ESNO)
 - Cancer Patients Europe (CPE)
 - European Union of Private Hospitals (UEHP)
 - European Care Home Confederation (E.C.H.O.)

IN PARTNERSHIP WITH

- The Observatory
- European Economic and Social Committee (EESC)

CONTENT

EVENT BRIEFING 4th NOVEMBER 2025.....	1
This event is organised by	2
CONTENT	3
Speakers and contributors, in order of appearance	4
Summary	5
Introduction	6
Context and Rationale.....	6
Setting the scene.....	6
Mentorship: Connecting Potential and Progression	7
Rethinking the Phenomenon of the Nurse in Advanced Roles	8
The Economic Dimension of Retention	8
Strategic Priorities for European Action.....	8
Key Insights and Call to Action	9
Insight of Partner organisations: CPE, UEHP, and C.A.R.E.....	9
Outcomes of the Breakout: Key discussion and insights.....	9
Common Themes and Strategic Takeaways.....	11
Conclusion.....	12
Call to action	12
About the event.	13

SPEAKERS AND CONTRIBUTORS, IN ORDER OF APPEARANCE

- *Dr. Françoise Meunier, Cancer Patient Europe (CPE)*
- *Dr. Paul Garassus, European Federation Private Hospitals (UEPH)*
- *MEP Andras Kulja, EOO and SANT committee*
- *Dirk van der Steen, European Commission (DG SANTE)*
- *Mathia Wismar, European Observatory (moderator)*
- *Gaetan Lafortune, OECD*
- *Milena Angelova, European*
- *Adriano Friganovic, president ESNO*
- *Ilaria Gianicco, European confederation of Care Homens (E.C.H.O) and UEPH*
- *Rodrigo Gouveia, Chief Global Affairs Officer, TruMerit*
- *Thomas London, director, Advalent*
- *Emeritus Professor Walter Sermeus, University Leuven (moderator)*
- *Patricia Burga, ESNO board member*
- *Marie Louise Luiking, Sigma Theta Tau, Chapter Europe*
- *Danielle Lehwald, Advanced Nurse Practitioners Europe*
- *Caroline Bohlander, Advanced Nurse Practitioners Europe*
- *Cecile Dury, president European Federation of Educators in Nursing Science (FINE)*
- *Maurizio Zega, vice-president, European Nursing Council (ENC)*
- *Julia To Dutka, Global Health Workforce Development, TruMerit,*
- *Nancy Rollin Gatz, Adjunct Instructor, University Portland*
- *Thora Hafsteinsdóttir, University Medical Center Utrecht, Netherlands*
- *Carmen Salvador, RPP group – Capacity Enhancing Group (moderator)*
- *Valerie Balvert, RPP - Capacity Enhancing Group group (moderator)*
- *Federica Margerie, European Health Management Association (EHMA)*
- *Ber Oomen, Executive Director, ESNO (host)*
- *Alessandro Stievano, vice-president, ESNO (host)*

SUMMARY

European Health Workforce and Care Strategy Forum

The European Health Workforce and Care Strategy Forum brought together nursing leaders, policymakers, and health sector representatives from across Europe for a high-level dialogue on strengthening nursing leadership, improving retention, and building sustainable health systems. The discussions underscored the urgency of addressing the ongoing workforce crisis in nursing, which is marked by ageing demographics, shortages, and rising mental health challenges among healthcare professionals.

Participants called for national and European-level policy dialogues to align training and recruitment with growing care demands and to ensure that the nursing workforce is adequately equipped for the future. The forum recognised that retention depends not only on fair compensation but also on supportive working conditions, professional development, and recognition of nurses as essential partners in health governance.

Several speakers highlighted the critical role of mental health, urging for a European strategy that prioritizes psychological well-being, occupational safety, and open communication without stigma. The forum also explored how digital transformation can be harnessed to improve job satisfaction and patient care, provided that nurses receive the digital skills and support needed to integrate new technologies effectively.

From an economic and organisational perspective, participants discussed how improved retention directly benefits health system performance — reducing vacancies, lowering reliance on temporary staffing, and improving continuity of care. Recommendations included stronger legal frameworks to protect rest periods, variable compensation mechanisms that reward leadership and Specialisation, and “Magnet-like” programs that foster positive workplace cultures.

The Forum further highlighted the importance of nursing leadership, mentorship, and advanced practice roles. Empowering nurses to contribute to policy, research, and innovation was seen as essential for building resilient, patient-centred systems. Calls were made to harmonise recognition frameworks for advanced nursing education across Europe and to ensure that nurses have a clear and respected political voice.

The event reaffirmed that Europe’s healthcare sustainability depends on its ability to value, protect, and empower its nursing workforce. By investing in leadership, education, mental health, and organisational innovation, European institutions and Member States can together build a health system where nurses are not only caregivers but also key architects of the continent’s healthcare future.

Presentations are available on the [ESNO congress website](#).

INTRODUCTION

Prior to the release of the comprehensive report and the subsequent programmatic follow-up, this briefing provides an initial political and strategic overview of the event. It summarises key outcomes and serves as a reference document for supporting organisations and institutional partners engaged in the process.

This Briefing emerges from a joint initiative of the **European Specialist Nurses Organisation (ESNO)**, **Cancer Patients Europe (CPE)**, the **European Union of Private Hospitals (UEHP)**, and the **European Confederation of Care Homes (ECHO)**, in partnership with the **European Economic and Social Committee (EESC)** and the **European Observatory on Health Systems and Policies**. It was conceived as a collaborative dialogue from 95 professional: from the European nursing domain, European institutional, and political domains, aiming not merely to observe but to initiate true dialogues. The discussions, enriched by contributions from **MEP Dr András Kulja**, **DG SANTE by Dirk van der Steen**, and **WHO Europe by Tomas Zapata and Margrieta Langins** and many others. In this we were also please that **Milena Angelova**, on behalf of the EESC, addressed the public in the keynote position, elaboration in mental health, wellbeing and Gender Equity. They underlined a shared commitment to strengthen nursing leadership, recognition, and retention as essential pillars of resilient and sustainable healthcare systems in Europe.

Moderators:

CONTEXT AND RATIONALE

Europe stands at a turning point in confronting an unprecedented health workforce challenge. Demographic ageing, chronic underinvestment, and rising care demands are placing immense pressure on health systems. By 2030, the EU may face a deficit of over four million healthcare professionals, with nurses representing the largest share. Yet within this challenge lies opportunity. Across Europe, nurses form one of the most skilled and adaptable professional groups. Investing in their retention is not only a response to shortages but a direct route to strengthening quality, efficiency, and compassion in care.

SETTING THE SCENE

As **MEP András Kulja** underlined, retention is the key lever to overcoming the workforce crisis. In his address on 4 November 2025, MEP András Kulja highlighted the urgent health workforce crisis across Europe, drawing on experiences from Hungary and other underserved regions. He described severe staff shortages, long waiting lists, excessive working hours, and unsustainable pressure on healthcare professionals, particularly in rural areas affected by brain drain. Kulja praised healthcare workers as true heroes and stressed policymakers' responsibility to improve working conditions through family-friendly schedules, strong recruitment and retention strategies, and targeted support for Eastern and smaller Member States.

He emphasised that digitalisation, AI, biotechnology, and data governance are transforming healthcare, but cannot replace a well-trained workforce. Instead, curricula and lifelong learning must equip professionals with digital and technological literacy, while involving them in designing new solutions. Kulja called for task-sharing and expanded roles for specialist nurses and other professionals, backed by regulation and fair reimbursement. Addressing mental health, work-life balance, and generational expectations is essential to attract young professionals. Ultimately, empowering nurses is key to building resilient, people-centred healthcare systems.

ESNO President Adriano Friganović urged a shift from discussing “nurse shortages” to recognising “nurse potential.” Complementing these perspectives,

Gaetan Lafortune of the **OECD** presented compelling data showing that countries investing in advanced nursing roles achieve greater efficiency and patient satisfaction. His analysis confirmed that empowering and retaining nurses through autonomy, recognition, and safe conditions is one of the most effective strategies for ensuring Europe's health system resilience.

In addition, **Dirk Van der Steen** from the European Commission, (DG SANTE) emphasised that nurses are central to patient recovery and health system sustainability, yet Europe faces a severe and growing workforce crisis. The EU currently lacks around 1.2 million health professionals, with major disparities in nurse density across and within countries. Ageing populations, an ageing workforce, and declining interest in nursing careers intensify pressures, making retention, safe working conditions, clear career pathways, and modernized education essential. Expanding advanced nursing roles must go hand in hand with updated university-based curricula, digital skills, and nursing research.

The European Commission supports Member States through policy guidance, funding, and partnerships, notably the Nursing Action developed with WHO Europe to improve recruitment, retention, wellbeing, and workforce planning. EU initiatives also invest in digital and green skills, specialised nurse training, and micro-credentials. Mental health has emerged as a critical concern, with large-scale surveys revealing high distress and low job satisfaction among nurses. Complementary actions address safe staffing, social dialogue, and job quality, aligning workforce reforms with broader EU social and employment frameworks.

ESNO Board Member Patricia Burga emphasized four interconnected pillars for sustainable workforce development:

1. Psychological and mental health support. A psychologically safe workplace is essential to retain, support, and empower nurses.
2. Physical safety. Daily, nurses are exposed to a range of hazardous conditions that compromise their long-term health and well-being. — such as antineoplastic agents and anesthetic gases — frequent exposure to infectious agents, and the high prevalence of musculoskeletal disorders. The European Union must urgently prioritize the assessment, funding, and deployment of technologies that reduce stress and enhance psychological safety in the nursing workforce.
3. Human-centred technological integration. A coordinated effort should be launched to promote evidence-based innovations that support nurses in high-pressure environments. These include digital workflow and coordination platforms, which streamline communication and reduce administrative burden.
4. and the standardization of clinical competencies. Significant variation in nursing competencies across EU Member States continues to hinder professional mobility, reduce job satisfaction, and compromise the quality and equity of care delivery. Disparities in education, clinical training, and scope of practice create systemic fragmentation and limit the ability of nurses to work effectively across borders, particularly in times of crisis or workforce shortage.

She concluded with a powerful message:

“Let us strengthen patient safety today, tomorrow, and for the future of healthcare. Safer healthcare begins with listening, learning, and never losing sight of the people at the centre — the patients.”

MENTORSHIP: CONNECTING POTENTIAL AND PROGRESSION

One of the most effective and evidence-based ways to improve retention is through structured mentorship. Mentorship connects potential with opportunity, supporting nurses throughout all stages of their careers—from education to leadership. It enhances belonging, confidence, and competence, creating psychologically safe and motivating workplaces. As demonstrated by **Prof. Thóra Hafsteinsdóttir and Dr Nancy Rollins Gantz**, mentorship strengthens leadership capacity, encourages professional growth, and reduces attrition.

Embedding mentorship across health systems should be viewed not as an optional gesture but as a strategic investment. It bridges the traditional gap between education, practice, and policy, translating “nurse potential” into tangible results for workforce sustainability and care quality.

RETHINKING THE PHENOMENON OF THE NURSE IN ADVANCED ROLES

During the session on “Rethinking the Nurse in Advanced Roles”, high-level representatives from the Global Network of Advanced Nurse Practitioners, together with the Chair of the global network, shared valuable insights into the evolving scope of nursing practice worldwide.

Marie-Louise Luiking and , representing *Sigma Theta Tau Chapter Europe*, delivered a compelling message, challenging the public and policymakers alike to find the courage to critically review and recognise the nursing contribution within the rapidly changing health landscape. She reminded the audience that nurses are no longer confined to traditional roles but are essential drivers of innovation, quality, and sustainability in healthcare.

Daniella Lehwald and Caroline Bohlander further emphasised the increasing advancement of nurses’ roles and the growing degree of autonomy they exercise in clinical, managerial, and policy domains. They underlined that this autonomy is not only desirable but essential — a prerequisite for nurses to fully realise their potential and make their most meaningful impact on patient outcomes and health systems transformation.

The discussion ultimately highlighted a paradigm shift: nurses in advanced roles are no longer simply supporting the system — they are co-designing, leading, and shaping it.

THE ECONOMIC DIMENSION OF RETENTION

Retention is not merely a human resources issue; it is a critical economic and strategic asset. Every retained nurse represents measurable savings in recruitment and training costs, alongside improved continuity of care and patient outcomes. Financial and organisational reforms must therefore address the core elements that enable nurses to thrive. Fair and transparent remuneration should reflect responsibility, expertise, and career stage. Supportive working conditions—safe environments, adequate infrastructure, and ergonomic design—should promote both efficiency and wellbeing. Opportunities for personal and professional development, including access to higher education and research, must be guaranteed. Most importantly, nurses should be empowered with autonomy, trust, and strong interprofessional collaboration. Together, these elements transform workplaces into environments where professionals can flourish, contribute at their full capacity, and remain dedicated to their mission.

At the European level, the creation of a **European Retention Index** could help benchmark incentives and outcomes across Member States. Cross-country mentorship networks and the integration of workforce economics into the **EU Semester** process would strengthen accountability and reinforce the perception of retention as a measurable and sustainable investment rather than a cost.

STRATEGIC PRIORITIES FOR EUROPEAN ACTION

To achieve meaningful progress, Europe must address several interlinked priorities. Psychological and physical safety must be treated as foundations of the modern healthcare environment. Professionals deserve access to mental health support, debriefing after incidents, and resilience training, while daily exposure to infection, violence, and ergonomic strain demands stronger occupational health directives and safer workplace design. As **Milena Angelova of the EESC** stressed, wellbeing and gender equity must stand at the centre of all workforce strategies, ensuring every professional feels valued and protected.

Mentorship and professional development are equally vital. Structured, well-supported mentorship improves confidence, leadership, and retention, and should be integrated into national frameworks with European and national funding support.

Digital transformation must simplify—not complicate—healthcare delivery. Interoperable and user-centred digital tools can enhance accuracy and efficiency, provided nurses are fully trained and empowered in their use.

Finally, Europe must advance towards harmonised competencies and transparent recognition. A shared European framework for specialist and advanced nursing will enable mobility, improve quality, and strengthen professional identity. Retention remains both an economic and moral imperative: every retained nurse represents stability, innovation, and care quality—an investment in Europe's healthcare future.

KEY INSIGHTS AND CALL TO ACTION

The Brussels Forum confirmed that retention must come before recruitment. International hiring may relieve immediate gaps but cannot replace the need for sustainable reform. Participants agreed that fair pay, leadership, and professional development remain essential, while mentorship offers one of the most scalable and effective instruments for building lasting engagement. Above all, the discussions converged on a single principle: nurses are not a cost centre but a strategic investment—central to Europe's capacity for innovation, quality, and resilience.

INSIGHT OF PARTNER ORGANISATIONS: CPE, UEHP, AND C.A.R.E.

The **European Specialist Nurses Organisation (ESNO)**, **Cancer Patient Europe**, **European Union of private hospitals and European confederation of Care Homes**, therefore calls upon the **European Commission**, the **European Parliament**, the **Council of the EU**, and all **Member States** to integrate psychological and physical safety standards into law, accelerate digital innovation that supports staff wellbeing, harmonise nursing competencies, and promote mentorship and continuing professional development as formal instruments of workforce sustainability. Recognising retention as a measurable economic investment must become a shared European priority. Without decisive collective action, Europe risks a decline not only in workforce stability but also in patient safety, social equity, and trust in public institutions. Protecting, recognising, and empowering the nursing profession is essential to secure a resilient, innovative, and humane healthcare future for all.

OUTCOMES OF THE BREAKOUT: KEY DISCUSSION AND INSIGHTS

In the lead of **Mathias Wismar**, a series of point were addressed and here below a capture of the points addressed.

I. Workforce Planning and Capacity Building

Tomas Zapata emphasised the urgent need to redesign hospital systems and transition towards integrated care models. He called for national policy dialogues to tackle mismatches between the supply and demand of health workers, highlighting that the ageing workforce and rapid technological advances require adaptive workforce planning and investment in nurse education.

Dirk van der Steen underscored the importance of enhancing the attractiveness of the nursing profession through bilateral cooperation with Member States. He advocated for skills development programs and aligned curricula that address the evolving scope of nursing practice, noting the importance of including mental health in workforce policies.

Digital Transformation and New Generational Expectations

Andras Kulja pointed to the growing pressure from long waiting lists and regional disparities, especially in rural areas. He urged the EU to strengthen support for family-friendly workplaces, EU-wide recruitment efforts, and digital literacy initiatives. Recognising that different generation's view of work-life balance and professional identity differently, he stressed the need for open dialogue and adaptive policy frameworks that reflect these shifts.

Kulja also called for the integration of AI, digitalisation, and biotechnology as tools to empower nurses and reduce administrative burden, noting that mental health challenges and burnout remain pervasive among healthcare professionals.

II. Retention, Motivation, and Quality of Work

Gaetan Lafourture presented data-driven insights on workforce trends, noting that demand for nurses far exceeds supply across Europe. He emphasised the dual challenge of increasing inflows (recruitment) while reducing outflows (attrition). Six percent of nurses are trained foreign outside the EU, highlighting the dependence on external talent.

He proposed a Job Quality Framework centered on four pillars:

1. Earnings and security
2. Quality of work environment
3. Work-life balance
4. Career progression and professional relationships

Lafourture stressed that retention depends not only on pay but also on meaningful work, recognition, and clear career pathways.

III. Mental Health and Well-being

Milena Angelova recognised nurses as “pillars of hope” and called for a holistic European strategy addressing mental health at work. She urged prioritisation of occupational safety, the promotion of open dialogue without stigma, and the integration of mental health support into healthcare workforce policy.

Speakers across sessions reiterated that the mental well-being of nurses is directly linked to patient outcomes and system sustainability.

IV. Nursing Leadership and Professional Identity

Mathias Wismar led a debate on the evolving role of nurses, encouraging flexibility in the scope of practice and visionary approaches that move healthcare from treatment-based models to preventive and community-based ones.

Marie-Louise Luiking highlighted the role of nursing science and the 12 European SIGMA chapters in translating research into policy. She warned that without investment in retention and recognition, nursing science risks becoming irrelevant. She called for a unified European recognition framework for advanced nursing education and for nurses to “own their space” as strategic actors in health policy.

Daniela Lehwald reinforced this by advocating for a stronger political voice for nurses and expanded authority, including prescribing rights, within patient-centred care models.

V. Financial and Legal Dimensions of Retention

Thomas London examined the economic case for nurse retention, proposing measurable KPIs to assess impact on system performance. He identified key metrics such as:

1. Reduction in waiting lists and vacancy rates
2. Lower reliance on temporary staffing
3. Improved efficiency and performance correlated with workforce satisfaction
4. Enhanced continuity of care for chronic patients

He outlined four strategic levers to drive retention:

1. Compensation: Develop variable compensation models, improve financial conditions for students and educators.
2. Working Conditions: Strengthen legal frameworks protecting rest time and ensure access to workforce data.
3. Professional Development: Create national frameworks for continuous training and integrate development time into working hours.
4. Organisational Reform: Foster delegation and outcome-based funding, invest in nursing management, and promote “Magnet-like” programs that strengthen workplace culture.

VI. Mentorship and Workforce Culture

The mentorship plenary clarified the essential role of mentors in supporting new nurses, emphasising that mentorship should not be confused with friendship or hierarchy. Structured mentorship relationships were identified as cost-effective, easily implementable solutions for fostering professional growth and retention.

COMMON THEMES AND STRATEGIC TAKEAWAYS

Across sessions, several cross-cutting themes emerged:

- Leadership and Advocacy: Nurses must be recognised as key policy partners and decision-makers.
- Mental Health and Safety: Psychological well-being and safe workplaces are essential for retention.
- Digital Empowerment: Technological literacy and digital transformation can improve efficiency and job satisfaction.
- Education and Career Development: Harmonised frameworks for training, recognition, and advancement across Europe are needed.
- Organisational Innovation: Moving from hospital-centric to community-based care requires structural reform and cross-sector collaboration.
- Sustainability: Workforce strategies must be long-term, integrating generational, social, and technological trends.

CONCLUSION

The Forum concluded with a shared commitment to strengthen the European nursing profession through coordinated policy, investment, and innovation. Participants called for continued collaboration between EU institutions, Member States, professional organisations, and civil society to build a sustainable health workforce that values and empowers its nurses.

This event served as a milestone in shaping Europe's approach to nursing leadership and workforce sustainability, reaffirming that the future of healthcare depends on the strength, resilience, and recognition of its nursing professionals.

CALL TO ACTION

Creation of an European Observatory on nurse retention. To address this urgent issue in a coordinated, evidence-based and future-oriented manner, we call upon the European Commission to take leadership through the creation of a European Union Observatory on Nurse Retention.

Objectives of the EU Observatory on Nurse Retention

1. Measure Retention Across All Member States

Establish a standardized methodology and a unified EU Retention Index to track nursing retention rates, career longevity, turnover patterns, and re-entry into practice. This should include regular reporting and benchmarking to identify high-risk regions and emerging trends.

2. Monitor Key Drivers of Low Retention

Collect and analyze comparable Member State data on the structural and organisational determinants of nurse retention, including:

1. Availability and quality of psychological and mental-health support in the workplace
2. Levels of physical safety, workplace violence prevention, and safe staffing frameworks
3. Advancement of human-centered technological integration, including digital workflows, automation, and interoperable tools that reduce administrative burden
4. Standardization of core clinical competencies, continuous professional development, and recognition of qualifications across borders

3. Define Evidence-Based Corrective Actions

Provide consolidated, actionable recommendations for Member States on policy reforms, workforce planning, safety standards, digital innovation, and competency harmonization. These should be tailored to national contexts while supporting EU-wide consistency.

4. Propose Necessary Changes in EU Regulation

Based on the Observatory's findings, develop an informed roadmap to amend or introduce EU-level regulatory frameworks that strengthen workforce retention. These may include:

1. Updates to the Mutual Recognition of Professional Qualifications Directive
2. Strengthened occupational health and safety requirements
3. EU-wide minimum standards for psychological support and safe staffing
4. Integration requirements for human-centered clinical technologies
5. Harmonized competency frameworks aligned with international best practices

ABOUT THE EVENT.

We had 95 registered persons, with a majority from the EU health eco-system and 18 CEOs of nursing organisation form the full spectrum

Austria, Belgium, Bulgaria, Canada, Croatia, France, Germany, Greece, Ireland, Italy, Malta, Netherlands, Norway, Pakistan, Portugal, Serbia, Spain, Sweden, United Kingdom and the United States.

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