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REPORT ON

THE EDUCATION OF MIGRANTS' CHILDREN

IN THE EUROPEAN UNION

FOREWORD

This report presents a general view of Community action aiming to promote the education of the children of legally established immigrants and Gypsy children. It suggests an analysis of the new challenges resulting from recent changes in migration patterns, and it explains why Chapter II of the Commission's proposal for a decision of the Council and the European Parliament establishing an action programme in the education field (SOCRATES) contains a specific action in favour of these groups.

The report complements the series of documents which the Commission has published since 1991: The Memoranda on Higher Education, on Vocational Training, and on Open and Distance Learning, the Working Paper on Guidelines for Community Action in the Field of Education and Training, and finally the Green Paper on the European Dimension of Education.

The report also forms part of the Commission's response to the conclusions of the European Council's meeting in Edinburgh and to the European Parliament's resolution of 21 January, 1993. Its aim is to inform on the analyses which underpin the Commission's proposals for action, and to highlight the need for Community cooperation aiming to improve the quality of education provision for migrants' children.

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SUMMARY: THE LONG TERM CHALLENGES

1. This Report addresses education policy issues related to the development of linguistic and cultural diversity inside the Member States of the European Community, as a consequence of growing cross-frontier mobility in the Union, and of the presence of steadily growing numbers of third country immigrants. Since all Member States have now become immigration countries, these issues are common to their education systems and should, because of their importance, become the subject matter of future exchange of information and experience, such as provided for in Art. 126 of the Treaty on European Union.
2. Beyond the total number of non-nationals in Member States' schools (estimated at around 7 - 9 %), the percentage of children whose everyday experience inside and outside schools is affected by contact with speakers of languages other than their own must now be estimated to represent around 50 % of school children in Member States. All signs are that this trend will continue.
3. As statistics collected with support from the education departments of the Union's older immigration countries show, in the major cities of these countries cultural and linguistic diversity have developed to a point where virtually all schools accommodate pupils from immigrant backgrounds. Indeed, cultural and linguistic diversity of the public of schools is becoming the norm. This is itself a consequence of the dynamic development of the Union, both internally and in terms of its position in the world.
4. This confronts the education systems of the Member States with a series of new challenges, related both to the struggle against failure at school (as one of the key elements in the struggle against social exclusion)¹, and the need to improve the quality and diversity of their service. Even more significantly, however, this points to a potential dilemma in the development of a Union which puts its pride in its determination and ability to maintain its diversity and to respect the specific identities of both its Member States and their citizens. As in the wake of increased intra-Community mobility, new linguistic and cultural communities emerge in the Member States, education systems and schools are confronted with the challenge of integrating all pupils into a unified educational framework able to ensure equality of opportunity and optimum success for all pupils while at the same time respecting their specific cultural identities.
5. This situation holds a potential for positive change, modernisation and diversification on the one hand, and a danger of disruption on the other hand. To be able to attract the highly qualified international labour force which they will need to compete successfully in the internal market, the Union's major cities will need to provide education services that are able to respond flexibly and effectively to the demands of this group of citizens. The schools in Member States will need to strengthen their ability to deliver education which is culturally and linguistically demanding and effective.

¹ Resolution of the Council and Ministers of Education meeting within the Council of 14 December 1989, OJ C 27, 6.1.1990.

6. Already today, such dangers of socio-cultural segregation are foreshadowed by trends in urban education contexts in some Member States where indigenous parents remove their children from schools accommodating more culturally and linguistically diverse populations. However, there are small but growing numbers of such 'multi-cultural' schools in virtually all Member States who manage to attract children because they have built up a reputation for their ability to deliver education which is of high standards and more varied than what most 'mono-cultural' schools could offer. The experience of such schools contributes to a better understanding of the educational strategies which will be needed to provide high quality, equitable education in the schools of tomorrow's Europe.
7. The responsibility to develop and implement policy responses to these challenges lies with the Member States, their education systems and their partners in the education policy field. Only bold, imaginative and future-oriented policies will succeed. Unless we take up these challenges, we shall inevitably head for a widening of social divisions, of socio-cultural segregation and of exclusion, and ultimately for the spread of inter-ethnic conflict and violence.²
8. At the same time, the spread of cultural and linguistic diversity is closely linked to the dynamic development of the Union itself, both internally and in terms of its position in the world. Just as the free movement of persons in the Community is a powerful stimulus to the development of cultural and linguistic diversity in Member States, the Union's prosperity, resulting also from its integration, has turned it into one of the target regions of contemporary migration movements. Whilst being fully aware that nothing can replace the Member States own action, the Commission nevertheless takes the view that the Union has an absolute obligation to support and supplement their action, and to contribute to its quality by injecting community added value, through cooperation and exchange of information and experience.
9. Taking full account of reports compiled by the Member States (for an overview of results cf. Appendix 1), this Report reviews both the previous Community level cooperation activities on the education of migrant pupils, and the experience of Member States in adjusting their education provision to the needs and aspirations of an increasingly culturally and linguistically diverse population. Its aim is to initiate debate and exchange of experience and information between the relevant partners, on available policy options and on the most effective ways to operate such adjustments as may turn out to be necessary. A more detailed report, providing finer analyses of the data and entering into the more technical and educational aspects of the issues, will be produced by the Commission in the course of the year 1993, to serve as a basis for further exchange of experience and information, especially between medium-level education decision makers, e.g. inspectors, teacher trainers, heads of schools etc.

² On this last point, cf also: *Commission of the European Communities, Policies on immigration and social integration of immigrants in the European Community, expert report drafted at the request of the Commission of the European Communities, 28.9.1990, SEC(90) 1813 final, paragraph 42.*

10. Being fully aware of the political implications, such as highlighted recently by the European Council meeting in Edinburgh³ and Copenhagen⁴, and by the European Parliament's debate on the 'DÜHRKOP DÜHRKOP' report⁵, the Commission is convinced of the need to locate all Community action in this field in the framework of the educational struggle against racism, xenophobia and anti-semitism.

11. At the time where the Commission's proposal for an action programme in the education field is being examined by the other institutions of the Union, this Report aims at pulling together the results of four years of thinking and exchange of experience and information. By further stimulating reflection on the future orientations of the Union's action, it will also give new impetus to the dynamic that has been generated during these years.

³ Council of the European Communities: European Council in Edinburgh, 11 - 12 December 1992, Conclusions of the Presidency, Luxembourg (OPOEC) 1992.

⁴ Council of the European Communities: European Council in Copenhagen, 21 - 22 June 1993, Conclusions of the Presidency, Luxembourg (OPOEC) 1993.

⁵ European Parliament, Report on cultural plurality and the problems of school education for children of immigrants in the European Community, A3-0399/92, 21.1.1993. European Parliament, Verbatim report of proceedings, 19.1. & 21.1.1993.

THE CURRENT CONTEXT: A DECISIVE SITUATION

12. This Report is part of the Commission's response to the Conclusions of the Edinburgh meeting of the European Council, where the heads of States and governments underlined that there must be no place for racism and xenophobia, condemned the intensification of episodes of intolerance, reiterated their determination to oppose such attitudes with renewed vigour and expressed their conviction that vigorous and effective action to combat these phenomena needs to be taken across Europe, in the fields of education and legislation. In Copenhagen, the European Council recalled these conclusions and stated its will to do its utmost to identify and to root out the causes of racism and xenophobia.
13. In response to these conclusions, the November 1993 Justice and Home Affairs Council adopted a Declaration on Racism and Xenophobia, reiterating its abhorrence of attacks on immigrants, and approving a number of measures, including an invitation to make fuller use of multi-agency approaches in the struggle against racism, involving collaboration between schools, social services, police etc.⁶
14. These declarations echo earlier texts published by the Community institutions, most notably the two reports by the European Parliament's Committee of Enquiry on Racism and Xenophobia⁷, the joint declaration of the European Parliament, the Council and the Commission⁸, and the resolution of the Council and the representatives of the governments of the Member States, meeting within the Council of 29 May 1990, on the struggle against racism and xenophobia, which already highlighted the need to develop and intensify the ongoing Community cooperation aimed at improving the education of the children of migrant workers and at promoting a European dimension in education, so as to develop civic-mindedness and the values of pluralism and tolerance⁹.
15. Whilst fully respecting the subsidiarity principle and aiming at generating maximum Community added value, the Commission will step up its efforts to stimulate cooperation between Member States, with a view to contributing to the improvement of the quality of the education of children from immigrant backgrounds, regardless of their origins. This will be part of a clear and visible message from the Union's institutions, emphasising these children's right to equal opportunities, highlighting the rejection of racism and xenophobia, and expressing the value which the Union's institutions attach to the contribution which they make to diversifying and broadening the learning experience of all pupils. It should be remembered in this context that already today the Union's action programmes in the education and training fields all allow for the equal

⁶ Council of the European Union, General Secretariat: 1710th Council meeting - Justice and Home Affairs -, 29 & 30 November 1993 (10550/93) (Press 209).

⁷ The *Evrigenis* report (PE 97.547, of December 1985) and the *Ford* report (A3-195/90, of 17 July 1990).

Cf. also the European Parliament's various resolutions on the education of migrant's children, of 18.9.1981 (OJ C 260, 12.10.1981), 16.4.1985 (OJ C 122, 20.5.1985) and of 10.4.1987 (OJ C 125, 11.5.1987); more recently, A3-0399/92 of 21.1.1993 and A3-0127/93 of 21.4.1993, most notably its points 14 and 16.

⁸ OJ C 158, 25.6.1986.

⁹ OJ C 157, 27.6.1990.

participation of young people who are not nationals of a Member State, provided they have accomplished at least part of their education or training in a Member State.

16. With a view to the wider issue of immigration policies, the Commission has drawn up its proposals for action based on three main considerations which combine realism and solidarity: 'acting on migration pressure, controlling migration flows and strengthening integration policies for the benefit of legal immigrants'¹⁰. If integration policies are to be successful, 'it is imperative that the implementation of policies regarding schooling, vocational training, employment and housing be coherent and non-discriminatory, as the Community cannot allow itself to waste its human resources'¹¹. Moreover, Member States unanimously agree that education and vocational training constitute key instruments in the process of integrating migrants. Action at the level of the Union, based on the principles defined in the Treaty on European Union, and particularly its Article 126, and complementarity, can boost the chances of success of national policies, in themselves essential in terms of guaranteeing democracy and solidarity.¹²

Dynamics of migration and of free movement: contradiction or convergence?

17. The Community has always been a multi-cultural and multi-ethnic entity whose diversity enriches the Community itself and benefits all its citizens, but not without creating challenges for society as a whole and its immigrant communities.
18. The examples listed in the table opposite show that in the major cities of the older immigration Member States (B, D, DK, F, LUX, NL, UK), there are virtually no schools without pupils of foreign or immigrant origin, often in high numbers.
19. As this trend is spreading quickly and extending to all large, medium-sized and small towns in the Union, the cultural and linguistic diversity of school populations is no longer the exception, but the rule. The Member States generally do not collect data of the sort shown above. Although it is impossible to give exact figures on the basis of current statistics, it must be said that about half of all pupils of compulsory school age in the Union are in daily contact with pupils of a cultural and linguistic origin other than their own. Europe is present at school, and it is there to stay. So is 'the world', in just as irrevocable fashion.
20. Consequently, the Union needs to face up to the existence of new cultural and linguistic communities, some of whom owe their existence to the free movement of citizens, others to immigration from third countries. Constantly renewed, identifiable as citizens of their country of origin, but integrated into the host societies, they remain attached to their countries of origin, but are open to their everyday environment. The interest of the Union is to ensure that they integrate

¹⁰ *Commission Communication to the Council and the European Parliament on Immigration, 23.10.1991, SEC (91) 1855 final.*

¹¹ *Ibidem.*

¹² *Cf. Commission of the European Communities, Communication to the European Council and Parliament on Immigration and Asylum Policies, 23.2.1994 (COM [94] 23).*

into the host societies, and to ensure that belonging to any of these communities does not become synonymous with social, economic or cultural disadvantage.

**TABLE 1:
SCHOOLS IN SELECTED EUROPEAN CITIES BY PROPORTION OF IMMIGRANT PUPILS IN TOTAL POPULATION**

		0 %	0-20%	20-50%	50-70%	70-100%
Bruxelles French Comm. 1990/91 1)	primary	0	34.1	25.9	8.6	31.4
	secondary	0	30.7	29.3	18.7	21.3
Brussel Dutch Comm. 1990/91 1)	primary	0	80.4	14.4	n.s	n.s.
	secondary	0	100	0	0	0
Duisburg 1990/91 1)	primary	3.4	58.4	30.3	4.5	3.4
	secondary	0	31.2	46.9	14.1	7.8
Paris 1990/91 1) 2)	primary	0.9	33.5	54.9	8.5	2.2
	secondary	0	63.7	34.4	1.8	n.s.
Luxembourg 1990/91 1)	primary	0	10.3	29.9	39.4	20.3
	secondary	n.a.	n.a.	n.a.	n.a.	n.a.
Rotterdam 1985/86 1)	primary	22.4	37.4	25.6	7.5	7.1
	secondary	n.a.	n.a.	n.a.	n.a.	n.a.
London (ILEA) 1988/89 3)	primary	0	50.0	40.1	5.9	4.0
	secondary	0	45.7	47.2	4.3	2.8

Read: In 1990/91, in 34.1 % of French speaking primary schools the proportion of immigrant children is between 0 and 20 %; in 25.9 % of these schools, the proportion ranges from 20 - 50 %; etc.

1) Source: Ministries of Education 2) Public education only 3) Source: Inner London Education Authority, 1989 Language Census; Bilingual pupils (who may be nationals) n.s. not significant n.a. not available

21. Respect for human rights and fundamental freedoms are among the founding principles of the Union, as is respect for the national identity of the Member States. The free movement of nationals of Member States adds an entirely new dimension to this: For the Union, respecting the national identities of the Member States also implies respecting the cultural identities of their citizens. On this account, the cultural and linguistic diversity of Europe is reflected not only in cross-frontier exchanges within the Union but also in the daily life of its citizens, who are called upon to recognize each other in an ever closer union of European peoples.
22. The development of free movement within the Single Market is already giving rise to a new demand with regard to the teaching of the 'mother tongues of migrants'. This demand no longer comes merely from the families of the 'traditional' migrant workers, who most often are socially and culturally disadvantaged, but just as much from highly qualified parents who are prepared to complete part of their career in a Member State other than their own and whose position on the labour market enables them to formulate - and to obtain - precise requirements with regard to the education of their children.

23. The mobility of highly qualified professionals who relocate within the Single Market is of another kind than that of the 'traditional' migrant workers, whether they are nationals of a Member State or not. With regard to the latter group, it is now known that they only exceptionally return to their country of origin. On this account, the demand for education in the language of origin, as articulated by the immigrant communities themselves, no longer expresses the desire for eventual reintegration of their children into the school system of their country of origin. Much rather, it reflects a desire to retain their ethnic and cultural identity, an awareness of communication processes within the family and the immigrant community, as well as the hope of being able to make the most of 'rare' linguistic skills on the labour market. For the new, highly qualified Community migrants, on the other hand, return to their country of origin, or continuing migration to another Member State, is a realistic prospect. The continuity, across Member States, of the educational careers of their children will become an important factor in the mobility decisions of these families. The possibility of continuing education in the language spoken in the family will be one of its key symbols.
24. Faced with this trend, which arouses growing interest among indigenous families, there can be no doubt that the policies of diversification of language teaching, which the Community is supporting through the LINGUA Programme, will need extending and deepening. No doubt it will also become necessary to raise the issue of the relationship between the teaching of 'foreign languages' and 'mother tongues'. This distinction is gradually losing its educational meaning for the simple reason that a growing number of languages is present in the schools, and that 'native' and 'foreign' speakers want to be able to benefit from the same teaching.
25. For the Union, questions relating to teaching the languages of the immigrant communities of non-Community origin are different from those relating to the teaching of the languages of the Member States. From the point of view of the Union's law *strictu sensu*, the free movement of workers and members of their families must be distinguished from the integration of immigrants: Whilst the nationals of Member States enjoy freedom of movement, nationals of third countries are subject to restrictions.
26. However, such distinctions cannot apply to education policy, the struggle against social exclusion and for equal opportunities. Indeed, ever since the Action Programme for Education of 9 February 1976¹³ it has been clear for the Community that all measures to promote the education of migrant children will include the children of nationals of other Member States and the children of third country nationals. Similarly, a declaration attached to the Council Directive of 25 July 1977 on the schooling of the children of migrant workers (77/486/EEC)¹⁴ includes a commitment by the Council to avoid any discrimination based on a pupil's nationality¹⁵.

¹³ Resolution of the Council and Ministers of Education meeting within the Council of 9 February 1976 on an Action Programme in the field of Education, OJ No C 38, 19.2.1976.

¹⁴ OJ No L 199, 6.8.1977.

¹⁵ General Secretariat of the Council: Collection of texts on social policy, R/1832 f/77 (SOC) ec; Brussels 1978.

27. With the emergence of new forms of immigration in the second half of the 1980's, most Member States have become immigration countries. But even those Member States who have acquired long standing experience of immigration and who have established provision for receiving new arrivals face unexpected problems. These are sometimes due to the sheer numbers of new arrivals, sometimes to the fact that they come from regions which did not previously figure among the world's regions of emigration.
28. The educational reception of these new arrivals should match the best standards in this field. At the level of the Union, this is also an issue of the transfer of expertise from the older immigration countries to those countries who are just beginning to introduce policies in this area, particularly with regards to the teaching the language of the host country and teacher training.
29. The Union must protect third country immigrants against racism and xenophobia, both in the interest of its own position in the world, and in the name of human rights and fundamental freedoms.¹⁶

A unique situation: The major cities

30. If, at the advent of the Single Market, the major cities are to retain their leading role as hubs of economic and cultural development in the Union, they will need to be able to attract investors from across Europe, indeed from all over the world. They will need an increasingly European and international work force, composed both of professional and skilled workers. The flexibility and diversity of their education systems will become assets in the competition within the Single Market.
31. The figures included in Table 1 (cf. § 20) show that cultural diversity is now the rule in the major cities of the Union. It has been concluded from this that in many ways the educational situation of a pupil in Rotterdam may have more in common with that of a pupil in Berlin or London than with that of a pupil in a rural Dutch province.¹⁷ This observation points to new prospects for exchanges of experience and information between Member States.
32. Not only is the diversity of the school population particularly broad, but so too is the diversity of the situations of the schools. This means that each school has to be able to adapt its practices to the situation of its population, and that, with regard to the allocation of resources, teacher training, etc., flexible strategies need to be developed and implemented. Cooperation at Union level, exchange of experience and information between those concerned could without a doubt contribute to the improvement, dissemination and transfer of good practice.
33. In the major cities, cultural and linguistic diversity overlaps with social diversity. Indeed, there is a growing number of cases where schools catering for groups marked by high levels of cultural and linguistic diversity are being abandoned

¹⁶ Cf. Note N° 9 *supra*.

¹⁷ *General Secretariat of the Council, Note from the President: Linguistic and cultural diversity in the education systems of the European Community: the challenges of the 1990's. Document prepared for the meeting of senior officials of 11 and 12 December 1991, SN 4134/91 (EDUC), 6.12.1991.*

by certain segments of the indigenous population concerned by the level of education provided there. Unfounded as these fears may be, they reflect parents' concern for the future of their children. They should be taken all the more seriously because the resulting behaviour reinforces urban segregation and produces a new dimension of socio-cultural exclusion.

34. Conversely, we are also beginning to see schools who educate perfectly comparable populations, and who succeed in attracting children because they have managed to forge a reputation as excellent schools, based on the richness and quality of the teaching they offer and the learning they stimulate. Analysis of such schools shows that they have adapted their teaching to the diversity of their target group, and at the same time they have undertaken the effort to develop a coherent school policy, to motivate their staff to implement it gradually, to assess regularly the progress made and the ground still to be covered, to encourage parents to take part in school life, and to ensure adequate in-service training of teachers.
35. Schools of this type have an invaluable contribution to make towards a better understanding of what quality education means in a society marked by cultural and linguistic diversity. Exchange of information and experience on the educational practices of such schools will be a prime area for Community cooperation which, while fully respecting the responsibility of the Member States for the content of education and the organization of the education system, will contribute to the development of quality education in the European Union.

Specific situations: Gypsies and travellers

36. In this context the situation of the Gypsies also needs mentioning, for they seem to become the target of a new racism which is spreading across the whole of Europe. In central and eastern European countries, in particular, they are victims of violence and aggression, at times taking the form of pogroms. In western Europe, gypsies are *de facto* refugees, but the populations of the countries where they are seeking refuge often perpetuates the danger weighing on them.
37. Although they have been Europeans for centuries - owing to their social and cultural attributes, their language and their presence in all European countries - the Gypsies have no particular country of reference. Due to their specific character, Gypsies are and will remain a migratory group. Educating their children in an effective way will be an essential element in their development and social achievement, just as intercultural education will be a powerful means of achieving communication and understanding between cultures.
38. The problems of integration which Gypsy children encounter are in several ways comparable to those facing the children of occupational travellers, such as bargees, fairground families and circus artists. While the reasons which make them opt for a nomadic way of life are different, they also hold on to a lifestyle which is no less part of the European heritage. Whilst they tend to be live on the fringes of society, the travelling professions represent an important element in the socio-cultural fabric of Europe, as is demonstrated by their contribution to the functioning of the economies and the cultural role they play during the festive days of the people of Europe.

39. During the spring 1994, the Commission will transmit to the Council and the European Parliament the reports requested in the two Resolutions of the Council and the Ministers of Education meeting within the Council of 22 May 1989.¹⁸ These reports will present a synthesis of the measures taken, both at Community and Member State level, to promote the educational integration of Gypsy children and children of educational travellers.

Some basic data on the economic contribution of migrants and immigrants

40. The figures shown in Table 2 make it possible to measure the contribution of foreign populations (nationals of other Member States and nationals of third countries combined) to the Union's prosperity and to the maintenance of its demographic balance. Their activity rate is considerably higher (by 3.2 %) than that of nationals, despite the fact that the proportion of young people from third countries of compulsory school age, i.e. who are not yet on the labour market, is higher than that of nationals (by 8.8 %). At the same time, the activity rates of young foreigners between 14 and 24 years of age are lower than those of their national peers, due to lower levels of education and training qualifications and to discrimination on the labour market.¹⁹
41. Taking into account both the need to strengthen the Union's competitiveness in the world economy and the present restructuring of its labour markets, which are demanding ever higher levels of qualification from the Union's workers, a massive investment in the education and training of all young people, foreigners and EC nationals alike, is clearly in the interest of the Member States themselves and of the Union as a whole. This is all the more true as the figures in Table 2 show that, without the young foreigners of today, the labour markets of tomorrow would not be able to meet their manpower needs.

¹⁸ Resolution of the Council and the Ministers of Education meeting within the Council of 22 May 1989 on school provision for Gypsy and traveller children, OJ N° C 153, 21.6.1989;

Resolution of the Council and the Ministers of Education meeting within the Council of 22 May 1989 on school provision for children of occupational travellers, OJ N° C 153, 21.6.1989.

¹⁹ Cf supra, note N° 2.

TABLE 2: FOREIGN POPULATION AND LABOUR - EUROPE OF THE 12 (1991)

	Total population by broad age groups		Foreign population by broad age groups (EC-nationals)		Foreign population by broad age groups (Non-EC-nationals)		Total labour force by broad age groups		Foreign labour force by broad age groups (EC-nationals)		Foreign labour force by broad age groups (Non-EC-nationals)		Activity rates	
	1000	%	1000	%	1000	%	1000	%	1000	%	1000	%	Nationals	Non-nationals
Total	323,822	100	4,469	100	8,437	100	146,763	100	2,429	100	3,599	100	55.4	58.6
0 - 13	54,780	16.9	.545	12.2	2,091	20.4	*	*	*	*	*	*	*	*
14 - 24	51,575	15.9	.676	15.1	1,588	17.5	24,749	16.9	.335	13.7	.594	16.5	49.8	41.0
25 - 49	114,205	35.3	1,980	44.3	3,613	43.3	92,029	62.7	1,608	66.2	2,482	69.2	82.1	73.1
50 - 64	55,932	17.3	.857	19.2	.863	13.3	28,101	19.1	.470	19.4	.500	13.9	51.7	56.4
65 +	47,330	14.6	.412	9.2	.282	5.4	1,884	1.3	.016	0.7	.013	0.4	3.9	4.1
Males	157,132	100	2,344	100	4,493	100	87,140	100	1,526	100	2,696	100	67.7	71.9
0 - 13	28,044	17.8	.272	11.6	1,109	24.7	*	*	*	*	*	*	*	*
14 - 24	25,854	16.5	.339	14.5	.813	18.1	13,249	15.2	.184	12.0	.350	14.6	52.7	46.3
25 - 49	57,135	36.4	1,060	45.2	1,887	42.0	54,307	62.3	1,012	66.3	1,650	68.9	95.4	90.3
50 - 64	27,234	17.3	.477	20.3	.539	12.0	18,338	21.0	.319	20.9	.385	16.1	67.8	69.3
65 +	18,952	12.0	.196	8.4	.144	3.2	1,246	1.4	.012	0.8	.011	0.5	6.3	6.6
Females	166,690	100	2,126	100	3,945	100	59,623	100	.903	100	1,193	100	44.2	43.6

COMMUNITY MEASURES ON THE EDUCATION OF IMMIGRANT PUPILS

42. The issues relating to the educational integration of immigrant children are common to Member States in more than one respect. They have indeed been one of the Community's priorities since the beginning of Community cooperation in the education field, and came top of the priority areas listed in the education Action Programme of 9 February 1976²⁰. On 25 July 1977, a Directive on the education of the children of migrant workers was adopted by Council²¹, clarifying the legal content of Art. 12 of Regulation (EEC) N° 1612/68 of 15 October 1968, on free movement of workers within the Community²².

The Action Programme of 9 February 1976

43. This programme comprised a commitment by Member States to organize and develop a reception system which would include intensive study of the language or languages of the host country, and to provide more opportunities for teaching these children their mother tongue and culture, if possible in school and in cooperation with the host country.
44. At Community level, the programme provided for exchange of information and experience, taking the form of a limited number of pilot schemes to enable these types of teaching to be compared and assessed. These were to be complemented by educational studies and research on certain subjects, including an assessment of the need to set up schools in which teaching would be in more than one language.
45. Already in 1976, comparative studies were commissioned and pilot projects were set up in cooperation between the Member States and the Commission. However, the Commission's main effort focused on the pilot projects, as these contributed more effectively to the creation of opportunities for innovation; in some exceptional cases, they have given a major impetus to the development or implementation of policies at Member State level. 36 projects, all of them lasting several years, were supported by the Commission in all Member States. An analysis of their development shows that they kept in touch with the evolution of the issues that needed addressing in the education systems of Member States.
46. In the first stage, these projects focused on the development and improvement of pedagogies and organisational models for the teaching, at primary level, of both the languages of the host countries and the children's mother tongues. Most of these projects also had a curriculum development and teacher training dimension written into their brief. In the mid-eighties, the percentage of projects at secondary level grew. The setting up of parallel projects in several Member States was meant to enable cross-frontier cooperation; however, this only came fully into effect after a group of Member State representatives had been established.

²⁰ Under the heading of 'better facilities for the education and training of nationals and the children of nationals of other Member States of the Communities and non-member countries', cf *supra*, note N° 2.

²¹ Cf *supra*, note N° 14; for a detailed discussion, cf. *infra*, §§ 50 - 53.

²² 'The children of a national of a Member State who is or has been employed in the territory of another Member State shall be admitted to that State's general educational, apprenticeship and vocational training courses under the same conditions as the nationals of that State, if such children are residing in its territory.'

'Member States shall encourage all efforts to enable such children to attend these courses under the best possible conditions.' Official Journal L 257, 19.10.1986.

47. A major effort has been made to promote the development of curriculum materials for the teaching and learning of the children's mother tongues. The materials made available by the authorities of the countries of origin tend to be poorly adapted to the learning needs of children studying their language in an emigration context, where they are much less exposed to the target language than would be the case in the country of origin. At the same time, the market for such materials is often too small for commercial publishers to risk investment on the required scale. Materials for the teaching and learning of Italian, Greek, Spanish, Portuguese, Turkish, Arabic, Urdu and Bengali have been developed, some of which are being used in several Member States.
48. These projects have early on contributed to the testing and implementation of concepts of intercultural education. They have not limited themselves to passively follow the development of educational practice, but have contributed, sometimes substantially, to innovations in this area, both in conceptual and practical terms.
49. The colloquia organised towards the end of each of these projects, and the exchanges of experience to which they gave rise, have contributed to the development of formal and informal networks of experts and administrators from Member States, which have helped to disseminate information and contributed to the growth of innovation and expertise. A series of independent evaluation studies, financed by the Commission, have also contributed to this end.²³

The Council Directive of 25 July 1977

50. This Directive, often seen as the Community's key instrument on the education of immigrant children, gives all children of compulsory school age who are dependants of a worker who is a national of one Member State and resides in the territory of another Member State (Art. 1), a subjective right to free tuition to facilitate initial reception, adapted to their specific needs, which will be provided by teachers who have received specific training for this purpose (Art. 2). The Directive also puts an obligation on Member States to promote, in cooperation with the States of origin, and in coordination with normal education, teaching of the mother tongue and culture of origin of the children covered by the Directive (Art. 3).²⁴ In a declaration which was added to the Directive, the Council stated its political will to avoid discrimination based on the nationality of a pupil.²⁵
51. The Directive establishes a minimum level guarantee which the Member States are to transpose into their national legislation, 'in accordance with their national circumstances and legal systems'²⁶. It leaves intact their full responsibility for the content of teaching and the organisation of their education systems.

²³ For the findings cf. Boos-Nünning, U. et al.: *Towards Intercultural education*, London (CILT) 1986; Reid, E. & Reich, H.: *Breaking the Boundaries*, Clevedon (Multilingual Matters) 1992; Reich, H. & Gogolin, I. (eds): *Migrantenkinder in den Schulen Europas, Versuche und Erfahrungen*, Münster & New York (Waxmann) 1990 sqq. (6 vols published, 2 in preparation).

²⁴ Cf *supra*, note N° 14.

²⁵ Cf. *supra*, Note N° 15.

²⁶ This formula is used in Art. 2 and 3.

52. 12 years after the Directive came into force, its implementation is still unequal.²⁷ Those Member States who, at the moment of the adoption of the Directive, were providers of migrant labour, were scarcely concerned by Art. 2, while at the same time making a substantial contribution to the implementation of Art. 3. On the other hand, the development of appropriate measures raised issues which varied significantly between Member States, depending on their national circumstances and legal systems.
53. This is why in the Commission's judgement it was preferable to adopt a gradual approach, based on a mixture of persuasion, cooperation and pressure, to ensure respect of Community law. The pilot projects which it supported in cooperation with Member States also aimed at helping Member States with the implementation of the Directive. The Commission will continue its action in this spirit of cooperation with Member States. This is even more opportune as the activities engaged in the framework of cross-frontier networks to exchange experience and information, and in the context of the preparation of the Community report on the education of immigrants²⁸, have initiated activities enabling Member States for whom immigration is a new phenomenon to catch up.

The contribution of the European Social Fund

54. Since its creation in the 1960's, the ESF has supported the setting up of languages and culture classes for migrant workers, aiming to facilitate their integration into the host society. Later on, such classes became also accessible to the families (spouses and children) of migrant workers. Since their difficulties of integration into the host society can continue or even be compounded by a loss of competence in the mother and a concomitant weakening of cultural identity, the ESF has also contributed to the funding of mother tongue education for children of Community migrants. Such classes, organised by the Consulates and para-governmental services of Member States in the host countries, are most often taught by teachers trained in the country of origin. Where such classes are organised outside normal school hours, their coordination with mainstream teaching - vital to their success - is often very difficult to ensure. The effort put into the cases of successful cooperation between teachers from the host country and teachers from the country of origin tends to show that it would be preferable not to divide the responsibility for the education of children living on the territory of one Member State.
55. Objective 3 of the ESF, as revised in the 1993²⁹ Regulation, will aim to facilitate the integration of the long term unemployed and young people into the labour market, as well as the integration of people who are facing the threat of exclusion from the labour market. As a matter of consequence, Objective 3 will also aim to reduce risks of marginalisation for migrant workers and their children. Particular attention will need to be given to everybody, and especially young people, achieving their full potential. A skilled labour force is the key pre-requisite for ensuring Europe's competitiveness. Preventive measure to combat early school leaving and underachievement more effectively need to be supported at Community level. This implies a need to improve the quality of education,

²⁷ Report on the implementation in the Member States of Directive 77/486/EEC on the education of the children of migrant workers, COM (88) 787 final, 3.1.1989.

²⁸ Cf *infra*, § 57.

²⁹ Regulation (EEC) N° 2084 of the Council of 20 July 1993, modifying Regulation (EEC) N° 4255/88 (EEC) on the implementation of Regulation (EEC) N° 2052/88 on the European Social Fund, OJ L 193, 31.7.1993.

including an improvement of the reception capacity of education systems (in Objective 1 areas) and training systems (in the Union as a whole). The training of trainers, teachers and other education staff will need to be given priority, as will curriculum development, the creation of further opportunities for learning languages and acquiring technical/vocational skills. The recognition of qualifications at European level will also need to be promoted. The improvement of links between education and training services on the one hand and families and employers on the other hand will also need to be taken into account.

Towards new orientations

56. In the late 1980's, the need to adapt the approaches of the 70's to the new demands was felt with growing urgency, in terms both of respect for subsidiarity, and of an adjustment of education policies to the needs of all pupils, 'indigenous' and 'immigrant', in societies increasingly characterised by their cultural and linguistic diversity. This is why a working group of Member State representatives, chaired by the Commission, was set up in 1989, to ensure the coordination and follow-up of Community action in this area. To bring the principle of subsidiarity fully into play, the Commission decided in 1990, to discontinue its support of national or local projects, and to invest in Community networks of exchanges of experience and information between projects, practitioners, experts and education administrators from Member States. Most of these networks consist of three to five projects and institutions, in as many different Member States. The project co-ordinators - often accompanied by the relevant members of the Commission's working group - participate in mutual study visits or European experts' seminars.
57. Some of these networks focus on generic questions, such as the teaching and learning of the languages of the host countries, the development of indicators to establish the effectiveness of measures taken to improve the education of immigrant children, the training of education staff to liaise with immigrant parents or to manage intercultural communication in schools, or the experimental development of new forms of cooperation between schools and businesses to facilitate the transition from school to working life and the search for employment to immigrant youth who have experienced difficulties during their schooling. Other networks concentrate on the difficulties and potential of specific ethnic or cultural groups who are present in several Member States. The majority of projects participating in these networks have developed educational materials for either classroom use or the in-service training of teachers and other education staff such as school-based social workers.
58. In this context the Commission took the initiative of preparing a Community report, in close cooperation with Member States, to signpost the area in which these networks operate, to establish a full picture of Member States' best practice, and to identify the common issues and the priorities of future Community cooperation in this area. Appendix 1 of this Report is based on an exploitation of these reports.
59. In December 1991, a meeting of senior officials from Member States' education ministries was held under Dutch presidency, for in-depth exchanges of views and information on common experiences and strategic priority aims in this area. The conclusions highlighted the need to improve available statistics, to promote comparative research at Community level, to strengthen the role of the Commission's working group and to set up a Community network to promote cooperation and exchange of experience and information on common issues between education policy makers and practitioners from the Community's

large urban centres³⁰. In 1993/94, a pilot project promoting cooperation between 6 major cities of the Union on the improvement of their provision in the field of the teaching of the language of the host country was set up. Also, work has been started to improve the statistics on immigrant pupils in the education systems, in cooperation between the relevant services of the Commission and the Member States. All these Commission initiatives were decisively spurred by the initiative of the European Parliament to create a separate budget line to promote intercultural education in the Community.

THE EVOLUTION OF NATIONAL POLICIES:

From the education of immigrants towards intercultural education for all

60. The early period (the 1960's to the middle of the 1970's) was marked by uncertainties about the length of immigrants' stay in their host country. These years saw the setting up of separate *ad hoc* measures, focusing on the need to teach pupils the host country's language as quickly as possible. In most host countries, these measures were complemented by provision aimed at ensuring the teaching of children's mother tongue, with a view to enabling them to return to their country of origin. Most of such provision was arranged in cooperation between host countries and the authorities of the countries of emigration.
61. The end of economic immigration in 1973-74 and the ensuing arrival of large numbers of pupils in the framework of family reunification gradually led to a recognition that most immigrants had settled permanently. Most Member States started to define the long-term integration of immigrant pupils as their top priority, and policy drives emerged to ensure that their specific learning needs are met inside the mainstream class itself. There is a growing trend to treat the issues related to the educational integration of immigrants by mainstreaming such special provision as had been set up to meet their special needs.
62. Since the 1980's, as a result of work done in projects supported by the Commission, the work of the Council of Europe³¹ and OECD³², as well of that of the many local initiatives in the Community's immigration countries, further changes of the basic parameters can be observed in a growing number of Member States. As the fundamental relevance of cultural pluralism for contemporary education came to be understood more clearly, the emphasis shifted to the general educational practices to be promoted in such circumstances. During the same period, the aims of mother tongue teaching also started to change, as in the context of policy moves to widen the range of languages taught the full development of immigrant pupils' language skills started to be seen as a valuable educational goal in itself.

³⁰ Note to the members of the Education Committee: *Integration in a plural Europe and the role of education*, Presidency conclusions, 12.12.1991, SN 1217/92 (EDUC).

³¹ Cf in particular: Council of Europe (Council for Cultural Cooperation), *The CDCC's Project N° 7: 'The education and cultural development of migrants'*, Strasbourg (Council of Europe) 1986.

³² Among many other publications, cf. OECD-CERI, *Multicultural education*, Paris (OECD) 1987.

63. Most Member States recognise today that the immigrant communities are permanently established in the host countries. Contacts between persons of different cultural backgrounds involve different and sometimes conflicting world views and values. Such contacts also give rise to prejudice, fear, and hostility. Education has a duty to teach - and first of all to learn - how to cope with cultural difference. The single most important fact to emerge from the Member States' reports is that they all give priority to making further progress in this area.
64. Although other terms are sometimes used, 'intercultural education' has come to be used in most Member States to denote a set of educational practices designed to encourage mutual respect and understanding among all pupils, regardless of their cultural, linguistic, ethnic or religious background. Without glossing over differences or even conflicts between cultures, the approach aims at helping pupils, through the study of cultures, to discover the factors that unite and differentiate humankind, to appreciate its richness and diversity, to develop the capacity to discover their own humanity in any culture (their own as well as that of others), to gain a sympathetic and critical understanding of cultures and finally to learn making their own informed choices.
65. Such an approach is not in itself fundamentally new in contemporary education. However, in a context of cultural diversity which as such is new, it raises issues which are no less new. The experience of Member States demonstrates this. They unanimously condemn the pseudo-folkloric stereotyping, often linked with uncritical glorification of each and every aspect of 'other' cultures, which one sometimes observes among insufficiently supported teachers who allow themselves to be carried away by their enthusiasm for the defence of cultures which are too often denigrated. There can be no intercultural education without proper academic effort; it must involve recognised knowledge and lead to genuine learning.
66. All Member States have started promoting curriculum and teaching materials development, often in disciplines such as history, geography and aesthetic education, as well as literature, philosophy and civics, particularly suited for this approach. Such efforts mostly focus on both a broadening of content and changes in teaching methods. They can also lead to the inclusion of topics not formerly included in school curricula, such as the study of law or of human rights.
67. The degree of progress made in this area varies widely from one Member State to another, depending partly on the length of their experience of immigration and partly on how they construe the impact of immigration on the development of their societies. A similar comment applies to the degree of dissemination of intercultural education practice. While all Member States agree that all pupils, including those in the ever-rarer regions with few or no immigrants, should benefit from it, the areas with a high proportion of immigrants continue to play a pioneering role in the development and implementation of these new educational practices. In their reports to the Commission, many Member States mention the positive role which the pilot projects supported by the Commission have played in this respect.

THE CHALLENGING ISSUES: ENHANCING COMMUNITY COOPERATION

68. Member States' efforts to adjust their education systems to the needs of new residents, as well as to the needs of a population which as a whole is transformed by the impact of immigration, have made a significant, although not always clearly-perceived, contribution to efforts to modernise education systems. This appears most graphically in the field of language teaching, which is vital for the Community's future. The innovative measures which Member States have taken in this area would no doubt deserve to be more systematically exploited.
69. These challenges generated by the development of cultural and linguistic diversity in the schools of Member States can be summarized as follows:
- Ensure equal opportunity for all in a competitive Europe which is open to the world;
 - Fight social and cultural exclusion, ensure the Union's democratic future;
 - Promote the educational integration of the children of legally established immigrants;
 - Promote intercultural education for all pupils in the Union, preparing them to live together in democracy and peace;
 - Making education systems more flexible to provide better answers to ever more complex situations;
 - Promote cooperation between schools and their environment, particularly families, employers and local associations;
 - Improve and diversify language education in the Union;
 - Stimulate the transfer of expertise to the Member States and regions of the Union for whom immigration constitutes a new experience;
 - Stem the growth of racism, xenophobia and anti-semitism.
70. The analysis of the older immigration Member States' experience (cf. Appendix 1) shows that there are certain specific areas related to the education of immigrant and ethnic minority children (most notably the mainstreaming of reception measures and second language education) where the state of development of educational expertise enables the generalisation of the best practices which emerge as the result of long experience. It appears that as regards these areas we no longer need to look for the answers to all questions. Quite the opposite, it is perfectly arguable that during the next stage we should concentrate on the identification, dissemination and generalisation of good successful practice.
71. However, there are other areas (articulating mother tongue education for immigrant and ethnic minority children with 'foreign' language teaching, teaching certain disciplines in an intercultural perspective, taking the anti-racist dimension into account at the level of the general principles of conduct of educational establishments) which may seem to be less directly related to the classical objectives of integration, and where the state of our understanding seems to require further clarification and research.

72. What would an educational approach consist of that took full account of cultural and linguistic diversity as it presently develops in the Union? How will the Member States manage the difficulties arising out of the need to promote the free movement of the citizens, while recognising the equal dignity and status of all the Union's languages?
73. In the face of such far-reaching socio-cultural change as we are presently witnessing it seems fair to ask whether the capacity of our education systems to face up to the cultural and linguistic diversity of the population they serve, or in other words, their capacity to enable all students of immigrant and ethnic minority families to achieve their full potential and to provide intercultural education for all students, so as to promote the integration and peaceful co-existence of all sections of the public should not be seen as a powerful indicator of the quality of the education which we offer to the future citizens of Europe?
74. There is no doubt that these are issues common to the education systems of the Member States. They are challenges of the 21st century; it is not too early to start tackling them:
- Which role does the Union have to play in supporting the Member States' efforts to find solutions?
 - Can we imagine the Union playing a supportive role in stimulating Member States and the people in their education systems to address in common the issues which they have in common?
 - If this were to be done, how to ensure that the common issues can be addressed without the nightmare of an obligation to produce common responses being stirred up?
 - How to ensure that the rich diversity of the education systems' experience generates intellectual synergies which are inspired by all the available experience and which are based on what one might call an 'informal *acquis communautaire*', namely the wealth of the experience which has been built up in the Union leads to solutions which are more imaginative, of high quality, acceptable to those concerned and relevant to the questions which the citizens themselves are asking?
75. These issues are linked to the development of the Union itself, as well as to that of its position in the world. The Member States are striving to implement educational policies aiming to adjust their education systems to the demands of rapidly changing societies, to maintain their integrity, their specific nature and their diversity. The Union has an obligation to support their action, with a view to supplementing and generalizing it and to increasing its efficiency.
76. If such Community action is conducted in respect of the subsidiarity principle and of Member States' responsibility for the content of teaching and the organisation of the education systems, and their cultural and linguistic diversity, it will, by promoting and supporting cooperation between educational establishments, and by promoting and facilitating exchanges of information and experience between Member States, by creating opportunities to confront their experience and practice and to examine together the new issues which arise in this area, it will be able to make a positive contribution to ensuring quality education for all.

EDUCATING THE CHILDREN OF IMMIGRANTS: MEMBER STATES' POLICIES

1. Before moving on to a more detailed analysis of the development of national policies on the education of migrant pupils, it may be useful to point out the contribution of the European and international organisations (Commission of the EC, Council of Europe, OECD) to the development of exchanges of experience and information between their respective Member States. These exchanges point to the existence of a consensus that the issues related to the education of immigrant pupils are indeed common to the industrialised countries; no doubt this is at the basis of certain similarities in existing national policies which one observes today.

TEACHING LANGUAGES TO IMMIGRANT PUPILS

2. The development of Member States' policies on the education of migrant pupils has to some extent been shaped by the growth of research-based understanding of their educational needs, particularly their language needs, and by the development of curricula and teaching aids based on the results of such research. Many Member States point to the need to continue such research and further refine scientific knowledge in this area. Some are able to point to relatively important ongoing research activities.

The languages of the host countries: integration and convergence

3. The starting point and the point of convergence of the education policies of all Member States has always been, and continues to be, the idea that the greatest possible mastery of the host country's language is the most important factor in the integration and educational and economic achievement of immigrant pupils. However, policies aimed at achieving this objective have evolved significantly since the 1960's, due first to the progress of scientific and pedagogical understanding in this area, then to changes in teaching conditions, and finally to the spread of specific skills among teachers. Of course, further variations among the different Member States' policies are due to the specific conditions and traditions of their particular education systems.
4. The most important common thread in the development of provision is probably the gradual elimination of separate classes for the initial reception of immigrant pupils. The reasons behind this trend include not only a decrease in the number of newly-arrived pupils and their wider geographic distribution, but also three further factors:
 - the will, based on both general educational principles and insight into the process of language learning, to avoid as far as possible separating pupils by national or cultural origin or language background;
 - the recognition that the acquisition of a language is necessarily a long-term process, composed of several stages and involving increasingly diversified linguistic skills, has also led to acknowledgment that the language learning needs of immigrant pupils', instead of disappearing after a period of time spent, however successfully, in a special class, may show up again at certain

crucial points in their education (such as when they move from primary to secondary school, or from one stage of secondary education to the next), and must be addressed where and when they occur;

- the appearance among second-generation children, born in the host country, of language-learning needs which are similar to those of other pupils experiencing educational problems.
5. In addition, in at least some Member States, there is a growing number of teachers in mainstream schools who have acquired the skills necessary to manage learning situations involving pupils with a variety of language backgrounds in the same class. In many such cases, schools expect all teachers to contribute to their immigrant or non-immigrant pupils' language-learning by using collaborative teaching and learning strategies.

Mother tongue teaching: progress and divergence

6. Although a number of Member States have introduced stable measures on the teaching of their mother tongues to immigrant pupils, and although these Member States have adjusted the aims of such teaching to the needs of established immigrant communities, the controversies on the very aims of this teaching seem to be far from over. The original aim of teaching immigrant children their mother tongues had originally been to make it easier for them to continue their education once they returned to their country of origin. This approach, however, no longer seems to match the needs of the vast majority of immigrant pupils, who will continue their education and make their lives in the host country, where indeed many of them were born.
7. Nonetheless, some Member States continue to teach immigrant pupils' mother tongues, and are even broadening provision in this area, for reasons which have evolved as immigrant communities themselves have changed:
- A growing body of socio-linguistic research shows that mastery of the language spoken at home (mother tongue, first or main language), contributes positively to the educability of the children, and to their acquisition of the host country's language (second language). Especially for very young immigrant pupils, the early stages of education are made easier if their first language is recognised and used. This is a sign of recognition of the pupil's identity, and it contributes to the development of a positive self-image. Also, it facilitates the acquisition of the basic conceptual skills which form the basis for all future learning, be the linguistic in nature or not.
 - Although many immigrant communities have now settled permanently in the host country, they continue to speak the languages of their countries of origin, and mastery of the native language is likely to play a positive role in the socialisation of young immigrants, particularly in strengthening their ties with parents and in the community. It is precisely for this reason - as well as for reasons to do with the defence of specific cultural identities - that the immigrant communities themselves claim a right for their young people to be taught their mother tongues in schools. (Some Member States have tried - with limited

success - to respond to this demand by setting up courses where immigrant pupils' mother tongue learning was given equivalent academic recognition as the foreign language learning of their autochthonic peers.)

- The development of communication relations in Europe puts a premium on language skills. The number of professions where communication and language skills are vital to success continues to grow; some Member States see it as being in their economic and cultural interest to have maximum numbers of speakers of a maximum number of languages. These Member States feel that failing to cultivate all the linguistic resources available would amount to a waste of human and intellectual resources, especially in a situation where they are working to diversify 'foreign' language education provision.
8. Facilitating return migration of young immigrants no longer holds a prominent place among the reasons why some Member States continue to encourage the teaching of ethnic minority pupils' mother tongues. Quite the contrary, they consider that teaching immigrant children's mother tongues is a sign of their education system having opened up to contemporary cultural and linguistic diversity.

An intercultural dimension to the teaching of languages

9. A relatively small number of Member States are trying to introduce an intercultural dimension into the teaching of languages in multilingual contexts. Experiments in this area have begun with attempts to coordinate mother tongue teaching for immigrant pupils with the teaching of the language of the host country. Other innovation projects aim at opening mother tongue classes, originally reserved for immigrant pupils only, to all pupils. Yet others aim at developing new language teaching strategies, in an attempt to take advantage of the fact that there are pupils in the class for whom the language being taught is not a foreign language, but their native tongue.
10. Still other experiments have involved efforts to enrich the teaching and learning of the language of the host country, as dispensed to all pupils in multilingual classes regardless of their background, by introducing the study of language itself, of its diversity and uses for communication. Such teaching is aimed at ensuring that pupils emerge from school as good language learners, able to put these skills to use in the framework of future continuing education.
11. Certain Member States have thus taken the initiative of encouraging the teaching of languages of immigrant communities within the framework of policies aimed at diversifying 'foreign' language provision, be it as part of early language learning in primary school or as part of modern language teaching at secondary level. Such teaching then becomes available to all pupils, regardless of their origin. This approach seems to point the way forward, provided the necessary steps are taken to guarantee the flexibility of pedagogy required for successful teaching aimed at such diverse audiences and to the language learning conditions of pupils for whom contact with languages other than their native tongue is a common occurrence.

12. The five shared objectives that EC Ministers of Education identified for future cooperation activities include 'the progressive achievement of genuine multilingualism'¹.

TRAINING TEACHERS FOR INTERCULTURAL EDUCATION

13. Very early on, teacher training has been one of Member States' key instruments in their efforts to meet the educational needs of children from immigrant backgrounds. Initially, measures in this area mostly focused on in-service training, so as to rapidly equip a maximum number of teachers with the basic skills required for the effective discharge of their duties, especially in the reception classes which the Member States had set up in the early years when immigrant children first started to arrive in large numbers. However, these efforts concentrated almost exclusively on the training of teachers specialising in the teaching of the languages of the host countries, in the separate classes which during the 70's characterised much of the educational landscape.
14. During this period, no Member State invested comparable effort into the training of mother tongue teachers. It is true that these teachers were generally on secondment from the countries of origin and that consequently the question of who - the country of origin or the host country - was responsible for their training was bound up with the dilemma as to who was responsible for organising the teaching. The Member States' reports show continuing uncertainties with regard to this issue. Indeed, some Member States comment that at least some of the difficulties which they encounter in the mother tongue teaching field are to be explained by the uncertainties surrounding the division of responsibilities. Some host Member States have drawn their own consequences from this state of affairs and have taken responsibility for the training of these teachers.
15. It is during the early eighties that one first observes the emergence of specialist initial training opportunities for future teachers of the languages of the host countries. In the early stages, these consisted mostly of additional modules which student teachers could register for once they had completed their degree course. However, a limited number of training institutions soon started to create opportunities for student teachers to take up specialist courses as an optional qualification in the framework of reformed teacher training programmes. During the last few years, a small number of (mostly in-service) courses have been created, in certain training institutions in some Member States, aiming to help teachers of subjects other than languages (such as the social or exact sciences) to develop a better understanding of the specific language-learning needs of children from immigrant backgrounds who are enrolled in a mainstream class without necessarily having full command of the language of instruction.
16. It is still exceptional for Member States to make the validation of teaching qualifications conditional on the inclusion, in the initial training curricula, of courses aiming to make student teachers sensitive to the specific strategies required for

¹ *Conclusions of the Council and the Ministers of Education meeting within the Council of 6 October 1989 on cooperation and Community policy in the field of education in the run-up to 1993, OJ C 277, 31.10.1989.*

successful teaching in multicultural and multilingual settings, or even to make such courses compulsory for all student teachers. It would seem that the initiative for the introduction of such courses tends to be left to individual institutions or even to individual teacher trainers with a special interest in this area. However, many Member States make a point of their resolve to develop such courses in a more systematic fashion, both at initial and in-service training level. Actions 2 and 3 of Chapter II of the SOCRATES programme will create new opportunities to do just this.

THE QUALITY OF EDUCATION

17. In all Member States, improvement of the quality of education has become the central issue for education policy making. In so far as the presence of immigrant pupils in schools is seen as permanent and no longer exceptional, the pupils are increasingly seen as an integral element of the school population, and solutions are more deliberately sought in the wider framework of, and have more impact on, policies aiming at the modernisation of education systems. Some Member States have put intercultural education on the statute book, while others, without necessarily using the term, have adopted legislation aiming at a reform of the entire education system, which is clearly inspired by its principles, as is the case where education, to ensure equal opportunities and success for all pupils, is given an explicit remit to take the diversity of the school population into account.
18. The creation of local educational communities rests on partnerships between schools and the surrounding community, employers, associations and most particularly the parents. Member States' reports stress the importance of parental involvement in the life of the school as a prerequisite of success and educational quality. Sometimes difficulties in persuading immigrant parents to involve themselves in schools or training institutions are mentioned. These tend to disappear when parents see that their views are effectively being taken into consideration².
19. In all Member States, significant proportions of immigrant communities are subject to various forms of political, economic, social and cultural exclusion³. While this is far from applying to all groups in the same way, the image of those immigrant groups who are struggling with various problems often affects the way in which the 'indigenous' population perceives all immigrants, thus adding a further dimension to the mechanisms of exclusion⁴.

² This point has often been highlighted by the European Parents' Association, especially during its seminar of January 1990 in Rotterdam. Cf. EPA: *Migrants' Children*, Report of the 1990 EPA-Seminar, OPCO 1990.

³ Commission of the European Communities, *Policies on Immigration and the Social Integration of Migrants in the European Community*, Experts' report drawn up on behalf of the Commission of the European Communities: SEC (90) 1913 final, 28.9.1990, § 102.

⁴ Cf. Commission of the European Communities, *Intensifying the struggle against exclusion, promoting integration*, Communication to the Council and the European Parliament, COM (92) 542/3, § 13.

20. Until a few years ago, the dominant tendency was to 'explain' the difficulties of immigrant children in terms of their own or their families socio-cultural characteristics. It is however increasingly recognised today that complex configurations of factors are at work, which can only be changed through structural adjustment of the education systems. Hence, measures aimed at preventing school failure are gaining pre-eminence, and the strategies deployed are broader based and more integrated. This would be true of the Educational Priority Areas which growing numbers of Member States have started developing over the last few years, and who often see the accommodation and integration of immigrant pupils as one of their priorities.

FOREIGN PUPILS IN % OF TOTAL SCHOOL POPULATION

MEMBER STATE	1975/76	1980/81	1985/86	1989/90
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PRE-PRIMARY EDUCATION

BELGIUM	10.0 (1)	13.0	11.6	10.4
GERMANY	n.a.	n.a.	n.a.	n.a.
FRANCE	7.4	9.1	9.6	8.8
ITALY	n.a.	n.a.	0.1	0.2
LUXEMBOURG	31.0 (1)	41.5 (2)	-	28.8
NETHERLANDS	-	-	-	-

PRIMARY EDUCATION

BELGIUM	10.2 (1)	12.9	12.0	11.2
GERMANY	included in secondary education figures			
FRANCE	7.4	8.9	10.6	10.1
ITALY	n.a.	n.a.	0.1	0.2
LUXEMBOURG	28.2 (1)	38.3 (2)	36.1	32.0
NETHERLANDS	1.6	4.2 (4)	5.7 (4)	7.0 (4)

SECONDARY EDUCATION (5)

BELGIUM	7.5 (1)	9.2	7.8	8.0
DENMARK	n.a.	1.2 (3)	1.4	3.5
GERMANY	3.7	6.4	7.8	10.2
FRANCE	4.9	5.6	6.6	7.0
ITALY	n.a.	n.a.	0.1	0.1
NETHERLANDS	n.a.	1.9	3.0	3.8

SOURCE: EUROSTAT

(1) 1974/75 (2) 1981/82 (3) EUROSTAT estimate (4) includes pre-primary

(5) All Member States include full time, general secondary education; in addition

- figures for Belgium include part-time education,
- figures for Denmark, France and the Netherlands all include full-time vocational education,
- figures for Germany include primary as well as full-time and part-time vocational education.

N.B. Following the Resolution of the Council and Ministers of education meeting within the Council of 25 November 1991 on research and statistics on education in the European Community, (OJ C 321 of 12.12.1991), EUROSTAT has reactivated its work on the collection of statistics on priority areas for education cooperation which had been interrupted for several years. The Commission's report will also present more recent and complete data, which were obtained with support by Member States' education departments.