

ARCHIVES HISTORIQUES DE LA COMMISSION

COLLECTION RELIEE DES
DOCUMENTS "COM"

COM (84) 244

Vol. 1984/0117

Disclaimer

Conformément au règlement (CEE, Euratom) n° 354/83 du Conseil du 1er février 1983 concernant l'ouverture au public des archives historiques de la Communauté économique européenne et de la Communauté européenne de l'énergie atomique (JO L 43 du 15.2.1983, p. 1), tel que modifié par le règlement (CE, Euratom) n° 1700/2003 du 22 septembre 2003 (JO L 243 du 27.9.2003, p. 1), ce dossier est ouvert au public. Le cas échéant, les documents classifiés présents dans ce dossier ont été déclassifiés conformément à l'article 5 dudit règlement.

In accordance with Council Regulation (EEC, Euratom) No 354/83 of 1 February 1983 concerning the opening to the public of the historical archives of the European Economic Community and the European Atomic Energy Community (OJ L 43, 15.2.1983, p. 1), as amended by Regulation (EC, Euratom) No 1700/2003 of 22 September 2003 (OJ L 243, 27.9.2003, p. 1), this file is open to the public. Where necessary, classified documents in this file have been declassified in conformity with Article 5 of the aforementioned regulation.

In Übereinstimmung mit der Verordnung (EWG, Euratom) Nr. 354/83 des Rates vom 1. Februar 1983 über die Freigabe der historischen Archive der Europäischen Wirtschaftsgemeinschaft und der Europäischen Atomgemeinschaft (ABl. L 43 vom 15.2.1983, S. 1), geändert durch die Verordnung (EG, Euratom) Nr. 1700/2003 vom 22. September 2003 (ABl. L 243 vom 27.9.2003, S. 1), ist diese Datei der Öffentlichkeit zugänglich. Soweit erforderlich, wurden die Verschlussachen in dieser Datei in Übereinstimmung mit Artikel 5 der genannten Verordnung freigegeben.

COMMISSION OF THE EUROPEAN COMMUNITIES

COM(84) 244 final

Brussels, 27 April 1984

REPORT FROM THE COMMISSION TO THE COUNCIL

on pilot schemes relating to education of migrant workers' children

COM(84) 244 final

SUMMARY

1.	Introduction	1
2.	Criteria governing the choice, implementation and exploitation of pilot schemes	5
3.	Action in the schools	8
3.1.	Reception teaching	8
3.2.	Integrated teaching of the language and culture of origin	15
3.3.	Intercultural education	21
4.	Action with regard to teaching material and staff	24
4.1.	Production and distribution of teaching material	25
4.2.	Training of teachers	28
5.	Cooperation between the educational authorities of the host country and those of the country of origin	33
6.	Conclusions and guidelines	35

1. Introduction

- 1.1. On 9 February 1976, The Council and the Ministers of Education meeting within the Council, adopted an education action programme comprising a number of actions aimed at promoting the education of migrant workers' children. The Member States for their part have undertaken to develop reception tuition, to facilitate the teaching of the language and culture of origin, and to develop information facilities for families. The Commission has for its part organised a series of pilot schemes.

Member States where immigration was high had, over some ten years, gained considerable experience in the field of the education of migrant workers' children. It therefore seemed logical to promote pilot schemes aimed at developing and consolidating the most noteworthy methods used. This experiment began in 1976 and is carried out within the framework of national legal and educational systems. It is based, as far as possible, on the experience and knowledge acquired both in the field of education and research, and takes into consideration the specific circumstances of immigration in each Member State.

The experience gained in this field should and can now be systematized ; the conclusions and examples of good practice identified will make it possible to define those trends which may be particularly useful in the search for ways and means of improving the education of the children of migrant workers in the Community.

.../...

This report by the Commission is addressed to the Council, Parliament and the Economic and Social Committee. Its aim is to present a concise account of the results of six years of joint experiments (1976-1982).

- 1.2. The scope of the educational problems resulting from the presence of more than two and a half million migrant workers' children in Community schools is illustrated by the following table :

	Pre-school education	School education	Post-school vocational training
Belgium (1981)	49.850	195.286*	----
Denmark (1982)	988	10.096	3.035
Germany (1981)	----	637.073	101.140
France (1981)	209.298	736.058*	----
Luxembourg (1981)	2.976	14.444	1.091
The Netherlands (1981)	20.700	80.205	----
United Kingdom (1982)	----	from 375.000 to 500.000	----
	283.812	from 2.048.162 to 2.173.162	105.266

---- not available

* including full-time vocational training

Compared with the total school population, the proportion of migrant workers' children is very high in Luxembourg (39 % of children in nursery school), in the French-speaking part of Belgium (21,5 % of children in nursery school), and in Berlin (22,9 % of children in primary and lower secondary schools), relatively high in France (10 % of children in nursery school) and in some Länder of the Federal Republic of Germany (12 - 16 % in the primary and lower secondary schools in Baden-Württemberg, Bremen, Hamburg, Hessen and North Rhine-Westphalia).

In view of the decrease in the local population in some industrialized areas, these percentages are constantly and rapidly increasing.

1.3. In the face of the constant increase in the number and, above all, in the percentage of children of migrant workers in Community schools, two trends have emerged. The first trend is to adapt migrant workers' children to the patterns and teaching methods of the educational system of the host country, with due regard for their basic needs. The second approach aims essentially at changing the educational system to enable it to take on the new educational tasks imposed by the, at times overwhelming presence of immigrants. By coordinating both trends, which are complementary rather than contradictory, schools will be able to offer all their pupils an education which meets the needs of immigrants and nationals alike.

1.4. Accordingly, the reception tuition organised for immigrant children in primary schools, aims first and foremost at promoting acquisition by migrant workers' children of the instruments and means of communication used in the host country, with a view to providing the conditions requisite for a fruitful school life and social integration. With the exception of those

about to return to their countries of origin, immigrant children tend to settle down fairly quickly in the class appropriate to their age group.

As regards teaching of the language and culture of origin of migrant workers, this teaching has been devised with a view to promoting development of the child's personal and cultural identity in a perspective of integration into the new social and educational environment and of mutual respect for cultural differences.

In recent years, many schools have gone all-out to introduce an intercultural education aimed at promoting cultural exchanges between pupils of different origins, and at preparing the pupils, by opening up the school to new fields of knowledge, for a society which is increasingly marked by the presence of sizeable cultural minorities.

The cornerstone of any innovation in education is without any doubt the initial and continuing training of teachers.

Unless training is adapted to the situations brought about by immigration, teachers will experience considerable difficulty in mastering the innovations needed to carry out their educational role.

All pilot projects observed between 1976 and 1982 have contributed to teacher training and the development of new teaching methods and material. More than one third of these experiments was directly concerned with teacher training and the design and production of teaching material.

Adhesion to and participation of both native and immigrant families in the educational schemes thus introduced would be an

important contribution to education and a source of enrichment for all involved, as well as a guarantee of social peace and an element of European understanding.

Cooperation between schools and local authorities, immigrant organization, social services, trade unions and firms of all sizes is essential at the present time. In regions in economic decline in particular, schools must be aware of the realities of everyday life.

- 1.5. The Commission has used the instruments at its disposal in order to analyse and systematise the experience gained in the Member States and the results of the pilot schemes, to make them known outside national frontiers, to contribute to exchange of information, and to stimulate educational innovation within the Community. It has hereby been particularly attentive to a scientific assessment of the results. Finally, in the design and analysis of its action, it has taken into account the guidelines defined by UNESCO and the Council of Europe.

2. Criteria governing the choice, implementation and exploitation of pilot schemes

With a view to ensuring maximum efficiency both of experimentation and of educational development, the Commission has striven to comply with a number of criteria pertaining to the localization and implementation of the pilot schemes, and to the systematization and distribution of the most significant results.

.../...

2.1. Choice and implementation of the pilot schemes

The aims of the pilot schemes have been defined in the Resolution of 9.2.1976.

Since each country has developed, in a relatively independent manner, its own forms and traditions in the field of education of migrant workers' children, it was possible to entrust the schemes to experienced educational teams and thus to benefit by optimal conditions of experimentation which could take into consideration the work previously carried out by the participating countries. In some cases, implementation of the pilot scheme was the result of educational theories based on a long advance maturing process guided by groups of specialists. The Commission naturally gave preference to these teams since they seemed to offer precisely those conditions under which the pilot scheme corresponds to an actual need for innovation, and under which the outcome of the scheme may contribute to and widen national debates on matters of education, without influencing further political decisions.

2.2. Systematization and distribution of results

Each scheme subsidized by the Commission was given a specific local evaluation in order to ensure the validity of the conclusions of the experiment on the one hand, and to make them available to the parties concerned on the other. It was nevertheless left to the national or local authorities to define the aims and methods of this evaluation so as to adapt it with great flexibility to the actual circumstances in the field.

.../...

With a view to promoting an exchange of views and information, a seminar bringing together senior officials, those responsible for the various schemes, and research workers from all Member States, is organised at the end of each pilot scheme. These seminars give the organisers of the various schemes an opportunity to present the results of their activities and to submit them to the appreciation of well-informed observers, while giving the latter an opportunity to inform themselves about educational methods in other Member States. They have become a key source of information in the field of the education of migrant workers' children in Europe.

Within the general programme of consultation and exchange of views between the Commission and the Council of Europe and UNESCO, representatives of these organisations also attend the seminars.

Other forms of information, although less spectacular, should also be mentioned : the visits the Commission regularly makes to the pilot schemes, the study trips the teams may undertake in addition to attending the seminars, and the activities of the various committees and working groups of the Commission.

Finally, the endeavours to systematize the results of the pilot schemes comprise a comparative evaluation of these schemes, entrusted in a first stage (1978-1980) to the ALFA research group (University of Essen and Erziehungswissenschaftliche Hochschule of Landau), and later on (1981-1983) to the ALFA group of the CREDIF (Ecole Normale Supérieure de St Cloud, Paris). The analysis and comparative evaluation was carried out in conditions of strict academic objectivity. The relevant reports are at the disposal of government departments and researchers.

This summary report is based on the conclusions of the comparative evaluation and on the analysis of the educational needs of migrant workers' children and of the educational methods meeting these needs, as observed, in the course of their activities, by the ALFA/CREDIF teams.

To that extent the considerations contained in this report are not of a normative nature. They are based on pilot projects carried out in a variety of situations, and reflect intensive and varied teaching activities. It is up to the government departments concerned and those responsible for the education of migrant children to identify the principles and examples of good practice which are appropriate to their particular situation.

These conclusions and observations - which are both specific and suitable for general application - are intended to be fed back into the educational debate at Community level, and to contribute to the development of a common flexible and consensual educational policy in favour of immigrants from Member States and other countries.

3. Action in the schools

The presence of migrant children faces the authorities with three main problems : reception, teaching of the language and culture of origin, and interaction between two cultures represented in the school.

3.1. Reception teaching

Whether they were born in the host country or arrive before they have reached school-leaving age, many children of migrant

workers continue to experience considerable difficulty in finding their way in a school where the language of instruction is not that of their family and what is taught is based on a cultural background which is sometimes very different from that of their own family.

Reception teaching is therefore essential if the immigrant child is to be given a genuine opportunity of integrating into the education system of the host country. Such tuition consists first of all of a number of measures aimed at ensuring that the child is admitted to a class normal for his age group : language teaching, social integration, adaptation of knowledge.

A second set of essential measures is applied to the key stages in the education system : transition from pre-school to primary, from primary to secondary school, from lower to upper secondary and from general to vocational education.

The relationship between school and family constitutes a third point of action. Too often, the parents play no part in the choice of schools or courses through lack of information or lack of means of communication.

.../...

The main forms of tuition to facilitate reception are analyzed at each level :

3.1.1. Pre-school education

The key to social integration and language learning is the nursery school which the immigrant child should attend as early and as often as possible. There he learns the language of the host environment quite naturally through contact with local children and teachers.

Nevertheless, even if all immigrant children receive pre-school education, special remedial measures are necessary, e.g. to improve language and vocabulary through games, listening and story telling in order to promote coordinated cognitive, linguistic, and social development of the children (Limburg).

The scheme in Enschede, where Moroccan and Turkish assistants have been helping teachers, has shown how the ability to learn and adapt socially can be stimulated by the presence of someone who speaks the mother tongue. The presence of the language and culture of the migrant children in the normal infant school activities (stories, games, music, singing, rythmics) have contributed to the awareness of the different components of the educational Community and has had a positive effect on both immigrant and native families (Limburg, Marseilles, Enschede, Lyons). Bilingualism at an early age seems to be a vital element in language learning and the intellectual development of children who use different languages at home and at school. Experiments in this field should be extended e.g. to bilingualism based on the mother tongue.

.../...

3.1.2. Primary education

3.1.2.1. Even where children have received pre-school education from the age of three, many still need additional language tuition during the first two years of primary school. By definition foreign pupils who have gone through reception classes, reception centres or other means of learning the language of the host country, need additional language tuition for two to three years (Odense).

3.1.2.2. Intensive language training either on a one-to-one basis or in small groups is to be recommended in areas with only small numbers of immigrants or in cases where a school receives a small number of new arrivals. This tuition must be given by specialized teachers, and cover a sufficient number of hours per week to allow rapid progress. Flexible timetables, both for children and teachers, as in the Odense scheme, may allow the children to attend parts of each branch of education, while facilitating cooperation between specialized teachers and normal teachers.

3.1.2.3. In areas with high immigration, extra staff (teachers, educational advisers, teachers of the mother tongue) are essential to overcome the difficulties inherent in running classes of which more than 30 % are foreign pupils. Furthermore, cooperation between schools and the social services has an excellent effect not only on extra-curricular activities to promote social integration, but also on the attendance and motivation of pupils at school (Marseilles).

.../...

3.1.2.4. The freeze on recruitment of labour (1973/74) gave rise to the tendency on the part of non-Community immigrants to extend their stay in the host country indefinitely. Accordingly, these workers are still being joined by members of their families and the reception of new arrivals remains a serious problem in several Member States, especially the Federal Republic of Germany and the Netherlands. The reception of political refugees is an ongoing task.

Whatever the age of the pupil on his arrival in the host country, language teaching should be as intensive as possible. The pupil should not spend more than two school years in individual reception tuition, reception classes or a reception centre, except when an early return to the country of origin is planned.

The successful outcome of this method is clearly demonstrated by widespread practice in France and in the United Kingdom. The Leiden and the Enschede schemes as well as the homogeneous reception classes organised in several Länder in Germany have, on the other hand, shown that reception tuition may perfectly well be bilingual.

There are between 10 and 18 pupils in the reception classes so as to allow specialized or even individual tuition in the language of the host country. The transfer of a pupil to a normal class is best done gradually. The schemes in Enschede, Leiden and Luxembourg have shown that gradual and individual transition is possible. The Odense scheme is a particularly noteworthy example. Individual timetables were planned for the pupils of the reception classes, in order to allow them to attend normal courses in Danish as they mastered this language, and to gradually join in the activities of a normal class in their age group, while continuing to receive back-up teaching in Danish.

3.1.3. Secondary education

Although experimentation in this field under the auspices of the Commission has only started (Belgian, Berlin, Dutch and Danish pilot schemes) and is mainly focused on teaching of the mother tongue and intercultural education, it has nevertheless been possible to analyse the situation in the Member States and to identify those methods which could be generalised, as well as the most urgent needs.

- 3.1.3.1. For new arrivals aged 12 and over who have received proper schooling in their country of origin, very intensive instruction in the language of the host country seems the best way of enabling them to continue their own choice of school studies.

The reception of new arrivals aged 15 to 16 who have received little schooling is much more difficult and costly. In Germany, intensive teaching of the language of the host country has been successfully used within the framework of pre-vocational training.

- 3.1.3.2. Entry into secondary education and the transition from lower to upper secondary and to vocational training are crucial moments in the school career of immigrant children. Linguistic shortcomings are too often seen as insuperable difficulties. Able and motivated children are channelled into the easiest vocational training schemes. For there to

.../...

be genuine equality of opportunity, considerable efforts have to be made first in remedial teaching for immigrant children entering secondary schools and secondly in the educational and vocational guidance services. Individual counselling for pupils in difficulty is strongly recommended. Furthermore, one year full-time pre-training may lead to effective vocational training of foreign teenagers who have received little schooling.

- 3.1.3.3. As regards language teaching, direct and intensive language courses are aimed at establishing oral communication ability, first passive and then active. When foreign pupils are admitted to normal classes, their linguistic abilities are easily overestimated by teachers. Although his ability to communicate orally is relatively good, the pupil may find himself completely at a loss when faced with schoolbooks and the language used in class.

These two problems - the change from spoken to written language and then the transition to the formal and abstract language used in teaching - are not exclusive to migrant workers' children but affect them more than others. The lack of methods and strategies aimed at remedying these difficulties is sorely felt. Once they have been planned, they will also greatly benefit certain local school populations, particularly the young pupils speaking dialects or regional languages.

- 3.1.3.4. An abrupt transition to working life at the end of compulsory schooling is a severe handicap to the social advancement of young immigrants. The importance and duration

.../...

of vocational training in an industrialized society are often not properly appreciated by the immigrant families. Schools, educational and vocational guidance bodies, immigrant welfare services and immigrant associations should cooperate to ensure that families are better informed on the aims and importance of vocational training.

3.2. Integrated teaching of the language and culture of origin

All experiments related to the teaching of the language and culture of origin have shown that this teaching can be a major contribution to the development of a cultural and linguistic identity and of a positive self-image in migrant workers' children. Learning their mother tongue together with, rather than in spite of, the school increases their ability to become integrated into the social structures of the host country, without obliging them to give up their own cultural and linguistic specificity. It may also have a beneficial effect on the conceptual and linguistic attainments in the language of the host country. Insofar as it contributes to making migrant children capable of living and assuming their cultural specificity as an essential component of their personal identity, it increases their ability to orientate and to assert themselves in an unfamiliar environment. It will also contribute to the development of the psychological qualities needed to overcome the difficulties inherent in a possible re-integration into the educational and social systems of the country of origin.

In the long term, the main objective should nevertheless be to make this teaching scheme an integral part of the education given to migrant workers' children, without needing to resort to instrumental motives. The development of programmes and the adaptation of timetables in primary education will remain

an essential task in the years to come. One thing, for instance, that will have to be reconsidered is the number of hours spent on teaching the language and culture of origin.

Acknowledgement of the intrinsic value of this teaching will mean, even more than the cohesiveness of its educational functions, adapting aims, course contents and methods used at all levels of teaching of modern languages.

3.2.1. Where an adequate coordination between normal classes and classes in the language of origin exists (Limburg, Marseille), the school's syllabus may not only be respected in full, but even be improved. The scheme in Limburg has been especially instructive to this effect. Above all, it has shown the usefulness from a teaching point of view of close cooperation between native class teachers and foreign teachers in the framework of the normal school syllabus. Furthermore, coordinating the teaching of the language of origin with intercultural activities may open up new opportunities for intelligence stimulation (Paris, Marseilles).

3.2.2. It is not possible to actually achieve this coordination in schools where the existing conditions do not encourage effective cooperation between native and foreign teachers as to the contents and organisation of daily work. Notwithstanding the great differences in the status of headmasters according to the country, all pilot schemes have shown that headmasters play an essential part in the implementing of this cooperation by the entire school staff, both native and foreign. But headmasters cannot do everything by themselves. Time for concertation should be granted the teachers, as integral part of their professional obligations. On the other hand, the

authorities in charge of recruiting and appointing foreign teachers should see to it that their training, motivation and personal ability to cooperate with their colleagues in the host country are equal to the task.

Once this cooperation has been established on a long term basis, the problems related to timetables, often put forward as "proof" of the unfeasibility of integrated teaching of the language and culture of origin, turn out to be surmountable. In actual practice, and provided that any misunderstandings between the parties concerned are not evaded, cooperation between class teachers and teachers of the language and culture of origin regularly develops into a mutual enrichment process for both pupils and teachers (e.g. : Paris, Rue Hamelin and Villejuif schools ; Enschede, Europaschool ; Belgian Limburg).

When teachers belonging to minority ethnic groups are normally teaching, they could usefully be entrusted with the task of teaching the language of origin. This is in fact rather rare and the teachers do not always have the necessary qualifications for this kind of work. It is nevertheless clear that these circumstances create particularly favourable conditions for cooperation. Experiments to this effect are presently carried out in a number of British schools and, more systematically, in the Netherlands ; they should be encouraged.

The Schools Council has developed an original method aimed at promoting increased coordination through the production and use of educational material. In so doing it has succeeded in fostering cooperation between schools and community centres, of which there are many in the United Kingdom.

.../...

3.2.3. The continuity of the teaching of the language and culture of origin between primary and secondary school is a problem which has appeared there where pilot schemes have allowed pupils to benefit from this teaching in primary school. At present, "ad hoc" solutions have been found. In some cases, existing courses have been used (Villejuif, Italian pupils at Bedford) ; in other cases, pilot schemes are currently carried out (Belgium). The best solution would be to give immigration languages the same status as the 1st or 2nd language taught in school, as is the case in several Länder in the Federal Republic of Germany.

In the long term, the languages of migrant communities should be granted the same status as the other basic subjects taught in secondary schools. Education should acknowledge the intrinsic cultural value of these languages. Only a complete command of the mother tongue will contribute to increasing the chances of access to employment in the host country or in the country of origin.

Teaching of the language of origin, at secondary level, may be performed by foreign teachers having the necessary qualifications to teach in secondary school in the host country. This is the case in the German Länder, where immigration languages have the status of 1st or 2nd foreign language.

.../...

3.2.4. The methods used to teach the language of origin (usually a standard language which differs from the family dialect) cannot be those applied in the country of origin. The linguistic, social and cultural environment of the migrant child differs fundamentally from that of a child learning his mother tongue in his country of origin. These new teaching methods are far from being perfect and should be promoted simultaneously by the country of origin and the host country (Enciclopedia, Berlin, Schools Council).

Notwithstanding the presence, in the host country, of many cultures and languages, the situation of the migrant workers' child as a person remains basically marked by a double cultural and linguistic relationship. Teaching of the language of origin should therefore aim at contributing to the development, in each child, of a bilingualism meeting school requirements and the demands of the families. Teaching should therefore be open to the existence in the everyday life of the children of two cultures and two languages - the culture and language of the school and the host country on the one hand and the culture and language of the family on the other hand. Teaching should not ignore the mutual influences of the language of origin and the language of the host country (Schools Council).

3.2.5. In areas with low numbers of immigrants and for ethnic groups of which there are few representatives, the integrated teaching of languages and cultures gives rise to obvious problems. Various approaches have been tried with varying degrees of success :

- foreign teachers working in several schools : collaboration in teaching matters is difficult ;
- concentration of the weekly periods into a single morning or afternoon : language teaching given in three consecutive

periods is not as effective as three periods spread over the week ;

- grouping of several age groups or group work : teachers must be very experienced.

3.2.6. These methods, which are sometimes combined, seem in any event, to be more effective than extra-curricular instruction in the evening or on free days or afternoons.

Unless there is very strong motivation on the part of parents and pupils, courses outside school hours are attended very infrequently. Late hours, transport difficulties, lack of relaxation and recreation give rise to tiredness and lack of interest which disrupt the whole educational process. Nevertheless, in some cases which should be clearly defined, there is no other alternative to the organisation of such courses. Many possibilities then exist for the national or local authorities to effectively support those responsible for these courses, the embassies or consulates of the countries of origin or the minority communities themselves. It is more particularly in this case that obvious educational considerations as well as respect for the demand of the migrant communities to maintain their language and culture, greatly justify effective educational and material support by the authorities of the host country.

.../...

3.3. Intercultural education

The joint development in recent years of reception tuition and teaching of the language and culture of origin tends to show - not despite the progress made in this field but because of it and through it - that these two mainstays of education of migrant workers' children profit by being brought together under the same roof, that of intercultural education, in order to fully achieve their aim. Implementation of a reception tuition which is effectively open to cultural diversity as well as of an integrated teaching of the language of origin presupposes that native teachers and children be awakened to the presence of the migrant workers' culture and be given a clearer view of their value as a source of enrichment. Intercultural education is thus the ultimate step of an educational method which, while respecting cultural specificities, strives to go beyond educational and institutional compartmentalisation, and aims at introducing methods which promote mutual understanding of the civilizations represented in the school rather than merely increasing information. If tuition classes and teaching of the language of origin should be permeated with an intercultural perspective, the key environment of that perspective is nevertheless the normal classroom, where, it reaches, by means of the language in which teaching takes place the entire school population.

- 3.3.1. To design a form of education containing intercultural dimensions, the different cultures present in a society must be recognized and acknowledged as a factor of mutual benefit and individual and social development (Council of Europe, CDCC, group 7).

.../...

Obviously, the presence of pupils with a foreign language and culture in large numbers changes the school environment. The school must acknowledge this change. It is a well-known fact that these changes do not occur smoothly and gradually and give rise to apprehension on both sides. Intercultural education as it has been defined, is an educational instrument liable to do away with misunderstandings and prejudices between ethnic groups and to fight xenophobia and racism from the school age.

The intercultural perspective penetrates the school in three stages. The first stage is based on the acknowledgement of the fact that 10 %, 20 % or even 80 % of the pupils are from different cultures to that of the host area ; teachers and pupils must be made aware of this diversity. The second stage is a step towards mutual understanding : nationals and immigrants learn to accept and respect their differences. The third and more constructive stage is that of mutual enrichment in which the different cultures contribute to the acquisition of new knowledge and abilities.

3.3.2. Common courses for pupils of the reception classes and the normal classes are organised by most host countries, at the rate of several hours per week. Aesthetic and manual activities create numerous possibilities for fruitful contacts and exchanges between native and foreign pupils, even if the latter only have a limited command of the language of the host country.

The Enschede experiment shows that both foreign and native children benefit by these common activities. Here again, success depends on the degree of cooperation between foreign and native teachers.

- 3.3.3. Integrated teaching of the language and culture of origin is one of the main instruments of intercultural education. The presence, in the school, of other languages gives native children a clearer view of their value, destroys the myth that learning a foreign language is difficult, and promotes the awareness that the foreign children's bilingualism is an enrichment rather than a cause of "problems".

It is important that coordination of school subjects be based on the principle of reciprocity ; it will then lead to an integration of the cultures of migrant workers' children into normal classes and automatically open up the field of knowledge to the civilization of the countries represented in the school (Paris).

All the new elements brought by the immigrant pupils and their families (civilization, music, plastic arts, painting, singing, geography, history, economics ...) constitute an enrichment of the school community the potential of which is far from being fully exploited (Marseilles, Limburg, Enschede, Schools Council, Music project). Further exploration of this potential would introduce an element of intercultural development into the curriculum of the host country which would also be beneficial to native children. Furthermore, it would meet the urgent need to update curricula due to internationalization of exchanges and communications.

- 3.3.4. Educational exploitation of the linguistic diversity as it is carried out in the London experiments (LINC, Schools Council) is a promising way of promoting acceptance of this diversity as something normal and enriching. Through due

.../...

consideration of the social functions of language, this educational method is liable to give both foreign and native children speaking dialects or regional languages a clearer view of the value of their language and culture. In the mean term, it could contribute to acceptance by teachers of the teaching of the language and culture of origin as an integral part of curricula, which is both feasible and beneficial to all.

- 3.3.5. Since it aims at facilitating contacts and exchanges between foreign and native school populations, intercultural education naturally tends to implicate people and agencies outside the school. By integrating parents, and more particularly foreign parents, into school life, by opening up the school to its environment, by cooperating with social and cultural services, migrant associations and neighbourhood action groups, interculturalism gradually permeates the social, professional and cultural relationships between the different communities. Schools may only benefit by this opening up to the everyday life of their target populations, without imperilling fundamental education (Marseilles, Frais Vallon ; Council of Europe).

4. Action with regard to teaching material and staff

Experiments at school level cannot be effective unless they are supported at the same time by the creation of educational material adapted to the situation created by immigration, and active teacher training schemes.

.../...

4.1. Production and distribution of teaching material

The lack of adequate teaching material is a feature in almost all sectors of education for migrant workers' children. If this lack may be partly explained by the fact that the relatively small scope of the market does not appeal to the publishing trade, it lies all the more with governments of the Member States to promote - and even subsidize - the development of this material.

The design and production of material for the teaching of the language and culture of origin requires cooperation between the host country and the country of origin, and much has still to be done in this field, so that these courses meet the requirements of all parties concerned.

If the intercultural dimension should be emphasized when producing teaching material for migrant workers' children, the same is true of the material and schoolbooks produced for normal teaching. The presence of migrant workers and of their families has become a permanent feature of our societies ; it should not be ignored in schoolbooks.

- 4.1.1. In France, in the United Kingdom and in Germany, there now exists a great diversity of material for teaching the languages of these countries to children and teenagers as foreign languages. The Netherlands, Dutch-speaking Belgium and Italy have only a relatively recent experience in this field. In Denmark and Greece, the first trials are in progress.

.../...

As regards the major languages, this material is usually based on language courses given abroad to an educated public. Modifications with a view to adapting this material to migrant workers' children are now being implemented.

A number of problems have still to be solved everywhere, such as the simultaneous learning of the languages of the host country and the country of origin, and the transition from everyday language to the formal language used in teaching. The material produced within the framework of the Odense scheme particularly stresses simultaneous learning of the language and culture of the host country by new arrivals and can serve as an example.

- 4.1.2. The need for material designed to teaching the language of the country of origin in a foreign environment is greater still. The pilot schemes implemented by the Istituto della Enciclopedia Italiana, the Ministry of Education in Greece, the Schools Council and the Senator für Schulwesen, Jugend und Sport in Berlin, with a view to producing schoolbooks and teaching aids for the teaching of Italian, Greek, Bengali and Turkish, are the first of their kind. It is now possible to draw some conclusions which should be taken into account in further developments. Efforts have been made to adapt the contents to the requirements of intercultural education (Enciclopedia). The fact that the realities of immigration have been used as starting point deserves particular attention (Schools Council). The creation of favourable institutional conditions simultaneously with the production of material for teaching the language of origin increases the chances of optimal use (Berlin).

.../...

An enormous amount of work has still to be done, such as :

- promotion of other languages of origin ;
- production of material adapted to the various levels and streams of education ;
- adaptation of material to the extremely diversified conditions met with in the teaching of the language of origin, such as number of hours per week available for these courses and different levels of knowledge of pupils.

It should furthermore be stressed that the use of more adequate teaching material in no way replaces extensive continuing training. On the contrary, it is a well-known fact that the more sophisticated the teaching material is, the more training the teachers need.

4.1.3. The pupils and teachers are also at a considerable disadvantage in the many areas of remedial teaching. The need for systematic remedial teaching in the process of learning the language of the host country is acknowledged by all educational authorities, but the teachers responsible for this tuition are often left to improvise. Remedial teaching in other subjects, such as mathematics, science, history, geography, economics, etc., is a field where the specific needs of immigrant children should also be taken into consideration.

4.1.4. Intercultural education is a relatively recent innovation in teaching. Production and distribution of material are limited even if this material is sometimes particularly remarkable (Paris, Marseilles). The exchange of experience and teaching

material between all those who are exploring and contributing to the distribution of intercultural ideas throughout traditional subjects, the creation of new courses and the development of teaching aids are therefore extremely important.

4.2. Training of teachers

Any reform of teaching automatically implies changing the teachers' training. The large numbers of migrant workers' children entering Community schools have therefore resulted in a revision and an adaptation of the initial, additional and continuing training of teachers.

4.2.1. Initial training of teachers

4.2.1.1. Initial training in the teaching of immigrant children is being introduced in most Member States. It is usually optional, but sometimes compulsory (certain Länder in the Federal Republic of Germany), and is aimed either at a general introduction to the educational and social problems of migrant workers' children and teaching in a multi-cultural environment, or at specialization (Germany, the United Kingdom : "German, English for foreigners").

Special training models, aimed at a general introduction to the educational needs of migrant workers' children may easily be incorporated into the initial training of all teachers in immigration countries.

In specialized training priority is given to :

.../...

- teaching of the language of the host country in the particular conditions inherent in immigration, and focused on practical aspects ;
- extensive information on the social and cultural structures of the country of origin, and the causes and effects of immigration ;
- the techniques and content of intercultural education, with the emphasis on cooperation with foreign teachers in class (team teaching) ;
- the possibility of furthering the knowledge of one of the languages of origin, in view of the need to communicate with the pupils and with their families.

4.2.2. Continuing training of teachers

- 4.2.2.1. The first stage of continuing training for experienced teachers working in schools with large numbers of immigrant children, may be used to give them extensive information on the social situation of the migrant workers' families and on their culture and civilization of origin, followed by an introduction to the technique of reception tuition and intercultural education (Brussels, Ministry of National Education).

The subject matter of the advanced continuing training should be identical to that of the specialized initial training. The work of the ALIX group has highlighted the necessary interactions between initial and continuing training courses.

.../...

4.2.2.2. The pilot scheme implemented in North Rhine-Westphalia for Italian and Greek teachers has highlighted the value and the effectiveness of a close cooperation of the host countries and the educational services of the consulates with a view to improving the output of foreign teachers working in reception classes or in classes teaching the language or culture of origin.

4.2.2.3. An important step towards continuing and joint training of foreign and native teachers has been taken in the pilot scheme organized by the Ministry of Education in France. The principle of this joint training is to stimulate cooperation between teachers and to introduce intercultural elements into the training of these teachers.

The instruments of this type of joint and co-operative training are the consular school inspection services of the country of origin on the one hand, the continuing training institutions, the school inspection and educational counselling services of the host country on the other hand (CEFISEM in France, Begeleidings- en consultatiediensten in the Netherlands, Teachers Centres in the United Kingdom, local teacher-training centres ...). Another advantage of these continuing training models is that they can be adapted to varied local school realities.

4.2.2.4. Where continuing training sessions have been organised on a large scale, the lack of qualified and experienced instructors was felt. This is one of the consequences of the fact that training of teachers for reception tuition of migrant workers' children has been entrusted until now to a relatively limited number of specialists. Furthermore the

.../...

instructors teaching the different branches of instruction should also be prepared to take into account the educational needs of migrant workers' children as well as the multicultural character of the educational and social environment.

Additional training open to new graduates and to experienced teachers should therefore complement continuing training. High-level additional training should also be organised for the latter, so as to be able to recruit educational advisers and instructors for continuing training from their ranks.

This type of training will no doubt remain, at least for a while, the best way of training specialized teachers capable of promoting in their schools adapted educational methods and cultural open-mindedness.

- 4.2.2.5. Within the framework of continuing training, joint training sessions should also be organised for pre-school monitors, primary and secondary teachers, vocational training instructors, educationalists and educational psychologists, employment office counsellors, and social workers, so as to promote an exchange of experience and cooperation between all parties involved in the educational and social integration of pupils and families, without for all that neglecting specific training of these specialists (ALFA, CREDIF).

.../...

4.2.3. Training of foreign teacher

- 4.2.3.1. All teachers wishing to work to help immigrants should learn the language of the future host country thoroughly during their initial training. The host country, for its part, should provide foreign teachers with the opportunity of perfecting their linguistic knowledge, particularly the language used in schools and in teaching.

The Landau scheme has strived to define the contents of the additional training a foreign teacher should receive to be able to become a useful member of a teaching staff in the host country. The foreign teacher should be familiar with the school system and the teaching methods in the host country. He should be aware of the special difficulties of immigrant children and have an adequate knowledge of the social and cultural problems of immigrants. A very important aspect of additional training is the teaching of the language of origin in a foreign environment. The Landau scheme has shown that at least part of this additional training should be given in the host country, with the cooperation of the country of origin.

- 4.2.3.2. The principle of joint training of foreign and native teachers presupposes that access to additional training be open to foreign teachers. In this type of training, part of the course should be given separately in order to meet specific needs. This would allow to make good the differences that might exist in initial training and to give a more thorough knowledge of the methods to be used when teaching the language of origin in a foreign environment. The scope of common courses should nevertheless be great enough to justify the granting of additional training diploma acknowledged by the country of origin and the host country

4.2.3.3. In the long term, conditions could be provided in which foreign teachers, who wish to extend their stay in the host country beyond the planned date, may be granted a professional status similar to that of local teachers. Where the authorities of the host country recruit and inspect the foreign teachers, this is possible as shown by the Dutch and German examples. In other cases, legal and administrative obstacles could be removed in the framework of cooperation between the country of origin and the host country.

4.2.3.4. Integration of migrants or second generation migrants in the teaching profession, by means of normal initial training should be encouraged. The English "Access Courses" aimed at offering young migrants an opportunity to prepare for normal teacher training courses, are a first step in this direction. In several Länder in Germany, second generation migrants have access to the practical training courses after the 1st State exam.

5. Cooperation between the educational authorities of the host country and those of the country of origin

5.1. Pilot schemes on the teaching of the language and culture of origin and on the training of teachers have shown how useful this cooperation is at various levels :

- as regards teachers, organised cooperation would greatly facilitate educational teamwork. Although success of this cooperation eventually depends on the teachers themselves, the creation of favourable conditions would greatly stimulate and promote it ;

- as regards the planning of syllabuses and the development of teaching material, cooperation would facilitate implementation of integrated teaching of the language and culture of origin ;
- as regards cooperation between educationalists, research workers and instructors for instructors from the country of origin and the host country, everything leads us to believe that this type of cooperation would be a source of new and fruitful ideas. It could be promoted within the framework of "joint curricula" developed by higher education institutions and/or teachers' training colleges ;
- as regards training of instructors, the joint involvement of the parties concerned in the training sessions would promote future cooperation between teachers ;
- as regards government experts, consultation would allow to define guidelines and action programmes.

3.2. At present, official cooperation between the country of origin and the host country is mainly in the administrative field : secondment or release of teachers, verification of teachers' qualifications, drawing up of timetables, allocation of school premises.

There have been some noteworthy measures with regard to cooperation on teaching methods, but on the whole this is fairly limited. It has been and still is very fruitful in a number of pilot schemes carried out under the auspices of the Commission.

.../...

6. Conclusions and guideline

The Commission's report on pilot schemes on the education of the children of migrant workers, carried out between 1976 and 1982, is aimed at the educational and policy-making authorities and is a concise presentation of examples of good practice, principles and orientations based on the analysis of innovatory activities.

Researchers, administrators, teachers, and representatives of parents' associations who wish to know details of the conditions of the experiments, results or other aspects of comparative evaluation, are referred to the documents concerning these pilot schemes (available from the Eurydice Central Unit).

Neither this report nor the conclusions are intended to fulfil any normative function. The principles and examples of good practice which have come out of these schemes are intended to enrich the Community-wide debate and to contribute to the development of a joint educational policy in favour of immigrants from Member States or other countries.

The experiments, and the work that has been done in terms of analysis and comparative evaluation, have produced the following conclusions and guidelines :

1. Pre-school education needs to be enriched. The education of children under 6 benefits by taking into account the linguistic and cultural characteristics of the home background, while ensuring that they integrate in the society of the host country through both play and work.

.../...

2. An immigrant child, regardless of whether he is a first arrival or a second or third generation immigrant, has a right to reception teaching adapted to his particular situation. This is part of the fundamental right to school education and vocational training.

There are as many methods of reception as there are situations. A number of general principles can, however, be identified :

- the effectiveness of the teaching of the host country's language is proportionate to its intensiveness ;
 - to learn the language of the host country, and to adapt to its society, support activities are required, both for pupils who have gone through a phase of reception tuition and for certain second or third generation immigrants, who are placed in normal classes from the beginning and who experience difficulties in integrating in the school environment ;
 - the school authorities should be well aware, not only of the current needs of foreign pupils, but also of the way those needs change according to the nature of immigration.
3. Teaching of the language and culture of origin at primary school level can be a significant contribution to the development of the child's personality and the acquisition of knowledge and skills. Circumstances and educational system concerned determine whether the teaching of the languages and cultures of origin forms part of the normal timetable or not. Whoever is in charge of such teaching (schools, consulates, immigrant communities) it must be coordinated with ordinary education, both in terms of methods and content, if it is not to lose a considerable degree of educational effectiveness. This implies that those who

.../...

teach the languages and cultures of origin should be considered as full members of the teaching team.

In secondary education, it is strongly recommended that the languages of the immigrant communities should be given the same status as other basic subjects. The maintenance and development of immigrant cultures in the host country merits the particular attention of the educational authorities, both in view of the intrinsic value of, and the increased access to those cultures which would be the result.

4. In school education aimed at a population with different cultural backgrounds, the intercultural aspect is a factor of mutual enrichment and individual and social development, benefiting both local and immigrant children.
 5. The design and development of teaching methods and materials corresponding to the needs of children of immigrants and a multicultural society should be given the highest priority at all levels of education.
 6. Teacher training is the highest priority of all. Future teachers and teachers now working should be given the opportunity to acquire in-depth knowledge of the problems of immigration, the principles of reception tuition, and intercultural counselling and education.
-

LIST OF THE PILOT SCHEMES RELATED TO THE EDUCATION OF
MIGRANT WORKERS' CHILDREN

Location	Years	Subject /Nationalities	Level of Education
<u>RECEPTION METHODS</u>			
B Waterschei/ Winterslag	1976 - 1979	Italian, Greek, Turkish	Primary education (6 to 8)
NL Enschede	1979 - 1982	Turkish, Moroccan	Pre-primary and primary education (4 to 8)
NL Leiden	1977 - 1980	New arrivals - Turkish, Moroccan	Primary education
LU Luxembourg	1978 - 1981	In a multilingual area - Italian, Portuguese	Primary education
DK Odense	1977 - 1980	In a low immigration area - UK Commonwealth	Primary education
<u>TEACHING OF THE LANGUAGE AND CULTURE OF ORIGIN - INTERCULTURAL EDUCATION</u>			
B Limburg	1979 - 1982	Italian, Greek, Turkish	Primary education
F Paris	1976 - 1979	Italian, Portuguese, Serbo- Croat, Spanish	Primary education
F Marseilles	1979 - 1982	Italian, Portuguese, Turkish, Arab	Primary education
UK Bedford	1976 - 1980	Italian, Penjabi	Primary education
UK London	1980 -	Greek, Bengali	Primary education
B Limburg	1982 -	Italian, Greek, Turkish (Moroccan)	Secondary education (12 to 15)
B Min. Educ. (French Speak.)	1983 -	Remedial teaching - Guidance	Secondary education (12 to 15)
DK Copenhagen	1982 -	Remedial teaching - Guidance	Secondary education (13 to 16)
<u>TRAINING OF TEACHERS - FURTHER TRAINING</u>			
D Nordrhein- Westfalen	1976 - 1978	Greek and Italian teachers	
F Min. Educ.	1976 - 1978	French and foreign teachers	
B Brussels	1979 - 1981	Belgian teachers	
D Landau	1981 - 1982	Further training Italian teachers	
F Min. Educ.	1982	French and foreign teachers	
<u>DEVELOPMENT OF EDUCATION MATERIAL</u>			
IT Istituto della Encicl. Ital.	1980 -	For Italian pupils in french- speaking countries	Primary education
GR Min. Educ.	1982 -	For Greek pupils in the Federal Republic of Germany	Primary education
D Berlin	1982 -	For Turkish pupils in the Federal Republic of Germany	Secondary education (10 to 16)
UK Coventry	1981 - 1983	For children of Irish migrant workers in Britain	Primary education
F Paris	1983	Music and singing didactics - EC and emigration countries	Pre-primary and primary education (3 to 9)

.../...

Location	Years	Subject/Nationalities	Level of education
<u>DISSEMINATION OF INFORMATION AND EDUCATION MATERIAL</u>			
UK London LMP, LINC *	1980	Ethnic minorities in the United Kingdom	Primary and secondary education

COMPARATIVE EVALUATION OF PILOT SCHEMES

D ALFA *	1976 - 1979	Recept on methods - Teaching of the language and cu ture of origin - Intercultural education
F CREDIF *	1979 - 1982	Recept on methods - Teaching of the language and cu ture of origin - Intercultural education
LARESSO *		

- * LMP : Linguistic Minorities Project
 LINC : Language Information Network Coordination
 ALFA : Ausbildung von Lehrern für Ausländerkinder
 (Universität Essen)
 CREDIF : Centre de Recherche et d'Etude pour la Diffusion du Français
 (Ecole Normale Supérieure de Saint-Cloud)
 LARESSO : Laboratoire de Recherche en Sciences Sociales

LIST OF THE SEMINARS RELATING TO PILOT SCHEMES

Since 1978 the Commission has organised a series of seminars to promote the exchange of views and experience between those responsible for the various pilot schemes, research workers and senior officials responsible for the management of education for migrant workers' children. These seminars normally take place at the end of a pilot experiment.

The following seminars have been held :

<u>Hasselt</u> , 1978	Reception methods for 6 to 8 year-olds (Winterlaag/Waterschei pilot scheme)
<u>Paris</u> , 1978	Teaching of the language and culture of origin (Paris pilot scheme)
<u>Noordwijkerhout</u> , 1979	Reception methods for new arrivals aged 6 to 10 years (Leiden pilot scheme)
<u>Brussels</u> , 1979	Further training for teachers responsible for migrant workers' children
<u>Cranfield</u> , 1980	Teaching of the language and culture of origin (Bedford pilot scheme)
<u>Avernaes</u> , 1980	Reception methods in a low immigration area (Odense pilot scheme)
<u>Brussels</u> , 1980	Comparative evaluation of pilot schemes
<u>Brussels</u> , 1981	Development of teaching material of Italian immigrant children
<u>Hengelhoeft</u> , 1982	Teaching of the language and culture of origin (Belgian Limburg pilot scheme)
<u>Marseilles</u> , 1982	Teaching of the language and culture of origin (Marseilles pilot scheme)
<u>Brussels</u> , 1982	Further training for teachers responsible for migrant workers' children (Landau and Brussels piloted schemes)
<u>Brussels</u> , 1983	Development of education material (Berlin, Enciclopedia Italiana, Schools Council)
<u>Bad Boekelo</u> , 1983	Reception methods for 4 to 8 year-olds (Enschede pilot scheme)
<u>Rome</u> , 1983	Development of a multi-media system for Italian children (Enciclopedia Italiana)

The preparatory summary documents and final reports for the colloquiums as well as a selection of information material on the pilot projects has been gathered by the EURYDICE Central Unit and may be consulted. Copies may be obtained on request.

September 1983.