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## Report

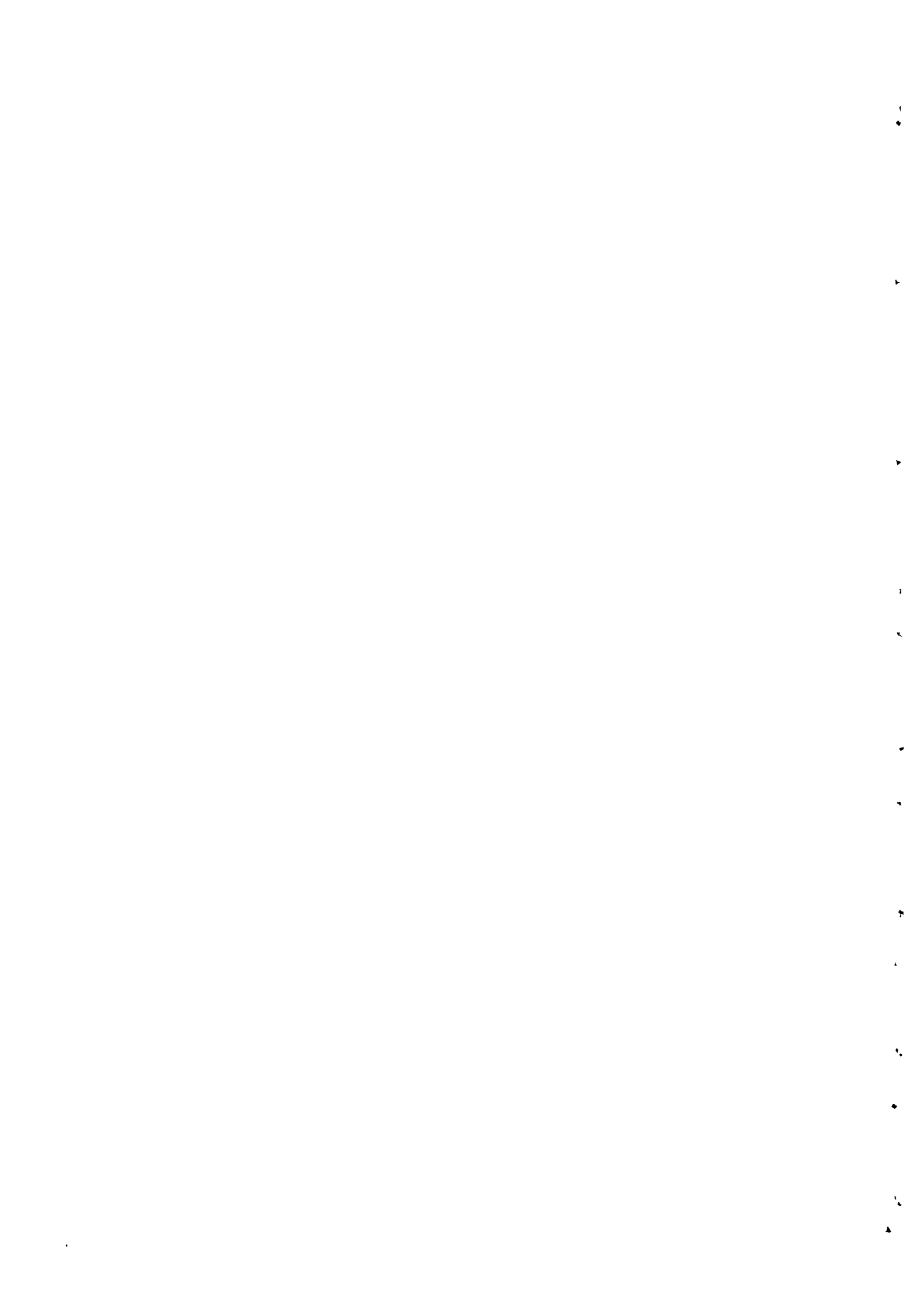
drawn up on behalf of the Committee on Cultural Affairs and Youth

on the proposal from the Commission of the European Communities to the Council (Doc. 224/75) for a directive on the education of the children of migrant workers

Rapporteur: Mrs T. CARETONI ROMAGNOLI

1.2.1

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By letter of 9 August 1975, the Council of the European Communities requested the European Parliament to deliver an opinion on the proposal from the Commission of the European Communities to the Council for a directive on the education of the children of migrant workers (Doc. 224/75).

By letter of 29 August 1975, the President of the European Parliament referred this proposal to the Committee on Cultural Affairs and Youth as the committee responsible and to the Committee on Social Affairs and Employment for its opinion.

On 1 October 1975, the Committee on Cultural Affairs and Youth appointed Mrs Caretoni Romagnoli rapporteur.

It considered this proposal at its meetings of 22 October and 11 November 1975.

At its meeting of 11 November 1975, the committee adopted the motion for a resolution and explanatory statement by 11 votes with 2 abstentions.

Present: Mr Broeksz, chairman and acting rapporteur; Mrs Walz, vice-chairman; Mr Albers (deputizing for Mr Calewaert), Lord Ardwick, Mr Corrie, Mr De Sanctis, Mr Evans (deputizing for Lady Fisher of Rednal), Mrs Kellett-Bowman, Mr Klepsch, Mr Laban, Mr Meintz, Mr Knud Nielsen, Mr Pisoni.

The opinion of the Committee on Social Affairs and Employment is attached.

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The Committee on Cultural Affairs and Youth hereby submits to the European Parliament the following motion for a resolution, together with explanatory statement:

MOTION FOR A RESOLUTION

embodying the opinion of the European Parliament on the proposal from the Commission of the European Communities to the Council for a directive on the education of the children of migrant workers

The European Parliament,

- having regard to the proposal from the Commission of the European Communities to the Council<sup>1</sup>,
  - having been consulted by the Council on 3 August 1975 (Doc. 224/75);
  - having regard to Article 235 of the EEC Treaty;
  - having regard to the report of the Committee on Cultural Affairs and Youth and the opinion of the Committee on Social Affairs and Employment (Doc. 375/75);
1. Agrees with the Commission that, within the framework of the action programme for migrant workers, special measures should be taken concerning the education of the children of such workers and that, since the Treaty does not provide the powers of action necessary to take these measures, which are aimed at improving living and working conditions in the Community, recourse should be had to the provisions of Article 235;
  2. Believes that these measures constitute an essential part of the educational aspects of the Community's social policy;
  3. Approves all the measures proposed by the Commission of the European Communities, which apply to all children of migrant workers;
  4. Feels nevertheless that the Commission should invite the Member States to provide it with the relevant statistics, notify the bases on which the statistics are drawn up, and harmonize them;
  5. Regrets the fact that the Commission's proposal does not contain measures
    - to expand reception facilities;
    - to harmonize curricula in the light of the different cultural environments;
    - to create extra-curricular services;
    - for the exchange of teaching aids between Member States;

<sup>1</sup>OJ No. C 213, 17.9.1975, p.2

6. Likewise regrets the lack of detail on the criteria for appointing and the legal status of staff from the countries of origin to teach in the host countries;
7. Requests that, as an initial step, the existing European schools be opened more widely to the children of migrant workers;
8. Requests that, with a view to the speedier integration of migrant children into the host country's educational system and the maintenance of cultural links with the country of origin, the schools of the Member States should be organized in such a way that migrant children find throughout the Community a bicultural education with a Community basis;
9. Is convinced that schools should provide a bicultural education beginning with the nursery stage and calls for easier access to nursery classes for migrant children;
10. Requests that a special effort be made to enable the children of migrant workers to complete their primary education and first stage of secondary education giving them access to trade apprenticeships, technical education or a second stage of secondary education and further education, and requests that those children who have completed this primary and secondary education in their own country be given a school-leaving certificate in the host country;
11. Believes that parents' associations should be able to participate more actively in decisions affecting the school life of their children and should include more migrant workers among their members;
12. Requests that the pedagogical institute which it is proposed to set up as part of the European School system should be given the task of developing, in liaison with national pedagogical institutes, the most suitable methods for providing a bicultural education in all schools, having regard to the special needs of migrant children;
13. Urges that effective cooperation should be established between the competent authorities in the countries of origin and the host countries for the purpose of collecting statistics, informing migrant workers of their rights and responsibilities in the matter of their children's schooling, training teachers for these children, and establishing criteria for teacher appointment and qualifications;
14. Urges in particular that, in accordance with Community law, account be taken of the need to respect equality of opportunity as regards scholarships for further education, and that this should be extended to all children of migrant workers;
15. Hopes that, as part of the budgetary procedure, the Council will also approve the appropriations re-entered by Parliament in the budget for the financial year 1976 for the Commission's educational activities, in particular study and pilot projects on behalf of the children of migrant workers;

16. Requests, at all events, that the Council and Commission of the European Communities call on the Member States to proceed without delay with the initial measures required to implement the directive;
17. Requests the Commission of the European Communities to adopt the following amendment pursuant to Article 149, second paragraph, of the EEC Treaty.

PROPOSAL FOR A DIRECTIVE ON THE EDUCATION  
OF THE CHILDREN OF MIGRANT WORKERS

Article 3

The Member States shall also make all the necessary arrangements to include in the school curriculum gratis tuition in the mother tongue and culture of the country of origin of children of migrant workers suitable for achieving the aims laid down in Article 1. While the Member States should make use of those methods and techniques which are best suited to the needs of migrant workers' children, such tuition must be given in accordance with the education standards normally applicable in the host country, particularly as regards the minimum or maximum number of pupils per class. This tuition shall cover the entire period of full-time compulsory education as defined by the laws of the host country.

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The decision as to whether or not a foreign child should receive education in the language and culture of his country of origin will be the responsibility of the parents or guardians of the child.

<sup>1</sup> For full text see OJ No. C 213, 17.9.1975, p.2



EXPLANATORY STATEMENTI. INTRODUCTION

1. At its part-session in September 1974 the European Parliament delivered an opinion on the communication from the Commission of the European Communities to the Council (Doc. 465/74) concerning an action programme in favour of migrant workers and their families<sup>1</sup>.

The Committee on Cultural Affairs and Youth had given its opinion on those parts of this programme falling within its terms of reference, namely vocational training and the education of the children of migrant workers.

In this opinion the Committee on Cultural Affairs and Youth expressed the view that, as regards the education of the children of migrant workers, 'reception classes for the children of migrant workers must be developed to give them accelerated training in the language of the host country and immediate provisions should be made for the creation of genuinely bicultural schools'.

2. In its proposal for a directive on the education of the children of migrant workers the Commission of the European Communities provides initially for two measures unanimously considered as priorities:

- the establishment of reception classes to teach the migrant worker's child the language of the host country, to help him to settle in the new environment and to enable him to follow, as soon as possible, the tuition normally provided for children of his age in the host country;
- the inclusion in the normal school curriculum of tuition in the language and culture of origin<sup>2</sup>.

In conjunction with these measures the Commission's proposal lays down that the Member States should make the necessary arrangements to ensure the specialized training of the teachers who will be responsible for the children of migrant workers and that the Member States should recruit foreign teachers to provide tuition in the mother tongue and the culture of the country of origin.

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<sup>1</sup>Report by Mr Willem ALBERS (Doc. 160/75/rev.)

<sup>2</sup>cf Annex I of the proposal for a directive, p.4, paragraphs 4 and 5.

The time-limit set by the Commission for the implementation of these measures is three years. After four years the Commission is to report on the measures taken and the results achieved.

It should be noted that the term 'migrant children' applies to all children of migrant workers whether they come from the Community or from third countries.

In the memorandum attached to the proposed directive the Commission states that it will support studies and research projects designed to elucidate the problems posed by the education of the children of migrant workers. It will support, as far as possible, pilot schemes carried out in connection with the education of such children and with the training of specialized teachers.

At regular intervals the Commission will bring together teachers and experts in order to enable them to exchange ideas and cooperate actively in the preparation of methods and teaching material intended to cater for migrant workers' children. The Statistical Office of the European Communities is drawing up educational statistics showing the number of foreign pupils according to nationality and educational category.

## II. COMMENTS ON THE COMMISSION'S PROPOSAL

### A. Legal basis of the proposal for a directive

3. In the seventh recital, the Commission states that the system of education envisaged for the children of migrant workers is such as to contribute towards improving the living and working conditions in the Community and that, since the Treaty has not provided all the powers of specific action necessary to bring about this objective, recourse should be had to the provisions of Article 235.

The Commission is quite correct to take the Social Action Programme and the action programme in favour of migrant workers as its starting point and base its proposals on the Community's social objectives while providing for recourse to Article 235 for specific measures.

### B. Education of migrant children as part of the Community's social policy

4. It cannot be claimed that the Member States have on the whole done much about the education of the children of migrant workers. The various reports published on the subject by international bodies show that efforts vary a great deal from country to country and that there has not until now been any genuine organized system: we hear of the odd experiments and classes, little more.

The main reason is that it was thought sufficient to open the national schools to migrant children. There is no lack of evidence to show that children of migrant workers, like many children from poor homes, only more so, are educational misfits. Standards are extremely low and without the necessary basic schooling, they cannot go on to vocational training; the result is that they immediately find themselves as unskilled workers and, at times of economic crisis, in unemployment.

There have been a number of attempts to provide classes in reading and other subjects for adult migrant workers, but these are mainly evening or weekend courses.

5. The Commission's proposal for a directive is to be welcomed as a first step towards a properly organized schooling system for migrant children.

But Community procedures are patently slow, since it was on 21 January 1974 that the Council adopted the resolution giving priority to children's education as part of the projected measures to improve the free movement of workers.

6. The difficulties encountered by the Member States in educating the children of their own nationals cannot be used as a pretext for the rejection of specific action in favour of the children of migrant workers.

It should be borne in mind that such children are underprivileged in comparison with the children of nationals, mainly because of the language problem and very often also because of the socio-economic situation of their families. The achievement of equality between the children of migrant workers and those of nationals in the educational field and in respect of the opportunities for training and employment therefore means that a special effort must be made on behalf of migrant children.

Moreover, it is generally accepted that maintenance of links with the culture of the country of origin is the best way of enabling migrant children to adjust to the new educational and social environment. By recruiting migrant workers to cover the shortage of national labour, the Member States of the Community are assuming responsibility for the social well-being of these workers, and must do all they can to achieve such well-being.

C. Aim of the proposal for a directive

7. Under the terms of the first paragraph of Article 1 of the proposal for a directive, the Member States 'shall facilitate within their territory a gradual adaptation of the children of migrant workers to the educational system and social life of the host country whilst ensuring that the linguistic and cultural links are maintained between the children and their country of origin'.

8. Special measures such as reception classes or bridging courses must not result in a parallel school system below the normal level, imprisoning the children in a kind of ghetto. They must be integrated as early as possible into the normal school system and for that they must be helped to overcome the double handicap of their foreign status and socio-economic position.

Integration will have to be geared to individual cases. Some children are born and grow up in the host country, others arrive later, at different ages. The system must therefore be organized to cater for the individual.

It has already been said that integration notwithstanding the child's cultural identity must be preserved so that he or she does not become a person without a country and can later readapt to life in his or her country of origin. Widespread unemployment, which forces some migrants to return to their own countries, makes it all the more necessary to keep this option open.

9. The influx of migrant workers into the various countries of the Community has the effect of creating a pluricultural society at Community level. If links are to be forged between the various groups, the school systems must also be pluricultural and bilingualism, at least, must be introduced into all schools. For this, an attempt must be made to harmonize school legislation.

10. The aim defined in Article 1 is not very precise. In fact, the Commission does not seem to be concerned about the problem which a possible return to the country of origin might pose for the children of migrant workers.

It would appear that the Commission's main intention was to deal with the most urgent matters first, i.e. to justify its measures as regards the establishment of reception classes and tuition in the mother tongue in the normal school curriculum. Initially the Commission's viewpoint may be supported but thought should be given immediately to what is needed to achieve a bicultural school system.

D. Principles of non-discrimination between the children of migrant workers from the Community and those of migrant workers from third countries

11. In the second paragraph of Article 1 the Commission states that, 'for the purposes of this directive, children of migrant workers are children who are the responsibility of any national of another Member State or non-Member State residing on the territory of the Member State where the said national is employed or pursues a professional or trade activity'.

It is gratifying that the Commission has included this principle of non-discrimination between migrant workers in the proposal for a directive. There is no reason why migrant workers from Community countries should be more privileged than others; this principle should be extended to all social provisions applicable to migrant workers in the Community.

The fact that migrant workers are of many different nationalities and are dispersed over a wide area does undoubtedly raise difficult practical problems which are ultimately financial in nature. However, the organizational and pedagogical problems will also have to be studied in depth. The pedagogical institute which it is planned to set up as part of the European school system<sup>1</sup> could usefully serve as a forum for discussion and research on these questions.

E. Reception classes

12. The main aim of reception classes is to give the children of migrant workers arriving in the host country crash courses in the language of that country. These classes are to be provided for all migrant children following compulsory education as defined by the rules of the host country. The provisions of this article are restrictive inasmuch as they do not provide for the establishment of reception classes at the nursery school stage. This is a serious shortcoming, since the nursery school has a decisive formative influence on the child and to a large extent conditions his subsequent school education and vocational training.

Furthermore, no requirement is laid down as regards the length of time to be spent in reception classes. As the Committee on Social Affairs and Employment points out, children are known to remain in them for several years without moving on to normal classes. Their subsequent integration will be all the more difficult, since by the time they transfer they will be much older than the other children.

While it is necessary to offer crash courses in the language of the host country, the children's mother tongue must not be neglected. At the same time, the tuition given in these courses must prepare them for normal schooling as soon as possible.

<sup>1</sup> See para. 12 of the resolution adopted by Parliament on 22 September 1975 on the basis of Mr Walkhoff's report (Doc. 113/75).

In the conclusions of its opinion<sup>1</sup> on the proposal for a directive, the Committee on Social Affairs and Employment rightly deplores the fact that the proposal does not contain measures

- to expand reception facilities;
- to harmonize curricula in the light of the different cultural environments;
- to create extra-curricular services;
- for the exchange of teaching aids between Member States.

The Committee on Cultural Affairs and Youth endorses these comments<sup>2</sup> and requests the Commission to take them into account.

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<sup>1</sup> See Doc. PE 41.904 - Opinion drawn up by Mr Albers on behalf of the Committee on Social Affairs and Employment.

<sup>2</sup> paragraph 5 of the motion for a resolution.

## F. Bicultural education

13. Under Article 3 the Commission asks the Member States to make arrangements for free tuition, during the period of compulsory full-time education, in the mother tongue and culture of the country of origin, incorporating the subjects in the school curriculum.

This clearly means that the mother tongue must be regarded as a normal school subject (and not simply as an option) and that the marks obtained by the pupil should count in any assessment.

The article also states that national provisions concerning the minimum and maximum numbers of pupils per class normally applicable in the host country should also apply to special classes for migrant children.

This represents a first step in the direction of bicultural education. The Commission did not see fit to specify the minimum number of hours to be devoted to the teaching of the mother tongue and the culture of the country of origin, leaving the Member States free to decide for themselves.

The Commission should fix the minimum number of hours in order to prevent the Member States reducing it to a minimum on the pretext of difficulties in organizing this tuition.

If, in the short term, the inclusion of the mother tongue in the curriculum can be regarded as a good thing, then in the longer term all Member States should provide the children of migrant workers with a bicultural education based on Community principles.

The committee is aware that this proposal will meet with many objections arising mainly from the idea that education should be based on national culture and nationally controlled, but also on financial grounds.

It is certainly an ambitious proposal. Its aim is to open our schools to Europe and the rest of the world. In many schools, the bicultural education courses could also be followed by children of the host country. They would enable migrant children to preserve their identity without being imprisoned in a ghetto.

The proposal may, however, appear to be unrealistic. We are aware of the many difficulties encountered in Member States' educational systems and the problems of educational objectives, teaching methods and staff and money available.

The committee feels, however, that only an overall approach based on a truly bicultural education will make it possible to solve the general and specific problems of the education of migrant children.



The Commission's proposals, although good in themselves, are still only half-measures, and your rapporteur feels that a longer-term view should be taken.

It goes without saying that the maintenance of cultural links with the country of origin will lead to an increase in other cultural activities, since culture is not merely a matter for the school.

#### G. Training of teachers

14. The Commission lays down that the Member States must train teachers to provide crash courses in the language of the host country and tuition in the mother tongue and culture of the country of origin. It also specifies that, for tuition in the mother tongue of the country of origin, the Member States will make use of teachers from that country.

It is clear that the teachers from the host country must receive special training for the tuition of migrant children and that the use of foreign teachers may facilitate matters.

As for the appointment of such teachers, the Commission puts matters much more clearly in the explanatory memorandum than in Article 4, stating that 'the directive obliges Member States to employ foreign teachers in all situations where recourse to national teachers for the tuition referred to in Article 3 is impossible'.

This is what Article 4 ought to make clear, because the present wording suggests an option instead of a requirement.

The Member States will have to make arrangements for very close cooperation between national and foreign teachers to ensure continuity in education. Moreover, they should be in a position to choose the foreign teachers who are to provide tuition for the migrant children. Sometimes the teachers made available to the host country by the country of origin of the migrant workers lack the necessary qualifications or are politically biased.

15. Above all, the legal status of these teachers must be clearly defined; the Commission neither specifies nor proposes any requirements here, leaving it to the individual State to settle these matters bilaterally with the countries of origin as at present.

H. Commission's role

16. From the formal point of view, the Commission will be informed of the laws, regulations and administrative provisions adopted by the Member States to comply with the directive and of all similar provisions adopted by the Member States in the sphere governed by this directive (Article 5). The Commission must also report to the Council on the application of the directive within four years following notification thereof and on the basis of data supplied by the Member States (Article 6).

From the material point of view, the Commission will provide financial assistance through the Social Fund, towards additional expenditure arising from teaching courses adapted to the children of foreign workers and in operations to facilitate the basic and advanced training of social workers and teachers responsible for the education of the children of migrant workers<sup>1</sup>.

As stated in the introduction, the Commission will also provide financial support for studies and research projects. It will arrange meetings of organizers and experts with a particular view to the preparation of methods and teaching material for migrant children. Moreover, the Statistical Office will draw up educational statistics showing the number of foreign pupils according to nationality and educational category.

17. The Commission must carry out research into the problems of migrant children's education, such as those facing children in Luxembourg where they have to learn three languages in the local schools, or those arising from the language regulations in Belgium.

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<sup>1</sup>Decision of the Council of Ministers for Social Affairs of 27 June 1974

### III. CONCLUSIONS

18. Although a number of Member States have already taken certain measures in favour of migrant workers and more particularly for the education of the children of such workers, there has not until now been any genuine organized system making it possible to give the children of migrant workers a specialized education which will permit them both to adapt to the new conditions in the host country and to maintain links with their culture of origin.

As a result of this, a large majority of the children of migrant workers have until now been underprivileged in comparison with the children of nationals, a situation which is evident in particular from the fact that most of the children of migrant workers leave school very early without receiving a full school education, that very few progress to advanced secondary or university education and that, in the absence of vocational training, they are employed as unskilled labourers. Thus there is a risk that the great majority of these children will remain on the fringe of the society in which they live.

19. After analysing this proposal, the Committee on Cultural Affairs and Youth approves the measures contained in it. It must however emphasize that these measures should be considered no more than a beginning and that steps must be taken in the Member States of the Community to give the children of migrant workers a truly bicultural education. This education will permit the children of migrant workers living in the host country to integrate in the social life of that country and be taught their culture of origin, and will allow children returning after a fairly long period of time to their country of origin to be reintegrated without difficulty in the normal educational system of that country.

20. It should be noted that the Commission refers only to measures to be taken in the framework of the normal educational system. The existing European schools must be opened to the children of migrant workers, the present discrimination against them must be ended and these schools must cease to be regarded as specially reserved for the children of officials. But the European schools cannot in themselves solve the problem of migrant children's education; what is needed if a bicultural education is to be provided is a review of the entire school system in the Member States.

21. The Commission should also be more precise in the wording of Article 4 which, as it stands, seems to give the Member States the option to use foreign teachers rather than placing upon them an obligation to do so. The commentary in the second subparagraph of paragraph 9 of the explanatory memorandum is more precise in this respect than the provisions of Article 4.

The Commission must indicate the criteria for appointing and the legal status of teachers recruited from the countries of origin by the host countries.

22. It goes without saying that parents' associations should be given a bigger role to play in the school system. They must be opened to the migrant workers who would thus be able to make suggestions and proposals.

23. The pedagogical institute which has been asked for within the European School framework will be able to study the pedagogical problems to which this type of education gives rise and by pooling experience help to find the right answers.

24. It has been noted that the children of migrant workers attend school very irregularly. Informing and persuading parents of the need for regular attendance is a task which should be performed by the social services of Member States.

The children of migrant workers should also be given the same legal opportunities as the children of nationals as regards scholarships.

25. The Commission intends to support research and pilot projects in this field and to arrange meetings between educationalists and teachers responsible for the education of the children of migrant workers. The Statistical Office will draw up educational statistics on migrants' children. For this purpose the Commission requires funds, and should be allocated the appropriations requested in the 1976 budget.

26. At its meeting of 11 November 1975, the Committee on Cultural Affairs and Youth adopted an amendment tabled by Mrs Kellet-Bowman which stated that the decision as to whether or not a foreign child should receive education in the language and culture of his country of origin would be the responsibility of the parents or guardians of the child.

This amendment partly takes over an idea expressed by the Commission in its explanatory memorandum, but in more restrictive terms, indicating that the decision should be within the sole responsibility of the parents or guardians.

OPINION OF THE COMMITTEE ON SOCIAL AFFAIRS AND EMPLOYMENT

Draftsman : Mr W. ALBERS

On 17 September 1975 the Committee on Social Affairs and Employment appointed Mr ALBERS draftsman of an opinion on the proposal from the Commission of the European Communities to the Council for a directive on the education of the children of migrant workers (Doc. 224/75).

It considered the draft opinion at its meetings of 1 and 8 October 1975 and adopted it unanimously on 8 October 1975.

Present: Mr Marras, second and acting vice-chairman; Mr Albers, draftsman; Mr Bermani, Mr Dondelinger, Mr Glinne, Mr Prescott, Mr Stewart, Mr Van der Gun, Mr De Keersmaeker (deputizing for Mr Pisoni), Mr Laudrin and Mr De Sanctis.

## I. GENERAL OBSERVATIONS

1. This proposal from the Commission of the European Communities to the Council for a directive on the education of the children of migrant workers (Doc. 224/75) marks a practical step towards the solution of the problem recognized in the social action programme of 21 January 1974 as calling for priority measures. This problem that has been keenly debated in the Member States, with particular preference to its social aspects, ever since the number of migrant workers' children of compulsory school age began to show a steady increase<sup>1</sup>. This is not, however, the first time that a European Institution has turned its attention to the problem<sup>2</sup>. Not only the recommendations of the EEC/Turkey Joint Parliamentary Committee<sup>3</sup>, but also the Commission's action programme in favour of migrant workers and their families<sup>4</sup> and the report on it by Mr ALBERS<sup>5</sup> on behalf of the Committee on Social Affairs and Employment, considered by the European Parliament at its September part-session, suggested ways of giving a better education to migrant workers' children, who are at a considerable disadvantage in comparison with other children in the host countries.

2. The initiative shown by the Commission is therefore warmly welcomed.

There can be no doubt also as to the fundamental correctness of the principles set out in the proposal. Nevertheless, in view of the present educational problems in the Member States concerned, it must be recognized that there is already a wide gap between legal entitlement and reality.

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<sup>1</sup> It has proved impossible to obtain reliable figures on the number of migrant workers' children of compulsory school age in the Community. The Statistical Office of the Communities has collected data from the individual Member States and has arrived at a total of around 1.6 million. Apparently it felt unable to publish this figure since it was well below estimates based on other sources.

It is undoubtedly extremely difficult to estimate accurately the number of migrant workers' children actually attending school, but it is virtually impossible to estimate the number of such children that are of compulsory school age but do not in fact attend school. The absence of reliable statistics makes it impossible to plan correctly and to set up the services needed.

<sup>2</sup> (a) EEC Regulation (OJ No. L 257, 19.10.1968)  
(b) Bull. EC, Suppl. 3/74  
(c) A resolution of the Ministers of Education, meeting within the Council, June 1974 (OJ No. C 98, 20.8.1974)

<sup>3</sup> Resolution of 7 .7.1975 (report by Mr KLEPSCH, Doc. 182/75)

<sup>4</sup> Doc. 465/74

<sup>5</sup> Doc. 160/75/rev.

Taking, for example, the decision of the Council of Social Affairs Ministers of 27 June 1974 on action by the Social Fund (Article 4) to finance courses adapted to the needs of migrant workers' children and the training of welfare workers and teachers responsible for these children<sup>1</sup>, one finds that it has not been possible so far to allocate any funds as a result of this decision, since the appropriations approved for education in the 1975 budget, which are extremely small, amounting to no more than 400,000 u.a. can unfortunately be expended only with the Council's authorization.

3. It is a fact that even in the currently unfavourable economic situation in the Community there is a continuing need for migrant workers, and also that their stay in the various host countries tends to be longer in cases where there are children of compulsory school age in the family. According to the last representative survey carried out by the German Federal Institution for Labour, about 953,000 children and juveniles of foreign nationality were living in the Federal Republic in 1972. This means that their number had doubled since 1968. With the introduction of the regulation on childrens' allowances on 1 January 1975, the local authorities have noted a further, disproportionately large increase in the number of foreign children, particularly of Turkish origin. Despite the fact that the number of immigrants employed fell by well over 250,000 between the peak recorded in September 1973 and January 1975, and although the proportion of foreign workers unemployed is above average, the number of their children is growing. For instance, Essen alone found that the number of Turkish children of compulsory school age increased by 600 between October 1974 and January 1975.

On top of all this the number of foreign children in the Federal Republic is rising as a result of the high birth rate among migrant workers living in that country.

## II. SPECIFIC OBSERVATIONS

4. A research project undertaken by the Duisburg Polytechnic, 'Sociology Parts I to III', reveals a substantial shortcoming in the previous approach to the problem of migrant workers, since this was in the past regarded as one mainly affecting adults. What, however, is to happen with the children of the second generation? The host countries have to face a new social and pedagogical problem since, through the process of socialization, the foreign children growing up in these countries are de facto German, French, Dutch, as the case may be, even though they do not have the nationality of the state in question.

5. The principle of an all-purpose education designed to fit the pupil both for the schooling system of the host country and that of the country of origin seems therefore rather absurd, since the duration of stay in the host country of not only the first but also the second generation makes it more

<sup>1</sup> OJ No. L 185, 9.7.1974

akin to permanent settlement. The problem of an adequate education has thus become even more urgent. The present economic situation is giving rise to an increase in the number of illegal immigrants, which in turn leads, firstly, to a decline in school attendance and, secondly, to young people approaching the end of their schooling finding it difficult to find employment.

6. Studies carried out by the Saarbrücken Institute for Social Science and Research and the Duisburg Polytechnic survey both indicate that only about 30% of migrant workers' children obtain a school-leaving certificate. For the others, vocational training is out of the question. The educational facilities at present offered to the children of foreign workers do not give them the qualifications needed to take up skilled or semi-skilled work. We arrive therefore at a kind of double illiteracy, since in neither the one culture nor the other is proper socialization possible. We also have to face increased neglect and delinquency, since the effect of parental example is diminished through a lack of acceptance by the environment.

7. Investigations have shown that when the children of workers who are nationals of a Member State enter their country's educational system, which is generally adapted to the standards of the middle class, with all that that implies, they are confronted with an unfamiliar culture and an unfamiliar language. In the case of migrant workers' children, the curricula in the schools are even more remote from the teaching received in the family and country of origin. A decisive change in the fundamental appreciation of behavioural patterns and motivation is expected, but since this emanates from an alien authority it tends to breed uncertainty and disorientation, and as a consequence also social alienation and at the same time increasing remoteness from the parents.

8. The necessary changeover in these children from intra-ethnic to inter-ethnic articulation places them at a serious disadvantage, on top of which they have to cope with the prejudice shown by the population of the host country. Although school attendance in the host country is compulsory for foreign workers' children, in most cases language difficulties prevent them following normal school curricula. This has led virtually all host countries to introduce a system of reception classes in which foreign children are supposed to be given intensive language teaching (10 to 12 hours per week) over a period of one year. Unfortunately practice falls well short of theory. In fact, it is extremely rare for foreign children to receive the language courses to which they are entitled under law, tuition in many cases being restricted to a little as two hours per week.

- Teaching is hampered by the large numbers of children, sometimes as many as 50, in the reception class,

- A large proportion of the tuition in the reception classes is given by foreign teachers whose own knowledge of the foreign language is limited.



As a result

- instead of one year, pupils often remain as long as five years in the reception class,
- reception classes develop into mini-national schools in which the foreign children have no contact whatever with the children of the host country, which means that they have no opportunity to speak its language,
- nearly 60% of pupils never obtain a school-leaving certificate and consequently, as mentioned earlier, have no chance of an apprenticeship and hence of improving their social position.

9. Serious problems arise in connection with the requirement implied in Article 2 to 5 of the Commission's proposal whereby schools in which foreign children are taught must be provided with an adequate number of suitably qualified teachers. It is worth bearing in mind that over 60% of foreign teaching staff is recruited from among the migrant workers themselves. In view of the shortage of teachers in the countries of origin it appears highly questionable whether these countries are in a position to export teachers to the developed industrial states. A further point is that the subject-matter should be investigated, since political indoctrination is very commonplace. The Committee on Social Affairs and Employment had first-hand experience of this problem at the time of its hearing in Bonn, when a Greek teacher was forbidden by the embassy to appear before the committee and was replaced by another Greek loyal to the official line flown in from Munich.

10. Furthermore, although integration in the host countries should be encouraged, it must be borne in mind that the countries of origin do not, for nationalistic reasons, welcome complete absorption of their emigrants into the cultural environment of the various host countries and that authorization from the country of origin is normally required before they may apply for and be granted naturalization in the host country.

### III. MEASURES RECOMMENDED FOR IMPLEMENTATION

#### 11. (a) Kindergarten (pre-school)

- It is absolutely essential that foreign parents be given an explanation of the implications of their children's attendance at a kindergarten.
- With a view to the provision of kindergarten places it is necessary to undertake a survey of supply and demand. It should be a matter of social concern to every local authority to meet its obligations under the kindergarten regulations at the earliest possible date.

Mixed kindergartens are preferable to ones organized on a national basis. Furthermore, an adequate number of day nurseries should be provided. Foreign parents should be encouraged to help in the running of these.

- In the immediate term steps should be taken to ensure that the kindergarden places available are allocated to children of nationals and foreign workers' children of kindergarden age in proportion to their numbers.
- By way of a transitional measure, support should be given not only to local authorities discharging their legal obligations but also to projects intended to cater for children of nationals and foreign children of kindergarden age.
- Such support should be given through the provision of appropriate premises, equipment, full-time staff and financial assistance.
- Firms are urged to provide and staff kindergartens for children of their local and foreign employees.

(b) Schools

- Foreign children of compulsory school age under the laws of the host country should be admitted to the first grade in the primary school. Children with language difficulties must be helped through arrangements for special tuition. For the purpose of such special courses, pupils should be grouped according to progress and the subject-matter taught should be based on that covered in the normal class.
- Foreign children from the second to the fourth school year should be admitted to the grade appropriate to their age. Special language tuition should be integrated into the normal curriculum. Reception classes must be arranged for children having no knowledge of the language of the host country. Tuition in these reception classes should be planned in such a way as to provide for transfer to the normal class in the appropriate age group.
- Special classes should be arranged for foreign children arriving in the host country after completing their compulsory education in the country of origin, to enable them to obtain their school-leaving certificate.
- To help foreign children to preserve their ability to express themselves in their mother tongue, to give them teaching in their national culture and allow them, if necessary, to reintegrate back home, they should be given lessons in their own language. The textbooks used should be subject to the school inspectorate. Such lessons should replace the teaching of a foreign language in the curriculum.
- Special steps should be taken to make it easier for foreign children to continue their schooling beyond the normal school-leaving age.

Such children should also be given lessons in their mother tongue in place of a foreign language. Other pupils should be given the opportunity of attending these lessons.

(c) Vocational training

- Foreign parents must be given a detailed explanation concerning the obligation to undergo vocational training.
- For juvenile foreigners who have not obtained their school-leaving certificate or who do not possess an adequate knowledge of the language, arrangements should be made for a preparatory course lasting one year. Intensive language teaching should be given during this year.
- Successful completion of such a preparatory course should be equivalent to completion of primary education. This should apply to both nationals and foreigners.
- Research projects are needed to arrive at specific political and didactic measures.
- The qualifications demanded of foreigners must be the same as those applicable to nationals of the host country.

IV. CONCLUSIONS

12. In view of the increasingly difficult situation in the Member States a proposal should be made for a substantial increase in the appropriations to be allocated under the 1976 budget for the Commission's activities in the field of education, in particular for studies and model projects in favour of migrant workers' children.

- The Council is called on at long last to allocate the appropriations already approved for 1975 under Chapter 98 - 400,000 u.a. - for a specific purpose, in particular for model projects already prepared in this field.
- The Commission should also arrange for Member States to supply the relevant statistics, notify the principles on which these statistics are drawn up and harmonize them.

13. Following on from the points made in the report on the action programme in favour of migrant workers, it is necessary to recall that the present Commission proposal does not contain measures

- to expand reception facilities,
- to harmonize curricula in a manner appropriate to the given cultural environment,
- to create auxiliary services which would support the schools in their work,
- to promote exchanges of teaching aids between Member States.

14. The Commission's attention is also drawn to the fact that, contrary to Community law as confirmed by the judgments of the Court of Justice, not enough emphasis is placed on equality of opportunity as regards access to scholarships opening the way to education beyond normal school-leaving age and to other indirect facilities for further education.

15. A source of considerable concern is the fact that, since about 60% of migrant workers' children fail to obtain their school-leaving certificate, they cannot have equality of opportunity as regards vocational training, since without this qualification, especially in the present economic circumstances, there can be no question either of apprenticeship or of access to vocational training courses.

16. **The Committee on Social Affairs and Employment approves** the Commission's proposal but urges that due attention be given to the above-mentioned points and requests the Committee on Cultural Affairs and Youth to take them up in its report.

ANNEX  
to the opinion  
for the Committee on Youth and Cultural Affairs  
on the  
proposal from the Commission of the European  
Communities to the Council for a directive on the  
education of the children of migrant workers  
(Doc. 224/75)

Subject: Report on the schooling of the children of migrant workers

1. In the seven host countries of the Community the number of migrant workers' children attending school is as follows (for school years 1972/73 to 1974/75, according to the case):

(x 1 000)	<u>Germany</u>	<u>France</u>	<u>United Kingdom</u>	<u>Belgium</u>	<u>Nether-lands</u>	<u>Luxem-bourg</u>	<u>Denmark</u>	<u>Total</u>
Pre-school education	2.7	183.3		32.6		2.2		220.8
Level I	149.1	369.8	(45) <sup>+</sup>	95.8	11.4	7.7	1.5	(680.3)
Level II	111.5	156.0	(45) <sup>++</sup>	68.8	(4.3)	2.9	1.5	(390.-)
								1 291.1

2. The number of migrant workers employed in 1973 was 6 244 000 for the whole of the Community, broken down as follows for the seven host countries:

(x 1 000)							
	2 345.1	1 770.0	1 665.0	220.0	122.1	40.0	35.5

<sup>+</sup>The figures between brackets are estimates.

<sup>++</sup>These figures do not include either Commonwealth citizens or nationals of Ireland.

## MIGRANT WORKERS FROM "THIRD COUNTRIES" WORKING IN THE COMMUNITY

Country of origin	Host Country									
	Belgium (average 1972)	Denmark (1 Jan. 1971)	West Germany (end March 1974)	France (31 Dec. 1972)	Ireland (1972)	Italy (average 1971)	Luxembourg (average 1972)	Nether- lands (15 June 1972)	U.K. (est. 1971)	EEC (total 1973)
Spain	30 000		174 000	270 000		2 006	1 200	14 824	30 000	527 000
Greece	7 000		238 000	5 000		768		1 145	50 000	332 000
Jugoslavia	1 200	14 241	513 000	50 000		4 103	500	8 810	4 000	535 000
Portugal	3 500		85 000	380 000		631	8 000	2 513	5 000	469 000
Turkey	12 000	6 000	605 000	18 000		317		20 883	3 000	665 200
Algeria	3 000			450 000					600	456 000
Morocco	16 500			120 000				14 205	2 000	168 000
Tunisia	2 100	10 617		60 000					200	74 000
Other 'third countries'	18 000	5 000	461 000	130 000		18 205	2 300	9 715	918 205	1 348 000
Total 'third countries'	93 000	35 858	2 076 000	1 483 000	843	26 030	12 000	72 095	1 013 005	4 574 200

Brief summary of the situation in the seven main host countries in the Community<sup>1</sup>

1. Belgium

(a) Legislation

According to information provided by the Belgian authorities the relevant legislation also applies to the Children of migrant workers. This is true both of the pre-school stage (nursery) and of primary schools and secondary or technical schools.

Special arrangements have been made by the Belgian Government for the children of migrant workers:

- at the pre-school stage special courses are conducted by qualified teachers to adjust the children to the 'language of tuition' they will use when at school (minimum number: 10 children);
- at secondary schools similar courses are held at various levels.

(b) Remarks

- (a) Courses are not held in the native language of the foreign children. The Ministry of Education makes schools available to the associations of foreign workers for such tuition.
- (b) The rules governing the language of tuition in Belgium also apply to foreign children, the language of the region concerned therefore being used

2. France

(a) Legislation

Special regulations have been made by the French authorities on the tuition of foreign children in the French language and in their native language (Portuguese, Italian) at primary and secondary schools.

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<sup>1</sup> This summary is taken from Document PE 41.717 which was drawn up by the EEC-Turkey Joint Parliamentary Committee on the basis of Council of Europe documentation (CME/HF-M(74) V)

(b) Research and experiments are carried out within the framework of the INRDP (Institute for pedagogical documentation) and the Ecole Nationale Supérieure de St Cloud with the object of analysing the pedagogical, psychological and sociological aspects of the integration of foreign children into the French school system.

(c) Remarks

The French authorities have attempted to organize special courses or 'reception classes' with the object of accelerating the teaching of the French language to foreign children and increasing their knowledge of their native language. Unfortunately, the statistics on both the number of foreign children of school age and the number of reception classes and special courses are far from complete.

3. Netherlands

(a) Legislation

Dutch legislation applies to foreign children.

Some years ago the Dutch Government introduced reception classes and courses in the native language of the children of migrant workers.

(b) Experiments are being made to teach the Dutch language quickly with the aid of television and brochures as well as other methods.

(c) Statistics are only available on the number of foreign children attending primary schools.

4. Federal Republic of Germany

(a) Legislation

Measures in favour of the children of migrant workers are taken by the various Federal Länder on the basis of the recommendation of the Standing Conference of Ministers of Cultural Affairs of 1964 and 1971.

In general the regulations governing German children also apply to foreign children.

(b) Special measures have been taken by the Federal Länder in favour of the children of migrant workers. These include

- preparatory classes for foreign children, in some cases with German classes given in the native language,
- additional German tuition,
- help with homework (by volunteers)



- special classes for foreign children in some Länder (primary and secondary schools).

- (c) The Federal Länder are making a particular effort to encourage the use of teaching materials for tuition both in German and in the native language of the foreign children. Special mention must be made of the handbook in Turkish which has been drawn up by the Land of Baden-Württemberg and is also used in other Länder.

In addition, the Länder are attempting to improve the training of German and foreign teachers who have foreign children to teach.

(d) Remarks

A survey was carried out in March 1975 by the Society for International Market Research and Social Research which covered among other things, the education and training of Turkish children.

Statistics are also available on foreign children attending primary and secondary schools.

5. United Kingdom

(a) Legislation

Britain mainly has immigrants and few migrant workers

There is no special legislation for foreign children; in other words, they have the same rights and duties as British citizens.

- (b) The British Government has been looking into the problems connected with the school education of children of immigrants for some time now.

It has attempted to employ numerous foreign teachers and also to encourage the education and training of British teachers. It is also making great efforts to improve the teaching of English. The teaching of native languages is left to the schools.

- (c) Research and experiments have been carried out to see how requirements in respect of language and social relations can be met, with particular attention paid to racial problems.

6. Denmark

(a) Legislation

The children of migrant workers are subject to the general regulations governing compulsory education and are entitled to attend primary schools provided they stay in the country at least six months.

(b) They are integrated in the educational system of the host country by means of special Danish lessons or collective courses which are given to children who, after achieving a certain proficiency in the language, must also attend normal schools.

A number of local authorities employ foreign teachers to provide instruction in the mother tongue and ensure continuity between the school and the home.

Seminars are organized for the training of teachers.

7. Luxembourg

(a) Legislation

The principle is to give migrant workers and their children the same opportunities as those offered to Luxembourgers in education, instruction and vocational training.

(b) By ministerial decree (1966) an official was given special responsibility for contacts with local and school authorities as regards the (compulsory) education of migrants.

The following are provided: reception classes, or special courses in one of the languages of instruction and supplementary courses in the mother tongue.

(c) Classes have been provided for the transition from primary to secondary schools.