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VOCATIONAL TRAINING

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EDITORIAL

In 1978 the bulletin will concentrate on subject areas towards which the working programme of the European Centre for the Development of Vocational Training is directed.

The theme of migrant workers has been selected for this first number, in part because the multiple and complex aspects which are at the root of the migrant worker problem call for particular attention.

If solutions are to be found, knowledge that the problem exists does not in itself suffice. However, a thoroughgoing treatment of the aspects involved does serve to further stimulate interest and strengthen the already existing desire to arrive at solutions.

The problem of migrant workers is the problem of people who leave poor regions in order to contribute to the prosperity of rich regions. It is also the problem of people who, travelling the same route in reverse, often find themselves confronted with the difficulty of becoming economically and socially integrated in their home country.

It is the problem of young people whose failure at school, on the job, and in the community has been premised by the emigration of their parents.

It is the problem of adults who, having left the world of their home country, do not succeed in entering the world of the host country in which they have placed their hopes and who therefore find themselves in a marginal situation characterized by social alienation.

Particularly in times of economic recession it is preferably vocational training which is called upon to provide an answer to the employment problem. Within the totality of processes directed towards improving the situation, efforts to reform social structures can be effectively supported by training measures. In this sense vocational training plays an important role. This is above all true for migrant workers for whom training can facilitate the transition from social alienation to integration. If this is to be achieved, however, it does not suffice to envisage training geared to specific situations and requirements. On the contrary, there is a need to define a global strategy identifying training content and training methods and fit this strategy into the broader framework of cooperation at all levels, to be initiated on the basis of the widest possible exchange of information, particularly information on all pilot projects and research programmes now ongoing in this field.

CEDEFOP will actively encourage the intense study and research of relevant situations and problems in order to provide all competent bodies with useful material upon which to base their decisions and measures.

This implies the need to stimulate cooperation, understood above all as the readiness to undertake joint action. It also implies the setting up of a suitable mechanism for indispensable information.

Very clearly the complexity of the problem and the human values involved justify and indeed call for the active support and participation of all formulators of policy: the governments, the social partners, the training organizations, the operators, and the trainers.

The linguistic training of migrant workers — directive criteria

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A justification of the importance of an adequate preparation of migrants in the language of the host country is so superfluous today, for the obvious reasons which experience has highlighted so dramatically, that what is wanted rather urgently is a paper which is definitely on working lines. Moreover it will be helpful to bear in mind that language preparation to comply with the demands of emigration — that is to say, capable of providing the emigrant not only with a 'knowledge' of the language but also with a 'feeling' for the language which will make him self-sufficient and render him immune from the dangers of social alienation — will have to be aimed at a combined linguistic and cultural training, where the term 'training' implies a conscious mastery of the means of communication used by the host country and the term 'cultural' implies a capability on the part of the migrant to live with awareness and responsibility within a new culture, throwing off his cloak of being nameless and an outsider which paralyses him both psychologically and socially.

A programme of this kind aimed at integration without separatism' is doubtless an ambitious one, but to a large extent it is conditioned by the way in which one faces up to the problem of linguistic assimilation. With this end in view I will try to sum up in brief a number of criteria and models of operation, some of which have already been set out in previous contributions (Titone, 1969; 1977), so as to provide a methodological platform which is sufficiently realistic and functional.

1. The learning of languages during adulthood: systematic teaching versus spontaneous learning

Only recently has there been discussion about the question of the difference in the conditions for language learning (a second language) at an early age and during adulthood

and the relative advantages and disadvantages. Apart from the scholarly research carried out by a few psycholinguists in regard to a number of features which are common to both cases, there still remain several important differences which cannot be ignored.

1.1. Characteristics of the learning of a second language during adult life

Age is still a variable which has not been discussed in regard to the acquisition of a number of abilities connected with knowledge or behaviour. It falls within the scope of the science of differential language teaching to discuss the more obvious differences which are due to the age factor.

There have been not a few studies during recent years which have attempted to clarify whether the process followed in learning a second language is fundamentally identical to that of the acquisition of the first language. Opinions are not unanimous on this point. A very recent position, taken up by the Irish psycholinguist J. Macnamara (1976), would tend to deny the existence of differences between the two processes, but his arguments are rather weak. A similar opinion was already shared by a number of theoreticians a few decades ago to such an extent as to give rise to a literal interpretation of the so-called 'natural method' in the teaching of languages (already publicized at the end of the 19th century). Some are of the opposite opinion. Nevertheless, there is no lack of sound reasons which induce us to accept that there is a partial identity between the two processes: only partial, because it is possible to find both differences and similarities which have to be taken into account during teaching (Titone, 1964, pp. 18-19).

A first critical difference is provided by the fact that learning a second language after the native language depends to a large extent on the attitudes and activities of the individual himself, on his own decision, whereas the acquisition of the first language is neither planned nor consciously controlled. A second difference is to be found in the type of urge which is present in the process. In learning a second language the urge is generally of a secondary or social type, whereas in the case of the first language there are present primary urges of a biological and psychological nature, like the need to communicate in order to survive. A third difference arises from the fact that anyone taking up a second language already possesses a highly articulate verbal repertory. The latter may constitute both an advantage and a disadvantage inasmuch as the two linguistic systems may either be related or contradictory, and therefore they may mutually support each other or may come into conflict with each other at various levels (phonetics, grammar, vocabulary, etc.). The fourth difference is to be found in the field of discriminating learning: whoever studies

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a second language after his first language makes use of his capacity of 'transference', of calling on processes of learning which have already been consolidated previously, so that in this way he jumps over a number of stages and avoids that slow gradual approach, which is a feature of the first process, in reaching certain levels of discrimination of concepts and rules. A fifth difference depends on the more advanced development of the structure of knowledge in the mind of the adult student, which is such as to favour a more conscious and rational assimilation of the language. A sixth difference is connected with the degree of social development and cultural stabilization of the adult student, which may either create in him positive attitudes in regard to the foreign language and culture or give rise to negative attitudes (connected with forms of chauvinism, nationalism, racism, etc.).

It is not improbable that other differences exist in addition to those reported by H. Lane (1962) and R. Titone (1964), but this list will be enough to emphasize the undeniable fact that a different psychological approach in learning of necessity implies a different methodological approach in teaching. There is in fact no doubt that the adult starts off from his way of thinking in the dominant language, or at least the first language, and only gradually progresses to the method of thinking in the second language, passing through an intense familiarization with the linguistic and semantic forms of the second language.

Nonetheless, the adult offers a number of important positive factors, specifically motivation, aptitude, and time. Despite the scarcity of long-term studies on this subject, it is nevertheless possible to collect together a few fairly sound indications.

A – According to various investigations (see Burstall, 1975), *motivation* seems to be the principal factor. To use the term motivation, however, means stating a variety of implications and specifications:

- a) 'Integrative' and 'instrumental' motivation: all the results of various research work lead to the conclusion that the utilitarian value of success in the foreign language and the tendency towards self-identification with the members of the foreign linguistic community constitute, either jointly or separately, a crucial key to the success of language learning.
- b) Contact with the foreign culture: It would appear that above all persons endowed with the gift of empathy develop a more intensive desire to study the foreign language, particularly as an oral discipline, especially when they are brought into direct contact with the foreign country during more or less prolonged stays there.
- c) Socioeconomic factors: The positive attitudes towards the foreign language and culture seem to

correlate better with a fairly high socioeconomic status, perhaps not because of the status itself but because of the fact that it may be connected with more highly motivated attitudes of support on the part of parents. But this does not mean to say that an individual of a lower social class does not feel himself impelled to exert himself out of a desire to overcome his social inferiority.

d) Difference of sex: One has frequently observed a greater progress on the part of females, especially of a lower social class; on the other hand, males have been found to be at an advantage, particularly at secondary school level, as soon as the linguistic gain has been revealed to them in terms of practical advantage (economic or social).

e) Teaching situation: It would appear that small classes favour learning because of the possibility of greater cooperation between the students and more intensive contact with the teacher.

f) Teacher-student interaction: Fairly high expectations and positive attitudes towards the foreign language and culture on the part of teachers as well as their enthusiasm seem to stimulate a greater commitment on the part of students.

g) Methods: The processes for the efficient presentation of the linguistic material are those which are best adapted to the age and the psychological and social situation of the student and most important of all which utilize multisensory approaches or succeed in inducing an active participation on the part of the individual student.

B – *Linguistic ability* is a factor of great importance; experimental data (see J.B. Carroll, 1960, pp. 13-14) rank second immediately after motivation. This factor is said to be present in approximately 80% of normal subjects. According to Carroll (1961, chap. 4) it may be considered as consisting of four abilities which are identifiable by test, namely:

- a) capacity for phonetic codification (distinct recognition and retention of phonetic material belonging to the foreign language);
- b) grammatical sensitivity (recognition of the grammatical functions in structured contexts);
- c) mechanical memorization (speed in fixing the numerous verbal associations); and
- d) capacity of linguistic induction (knowing how to infer forms structures and rules from new linguistic material in a fairly independent manner).

Recent research confirms the greatest importance of auditive skill, which would include the ability to discriminate between sounds easily and to associate the sound with the relevant symbol.

An important consideration is that the various individual skills are not only the complex byproduct of skills transmitted biologically but are also and

mainly the result of the method and amount of perseverance with which they are cultivated; this applies without any doubt also to the ability to learn foreign languages.

- C - *Time* represents another important variable, being understood as the total amount of time actively available in the learning situation; this is a determining factor in regard to the positive effects of such learning (Carroll, 1963). Assimilating a language is equivalent to a form of interior ripening or development; acquiring a second language is like being born a second time: there is no doubt that every natural phenomenon takes time (*natura non facit saltus*). Nevertheless one may conjecture, and not without grounds, that whereas a child needs an extended period of time to obtain sufficient advantage from a language course, an adult is capable of profiting to a greater extent from intensive courses because of his greater 'transfer' capacity, or the capacity of using data acquired from previous learning. In fact, intensive courses for adults (cf. those organized by American military schools) have always achieved noteworthy success.

1.2. Systematic instruction or spontaneous learning?

Adulthood, therefore, calls for a different teaching approach. The conviction that adults cannot learn a second language without support of systematic instruction has now been confirmed by a number of interesting studies (e.g. Krashen, Jones, Zelinski and Usprich, 1976). But 'systematic instruction' must not be confused with 'formal' teaching: the former implies a careful planning of situations and of material and didactic procedures, whilst the latter is restricted to notional and abstract forms of presentation of the language such as the traditional teaching of formal grammar, which is so deprecated today. The teacher must bear in mind that being systematic may harmonize extremely well with coming down to earth and being practical.

System constitutes a principle of intellectual economy: it contributes to rapid and efficient learning without excessive consumption of time and energy; it is synonymous with 'programming'. The selection, grading, and adequate presentation of the vocabulary and structural material of a language course, including providing occasions for regular revision, ensure efficient order and organization of the learning sequences (cf. Mackey, 1965).

On the other hand, the systematization of the 'formal' type of linguistic material is not necessary for efficient learning at any age, because it gives the learner no transfer from abstract concepts to actually speaking the language; since language, being essentially a behavioural system,

is learned better by means of a systematization of the 'functional' type, namely by the acquisition of communicative affinities which are utilizable in effective communication in concrete situations of real life. Therefore, the emphasis in teaching should be placed on planned instruction, gradually integrated with spontaneous activities of realistic communication.

It is worth while adding — so as to better clarify the concept of 'functional' system — that the type of language to be learned should conform to realistic sociolinguistic usage. In other words, the level and the variety belonging to the second language should be in line with the real communicative behaviour of the student in his own first language. If the student uses a lower form of 'elaborated code' (Bernstein, 1971) in his own native situation, it would be wrong to teach him a higher form of 'elaborated code' in the second language. Paulo Freire can teach us a lot in regard to his reflections on the so-called 'grammar of the oppressed' (Peters, 1977), even if it would be a mistake and unjust not to try to raise the knowledge and language of a person of lower class. Social and political realism has unfortunately constituted the 'missing link' in many foreign language programmes in which the principal preoccupation was to introduce the student to the values of literature before he possessed to an adequate extent a knowledge of the language as an instrument.

2. *A special case: the teaching of languages to migrants*

In many European and non-European countries the teaching of languages to migrant workers has today become a crucial and dramatic problem. Because they are adults, these persons present the frequently insuperable and inextricable complication of mature years, marked atrophy of the learning and memorizing capacities, utilitarian but often inadequately defined motivation, advanced cultural sclerosis, inability to persevere at and organize study, and sometimes traumatic disappointments and problems in trying to find the right level in personal and social life. Must we therefore think that the only way to a linguistic cure is their prolonged and deep immersion in the foreign linguistic environment, in an intense and restorative 'language bath'? No linguistic immersion which is not accompanied by a systematic guide (at least in the form of internal didactic guidelines has ever produced a linguistic competence which is worthy of the name. Experience proves this. Learning 'by immersion', in other words, needs a systematic exploitation of the occasions of linguistic and cultural contact (see Titone, 1969).

There has been no lack of approaches along these lines, even if they are still in an empirical and 'near-enough'

stage. In addition to numerous official reports by the Council of Europe, a few recent studies (e.g. Catani, 1973; Lagarde and Vigier, 1974) have emphasized the complexity of the problem and pointed to a number of possible solutions. Let us try to summarize the main heads.

The following are some of the conditions or prerequisites which can guarantee adequate results in foreign language programmes for migrant workers:

- a) The instruction must be based not so much on a strictly defined teacher-learner relationship as on a true 'human rapport' aimed at creating first and foremost a democratic and welcoming atmosphere in the class.
- b) It is important to activate the learning process by creating conditions of self-instruction and a complete experience of life, so that the learning of the language is looked upon as a total experience in the foreign environment.
- c) The training must aim at competence in communicating at the practical level. The basic text of any linguistic exercise must relate to the migrants' vital needs and to their working situations. The moulding and remoulding of what they pick up from the environment spontaneously for the purpose of improving their communicative capacity in the second language is more important and effective than having them indoctrinated in grammar and in the vocabulary of the foreign language detached from everyday life.
- d) The fundamental abilities relating to oral and written understanding and oral and written expression must be developed not so much by pedantic and monotonous structural exercises (pattern drills) as by attempts in given situations to communicate with someone. A functional-pragmatic approach, based on real situations of linguistic contact, must combine flexibility with systematicness.

3. *Psychology of the adult pupil and didactics of language teaching*

In various parts of the world there is a continuous increase in the number of adults who are starting to attend language courses for various purposes, frequently of a practical or utilitarian nature. Some authors have tackled the problem of language teaching to adults from the social and cultural point of view (among others, Lowe and Lowe, 1965; Titone 1965; Bouton, 1969; Van Passel, 1970; Freddi, 1974; Cembalo and Holec, 1973). The extreme variety of the psychological background and the motivations and conditions of study make it fairly difficult to define a basic theory of teaching.

Although the accent on a 'systematic approach' is fully justified, there do not seem to be any methods or processes providing easy generalizations for sufficiently wide populations of adult students. Let us try to sum up a few indications.

3.1. Psychological basis

Bouton rightly observes (1969, pp. 568 *et seq.*) that learning a new language is equivalent in the case of an adult to a true revolution in the depth of his ego, which clings tenaciously to the native language as though it were a lifeline. Coming out of this comfortable nest means that the individual loses his own sense of security. The psychological block experienced by the adult language student is derived from tenacious defence mechanisms rather than physiological resistance. This syndrome presents numerous interesting symptoms such as the following:

- a) a feeling of insecurity and embarrassment which in certain cases produces true psychomotor paralysis;
- b) the feeling of the uselessness of every effort, which is aggravated by the expectation of serious difficulties;
- c) an excessive muscular tension which affects the vocal organs;
- d) an unexpected sense of weariness arising from the exhaustion of physical and mental energy;
- e) a frequent sense of frustration based on the gap between richness of knowledge and limited linguistic competence in the second language;
- f) numerous interferences at all linguistic levels (pronunciation, grammar, vocabulary, etc.), depending upon the strength and deeprootedness of the first language, which puts up an overall resistance to the assimilation of new and strange structures;
- g) the tendency towards independent work, which renders difficult the acceptance of standardized instruction and guidance from the teacher.

These characteristics are to a large extent negative. Nevertheless, it should be borne in mind that adults can on the other hand draw upon a number of positive features which make it possible for them to overcome their weakness, such as, for example:

- a) strong rational motivations (social, cultural, practical);
- b) intellectual experience and the possibility of transferring learning strategies, provided they have developed a high degree of competence in their native language and have already learnt another language,
- c) a capacity for self-instruction.

If one bears all these aspects in mind, it is possible to formulate a number of appropriate didactic guidelines.

3.2. Didactic guidelines

- a) The linguistic 'corpus' must be defined in terms of general and specific objectives formulated or deliberately accepted by the learner: linguistic usage and the functional value of the material to be learnt must be determining factors in defining the means proposed to or by the learner, or in other terms, in precisely stating the degree of ability in oral and/or reading understanding, in written expression, and in the choice of a basic language or a specialist language (technical, commercial, etc.).
- b) Conditioning of the oral type must be the subject of particular care because of the phonetic resistance on the part of the adult both on the receptive level and on the productive level. Intensive training in auditory perception by using a recorder or a language laboratory constitutes an important step, especially at the initial stage. Nevertheless, it should be pointed out that a purely mechanical approach (based on intense imitation and memorizing) could turn out to be counterproductive in the case of adult students: it would put a severe strain on their natural desire for rational understanding and their intellectual motivation.
- c) The tendency found in the adult of trying to find graphic support and to visualize oral language frequently becomes a source of interference, especially with pronunciation. As a remedy one may use, particularly in the case of graphic interference arising from the nonphonetic orthography of certain languages (English, French), a figure or illustration which is strictly connected to the sound sequences.
- d) Grammar, as is well known, is regarded by the adult as a lifeline to which he can cling with all his strength so as not to drown. But formal, notional, abstract grammar cannot fail to disappoint such naïve expectation. The only acceptable approach is that of functional or practical grammar, consisting in the use of structural explanations whenever a need for clarification arises. In order to avoid the interference of abstract grammatical knowledge, it is advisable to start off as a rule with examples from the living language and to gather inductively a number of rules and fundamental concepts. The learning of grammar is in fact an inductive process (Titone, 1965; 1969).
- e) Self-instruction (Cembalo and Holec, 1973), in so far as it is required by the adult student, may be effectively supported by methods of programmed instruction. There are numerous programmed language courses. However, a great deal of research is still

called for so as to construct a model which is more efficient than the present linear or branched type of programming, which latter does not appear to fall perfectly into line with the intrinsic requirements of the psychology of language learning (Titone, 1971).

4. *A functional approach at threshold level*

An interesting curricular project relating to the initial teaching of foreign languages has been developed by a committee appointed for this purpose by the Council of Europe (Van Ek, 1976). The 'threshold level', as it has been called, aims at presenting an organic language programme which would:

- a) enable the great majority of students to follow;
- b) correspond to a minimum benefit level;
- c) make possible communication, especially oral, in the language under study;
- d) be based on the use of situations of everyday life;
- e) include an initiation into learning which on the one hand is aimed at facilitating study and on the other hand will make it possible to acquire a sufficient understanding of the processes of language learning used, so that they can be possibly transferred to the study of other languages.

The importance of such a project arises from its coherent insistence on behavioural objectives in the learning of the language, for which reason one is anxious to see language learning as a fact of ability rather than simple knowledge. The contents of the programme are consequently obtained from the breaking down of linguistic behaviour into two components: the execution of linguistic functions and the expression of or reference to semantic notions. Whoever communicates in a language affirms, asks, orders, requests, persuades, apologizes, etc.; these are the linguistic functions. In carrying out such functions, those making the communication use certain notions (reference to given facts or to reality in general) expressing possession, displeasure, social or physical state or condition, relationships with other persons, etc. There then enters the vast semantic world of the dictionary. In defining objectives for language learning therefore, it will be well to determine which linguistic functions the learner must be in a position to carry out and what semantic content he will have to be capable of selecting and organizing.

The application of the model to the construction of a specific curriculum implies a series of successive choices regarding:

- the type of student,
- dominant linguistic activities,
- variety of situations,
- the roles present in the communication (social, as from foreigner to foreigner, friend to friend; psychological, such as neutrality, equality, sympathy, antipathy, etc.),
- the arguments (selected according to the students' interests),
- the linguistic functions (according to a criterion of frequency and usefulness),
- general knowledge (common to all types of communicative situation) and special knowledge (relating particularly to certain situations and levels of encounter),
- the linguistic forms (specific for each language, and commonly used for each function and for each notion).

A programme like this, which is a synthesis of content and method, goes far beyond the old grammatical schemes upheld by the frequently absurd tasks of translation. Furthermore, to functionality one must also add a wide degree of flexibility, giving no special privilege to any language teaching method in particular but instead stimulating the programmer and the teacher to look for better means to a better end.

And this in fact is the most important aspect of effective language teaching: its adaptability to a variety of aims, situations, and students.

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Italian schools and the problems of emigration to Belgium, the Federal Republic of Germany and Switzerland

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General remarks

In 1976 IREF conducted on behalf of the Ministry of Public Education an inquiry into Italian schools and the problems of emigration to Belgium, the Federal Republic of Germany, and Switzerland.

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Starting off from the observation that within the prevailing political and economic context the problems of training migrants (not always given the necessary attention in the past) possess features which are to some extent new, the objective of the inquiry was to analyse these problems under the hypothesis of a more complete assimilation into the host country, not excluding thereby the possibility of return to Italy. On the basis of an analysis of the extent and nature of training demand, the task was to assess the present supply of training in order to arrive at a general synthesis which would make it possible to bring forward a number of proposals suitable for ensuring adequate training supply both from the quantitative and qualitative points of view. In view of the complexity of the aspects to be inquired into, it was considered advisable to make use of several methods: a suitable questionnaire distributed to a representative sample of migrants, analysis of the statistical sources available, and interviews with Italian and foreign observers.

The following is a summary of the principal results which emerged from the inquiry. As regards the demand for training, those aspects will be dealt with which are common to migrants in the three countries, whereas it was not possible to dwell on the respective distinguishing aspects. As regards the supply of training, a number of the more significant data relating to each country will be presented.

This brief article will conclude with a few operational proposals.

Selected aspects of training demand

We should first like to emphasize the flexibility and heterogeneity of requests for training, both as regards type (school, work, leisure), and as regards categories of users (young people, women, adults, etc.). It appears to us that this flexibility is due primarily to the social characteristics of the host country and the consequent interaction between these characteristics and the cultural background and material needs of the migrants.

Secondly, there emerged from the three inquiries evidence of a general demand for greater equality in training opportunities. Involved are the problems of school attendance in the host countries (and consequently of equality with the citizens of those countries) and the scholastic problems bound up with re-entry (and consequently of equivalence of educational certificates and of school organization permitting smooth reintegration of the children of returnees). It is possible that this situation is aggravated by a number of features in the Italian school structure, in particular the strongly selective bias of the structure, which contributes as early as in basic education to the isolation of those

strata of the population who are in a more disadvantaged social and economic position and from whom the majority of migrants come, and also, at the higher or in any case later educational levels, the structure's incapacity to accept in a flexible manner and with suitable remedial methods young adults or adults who return from working (and training) periods abroad.

The insufficient basic training of the migrants (even though this applies to a lesser degree in Belgium, where many children of migrants have attended local schools) emerges as one of the factors which negatively influence to the greatest extent the possibilities of assimilation in the host country. However, it is also necessary to emphasize a different but equally important problem: the inadequacy of our Italian training system in preparing its users for assimilation into unfamiliar economic and social environments.

A further problem which migrants in the three countries under consideration have in common is the insufficient volume of information available on general aspects of the social and political situation in Italy and elsewhere (such as can be obtained from the information in newspapers) or, more specifically, on the rights of migrant workers, their relationships with trade unions and, more generally, ways of meeting problems arising from their foreign citizenship and their migrant status.

Another problem is that of learning the language of the host country. This problem is common to migrants in all three countries and constitutes a need which obviously is inextricably bound up with the acquisition of wider basic cultural training.

It also has direct repercussions in most widely differing fields ranging from information to participation and to work. There is also another problem, one bound up with the Italian language. There are many requests for courses in Italian language and culture which rather than being abstract in nature take a practical approach to basic training, vocational training, and the situation of migrants. These courses should be demanded within the more general context of a pressing request addressed to our authorities asking them to guarantee the maintenance of the cultural heritage of our country (of which the language is the most evident expression), a heritage which is not always safeguarded by the local authorities of the host country and in regard to which there seems to be a noteworthy lack of initiative from the Italian side. At the same time the authorities of the host countries should be motivated to assume greater responsibility for action in this field.

There also emerges from the inquiry the migrants' demand for vocational training which is easily accessible and which is linked with the requirements of vocational qualification and requalification. This demand, which

is particularly explicit and pressing, is indicative of the disadvantageous position in which Italian migrants find themselves.

More generally, however, the inquiry shows that migrants of various age brackets and various occupations (including housewives) emphasize the need for permanent education, understood as overall training which embraces within the various educational levels and sectors (basic training, vocational training, adult education) a homogeneous acquisition of cultural ability.

This represents a substantially positive verification of one of the hypotheses formulated at the beginning of the inquiry, namely, that training and cultural needs, although flexible and heterogeneous, are closely linked to everyday life and to material problems (especially in regard to work) which migrants must face. In this sense the dichotomy between preservation of home country culture and assimilation into the host country has been superseded and is no longer relevant.

Selected aspects of training supply

Whereas training demands as indicated by the migrants can be identified quite clearly and in some detail, this cannot be said for training supply, which is characterized by a much higher degree of heterogeneity in the three countries. Such heterogeneity can be explained by various concomitant factors, whereby two may be singled out: the migration policy and the institutional system of each country.

Rather than going into the merits of these differences, we will concentrate on selected data relating to the school attendance of Italian migrants so as to clarify the connection which exists between training supply and training demand as expressed by the migrants.

A first fact which ought to be emphasized is the high rate of nonparticipation in compulsory schooling. It is estimated by the German Federal Government to stand at 60 % of the total number of migrants' children in the FRG. The same situation prevails in Switzerland, where the problem is aggravated by the considerable secrecy in which the children of seasonal workers, who enjoy no right of residence in Swiss territory, are forced to live. In Belgium, on the other hand, the rate of the nonparticipation appears to be lower, mainly because the government itself is concerned with the checking of registration and the frequency of school attendance.

Secondly, account must be taken of the selective function exercised by the host country's school system in connection with the children of migrants. Selection is frequently based on the degree of knowledge of the host language, even though it is generally carried out with 'scientific' instruments such as intelligence measurement

tests. It takes place in various ways in the three countries but has a common fundamental consequence, namely, blockage to higher levels of education and admission instead to training channels which lead directly to the labour market at lower skill levels. In Germany, for example, 91.2% of the Italian pupils (the data relate to the school year 1972/73) attend extended primary schools, the outlet from which consists in apprenticeship for an occupation in the industrial or tertiary sector. For most of these pupils, however, even apprenticeship is ruled out because they do not succeed in earning a school-leaving certificate, the precondition for entering an apprenticeship.

The demand for vocational training brings to light another field of discrimination against migrants. In Germany this problem (which, it should be mentioned, is absent from the mixed Commission's minutes of the last ten years) has a fairly precise explanation: in order to attend a vocational training course, it is necessary to provide assurance that the objectives of the course can be attained. In practice, this means for foreigners that they must have excellent command of both spoken and written German. In 1973, for example, only 0.2% of the foreigners took part in vocational training or retraining courses. In Belgium the principle is that everybody has an equal right to vocational training, but in actual fact migrants are usually diverted towards less skilled occupations such as brick-laying, carpentry, etc. In Switzerland there is, in addition to the need to reform the system, which is in any case inadequate as regards supply, the need to render vocational training more accessible to foreign workers. An inquiry carried out by the Federation of Swiss Trade Unions (USS) among its affiliated organizations revealed that out of eight organizations who replied, only three provided vocational training facilities for migrants.

Conclusions to be drawn from the inquiry

The action pointers which emerge from the inquiry should first result in the launching of measures by our own authorities, whereby a fundamental need should be borne in mind: the measures must be sufficiently elastic and easily adaptable to the reality of individual needs. The differences which emerged most frequently among the three countries (one thinks in particular of the situation in Belgium) and also inside each country call for flexible measures as regards not only geographical aspects but also other aspects such as age, type of employment, and educational level of the beneficiaries of these measures. It is furthermore essential that the implementation of a number of more urgent measures (for example the extension of ongoing training schemes) should not be stopped by a process of overall restructuring of training supply along the lines which have emerged from training demands as set out above.

Among the measures which are considered to be most urgent is the extension of the principle of codecision (established in Italy under Law 477) to cover Italian schools abroad (codecision is already frequently practised in local schools) so as to promote a process of participation considered to be of fundamental importance, even if those concerned do not always seem to be explicitly conscious of this (here it would also be desirable to have more direct involvement on the part of those organizations which, as can be seen from the inquiry, already carry out activities serving migrants).

Efforts should also be made to strengthen (via adaptation to needs which have emerged) training schemes operating abroad, particularly as regards basic schooling (at least to the end of compulsory schooling), upper secondary training (particularly in Belgium), and assimilation classes (on the example of German experience). The problem of new training schemes to be started abroad can in any case not be solved without first solving the problem of teaching staff. The shortage of teachers and the inadequacy of training as regards responsibilities and tasks involved call for rapid action in order that an up-to-date cadre of teachers can be provided within the shortest possible time.

Also indicated by the results of the inquiry is the need to carry out further studies in depth. These studies can be of great use to schemes launched in the future.

In particular it will be necessary to examine in depth the problems connected with assimilation into the schools of the host countries for the purpose of either clarifying the difficulties involved or preparing definite proposals which could result in some cases in new experimental schemes and in others in the extension of existing schemes (possibly after overcoming some of their limitations). There is also a need to carry out a further study on vocational training. In this case it is not only a question of identifying ways of overcoming the obstacles which prevent our migrants from receiving such training but also of ascertaining to what extent existing schemes meet the needs which have been expressed. In the case of Switzerland there is also the problem of seasonal workers and frontier workers who, because of the specific nature of their legal status, find themselves in a special situation which for various reasons it was not possible to deal with during the inquiry.

It would be particularly useful to carry out a study on the Italian cultural institutes in foreign countries so as to assess on the one hand their actual function and their ability to meet in particular the training needs of migrants and to decide on the other hand what specific measures could be initiated in this direction. It is necessary to emphasize the absolute inadequacy of their activities to date, particularly in view of the fact that their main customers should be, but are not, Italian migrant workers.

Also in Italy various aspects bound up with the migration phenomenon call for a study in depth. In particular the demand for training on the part of migrants who have returned to Italy in recent years calls for investigation, whereby the approach could be to analyse either the quantitative aspects of re-entry (according to criteria such as region of origin, age, occupation, etc.) or the qualitative aspects of re-entry (training needs inherent in catching up with school life, vocational training, re-training, etc.).

Finally, it would be useful to undertake to identify instruments by means of which a constant flow of information on the migration phenomenon in its various aspects could be guaranteed, particularly at regional level.

A scheme for the technical and linguistic training of migrant workers

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1. Summary

ISFOL, the Institute for the Development of the Vocational Training of Workers (Istituto per lo Sviluppo della Formazione Professionale dei Lavoratori), a technical agency of the Italian Government concerned with vocational training, has worked out a scheme for the production of technico-linguistic teaching material and related experimental courses for the benefit of Italian emigrants to the Federal Republic of Germany. This article will set out:

- a) the preliminary research findings which support the reasons for the scheme,
- b) the cultural aims of the scheme,
- c) the operational timetable for the experimental courses.

The research and planning phase received substantial financial support from the EC Commission, Directorate-General V, Vocational Guidance and Training Division. The experimental course phase, which will be managed by the training bodies of the Italian trade union movement (ECAP-CGIL, IAL-CISL, ENFAP-UIL, ENAIP-

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ACLI) and ISFOL, will be financed by the Italian Ministry of Foreign Affairs and sponsored by the European Social Fund.

In conjunction with this scheme, a presentation seminar was held in Stuttgart (the city which will be the headquarters of the experimental scheme) on 24 June 1977. On that occasion the promoting bodies (ISFOL, Italian trade union organizations, Ministry of Foreign Affairs, EC DG V) were joined by a wide range of German cultural organizations, including above all the German Federation of Trade Unions (Deutscher Gewerkschaftsbund), the Federal Labour Office (Bundesanstalt für Arbeit), and leading German universities. All these talents will be brought together in the scheme's Management Committee. The scheme will then constitute powerful joint action in the effort to ensure that migrant workers do not remain a separate minority group.

2. Reasons for the scheme

There are two basic reasons for the scheme:

- It is advisable at the *structural level* to allow Italian workers to attend technico-linguistic courses during paid working hours (ideally at the place of work or at least in nearby premises and with accommodation and transport facilities);
- The exercise will be meaningful at the *cultural level* if it is specifically planned, linking elements of linguistic growth with real-life situations reflecting job experience within the firm: a planned application of the situational method.

In order to provide statistical data in support of the two reasons, selected results of research carried out by ISFOL in collaboration with the ORT Union of Geneva (the inquiry related to a representative sample of approximately 1 500 Italian emigrants) follow.

Table 1 — Ratings by skill (almost 58 % unskilled)

Rating	Male	Female	Total
Unskilled	51.0	80.0	57.5
Semi-skilled	18.4	9.6	16.4
Skilled	22.0	6.6	18.6
Specialist	6.6	2.4	5.7
Middle management	2.0	1.5	1.9

Table 2 — Skill in relation to knowledge of German

Skill	Poor	Average	Good
Unskilled	43.1	43.2	13.8
Semi-skilled	22.7	51.0	26.3
Skilled	11.4	41.6	46.9
Specialist	7.1	27.1	65.9
Middle management	3.6	17.9	78.6

Table 3 — Method of learning German (N = 1 060)

(Only 17.5% stated that they had learned German in courses attended in Italy or Germany; informal methods of learning therefore predominate.)

Method of learning	% of total	% of those who know German
Picked it up	24.2	33.7
In Italy	1.2	1.6
In Germany by going to courses	16.3	22.7
In Germany by mixing with Germans	28.2	39.3
From Italians who speak German	1.9	2.6
Do not know German	28.2	—

Table 4 — Reasons for not attending courses

Reason	Number	%
They don't help me	61	5.2
They are difficult	164	14.1
Haven't the time	517	44.1
They are inconvenient	214	18.3
They cost too much	25	2.1
They don't teach us what we really need to know	29	2.5
Other reasons	161	13.7
Total	1 171	100.0

The reasons most frequently given are lack of time (44%), inconvenience (18%), and difficulty (14%).

Table 5 — Reasons for attending courses

Priorities are as follows:

1. Convenience
2. Inexpensive (better if held during paid working hours)
3. Effective teaching
4. Connection between the course and working experience

Priority	Reason	%
1	convenient time	33.9
6	free or paid for	5.9
4	convenient place	10.5
2	easy, convenient, free	19.0
7	helpful and serious	5.5
8	to improve oneself and become qualified	3.4
5	easy, really suitable, good teachers	9.6
3	I would attend it if I had time	12.2

The two groups who are in need of specific help are:

- 1) workers who are socially isolated and whose job is insecure (improvement as they become literate),
- 2) workers in the phase of vocational integration, who need the language in order to gain access to German training facilities and to skilled jobs (the scheme's tactical choice favours this group in the interest of creating an operative and credible model).

In terms of teaching strategy, the reasons listed imply:

- A. establishing real social contact with users of the new linguistic skill (in the scheme: selection of bodies from the trade union movement);

- B. conducting the training sessions at times and in places which fit into the learner's daily life (in the scheme: training flexibility, use of audio-visual media and possibly also self-instruction media);
- C. using real situations which are part of the learner's social development (integration of language and technology by the situational method).

3. Cultural aims

- a) There is a category of migrants with a marked tendency towards permanent settlement whose access to skilled jobs in firms and services of the host country is inhibited by the absence of sound basic linguistic and technological training.
- b) Understood as an essential prerequisite also for admission to local training facilities, this basic training cannot, for both objective reasons (transport, time available for study) and subjective reasons (little inclination), be based on a school approach. On the contrary, it presupposes:
 - 1) holding courses on easily accessible premises,
 - 2) making wide use of educational technologies,
 - 3) programming course contents so as to bring language learning into line with the migrants' material conditions of life (services, social organization) and work (technology): planned situational approach.

Under ideal conditions, the help which would meet these aggregate requirements:

- a) is based on the development of about 120 teaching modules, comprising teacher's guide, learner's guide, collective audio-visual media, and learner's cassette;
- b) envisages the use of each teaching module in a two-hour course, organized on easily accessible premises so as to take away perhaps no more than one hour of the firm's time and one hour of the worker's time (target: 150 hours).

N.B.:

Help in the form described is intended primarily for employed adult migrants; however, because of its flexible structure, it can be easily adapted to pre-work situations (school, family). Moreover, the fact that the scheme is being designed for Germany does not preclude the suitability of its plan and methodology for application in Italian migrant communities in other countries (Switzerland, France, etc.).

4. Operational timetable

In December 1977 the scheme's Management Committee will be set up and preliminary arrangements will be made for the two-year scheme to be funded by the European Social Fund.

From January to March 1978 learners will be recruited for the first experimental course and the detailed work programme will be finalized.

The courses, which consist of 250 class hours spread over eight months, will be carried out in two phases:

Phase 1: (approximately 60 sessions spread over four courses) from 1 April to 31 December 1978;

Phase 2: (approximately 120 sessions spread over eight courses) from 1 January to 30 September 1979.

The four teachers, who will have received their specific instruction during the detailed programming phase, will manage the courses of the first phase and will undertake to train another four teachers during the second phase.

Each of the bodies taking part in the experiment will by 1979 be provided with the following:

- a) two fully trained teachers for the management of measures of this nature;
- b) a complete package of approximately 120 teaching modules, the execution of which will be looked after by ISFOL, who will draw upon the services of a company specializing in educational software (MEDI/Sviluppo of Milan), a large staff of Italian and German university experts, and the scheme's Management Committee.

To conclude, we would like to sum up the cultural and political aspects of the scheme:

- At the cultural level, there is without doubt, in our opinion, a need to concentrate scientific teaching systems (and, within this area, language teaching methods) on technological paradigms which are capable of serving as forms of interpretation for factory and social life and which are not disorganic, social-specific, and repetitive as to contents;
- At the political level it is essential that this move towards didactical and methodological reorientation revolve around specific, planned action (such as the integration of the migrants into the host community) so as to build up around the specialists a vast backing of support (at national and local levels).

Despite its relatively modest size, we feel that the ISFOL scheme falls in line with these objectives, and we would express our gratitude to CEDEFOP for allowing us, by publishing this article, to draw it to the attention of a wide range of interested parties. Our efforts will not be restricted to the framework of this scheme but will be expanded to cover all language environments in which Italian emigrants live, starting with German-speaking Switzerland. We will of course be available to all organizations of other countries who may wish to test the impact in various linguistic environments of the methodology developed by this scheme.

Information

Governing mayor of Berlin visits European Centre

Herr Dietrich Stobbe, Governing Mayor of Berlin, paid a visit to the European Centre for the Development of Vocational Training on 8 March.

During his visit Herr Stobbe cited some of the problems facing his city in the field of training and employment, and expressed particular interest in the Centre's work on technological development and qualifications, the transition from school to employment, migrant workers' problems and permanent education and training developments.

EC Directive on the education of migrant workers' children

On 28 June 1977 the Council of Ministers adopted a Directive (77/486/EC) on the education of migrant workers' children. The purpose of the Directive, which is the first to be passed on education, is to offer the children of workers who are nationals of another Member State free instruction for the purpose of facilitating their initial reception into the host country. Such instruction will include in particular the teaching, adapted to the specific needs of the children, of the language of the host country. The Directive also makes provision for the initial and further training of the teachers who are to provide this tuition.

It also provides that Member States shall take appropriate measures, in cooperation with countries of origin, to promote the teaching of the mother tongue and the culture of the country of origin.

By improving facilities for migrant workers' children, the Commission hopes to facilitate the movement of workers and their families within the Community.

The original draft Directive (No 3, (documentation), 1976) has been substantially changed in response to the views of the United Kingdom and the Federal Republic of Germany, among others. The revised version recognizes the effect that differences in national circumstances and legal systems of Member States will have on the methods they will use to carry out their obligations. Account has been taken, for example, of the fact that the United Kingdom and the Federal Republic of Germany have decentralized systems of education, that the obligation to promote the teaching of the mother tongue and culture presupposes cooperation between the country of origin and the host country, and that no right to tuition in the mother tongue and culture is conferred on individuals.

In an associated declaration the Council confirmed its political resolve to implement the action programme for migrant workers and members of their families and that on education, both of which were laid down in Council Resolutions of 9 February 1976. This would be with particular regard to those measures intended to offer nationals of other Member States of the Community and of non-member countries who are not covered by the Directive better facilities for their education and training.

The six articles contained in the Directive are as follows:

Article 1

This Directive shall apply to children for whom school attendance is compulsory under the laws of the host State, who are dependants of any worker who is a national of another Member State, where such children are resident in the territory of the Member State in which that national carries or has carried on an activity as an employed person.

Article 2

Member States shall, in accordance with their national circumstances and legal systems, take appropriate measures to ensure that free tuition to facilitate initial reception is offered in their territory to the children referred to in Article 1, including, in particular, the teaching — adapted to the specific needs of such children — of the official language or one of the official languages of the host country.

Member States shall take the measures necessary for the training and further training of the teachers who are to provide this tuition.

Article 3

Member States shall, in accordance with their national circumstances and legal systems, and in cooperation with States of origin, take appropriate measures to promote, in coordination with normal education, teaching of the mother tongue and culture of the country of origin for the children referred to in Article 1.

Article 4

The Member States shall take the necessary measures to comply with this Directive within four years of its notification and shall forthwith inform the Commission thereof.

The Member States shall also inform the Commission of all laws, regulations and administrative or other provisions which they adopt in the field governed by this Directive.

Article 5

The Member States shall forward to the Commission within five years of the notification of this Directive, and subsequently at regular intervals at the request of the Commission, all relevant information to enable the Commission to report to the Council on the application of this Directive.

Article 6

This Directive is addressed to the Member States.

Source:

OJL 199 of 6.8.1977, p. 32, Commission of the European Communities.

EC pilot projects concerning migrant workers

One of the priorities included in Council Resolution of 21 January 1974¹ concerning a social action programme for the period 1974-1976 was the establishment of an action programme on the education and integration of migrant workers and their families (see No 3, (documentation), 1976).

Under this action programme a number of studies were carried out during the period 1974-1975 by organizations in Belgium, France, the Federal Republic of Germany, and Italy. These covered such areas as the cultural integration and welfare of migrant workers, their linguistic and vocational training, and the education of their children. Other studies investigated the possibilities of using visual aids to help migrant workers adapt to life in the host country and dealt with the problems faced by migrant workers wishing to return to their country of origin.

The migrants included in the studies were mainly from the agricultural regions of southern Italy and had had little education. Most of them had therefore experienced difficulties in adjusting to life in industrial areas, especially as they have generally received no linguistic or vocational preparation prior to leaving their home country. The studies were mainly undertaken with a view to carrying out future experiments and pilot projects and defining suitable areas for intervention by the European Social Fund.

A number of pilot projects were also carried out in France and Italy during this period. These centred around the training of teachers, instructors, and social workers to assist migrant workers and the development of new training methods.

In its Resolution of 9 February 1976² the Council took note of the action programme for migrant workers and their families and set out the measures agreed by the Member States at their meeting on 18 December 1975 (see No 3 (documentation), 1976). In addition, the Commission was made responsible for implementing a number of studies and pilot projects.

One of the six pilot projects planned for the 1976/77 financial year was initiated in Bedford (UK) in May 1976. This project, which involves the teaching of the mother tongue to children of migrant workers, is seen as part of a parallel exercise with a school in Paris which offers tuition in Serbo-Croat, Italian, and Portuguese to migrants' children. Bedford was considered suitable by the Commission because it has the highest proportion of migrants of any town in the UK outside London.

The project, which is totally financed by the European Social Fund, received a grant of 62 000 units of account in its first year and, following a decision to extend the scheme, approximately 71 000 units of account this year. The major part of this is used to cover the cost of teachers' salaries and in-service training as well as the costs of administration, materials, travel, and use of premises. The original intention of the project was that three groups of infant school children should receive instruction in Italian, Punjabi, and Hindi and that one middle and one upper school group would also learn Italian. However, on closer investigation it became apparent that the number of children whose native language was Hindi was insufficient to merit its inclusion in the project, and it was therefore dropped. An original plan to teach Italian language and culture to adults within the framework of the project also had to be omitted, in this case due to lack of funds.

One teacher, whose task it was to identify which pupils were to participate in the project, arrange the production of teaching materials, and decide on educational approaches, was appointed for each language, in addition to an advisory teacher/coordinator. The children participating in the project were selected on the basis of:

1. parental willingness,
2. recent arrival in the UK (where appropriate),
3. absence of any speech defect or other physical or mental abnormality which might distort the evaluation of the effects of the project on the pupils.

The infant school children were new to the English education system but generally not newly arrived in the country. They did, however, mostly speak their mother tongue at home, whilst receiving their schooling in English.

The pupils involved in the project receive five hours of special instruction in language and culture studies. This means that in addition to learning their mother tongue, they have lessons in the history, geography, music, games, and social studies of their country of origin. In drawing up the curriculum, care was taken to ensure that the children did not completely miss any other school subject as a result of participating in the project. By January 1977 all lower and middle school groups involved were receiving instruction.

The project, which will continue at least until the end of this academic year, is being externally monitored and evaluated for the Commission by the Cambridge Institute of Education. In monitoring the project, the Commission is looking to see whether, as a result of receiving this special instruction, the pupils involved develop

- an increased competence in school-based skills (particularly linguistic competence),
- an improved self-image and more self-confidence.

The Commission is also interested to find out whether there is any change in attitude towards the migrant children on the part of the indigenous children.

Finally, the Commission wishes to monitor the difficulties encountered in mounting such a project and the effects it might have on the home-school relationship.

As an extension of the project in the long term, Bedford plans to set up a resources bank for Italian language and culture.

Source:

Commission of the European Communities, Bedfordshire Education Service — Information handout.

Council of Europe policy on migrant workers

Introduction

The uncertain position of migrant workers and the education of their children have for some time been viewed by the Council of Europe as important areas

¹ OJ C 13 of 12.2.1974, p. 1.

² OJ C 34 of 14.2.1976, p. 2.

for concern and action. One of the manifestations of this came on 6 May 1977 when a new European Convention on the legal status of migrant workers was adopted by the Council of Ministers of the 19 Member States of the Council of Europe. The Convention, which comes into force after ratification by at least five Member States, is a result of years of hard negotiation and is much weaker than the programme originally outlined by the Council's Parliamentary Assembly in 1971.

The Convention is intended to cover all stages of the migrant worker's life and to ensure that during his stay in the host country he receives treatment 'no less favourable than that accorded to other workers in the receiving State.'

Of the 29 articles directly concerned with the rights of migrant workers, only nine are compulsory. These cover the reuniting of families, the maintenance to be paid to the family members left in the country of origin, information and equal treatment in respect of working conditions, trade union rights, and the social services.

The main provisions of the Convention are as follows:

The work contract

Every migrant worker accepted for employment should be given an employment contract or a definite offer of employment before leaving for the host country.

Information

In an effort to decrease the frustration and sense of isolation with which many migrant workers have to contend, they should be provided with relevant information before taking up employment. This information should cover such matters as residence, conditions and opportunities for reuniting families, nature of the job, possibility of extending the work contract, working and living conditions, remuneration, and social security and other relevant provisions.

Reception

Migrant workers and their families arriving in the host country should be entitled to assistance from the employ-

ment and social services on the same basis as national workers. If necessary, special services should also be provided. In the event of involuntary loss of employment, the migrant worker has the right to remain in the host country for up to five months. During this time the host country should facilitate re-employment and ensure the migrant worker's vocational retraining and occupational rehabilitation as far as possible.

Reuniting of families

The spouse and children have the right to join the migrant worker after a possible waiting period not exceeding 12 months. This is, however, dependent on the availability of suitable housing and the worker having sufficient resources to maintain his family. The children must be minors and unmarried. Any State may derogate temporarily from this obligation by submitting special reasons with regard to receiving capacity to the Secretary-General.

Training and education

Migrant workers should have the same entitlement as nationals to general education, vocational training, retraining, and higher education. In order to facilitate access to such education and training, instruction in the language of the host country should be provided. The education and training of migrant workers and their children should, as far as possible, take account of their possible return to and reintegration in their country of origin. Provision of instruction for children in their mother tongue would be part of this. Recognition of migrants' previous qualifications would be subject to the appropriate bilateral and multilateral agreements.

Equality of treatment

Migrants should be subject to the same treatment as nationals with regard to law, access to the country, working conditions, accident prevention, occupational diseases, social security, social and medical assistance, and the right to organize and participate in the affairs of the employing company.

Return home

The employing country and country of origin are jointly responsible for informing the migrant worker on the resettlement conditions governing his return to the home country. This should include information regarding opportunities for and conditions of employment in his home country, financial aid granted for economic reintegration, the transfer of social security entitlements, availability of accommodation, and the equivalence of job and general education qualifications between the countries concerned. There is also provision regarding the migrant's right to transfer all or part of his savings to his home country.

The education of migrant workers' children was one of the topics discussed at the Standing Conference of European Ministers of Education in June 1977. At this conference a Resolution on the Education of Migrants was passed in which Member States were called upon to intensify their concerted action on behalf of the education of the children of migrant workers. Such action is especially important against the present background of economic recession and the problem of youth unemployment. Particular interest should be devoted to preschool, general, and vocational secondary education for the children of migrants, and adult education, particularly with a view to the integration of migrants' families in their new socio-cultural environment.

It is of importance that the specific problems related to the education of women migrants should be considered in an attempt to reduce the risk of alienation between parents and children, especially second generation migrants. The women in particular often feel socially isolated in a foreign country and thus remain totally bound to the traditions of their country of origin.

Governments should continue their efforts to maintain and develop the language and culture of the countries of origin in schools in order to facilitate a return to the home country for those who wish it. It should be pointed out that it is not just a question of teaching the language. The geography and history of the country of origin must also be taught. The Standing Conference urged international organizations and the EC

to carry out studies regarding special curricula or extracurricular programmes and to promote experiments.

In carrying out this work particular attention should be directed to the problems of content, teacher training, parent participation, education structure, methods, facilities, and systems of permanent and recurrent education. It must be ensured that social and economic facts are taught at all levels and that close contact is maintained with the sociocultural environment. In addition, across-the-board participation should be facilitated at all levels of learning, teaching, and administration, since a democratic and community-based life around and within the school appears to be essential for successful education.

The Resolution states that the education of migrant workers should be given a place of high precedence by the Council of Europe in the medium term and that the necessary means should be made available for this. The Council of Europe is also urged to consider the possibility of drawing up draft models on the education of migrants which could be used in the preparation of bilateral and multilateral agreements between emigration and immigration countries. If in the future it were decided to draw up a European Convention on migrants education, these draft models, based on the Convention on the legal status of migrant workers, might be very useful.

Source:

Uitleg No 513. The Hague, 21 July 1977.
Council of Europe Press Releases, Strasbourg, 15 June 1977 and 11 July 1977.
Forward in Europe 2/77, Council of Europe, Strasbourg.
International Labour Organization, Social and Labour Bulletin 3/77, Geneva.

ETUC's objectives concerning the equal treatment of migrant workers

The European Trade Union Confederation (ETUC), having become increasingly aware of the problems of migrant workers in Europe, began publication

in May 1977 of an information bulletin¹ concerned solely with migrant workers. In his introduction to the first number the Secretary of ETUC, Mr D. Marioli, says that the need for such a bulletin is evident, since it is only through the dissemination of accurate and reliable information that problems may be approached pragmatically and concrete results may be achieved. In particular, he says, it is necessary to apprise people of measures taken within individual countries as well as to outline ETUC's own policy on migrants.

ETUC's medium- and short-term objectives concerning the equal treatment of migrant workers are presented in numbers one and two respectively.

Short-term objectives

- The breaking down of differences in the treatment of individual categories of employees through the harmonization of current regulations governing length of stay and access to employment;
- Within individual States, the recognition and observance of a valid right of codecision for trade unions in the tackling of immigration problems; this right of codecision must cover both quantitative aspects such as number of entries and placement of migrants in relation to job opportunities and qualitative aspects such as living and working conditions. This would involve cooperation between immigration authorities and employment services and would result in more effective union control of migration and employment policies;
- The improvement of working conditions in order to avoid a concentration of migrants in areas where the work is unpleasant, badly rewarded, and virtually unskilled. Underlying this improvement in working conditions, particularly the upgrading of physical work, must be an effort to stop certain practices adopted by employers, such as the constant recruitment of migrants even in times of unemployment. The fact

that these migrants are often barely skilled and are therefore employed under circumstances in which their desperate situation is exploited gives employers the opportunity to avoid union demands. It can also lead to the prolongation of unemployment for the host country's employees and established migrant workers;

- In the field of vocational training:
 - a) the improvement of training with regard to the needs of both the host country and the country of origin;
 - b) the adoption of measures in individual States so that continuing vocational training is also provided for migrant workers (where necessary, with the inclusion of language courses);
 - c) within the framework of existing provisions and under the same conditions, the recognition that all rights accorded to employees in the host country should likewise be accorded to migrant workers.

Medium-term objectives

- The harmonization of bilateral manpower agreements, in particular of those aspects relating to social security regulations, in order to attain, in all countries, equality of treatment between workers of the host country and migrant workers;
- A migration policy which forms part of an integrated economic and employment policy, allowing
 - a) the extension and the effective guarantee of the rights of migrant workers,
 - b) the active and permanent participation of trade union organizations;
- A policy of regional development within the Community and of cooperation with the Third World, having as its objective economic development and the creation of new jobs;
- The harmonization of European migration policies, their unification at Community level, and the integration of these policies into an

¹ Information Travailleurs Migrants; Bruxelles, Confédération Européenne des Syndicats.

employment policy. This could lead to uniform conditions relating to the issue of residence and work permits.

Source:

European Trade Union Confederation: Information — Migrant Workers, Nos 1 (May 1977) and 2 (September 1977); Brussels.

Training of migrant workers in Denmark

On 1 January 1977 the total population of Denmark was a little over 5 million. Of this total the number of foreign citizens stood at 91 000, or 1.8 % Compulsory education for foreign children is the same as for Danish children, namely, nine years. A Directive to this effect was issued by the Ministry of Education (Undervisningsministeriet) in March 1976.

In order that foreign children may have the same opportunity as Danish children to receive adequate primary education, special courses in Danish followed, if necessary, by special supplementary instruction in other subjects have been set up for them.

In addition, each local community must offer instruction to older foreign pupils in their mother tongue, the purpose being to assist them in deepening their knowledge of their own language and the general situation in their country of origin.

In 1975 a working party set up under the Ministry of Social Affairs (Socialministeriet) submitted a report on how migrant workers adapt themselves to community life in Denmark. The following quotation is from the report: 'The adaptation of foreign workers and their families to community life in Denmark is fundamentally dependent upon the extent to which they acquire a knowledge of the Danish language and are familiarized with the structure of Danish community life.'

It is the view of the working party that instruction in the Danish language and familiarization with the social structure

and social services must have overriding priority within the wide range of subjects provided. This particularly vulnerable section of Danish society would not then be faced with greater difficulties than others as regards general living and working conditions and would be able to take advantage of the social and health services as well as the training and education opportunities available in the country.

Under the Act on Education for Leisure (Lov om Fritidsundervisning m.v.) special introductory courses in Danish civics and the Danish language may be arranged.

One information course (40 hours) deals specifically with social conditions, rights and obligations, service organizations, etc. Instruction generally takes place immediately after the migrant's arrival in the country, and grants are available to provide the assistance of an interpreter. There is also a language course (180 hours) designed to give foreigners a general vocabulary of a thousand Danish words.

Both courses are designated as special instruction courses: apart from an enrolment fee instruction is free, classes may be small and teachers are specially qualified and paid according to regulations governing special instruction. In addition to having both general and specialized teaching qualifications, the teachers must have taken a special course on the cultural background of the group to be taught.

In accordance with an agreement concerning the intake of workers from third countries, concluded between the social partners in the summer of 1973, employed migrants are obliged to take a 40-hour course in Danish and in Denmark's community life and social conditions. Wherever possible the course is held within the first three months of employment. It is conducted during working hours or, in special circumstances, immediately after work. Its purpose is to equip the migrant worker with an elementary knowledge of life in Denmark and a vocabulary of the most commonly used Danish words.

Under the Act on Education for Leisure general education facilities include a wide range of courses offering language subjects, cultural and social subjects, practical subjects, and arts subjects.

The number of students per class must be at least twelve.

Within the framework of this Act it is also possible to take courses preparing for initial and further preparatory technical examinations or higher preparatory examinations, thereby providing access to higher levels of the education system. These courses, together with vocational courses provided for under the Act, are open to all citizens irrespective of nationality. However, it has been found that only a very limited number of migrants make use of these facilities, mainly because of the linguistic difficulties they encounter but also because they do not know that the facilities exist.

There is a need to undertake efforts to reach all migrants and especially their families. The working party believes that it is in the interest of the community as a whole that all migrant workers desiring to undergo further education be given every possible opportunity to do so.

The Ministry of Labour (Arbejdsministeriet) has issued a Directive concerning the participation of foreign workers in courses established under Act No 194 of 18 May 1960 regulating vocational training for unskilled workers and further training for skilled workers.

The working party notes that these training opportunities have been taken up by foreigners in very few instances only, apparently because of heavy claims made by Danish workers on the places available and because the normal requirement for admittance to training is reasonable proficiency in Danish. The working party is convinced that greater efforts must be made to encourage migrant workers to make use of these training facilities. They are open to employed persons as well as to persons seeking employment in a particular industrial sector. The working party draws attention to the fact that the ministerial Directive refers to the possibility of arranging classes in which all participants have the same mother tongue. It also states that an interpreter may be authorized by the Ministry of Labour on the recommendation of the secretariat of the appropriate education council.

The youth school (Ungdomskole) is a municipal school providing education for the 14-18-year age group either as

a supplement or as an alternative to other forms of education. There must be a youth school in every local community. The instruction offered consists of general subject classes, special training courses, preparatory courses for examinations, and basic vocational courses. Foreign juveniles may enrol in the general subject classes, although, in fact there should be classes catering specially for them, for example in Danish.

The youth school may set up special training courses, for example introductory vocational courses, to provide a period away from the general schools for young people who do not do well in class.

Courses are set up by each youth school according to the needs of the local community. These schools may provide courses for foreign juveniles under the guidelines concerning introductory vocational courses contained in a note from the Directorate of Youth Education (Direktorat for Ungdomsundervisningen) of 12 June 1973.

A precondition for admission to education facilities in Denmark is that there shall be a special association with Denmark over and above the establishment of temporary residence in the country for the sole purpose of passing an examination admitting to a specific level of education. This requirement does not apply if there is a reciprocal agreement with the country of origin on the admission of nationals to education.

The Ministry of Education issued a Directive in 1976 stating that persons over the age of 20 who take up permanent residence in Denmark together with their parents may be considered for financial support.

Children of citizens from EC Member States may likewise be considered for this support on condition that their parents are or have been employed in Denmark as wage earners or pursue or have pursued a gainful activity in Denmark in accordance with the regulations governing the establishment and the exchange of services and in so far as they have come to and remain in Denmark by reason of their parents' employment. Other young people seeking education may apply for educational assistance if prior to the date of appli-

cation they have been in continuous residence and worked in Denmark for at least two years.

Over and above purely educational arrangements for migrant workers, special service organizations such as language clubs and leisure and advisory organizations have been established on a private or a municipal basis.

Furthermore, the Ministry of Social Affairs maintains an advisory division which provides an interpreter telephone service throughout the country free of charge.

A brochure on Denmark entitled 'Foreign Workers in Denmark' (Fremme-arbejder i Danmark) has been translated into the official languages of the European Community and into Serbo-Croat and Turkish and is distributed by all local offices of the Ministry of Social Affairs.

Source:
National Correspondent.

Training for migrant workers in the Federal Republic of Germany

I.

There are at present about 4 million migrants living in the Federal Republic of Germany. They constitute 6.5% of the total population. Two million, or about 50%, are gainfully employed, accounting for roughly 10% of the working population. About 543 000 (26.6%) are of Turkish origin, the largest ethnic group. Yugoslavs number 415 900 or 20.4%, Italians 292 400 (14.3%), and Greeks 196 200 (9.6%). Concerning the development of migrant worker employment since 1973, see Table 1 below.

For many years economic development has had a decisive effect on the scale of immigration and emigration. Following economic recovery from the 1966/67 recession, migrants entering the Federal Republic of Germany (FRG) outnumbered

those returning to their home country each year up through 1973. The beginning of 1974 saw the decline of the economy and the consequent imposition of a freeze on the recruitment of migrants, with the exception of nationals from EC Member States. This resulted in a net outflow of migrants, and alone between September 1973 and September 1975 the number of migrants in the FRG fell by half a million, or one-fifth. For a breakdown of migrant worker employment figures, see Table 2 below.

The following summary conclusions can be drawn with regard to migrant's movements:

- by far the majority of foreign workers return to their country of origin on leaving employment;
- higher figures for migrant workers leaving the FRG than for those entering the country tend to be followed at a later date by similar figures also for their dependants;
- the high birth rate of the migrant population in the FRG balances out at present these outflow figures.

II.

It is the policy of the Federal Government to enable migrant workers and their families to lead a socially integrated life in which their social and legal status is safeguarded. To this end the barriers must be abolished which many foreigners face as a result of different cultural and social values in their home country and above all an inadequate knowledge of the language of their host country. Such barriers can easily lead to social alienation. These problems are becoming more and more pressing as migrant families tend to reside in the FRG for increasingly longer periods, and a clearly recognizable trend is developing towards a rise in the number of those wishing to take up permanent residence in the FRG. Already one-third of all foreign residents from third countries spend longer than six years in the FRG, and over one-fifth stay for more than eight years. In his parliamentary speech on 16 December 1976, Federal Chancellor Helmut Schmidt drew attention to the largely unsatisfactory position of migrant workers and their families. He announced the setting up of an inquiry into the relevant issues in which all interested parties were to be involved.

In collaboration with the social partners a Bund-Länder Commission, on which the appropriate federal (Bund) and state (Länder) ministries and the Federal Labour Office (Bundesanstalt für Arbeit) are represented, has since drawn up a comprehensive concept for policy on migrant employment. This concept is based on the following principles:

- The FRG is not a country of immigration; it is a country of residence for foreigners who, at their own decision, return to their respective country of origin after periods of residence of varying lengths. This basic pattern serves the long-term economic and social interests of both the Federal Republic of Germany and the countries of origin concerned;
- Restrictions applying to the recruitment of migrant workers must be maintained at their present level in the coming years. In the face of a sharp increase over the next ten years in the number of German nationals of working age, recruitment of additional foreign labour would jeopardize the interests of German workers and of migrant workers already living in the FRG;
- Migrant workers will continue to be employed in the FRG. However, the ability of the labour market to assimilate them will show a declining trend. This means that the rate of employment of foreigners will continue to drop during the next few years;
- Willingness among migrant workers and their families to return to their home countries should be encouraged and opportunities to do so improved. The migrants' home countries have an important role to play in this. Every migrant should be allowed to decide for himself when to return home. Measures to force this decision will not be considered;
- Migrant workers and their families living in the FRG should be enabled to lead a socially integrated life in which their legal and social status is safeguarded. Efforts to improve the social integration of migrant workers and their families should be maintained and intensified in the future, whereby the migrants themselves should support these efforts. This calls for opportunities for active involvement and the acceptance of

a sense of personal responsibility on the part of migrants and their families;

- In the future, policy on the employment of migrants should address particular attention to the problems of second-generation migrants who are now growing up in the FRG. Failure to do this would not only be detrimental to the personal development of members of this group but could also damage social stability in the FRG. Social integration of migrant workers and their families on the one hand and consolidation of migrant employment on the other are both important and complementary aspects of a balanced, overall concept for future policy on the employment of migrant workers. Only in this way can the needs of the German population, particularly the working population, as well as the legitimate social and economic demands of migrant workers and their families living in Germany be brought to a socially justified balance.

The Commission has proposed the following set of measures in order to arrive at a meaningful integration policy:

- improvement of the right of residence,
- review of naturalization laws,
- improvement of regulations covering work permits,
- promotion of language teaching,
- improvement of the housing situation,
- improvement of the job prospects of second-generation migrants,
- increased participation rights for migrant workers,
- expansion of the social services.

III.

The present labour market situation once more demonstrates the importance of vocational training to the individual workers. Unskilled workers in particular are threatened by unemployment. Foreign workers are therefore highly vulnerable, since they usually have very few vocational skills, if any, when they arrive in the FRG. Furthermore, they can often find work only in economically

unstable sectors such as the building industry.

The importance of a high level of qualification has led to the rapid expansion of statutory provisions for the promotion of initial and further vocational training. The laws which contain a comprehensive catalogue of promotion measures for initial and further vocational training are the Work Promotion Act of 26 July 1969 (Arbeitsförderungsgesetz) and the Federal Training Promotion Act of 26 August 1971 (Bundesausbildungsförderungsgesetz).

The Work Promotion Act provides financial aid for initial and further vocational training and retraining measures. The Federal Training Promotion Act governs individual financial aid for students at upper secondary schools of general education, upper secondary vocational schools, and universities. There is a statutory right to aid under both Acts.

Nationals from other EC States enjoy the same financial aid opportunities as do citizens of the FRG. However, some restrictions apply to nationals coming from so-called third countries (countries which are not members of the EC). To take part in a further training or retraining course, for example, the migrant worker from a third country must have been granted a work permit and have worked in the FRG for at least two of the preceding three years before qualifying for a training course for which financial aid is granted. In practice this restriction does not have a very noticeable effect, since most foreigners who are interested in attending a further training or retraining course have already been working in the FRG for many years.

Although under legal regulations opportunities for initial and further vocational training are open to Germans and foreigners alike, migrant workers do not make sufficient use of these opportunities. The reasons for this are varied. For instance, many migrant workers apparently still make no long-term plan for their stay in the FRG. For them earning money as quickly as possible takes priority over vocational training, although a study recently conducted by the Federal Ministry for Education and Science (Bundesministerium für Bildung und Wissenschaft) indicated that foreigners now tend to consider socio-cultural integration to be of paramount importance, with the motivation to earn

money being relegated to the background.¹

Inadequate general education and poor language skills are the most important cause of the low participation of foreign workers in the promotion programmes. Taking part in a vocational training course is practical only if success can be expected, and this is hardly feasible if command of the language of instruction is inadequate.

Measures aimed at preparing migrant workers to take advantage of legally anchored opportunities for initial and further vocational training therefore play a major role in the integration policy of the FRG. The large number of programmes developed with this in mind concentrate on language instruction, vocational guidance, and socio-pedagogic measures.

IV.

There are at present about one million foreign children in the FRG. In 1974-1975 there were 358 000 foreign children attending German schools, ten times the number in 1964-1965. The statistical average for foreign children attending schools of general education is 3 %, but the proportion is as high as 30 % in some schools.

About two-thirds of the 45 000 young foreigners who reach working age each year have no school-leaving certificate. This severely limits their chances of undergoing full vocational training. There are many reasons for this unsatisfactory situation. Foreign children who come to the FRG after reaching compulsory schooling age are particularly vulnerable. Insufficient knowledge of the German language, in some cases inadequate schooling in the home country, the frequent lack of parental interest, and late entry to German schools make it especially difficult for these young people to earn a school-leaving certificate. The dual task of becoming integrated into the German school system and at the same time reinforcing and broadening their knowledge of their native language and culture often handicaps them further.

In order to avoid future social conflicts, the improvement of education and training opportunities for second generation migrants must be a priority area of integration policy in the coming years.

In the field of preschool education kindergartens must be so equipped and staffed that they can make a greater contribution to the preschool integration and personal development of foreign children. In this connection it is above all the task of the education counselling services to work more closely with the children's parents, who must be encouraged to recognize their responsibility for their children's well-being and to take advantage of the assistance offered.

School authorities should make every effort to enable foreign children to earn a school-leaving certificate. The following measures could contribute to the achievement of this objective:

- better initial and in-service training for German teaching staff, particularly as regards teaching German as a foreign language;
- further training for foreign teachers already working in the FRG;
- increased and improved German and mother-tongue instruction for foreign children in special courses;
- increased after-school assistance with homework;
- reduction in the number of pupils in preparatory classes.

The Ministers of Education of the Länder, who are responsible for general and vocational schools, have for some years been working along these lines. The Standing Conference of Ministers of Education of the Länder (Ständige Konferenz der Kultusminister der Länder) adopted an agreement on the education of migrant workers' children in 1971. The agreement was revised in April 1977. In accordance with the objectives of this agreement, foreign pupils shall be:

'enabled to learn German and earn German school-leaving certificates and also to broaden their knowledge of their mother tongue. The educational measures shall facilitate the social integration of foreign pupils during their stay in the Federal Republic of Germany and at the same time enable them to retain their linguistic and cultural identity.'

The education authorities of the Länder have introduced a series of measures aimed at enabling foreign children of compulsory school age to participate effectively in schooling. The most important measures are as follows:

- introduction of preparatory classes for foreign pupils;
- use of both German and the mother tongue in class instruction;
- intensive courses in German as a foreign language;
- supplementary instruction to improve communication skills in German;
- assistance with homework;
- assistance in integrating into upper secondary schools and special courses within the framework of part-time vocational schools for foreign juveniles with an inadequate knowledge of German;
- supplementary instruction in the mother tongue.

Pilot projects and research projects on the education of foreign children which have been carried out over the past few years are now being evaluated. They are expected to provide important guidelines for the improvement of educational integration. Half of the financial support for these projects was provided by the Federal Minister of Education and Science and half was provided by the ministries of education of those Länder in which the schools where the projects were implemented were situated.

Measures taken at a national level to integrate foreign children are in line with the thinking developed by the European Community, as expressed in the Council Decision of 9 February 1976 on an action programme on education² and the Council Directive of 25 July 1977³ on schooling opportunities for migrants' children.

The Directive, which in its objectives is legally binding on the Member States, stipulates that migrants' children should be given free introductory tuition in the language of the host country; further-

¹ Weiterbildung ausländischer Arbeitnehmer in der Bundesrepublik Deutschland. Final report of a study by the Institute for Communication Planning (Institut für Kommunikationsplanung) on behalf of the Federal Minister for Education and Science, 1975.

² OJ C 38 of 19.2.1976, p. 1.

³ OJ L 199 of 6.8.1977, p. 32.

more, steps are to be taken to ensure that they can attend courses in their native language and culture. The teachers who will be charged with these functions are to undergo appropriate initial and further training.

V.

The educational integration measures described above should enable migrants' children who have completed compulsory full-time education, normally at the age of 15, to undergo vocational training within the dual system of the FRG (practical training in a firm or at a comprehensive training centre combined with theoretical instruction at a part-time vocational school) or attend full-time upper secondary school or full-time vocational school.

It is the task of the vocational guidance services provided by local employment offices to prepare young migrants to make a career choice by providing them with information concerning occupations and help them via individual counselling,

which takes into account their special situation and above all their educational background, to then select a career. Social counsellors from independent welfare associations are of great assistance in this task. In 1975-1976 a total of 26 500 young migrants took advantage of the vocational guidance services. Many of them had been residing in the FRG for many years, the majority being of central or western European origin (see Table 3 below.)

According to vocational guidance statistics for 1975-1976 about 4 300 foreigners commenced training courses in industry after consultations with the Federal Labour Office. This represents an increase of 200, or 4.7 % over the previous year.

However, these statistics cover only those young people who have used the vocational guidance services. In point of fact the number of young migrants undergoing vocational training can be assumed to be somewhat higher. The Act on the Promotion of Vocational Training Places (Ausbildungsplatzförderungsgesetz) of June 1976, which

came into force on 7 September 1976, established, among others, the pre-conditions for improving the vocational training statistics mechanism so that in the future it will be possible to provide detailed information available on the percentage of young migrants undergoing non-school vocational training.

The proportional rate of foreign children at upper secondary schools is quite small, standing at about 1.5 %. In 1974 roughly 54 000 young foreigners attended upper secondary schools providing either general education or vocational training. The majority, about 36 000, were studying at technical secondary schools (Realschulen) and academic secondary schools (Gymnasien), while only about 14 000 were attending full-time vocational schools.

In cases of financial hardship, training grants are available under the Work Promotion Act for training courses within the dual vocational training system leading to qualification in a State-recognized occupation. Those receiving vocational training at a full-time vocational school can qualify for

Table 1
Development of migrant worker employment in the Federal Republic of Germany since 1973¹ (in '000s and %)

Nationality	Employed migrant workers													
	Development								Change vis-à-vis 30.9.75					
	30.9.75		30.9.74		30.9.73		Jan. 1973		30.9.74		30.9.73		Jan. 1973	
	nos	%	nos	%	nos	%	nos	%	nos	%	nos	%	nos	%
	Men and women													
Turks	543.3	26.6	606.8	26.5	605	23	528.4	22.5	- 63.5	- 10.5	- 61.7	- 10.2	+ 14.9	+ 2.8
Yugoslavs	415.9	20.4	465.7	20.4	535	21	465.6	19.8	- 50.8	- 10.9	- 119.1	- 22.3	- 49.7	- 10.7
Italians	292.4	14.3	331.5	14.5	450	17	409.4	17.4	- 39.1	- 11.8	- 157.6	- 35.0	- 117.0	- 28.6
Greeks	196.2	9.6	229.2	10.0	250	10	263.4	11.4	- 33.0	- 14.4	- 53.8	- 21.5	- 72.2	- 26.9
Spaniards	124.5	6.1	149.7	6.5	190	7	179.2	7.6	- 25.2	- 16.8	- 65.5	- 34.5	- 54.6	- 30.5
Portuguese	68.3	3.4	78.5	3.4	85	3	69.0	2.9	- 10.1	- 12.9	- 16.7	- 19.6	- 0.7	- 1.0
Others	398.1	19.5	424.3	18.6	480	19	426.8	18.2	- 26.2	- 6.2	- 81.9	- 17.1	- 28.7	- 6.7
Total	2 038.8	100.0	2 286.6	100.0	2 595	100	2 346.8	100.0	- 247.8	- 10.8	- 556.2	- 21.4	- 308.0	- 13.1
	Men													
Turks	402.6	28.8	448.9	28.5	—	—	399.6	24.4	- 46.2	- 10.3	—	—	+ 3.0	+ 0.8
Yugoslavs	267.8	19.1	306.7	19.5	—	—	315.7	19.2	- 39.8	- 12.7	—	—	- 47.9	- 15.2
Italians	214.0	15.3	243.1	15.4	—	—	306.1	18.7	- 29.1	- 12.0	—	—	- 92.1	- 30.1
Greeks	112.7	8.0	130.1	8.3	—	—	151.4	9.2	- 17.4	- 13.4	—	—	- 38.7	- 25.6
Spaniards	84.5	6.0	102.1	6.5	—	—	124.0	7.6	- 17.7	- 17.3	—	—	- 39.5	- 31.9
Portuguese	46.4	3.3	53.8	3.4	—	—	47.5	2.9	- 7.4	- 13.8	—	—	- 1.1	- 2.3
Others	272.3	19.4	290.7	18.5	—	—	295.8	18.0	- 18.4	- 6.3	—	—	- 23.5	- 7.9
Total	1 400.3	100.0	1 575.4	100.0	—	—	1 640.2	100.0	- 175.1	- 11.1	—	—	- 239.9	- 14.6
	Women													
Turks	140.7	22.0	158.0	22.2	—	—	128.8	18.2	- 17.3	- 10.9	—	—	+ 11.9	+ 9.2
Yugoslavs	148.1	23.2	160.0	22.5	—	—	149.9	21.2	- 11.9	- 7.4	—	—	- 1.8	- 1.2
Italians	78.4	12.3	88.4	12.4	—	—	103.3	14.6	- 10.0	- 11.3	—	—	- 24.9	- 24.1
Greeks	83.6	13.1	99.1	13.9	—	—	116.9	16.6	- 15.5	- 15.7	—	—	- 33.3	- 28.5
Spaniards	40.1	6.3	47.6	6.7	—	—	55.1	7.8	- 7.5	- 15.8	—	—	- 15.0	- 27.2
Portuguese	21.9	3.4	24.7	3.5	—	—	21.5	3.0	- 2.7	- 11.1	—	—	+ 0.4	+ 1.9
Others	125.8	19.7	133.6	18.8	—	—	131.0	18.5	- 7.8	- 5.9	—	—	- 5.2	- 0.4
Total	638.5	100.0	711.2	100.0	—	—	706.6	100.0	- 72.7	- 10.2	—	—	- 68.1	- 9.6

¹ Source : Amtliche Nachrichten der Bundesanstalt für Arbeit (Official Bulletin of the German Federal Labour Office) (ANBA) No 11/76, p. 1161 ssq.

Table 2
Migrant worker employment figures * (in '000s)

Groups	Migrants total	Former main sending countries				
		Turkey	Yugoslavia	Italy	Greece	Spain
		1	2	3	4	5
Men and women						
1. Migrant population resident on 30.9.1975 ¹	4 090	1 077	678	601	391	247
— changes <i>vis-à-vis</i> 30.9.74	— 38	+ 49	— 30	— 29	— 15	— 26
— of which children under 15	+ 95	+ 64	+ 17	+ 3	+ 7	+ 1
— age group 15-45	— 161	— 20	— 50	— 31	— 25	— 28
2. Migration across FRG borders (balance between inflows and outflows from Oct. 1974 to Sept. 1975)	— 191	— 17	— 51	— 54	— 40	— 34
— of which gainfully employed	— 202	— 48	— 50	— 39	— 28	— 26
— of which family members	+ 10	+ 32	— 1	— 15	— 12	— 8
3. Employed migrants as of 31.9.75	2 039	543	416	292	196	125
— drop <i>vis-à-vis</i> Sept. 1974	— 248	— 63	— 51	— 39	— 33	— 25
4. Unemployed migrants: increase from Sept. 1974 to Sept. 1975	+ 66	+ 19	+ 12	+ 12	+ 8	+ 3
Difference between drop in number of employed and rise in number of unemployed	— 182	— 44	— 39	— 27	— 25	— 23
[Men						
1. Migrant population resident on 30.9.1975 ¹	2 438	668	408	375	216	147
— changes <i>vis-à-vis</i> 30.9.74	— 92	+ 13	— 28	— 24	— 9	— 19
— of which children under 15	+ 54	+ 34	+ 10	+ 1	+ 3	+ 1
— age group 15-45	— 156	— 28	— 39	— 25	— 15	— 20
2. Migration across FRG borders (balance between inflows and outflows from Oct. 1974 to Sept. 1975 ¹)	— 166	— 29	— 43	— 38	— 23	— 24
— of which gainfully employed	— 165	— 40	— 42	— 32	— 17	— 20
— of which family members	— 1	+ 11	— 1	— 7	— 6	— 3
3. Employed migrants as of 31.9.75	1 400	403	268	214	113	84
— drop <i>vis-à-vis</i> Sept. 1974	— 175	— 46	— 39	— 29	— 17	— 18
4. Unemployed migrants: increase from Sept. 1974 to Sept. 1975	+ 42	+ 13	+ 8	+ 7	+ 4	+ 2
Difference between drop in number of employed and rise in number of unemployed	— 133	— 33	— 31	— 22	— 13	— 16
Women						
1. Migrant population resident on 30.9.1975 ¹	1 652	409	270	226	175	100
— changes <i>vis-à-vis</i> 30.9.74	+ 54	+ 36	— 2	— 5	— 6	— 7
— of which children under 15	+ 45	+ 26	+ 6	+ 1	+ 3	0
— age group 15-45	— 5	+ 7	— 10	— 6	— 11	— 8
2. Migration across FRG borders (balance between inflows and outflows from Oct. 1974 to Sept. 1975 ¹)	— 25	+ 12	— 8	— 16	— 17	— 10
— of which gainfully employed	— 37	— 9	— 8	— 7	— 11	— 5
— of which family members	+ 11	+ 21	0	— 8	— 6	— 5
3. Employed migrants as of 31.9.75	639	141	148	78	84	40
— drop <i>vis-à-vis</i> Sept. 1974	— 73	— 17	— 12	— 10	— 16	— 7
4. Unemployed migrants: increase from Sept. 1974 to Sept. 1975	+ 24	+ 7	+ 4	+ 5	+ 4	+ 1
Difference between drop in number of employed and rise in number of unemployed	— 49	— 10	— 8	— 5	— 12	— 6

¹ Figures are rounded out.

* Source: Amtliche Nachrichten der Bundesanstalt für Arbeit (Official Bulletin of the German Federal Labour Office) (ANBA), No 11/76 p. 1161 *et seq.*

Table 3
Migrants seeking vocational advice, classified according to level of schooling 1975/1976 ¹

Level of schooling	Migrants seeking VA						Change <i>vis-à-vis</i> previous year	
	Total		Category					
			Men		Women		Total	
	nos	%	nos	%	nos	%		
No extended primary school certificate	8 820	38.3	6 177	42.2	2 643	31.4	— 76	— 0.9
Extended primary school certificate	8 826	36.0	4 923	33.7	3 363	40.0	+ 816	+ 10.9
No lower secondary school certificate	647	2.8	369	2.5	278	3.3	— 1	— 0.2
Lower secondary school certificate	3 281	14.2	1 904	13.0	1 377	16.4	— 48	— 1.4
Upper secondary school certificate	2 004	8.7	1 252	8.6	752	8.9	— 93	— 4.4
Total	23 038	100.0	14 625	100.0	8 413	100.0	+ 598	+ 2.7
In addition, pupils still in school who seek advice	3 486	—	1 896	—	1 590	—	+ 151	+ 4.5
Total	26 524	—	16 521	—	10 003	—	+ 749	+ 2.9

¹ Source: Berufsberatung 1975/76, Ergebnisse der Berufsberatungstatistik (Vocational Guidance 1975/76, Results of Vocational Training Statistics) published by the Bundesanstalt für Arbeit (German Federal Labour Office), p. 14.

financial aid under the Federal Training Promotion Act. Financial aid may be granted to citizens of other EC Member States subject to conditions identical to those applying to German citizens,

while other foreigners are required to satisfy certain conditions relating to periods of residence in the FRG. For instance, at least one parent must have been legally resident and gainfully

employed in the FRG for the preceding three years. Alternatively, the prospective trainee must himself have worked in the FRG for a total of five years before commencing the course. As explained above with regard to the provisions of the Work Promotion Act, these restrictions have little importance in practice, since the families of foreign children have often been resident in the FRG for years.

Table 4

Result of vocational guidance provided for migrants upon request in 1975/1976¹

Result	Migrants total		Of which			
			Men		Women	
	nos	%	nos	%	nos	%
Total	23 038	100.0	14 625	100.0	8 413	100.0
<i>of which:</i>						
Job	4 526	19.6	2 939	20.1	1 587	18.9
In-firm training place	4 251	18.5	2 795	19.1	1 456	17.3
Vocational school training place	3 600	15.6	2 002	13.7	1 598	19.0
Prevocational training-course place	1 054	4.6	817	5.6	237	2.8
Study place in school of general education	358	1.6	229	1.6	129	1.5
Specialized vocational training or retraining	202	0.9	147	1.0	55	0.7

¹ Source: Berufsberatung 1975/76, Ergebnisse der Berufsberatungsstatistik (Vocational Guidance 1975/76, Results of Vocational Training Statistics) published by the Bundesanstalt für Arbeit (German Federal Labour Office), p. 39

VI.

In spite of measures to promote their integration into schools, foreign children have in numerous cases not succeeded in acquiring the educational qualifications necessary for entry to vocational training and therefore usually take up unskilled jobs. The Bund and Länder are now initiating special post-school measures to eliminate these educational deficiencies and thus enable young migrants to qualify for vocational training. Through the expansion of a nationwide system of courses, young migrants are to be given the opportunity to make up deficiencies in linguistic skills and education, develop vocational aptitudes, and become integrated into the vocational training process by means of supplementary sociopedagogic measures. The first stage is an intensive one-year course in German and general education. The instruction, comprising about 800 class hours, takes place in close collaboration with local employment offices. During this course, the vocational guidance officers interview the participants. According to each participant's interests and aptitude the second stage will consist either of training at a vocational training place procured by the employment office or further vocational preparation qualifying for full vocational training.

Following an initial trial period in the form of a pilot project under which 33 courses for about 400 participants are currently operating, this programme of vocational integration of young migrants will be continually expanded and extended to all parts of the Federal Republic of Germany.

Source:

National Correspondent.

Table 5

a) Migrant juveniles in schools of general education in 1974, classified according to nationality and type of school

Country	Pupils						
	Total	Of which at					
		Primary and extended primary schools	Special schools	Lower secondary schools	Academic secondary schools	Comprehensive high schools	Evening schools and university preparatory course
		Number					
Turkey	102 660	96 099	22 411	1 720	1 809	557	64
Italy	64 601	57 182	3 508	1 678	1 790	385	58
Greece	50 176	46 841	851	926	1 274	249	35
Spain	28 283	25 021	1 011	898	1 009	318	26
Yugoslavia	32 828	29 100	708	1 257	1 549	158	56
Others	75 778	49 569	1 862	5 253	16 479	2 141	474
Total	354 325	303 812	10 351	11 732	23 910	3 807	713

In percentage of all pupils in the respective type of school

Turkey	1.0	1.5	0.6	0.2	0.1	0.4	0.17
Italy	0.7	0.9	0.9	0.2	0.1	0.3	0.16
Greece	0.5	0.7	0.2	0.1	0.1	0.2	0.09
Spain	0.3	0.4	0.3	0.1	0.06	0.2	0.07
Yugoslavia	0.3	0.4	0.2	0.1	0.1	0.1	0.15
Others	0.8	0.8	0.5	0.5	0.9	1.6	1.28
Total	3.6	4.7	2.7	1.1	1.3	2.8	1.92

Table 5 (continued)

b) Migrant juveniles in vocational schools in 1974, classified according to nationality and type of school¹

Country	Pupils						
	Total	Attendance					
		Part-time VSs Special VSs	Basic vocational training year	Full-time VSs	Vocational high schools	Technical colleges	Technical schools
	Number						
Turkey	16 611	14 929	82	87	634	538	341
Italy	10 506	9 528	32	58	541	77	270
Greece	7 890	7 096	34	31	470	63	196
Spain	5 001	4 326	25	28	298	59	265
Yugoslavia	5 664	4 587	19	28	451	62	517
Others	19 481	10 310	101	230	2 845	826	5 169
Total	65 153	50 776	293	462	5 239	1 625	6 758
	In percentage of all pupils in the respective type of school						
Turkey	0.7	0.9	0.5	0.3	0.2	0.5	0.2
Italy	0.5	0.6	0.2	0.2	0.2	0.06	0.1
Greece	0.3	0.4	0.2	0.09	0.2	0.05	0.09
Spain	0.2	0.3	0.1	0.08	0.1	0.05	0.1
Yugoslavia	0.2	0.3	0.1	0.08	0.2	0.05	0.2
Others	0.9	0.6	0.6	0.7	1.0	0.7	2.4
Total	2.8	3.1	1.7	1.4	1.9	1.4	3.1

¹ Source: Grund- und Strukturdaten 1976 (Basic and Structural Data 1976) published by the Bundesminister für Bildung und Wissenschaft (Federal Ministry for Education and Science) p. 30/31.

Education and vocational training for the children of migrant workers in Luxembourg

The Luxembourg Ministry of National Education finds itself faced with extremely complex problems regarding schooling for children of migrant workers. The problems' complexity is due to a variety of factors:

- a) the widely differing nationalities concerned;
- b) the population's mobility, even inside Luxembourg;
- c) the complexity and diversity of the Luxembourg school system;
- d) changes in the immigrant's expectations: at first the immigrant regards the Luxembourg school system as an obstacle, as a system not designed for the needs of his children, and he therefore demands separate education for them, while later he insists that steps be taken for the complete assimilation of his children into the Luxembourg vocational training system;
- e) the language problem.

Some emphasis must be laid on this last point, since the language situation is peculiar to Luxembourg. In fact, there is no real 'linguistic immersion' in Luxembourg schools,; because the local language is not regarded as suitable for use in schools; use is made of two auxiliary languages, German and French, but in proportions and to degrees which vary considerably according to the subjects studied and the level of education.

Since Luxembourgers all speak French (after a fashion) and understand it (fairly well), migrant workers, most of them from Romance language countries, tend to learn and to have their children learn French and not German, which they find a difficult language. Primary school teachers respond to this wish of the migrants, and in the classes to welcome foreigners it is mainly French that is taught and used.

Now, because Luxembourg is fundamentally a bilingual country, this causes problems. In all parts of post-primary school education, certain sections (in vocational training itself virtually all sections) also use German. As a result, the children of migrant workers encoun-

ter difficulties in all Luxembourg secondary schools, especially in vocational training, which, because of the children's sociocultural background, is the best type of training for them.

The various theoretical solutions to this specific schooling problem may be grouped under three headings:

- a) a parallel school system in the migrant workers' mother tongue;
- b) a parallel school system solely in French;
- c) straightforward assimilation into the Luxembourg school system.

To solve migrant workers' sociocultural problems, the Luxembourg Government has set up a National Immigration Conference consisting of representatives from the main migrant workers' groups, the Luxembourg employers' organizations, cultural associations, and the public authorities concerned.

The National Immigration Conference's main objectives revolve round two primary considerations. The first is the improvement of the social status of migrants and of their families. The second is making better use of migrant workers' work capacity by strengthening efforts to impart literacy and induction into language and vocational training and aligning these efforts more closely to the migrant's expectations, thereby enhancing their opportunities for social betterment.

To carry out its task, the National Conference has set up three special commissions:

1. working conditions for migrants;
2. living conditions for migrants;
3. education, sociocultural life, and leisure activities.

The latter commission, starting from the facts of the problem today and seeking as far as possible to ensure every opportunity for the migrant pupil, has worked out proposals guaranteeing the pupil both opportunities for scholastic and vocational success in Luxembourg and opportunities for scholastic success in the home country. Obviously, any such arrangement runs the risk of overwork for the pupils, and schools by themselves would be quite unable to overcome all the difficulties. So the commission has emphasized 'the need for concomitant measures facilitating the migrant child's

social and scholastic inclusion in courses for adults and in general information intended for migrants’.

Since schools have little or no influence upon the causes governing the arrival or the departure of the migrant child, they can only keep up with events and adjust as well as may be to the needs of the migrant child and its family.

Here now are the ‘wishes’ expressed by the commission: ‘Any family wishing to emigrate should be able

- to have available, before its departure, information about living conditions in the country to which it proposes to emigrate and specifically about the school system operative there. Part of this information should be directed to school problems and should be provided by the Luxembourg Ministry of National Education;
- to have elementary instruction in one of the languages used for teaching in Luxembourg;
- to have their children provided with documents and other data on their home school’s syllabuses; these would be submitted to the school in the host country to facilitate entry into school’.

The arrangements for welcoming the newly arrived child should be flexible and take into account its age, country of origin, and scholastic and linguistic attainments:

- pupils under eight years of age could be welcomed into the usual classes of the Luxembourg school system;
- pupils over eight years of age encountering difficulties solely because of their mother tongue could be welcomed in two ways, the first one being a welcome class particularly designed for these children and the second one being attendance at an ordinary class and a back-up course as a possible alternative to the welcome class: admission of migrant children into ordinary primary school classes and the inclusion, for their benefit, of special courses aimed essentially at enabling them to learn the basics of the languages used for teaching in Luxembourg.

This requires virtually no infrastructure or prior organization and can be rapidly set in motion. (The commis-

sion also recommends this method when the number of school-age migrant children is very small and offers no opportunity for setting up special classes.);

- transition classes could ease the changeover from basic education to post-primary schools;

German could be taught as a second language in French-speaking classes in which the general instruction is given in French.

One general observation must be made about additional courses in the native language and culture: the ultimate medium-term aim is to carry out the programme contained in the EC proposal to the Council regarding a Directive on the schooling of migrant children:

inclusion in the existing curriculum of courses in the native language and culture, which should be regarded as extending over the whole school period from the first to the sixth year. A weekly period of two to three hours devoted to the native language and culture should be sufficient to provide children with essential knowledge of their native language and culture and to preserve and extend that knowledge.

According to the child’s age and the length of its stay in the host country, teaching methods should be varied by agreement between teachers in the country of origin and those in the host country. The commission feels that all or at least part of these courses should be incorporated into the standard class curriculum. This would avoid the risk of overworking the pupils and the material problems raised by organizing additional courses. The commission suggests that a pilot scheme might be carried out in one or more Luxembourg primary schools. Since additional native language and culture courses at present form part of extracurricular activities, the commission takes the view that the courses should be incorporated into those activities (Article 1 in the Ministerial Regulation of 27 May 1975) so that they can enjoy the benefits of accident insurance.

To avoid crushing the migrant child under the weight of two concurrent school syllabuses and also to ensure its chance of smooth reassimilation into school in its home country, the commission has suggested the following method of transition:

‘Once the decision to return home has been taken by the parents, for the two or three months preceding its departure the child should receive intensive instruction in its native language and culture; to this end, it should be wholly or partially exempted from attending its Luxembourg school. The procedure for this exemption should be laid down in accordance with the School Law of 10 August 1912.’

Against this whole background the problem of vocational training proves to be one of the most intractable.

Analysis of the facts reveals the following points:

- young migrants who have had the advantage of relatively long attendance, more or less five years, at Luxembourg schools, possess knowledge sufficient to benefit in the usual way from vocational or technical training courses;
- recently arrived young people and those who have lived only a short time in Luxembourg find themselves faced with serious difficulties by virtue of their inadequate knowledge of the languages being used for teaching in Luxembourg schools;
- a system resembling that of classes given in a special language does not seem easily convertible to vocational training;
- quite apart from the difficulties of organizing concurrent classes given in a special language (sufficient number of students throughout the whole length of the training period; sufficient number of instructors; need to limit the choice of occupations), the question does not boil down to translating into French classes given in German, because there is a fundamental difference in the approach to vocational training, depending upon whether it is provided in the German-speaking or the French-speaking method. This difference is clearly reflected in the design of the two teaching manuals and the way each subject is treated.

To ensure young migrants equal opportunities for vocational training and to give them a wide range of choice in selecting the occupation for which they feel a vocation, the commission has reached two conclusions:

— young people who have spent a certain number of years in Luxembourg can undertake vocational training in the usual way. Migrant pupils between 12 and 15 years of age who have attended school in a French-speaking country will find vocational training easier to come by at training centres abroad (particularly in Belgium, where at only a few kilometres from the border technical schools of all kinds are available to young people in the Grand Duchy of Luxembourg, regardless of whether they are migrants or native born).

Obviously this solution to the problem is practical only in cases where the acceptance of diplomas creates no difficulties. For the others, the scope of vocational training courses in French must be extended to the utmost:

— young people recently arrived in Luxembourg or having spent only a short time in the country must devote one year to studying the languages used for teaching in Luxembourg before starting vocational training.

Regarding training by apprenticeship with day-release schooling, the commission heard the views of representatives from the Chamber of Crafts and the commissioner for apprenticeship examinations and vocational training. An experiment was conducted whereby a few pupils received an additional year's schooling devoted to the study of languages before taking up an apprenticeship in the usual way.

Starting with the 1977/78 school year, most vocational schools will have a guardian for the children of migrant workers. The main duty of the teacher appointed as guardian will be to take over the children of migrants, discuss their problems with them, and work in close cooperation with the school psychology and career guidance services so that these children can benefit to the maximum from opportunities for scholastic and occupational betterment.

The Vocational Instruction Manuals Commission has also concerned itself with these problems and has drawn up a list of manuals in French which migrant pupils can use for courses given in German (as is the case for the vast majority of occupations). The instructors

work individually with these pupils. This does not alter the fact that knowledge of the German language remains an absolute prerequisite for making a free choice of occupation and above all achieving real career advancement. The training of technicians and engineering technicians is given primarily in German, whereas in work preparing for the Master's Certificate in the crafts the courses and the examination questions are also given in French.

In the field of training arrangements for adult migrants, requests for training can occur at various levels.

There is a wide choice available of courses in the languages used for teaching in Luxembourg. By taking advantage of evening classes leading up to a Trade Proficiency Certificate (TCP), the adult migrant can obtain occupational qualifications.

For those who do not wish to attend courses leading up to the TCP, crash vocational training courses offer opportunities to acquire a first qualification or obtain additional ones.

Information is passed on to migrants through various channels. The main channels are the immigrant liaison bulletins, bulletins issued by pro-migrant associations, and the communication media. Impressed by the results of radio broadcasts especially for migrants, the commission considers that thought should be given to making similar use of television.

Source:

National Correspondent.

Vocational training of migrant workers in France

Although the number of foreign workers entering France and other countries of the Community is declining appreciably, they continue to play an important part in the French economy.

At present there are approximately 3 700 000 foreigners in France (7 % of the total population), 1 800 000 of

whom (8 % of the working population) are workers. It is therefore not necessary to stress the role of migrant workers in the French economy, particularly in industrial regions and areas bordering other countries. Foreigners constitute, for example, more than 10 % of the inhabitants of the Rhône-Alps region and the Provence-Alps-Côte d'Azur region and over 12 % of the inhabitants of the Ile de France.

The number of migrant workers is particularly significant in the building industry and public works sector (24 % of the work force), the sector of commerce and services (22 percent), the metalworking industry (22%), and the glass industry (17%).

More than 90 % of all foreign workers are holding semi-skilled, skilled, or clerical jobs, a substantial percentage of whom cannot speak or write French. Apart from problems relating to legal regulations, housing, and working conditions, the chief difficulties experienced by foreign workers are connected with the standard of schooling, reception in the host country, and the flow of information. At present there are in France approximately 900 000 migrant workers' children under 16 years of age. In spite of significant initiatives to guarantee a good education for these children, including the setting up of special classes in areas where migrants are highly concentrated, 20 % of them are unable to read when they leave school.

As far as rectifying inadequacies in the education system and equalizing opportunities are concerned, vocational training continues to provide the most concrete answer to the problem of adapting young foreigners to working life. With regard to adults, vocational training is one of the central features of a policy of occupational and social integration and of skills upgrading.

The government, having realized the importance of training measures for migrant workers, considered it necessary to define a common policy at inter-ministerial level. This policy was outlined in a joint memorandum issued by the State Secretary for Vocational Training (Secrétaire d'Etat chargé de la formation professionnelle) and the State Secretary for Migrant Workers (Secrétaire d'Etat à la condition des travailleurs immigrés). The memorandum was for-

mulated by an interministerial working party, which based its recommendations mainly on those contained in the 6th Economic and Social Development Plan.

Priority objectives within this initiative aimed at helping migrant workers are as follows:

- instruction in the French language in order to encourage improved integration of the migrant into the host community;
- introduction to modern life (industrial and urban) in order to encourage the migrant to adapt to economic and social conditions existing in France;
- basic general and vocational training in order to acquire manual skills and master simple technical tasks. This type of measure is addressed primarily to young people;
- technical training in order to earn a qualification;
- general training for the wives of migrant workers. Over 900 000 foreign women and girls are living in France at present. Their integration into the community is even more difficult because they are women, they are foreign, and they are also migrants. In order to improve their social status and living standard, general training of a sociocultural nature or vocational preparation is required;
- training persons responsible for receiving, counselling, and training migrants. In order to promote literacy, prevocational training, adaptation, and vocational training, a coordinated training policy is required for staff charged with receiving and counselling migrants as well as for qualified trainers, a proportion of whom are recruited among the foreign workers themselves;
- training migrant workers with a view to their returning to their country of origin. This serves a dual objective, namely, that of a cultural policy, since individual migrants still wish to preserve cultural links with their home countries, and that of a policy of cooperation. The latter is important, since training for qualifications recognized in the country of origin serves to reassure those overseas governments who wish to make certain that their returning emigrants have acquired a qualification useful to the needs of the home country.

Measures of this kind presuppose negotiation between States, specific measures, and new financial mechanisms.

The French policy on migrants, as on other categories of workers, is implemented at regional level. Each regional prefect has been asked to form within the regional committee on vocational training, social advancement, and employment a working party which would concentrate on the training of migrants and to draw up a training programme for foreign workers covering a number of years. Apart from this, an education action group for migrants has been established in each département.

Many organizations and specialized associations are participating in training initiatives with the help of the State. Industrial firms are, for their part, training their foreign workers in the same way as they train their French workers.

Education and training structures have been progressively adapted to the specific needs of migrants. Evening classes have frequently been replaced by courses during working hours, and in many cases adaptable methods of instruction have been so formulated that even workers in isolated areas will benefit from them.

Financial aid for measures of a vocational nature is drawn from official vocational training and social promotion funds. Financial aid for linguistic training measures is drawn from the Social Action Fund.

The total amount of money allocated by the State to finance specific measures for migrant workers is something in the region of 100 million francs annually. In addition, there are training courses open to all workers, including migrants

It is difficult, in fact, to summarize all measures favouring migrant workers, since many migrants attend the same vocational training courses as their French contemporaries. Migrants benefit in particular from measures directed at training manual workers. Taking all specific measures for migrants and evaluating the extent of general measures applying to all workers, including migrants, it is estimated that in 1975 approximately 180 000 foreign workers

(10 % of the working population) benefited from vocational training financed by the State or an industrial firm.

The training of migrants is one of the fields in which pedagogic experimentation and innovation is most important. By way of example, some indication of the general nature of literacy and French language courses follow.

Most of the methods adopted by training organizations for the teaching of French to foreign workers are based on the application of applied linguistics to the teaching of foreign languages.

An effort has been made to gear language teaching to the specific requirements of a particular public, a public of workers, often illiterate, who either wish to learn French in order to stand on their own in their new environment or to enrol in vocational training courses.

These methods have certain common characteristics:

- priority is given to the teaching of the spoken language: conversations related to familiar situations are presented to and studied by the workers;
- translation work is avoided. The conversations are explained with the help of visual media such as slides, film strips, or flock-backed paper on felt boards;
- the teaching of grammatical structures and basic vocabulary follows a fairly rigid linguistic pattern. Priority is given to teaching those basic elements which are the most useful and which are most frequently used in everyday language;
- once the basics of the spoken language have been acquired, emphasis is placed on written work, either to teach techniques of reading and writing to illiterate workers or to develop the power of comprehension and written expression of workers who are literate in their native language;
- the themes dealt with in the conversations, texts, and discussions relate to the motivation of migrant workers and their daily communication needs. Certain methods of teaching French are, moreover, complemented by an introductory programme to modern everyday life or by prevocational training;

— the teaching of arithmetic also starts from the solving of practical problems encountered by migrants.

In more general didactic terms, the training of migrant workers poses particular problems in so far as teaching methods are concerned. The training of migrants should be geared to a greater degree than that of any other category of workers to the interests of the trainees. It should be quite concrete, closely linked to the motivation of the trainees, make use wherever possible of practical exercises which encourage questioning, and include a certain amount of theory.

Hence, linguistic training need not necessarily precede prevocational training or vocational training. The two types of instruction are clearly linked, since acquiring skills for a job is a strong incentive to learn a language.

Instructors charged with the training of foreign workers should avoid dogmatism to the extent possible. The instructor should be constantly alive to the needs of his group and sufficiently aware of developments so that he can fully cope with them. His task is made more difficult by virtue of the fact that he is usually dealing with a polyglot group.

He has a great responsibility, for if he does not respond to the needs of his group, they will lose interest in training.

In spite of difficulties due to the slow rate of economic expansion, the increase in training demand, and the need to implement appropriate teaching methods, French authorities intend to continue to develop measures which will serve a social group which still appears to be one of the most disadvantaged.

Source:

National Correspondent.

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