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FOURTH REPORT
ON
ACTION TAKEN ON
“THE COMMISSION RECOMMENDATION TO THE MEMBER STATES
CONCERNING THE HOUSING OF WORKERS
AND THEIR FAMILIES MOVING WITHIN THE COMMUNITY”

1 January 1971 – 31 December 1972

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MEMBER STATES CONCERNING THE HOUSING OF WORKERS AND
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¹ Recommendation of 7 July 1965 (Official Journal of the Communities of 27 July 1965).

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SUMMARY MEMORANDUM

(drawn up by the Commission's departments)

This is the fourth report issued by the Commission of the European Communities on measures undertaken in the Member States to implement the Recommendation on the housing of migrant workers¹. The report covers the period from 1 January 1971 to 31 December 1972 and is therefore the last report referring to the Community of the Six.

As in the previous reports, the replies from the Governments are included in full, but arranged according to the order of the eight points of the Recommendation. In the case of two countries an exception is made in that their data are not included in the report itself but are annexed to it. One of these countries is France, which submitted an explanatory memorandum instead of an official reply, and the second is Italy, which, since it is primarily an "emigration country", occupies a special position among the Member States.

Once again, in the period under review there were many discussions and much was written concerning problems of housing foreign workers ; but it is difficult to obtain a clear picture of the situation in the Community as a whole or even within individual Member States, especially in view of the lack of statistical data. Where such data are available, they prove to come from regional and local surveys, the results of which, given the differences in the scope and methods of surveys, are hardly comparable, if at all.

In 1972 the Commission arranged for the processing of the results of a number of local, regional and national surveys concerning foreign workers' housing conditions in various countries. The salient feature emerging from an unpublished report on these surveys is that, generally speaking, the state of dwellings is bad.

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¹ Recommendation of the Commission to the Member States concerning the housing of workers and their families moving within the Community (Official Journal No 137 of 27 July 1965).

All too often foreign workers live in shanty towns, improvised accommodation, unhealthy housing, huts and attics. Hygienic, sanitary and heating arrangements in these dwellings are often inadequate. Viewed overall, the number of people living in each dwelling unit is rather high, and in any case above the national averages. Although these conclusions are very general they nevertheless confirm the existing impression that the housing situation of foreigners working in the Community is far from satisfactory.

In 1972 the Commission proposed to the Council that an extensive sociological survey should be organized which would enable the basis and origin of the difficulties to be determined. The preliminary survey was completed at the same time as the present report was published. Its results will serve to establish the definitive procedure for carrying out the survey proper, the final report on which the Commission expects to be able to submit to the Council at the end of 1975. The Commission also hopes that in this final report it will be able to find a basis for an action programme to improve the situation.

In general, the housing of foreign workers is regarded as a part of general housing policy in the Member States. If the problem is approached from this angle, although it is often suggested that the employer must see to accommodation for his foreign employees, then the ultimate responsibility should lie with the Governments, which ought to ensure that sufficient accommodation is available to meet the demand, including that of foreigners. However, it appears that only in Germany and in France have special building programmes for foreigners been developed, even though it can hardly be maintained that migrant workers constitute a passing phenomenon. All this does not mean that the other Member States should not concern themselves with these problems, but the question arises of whether an adequate solution can be found to the problem without adopting specific measures for this category of persons.

The following table shows that approximately a third of the total population increase in the Community in 1969, 1970, 1971 and 1972 was attributable to immigration. The total number of dwellings completed during the same period barely meets the normal and immediate requirements, if one proceeds from the assumption that the number of marriages provides a reasonable indication of current requirements. The situation is even more depressing when it is realized that the number of low-cost (subsidized) dwellings completed during this period - the kind of accommodation for which foreign workers are eligible because of their income level - hardly exceeds the number by which these workers have increased.

TABLE I

Growth of population, increase in the number of foreign workers,
and dwellings completed in the period 1969-1972

	BELGIUM	GERMANY	FRANCE	ITALY	LUXEMBOURG	NETHERLANDS	COMMUNITY
Increase in population ¹	120 000	2 169 000	1 786 000	1 359 000	9 000	600 000	6 043 000
Number of marriages	293 400	1 737 100	1 589 800	1 599 800	8 900	540 700	5 769 700
Dwellings completed	196 900	2 193 400	1 905 400	1 279 900	7 700	529 300	6 112 600
of which :							
low-cost dwellings	114 000	557 800	1 466 800	91 300	2 400	441 700	2 674 000
Increase in number of foreign workers ^{1, 2}	38 000	1 337 585	611 900	13 364	12 300	41 968	2 055 117

¹ Increase calculated on the basis of annual averages.

² Foreign workers without their families.

Source : Statistical Office of the European Communities, national statistical offices, and ministries.

Before attention is given to the replies from the Governments to the various points in the Recommendation it must be pointed out that, during the period under review, the number of foreign workers in the Community increased by some 33 %. Whereas in 1970 their number amounted to 3 370 000, in 1972 it was 4 503 000¹. These figures refer only to the workers themselves. If the members of their families accompanying them are also taken into account, then the total can be estimated at 8 365 000. It is advisable to keep these figures in mind when assessing the replies from the various Governments.

Point 1 of the Recommendation :

Calculation of present and future requirements

Belgium reports that there is a housing reserve of approximately 3 %, which is enough to guarantee the satisfactory functioning of the housing market and the fulfilment of present requirements. After drawing up an estimate of national requirements for the period from 1965 to 1984, the National Housing Institute turned its attention primarily to taking regional estimates with the sole aim of ascertaining local requirements. Up to the present, two reports have been produced. In this connection it must be noted that basically the housing requirements indicated are not linked only to the entry of foreigners. The reason is that in recent years Belgium's net immigration has been practically nil. This situation is expected to continue, at any rate in the short term, but, even though the housing situation can be regarded as satisfactory from the point of view of quantity, the unsatisfied need for housing of better quality remains considerable, from the side of both the national and the immigrant population.

In Germany at the present time an attempt is being made by means of various surveys to find what gaps there may be in the housing stock and to draw up an estimate of the housing requirements of the immigrant families which are expected to enter the country up to 1975. In the existing survey to ascertain the present housing stock, and in the planning of the new building programme for low-cost housing, dwellings for migrant workers are given a prominent place.

¹ For data by country, see the tables in the annex.

In Baden-Württemberg, a very interesting survey has been carried out which showed among other things that the present requirements of foreigners seeking accommodation fluctuates between 91 500 and 96 500 dwellings, divided as follows :

- approximately 31 000 dwellings in connection with the subsequent arrival of families ;
- approximately 25 000 dwellings for people wishing to marry; and
- between 35 000 and 40 000 dwellings to replace those which need to be vacated because of their condition.

During preparations for the Vith plan in France it was found that in 1971 and 1972 the number of beds had to be augmented by 41 000 to accommodate newly arrived workers. This figure can be divided into 36 000 beds for individual foreign workers and 5 000 beds to make up the shortage.

In addition, the Government has made available more fonds to provide, among other things, for the living requirements of the people living in shanty towns.

This is particularly important for migrant workers, since many of them live in these districts.

In Luxembourg, the number of foreign workers is approaching the limit. This is not the impression given by statistics on the number of households and the housing stock, but the fact is that all the dwellings in the low-rent category are already occupied by foreign workers. If the country wishes to maintain its living standards and economic expansion at the same level, then, in the short term, 3 000 beds will have to be provided for isolated workers (single persons or married persons arriving alone) and approximately 5 000 low-cost dwellings will have to be built for workers accompanied by their families.

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In the Netherlands in 1970 a survey was made to ascertain housing requirements, and the results were published in 1971. The figures show that the increase in the number of households and isolated persons is considerably greater than the growth figures for the population as a whole. This is because young people nowadays tend to leave their parents' home sooner because the parents remain independently housed longer than formerly.

On the basis of the data which have merged from this survey, provision has been made in the housing programmes for the period 1971 - 1980 for the construction of 1 350 000 dwellings. In these programmes alternative answers are offered to the question of how these 1 350 000 dwellings should be produced.

Approximately half of the quantitative shortage of accommodation in 1970 was concentrated in the eastern part of the country, particularly in the large urban areas. Care will therefore be taken to ensure that the public funds available will, as far as possible, be used to meet building requirements in those areas. In the surveys to determine the nature and extent of these requirements, great attention is given to housing needs of foreign workers.

Point 2 : Financing programmes

It appears that only Germany and France have established special house-building programmes for the benefit of foreign workers. Luxembourg, which extends special credit facilities to employers, occupies an intermediate position.

In Belgium there are no special programmes for accommodation for migrant workers. In the general programmes, the appropriations for 1972 were increased by 20 %. This was reflected in the increase in the number of building licences granted from 24 000 in 1971 to 43 000 in 1972. The number of applications for building premiums also showed an increase, from 14 507 in 1971 to 40 879 in 1972.

As regards the question of whether certain numbers of the dwellings which become available are reserved for migrant workers this can be said to be unofficially the case, as is seen from the fact that workers and their families living in coalmining areas have first call on low-cost housing. Migrant workers are thus treated indirectly as priority cases, since they are most strongly represented in this group.

In Germany endeavours are being made to encourage the building of dwellings for foreign workers by means of the financing programmes. Since 1960 appropriations have been made for a total amount of DM 420.6 million for the building of accommodation for migrant workers, while since 1964 DM 39.4 million has been made available for the construction of individual dwellings.

a) Loans in accordance with the arrangements of 14 July 1971 to encourage the construction of hostels for foreign workers

As a result of the new guidelines on housing for foreign workers the appropriations per bed were increased from DM 3.000 to DM 4.500 in order to meet the increased costs resulting from the raising of the minimum standards. Up to 30 September 1972, the Federal Labour Office made DM 391.7 million available, for a total of 166 944 beds. Of this, in the period from 1 October 1970 to 30 September 1972 alone, loans amounting to DM 88.6 million were promised for the construction of 402 hostels with a total of 31 966 beds.

b) Loans in accordance with the arrangements of 28 June 1967 to the construction of dwellings for foreign workers

Since 1964 the Federal Labour Office has implemented a special programme to encourage the construction of dwellings for foreign workers. The main feature of this scheme was the granting of loans of up to DM 9 000 per dwelling, though this amount can only be given where certain conditions are fulfilled.

Up to 31 December 1972 aid had been granted totalling DM 35 million, making possible the construction of 4 047 dwellings. In 1971 and 1972 alone, appropriations amounting to DM 19.6 million were made for 2 169 dwellings, which corresponds to 56 % of the total appropriations granted up to that time.

It is also worth noting that in 1971 "financing models" were worked out with the aim of stimulating the construction of dwellings for foreign workers. In this way a practical effort was made to eliminate the difficulties which can be experienced for all kinds of reasons by foreign workers who are looking for accommodation.

By means of the exchange of accommodation, which was made possible by this special housing programme, German workers were able to rent new and generally more expensive family dwellings, provided they placed the cheaper dwellings which they vacated at the disposal of foreign workers.

In 1971 and 1972 the Federal Ministry for Labour and Social Affairs granted aid for the construction of 1 410 dwellings for foreign workers. In both years full use was made of the granting of loans of DM 6 million and DM 3 million respectively.

In France foreigners have the same rights as nationals as regards obtaining low-cost dwellings. The two most important bodies which have to do with housing for foreign workers are the Social Action Fund (FAS) and the Permanent Interdepartmental Group (GIP).

The FAS has always placed housing high on its list of priorities, and between 1959 and 1972 it made available for this purpose FF 801 816 000, which amounts to 80 % of the total means available to it. This money was primarily used to finance hostels for foreign workers. In the 1971 budget alone the sum of FF 75 million was set aside to finance 15 070 beds. For 1972 this amounted to FF 65 million.

As at 30 June 1972 the total number of beds financed through FAS was 106 186. In addition, subsidies were granted for an increase in the number of beds provided specifically for foreign workers, as a result of which the total number for 1971 and 1972 amounted to 22 000 and 29 000 respectively. Altogether in the period from 1959 to 1972 approximately 180 000 beds were financed.

As regards foreign families up to 30 June 1972 the FAS granted appropriations for the financing of 14 666 dwellings.

Finally, it should be pointed out that since October 1972 employers have been bound by law to provide suitable accommodation for their foreign workers. A clause to this effect has been included in the employment contract.

In Luxembourg special appropriations are set aside for firms which arrange communal accommodation for foreign workers. In 1971 and 1972 approximately 50 firms provided some 400 extra beds with the help of Government subsidies. Altogether the Government granted support amounting to approximately Lfr. 5 million.

During the same period, four hostels with a total of 160 beds were opened by the "Société Immobilière de l'Artisanant" (Craftmen's Real Estate Association).

The Ministerial Order of 13 February 1971 granted support to persons (not including employers) who made good accommodation available for foreign workers.

Finally, in the period under review certain laws and orders concerning housing were passed which apply both to foreign and national workers. In the 1973 budget the sum of Lfr. 150 million was allocated to encourage the construction of low-cost housing.

In the Netherlands, there are no special programmes to promote the construction of housing for foreign workers. However, special attention is devoted to foreign workers in the general legislation on housing.

A ministerial order was approved in which special considerations was given to the situation of individual foreign workers. The aim of this order is to encourage the construction of new dwellings and the conversion of old buildings into communal accommodation.

Point 3 : Data concerning the housing of migrant workers

In Belgium a second survey was instituted to ascertain the housing situation of foreign workers. As at 31 December 1970 60 300 foreigners were accommodated in low-cost dwellings, a figure which corresponded to 8.42 % of the total number of foreigners (including family members) living in Belgium at that time.

On that date 14.23 % of foreign workers were living in low-cost rented dwellings. This figure is something like twice the percentage of the total population living in such dwellings (7.86 %), which is indicative of the efforts being made to provide suitable housing for foreign workers. Unfortunately there are no data available for 1971 and 1972, but it can be assumed that the situation in this respect has not greatly changed.

During 1971 and 1972 the National Land Association made Bfr. 87 164 714 available for the housing of foreign families.

In 1971 the housing fund of the Belgian Association for Large Families granted loans to 2 205 families, 299 of which were the families of foreigners (i.e. 13.5 %).

In spite of these figures it is apparent that the housing situation of foreign workers is generally much inferior to that of Belgian workers. This state of affairs is due not so much to their not having been in Belgium for long as to their not being prepared to spend much on accommodation, preferring to send money to their country of origin. However, this is not the only reason for their poor housing situation. A second reason might be that many Belgian landlords refuse to let their property to foreigners.

A survey of the housing situation of foreign workers was carried out in Germany in the Spring of 1972. The results showed that 44% of men and sixteen% of women had a dwelling of their own. 17% of men and 13% of woman had some other form of private accommodation. Only 1/3 of men and barely 1/4 of woman lived in dwellings which had been provided by the employer.

In further appears that more than 60% of foreign workers were satisfied and even very satisfied with their accommodation situation. As regards those who were dissatisfied, it must be noted that they look upon accommodation as a kind of drain on income. For many foreign families the home is low on their list of priorities.

Of the foreign workers interviewed 31% paid less than DM 2 per sq. m rent for their dwellings ; 60% paid between DM 2 and DM 3 ; in the case of 33% the rent varied between DM 3 and DM 6 ; and 20% of them paid more than DM 6 per sq. m.

If these figures are compared with the prices per sq.m of the total German housing stock, then it can be concluded that the majority of foreign workers pay considerably more per sq. m than the Germans themselves. On the other hand it must be realized that approximately 30% of foreigners pay less than DM 2 per sq. m, which must be considered a very low rent.

In answer to the question of what they ~~thought~~ of their rent, 14% replied "on the high side", 45% described it as "reasonable", while 23% considered that they pay "too much" rent.

In Luxembourg foreign workers who have already been in the country for quite a long time generally live in dwellings of the same quality as that of the national population. The families concerned mostly come from other Community countries. This applies to some 15 000 families.

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About 3 000 families live in old districts of the city of Luxembourg and in the mining areas. Although their homes cannot be described as hovels, it must nevertheless be said that their housing situation is unacceptable.

For workers without families the position has improved considerably since 1971, but the number of beds will still have to be increased by 3 000 before it can be described as normal.

In the report from the Netherlands it is pointed out that the housing situation for foreign workers has to be considered a social problem. As was noted already in the two previous reports, in the Netherlands the worst paid jobs are performed by foreigners, with the result that they cannot afford to pay as much for their accommodation.

Since the housing problem of foreign workers has reached such proportions it has been found necessary to set up special bodies to deal with it. At the present time there are 20 such bodies, spread over the whole country.

As an experiment a member of the staff of the "Stichting Buitenlandse Werknemers" (Foreign Workers Assistance Foundation) has been attached to one of these bodies ; the Ministry assumes responsibility for this person's salary. The experiment began on 1 March 1971, and the intention was that it should continue until the end of 1972 ; however, in the meantime it has been extended by one year.

Point 4 : Improvement of housing conditions

With regard to Belgium the data provided in the previous report are still valid. However, a Royal Decree was issued on 16 May 1972 according to which persons from the Member States have the same rights to government-guaranteed loans as Belgian subjects.

In Germany the measures, referred to in the third report, on the improvement of the rent law and the limiting of rent increases, together with a law on rent protection for people living in rooms, entered into force during 1971. In the meantime these laws have proved effective.

As regard the situation in Luxembourg, reference should be made to point 2. However, in addition, on 24 July 1972 a law was passed providing for the establishment of standards in respect of conditions for letting, hygiene, etc., with which immigrants' dwellings must comply.

In the Netherlands another check has been carried out to pinpoint vacant properties for renting. Efforts are also being made to prevent uncontrolled increases in the numbers of boarding houses, and to reduce the number of unsuitable boarding houses by amending the appropriate regulations. At the same time it is planned to pursue a more active policy for the creation of communal accommodation. Attempts will also be made to help solve the problems by an intensive programme of slum clearance and the renovation of old property.

Point 5 : Financial cooperation

Belgium is the only country which has provided information under this heading. In order to improve the housing situation for workers in the mines, the ECSC decided to carry out a programme providing for the construction of 456 houses in the province of Limburg. To finance this programme the National Housing Association received permission to float a government-guaranteed loan of Bfr. 260 million. The ECSC has assumed responsibility for half of this loan.

Point 6 : Housing standards

The information with regard to Belgium in the second report is still applicable. In addition, a circular was distributed on 18 January 1973 listing the standards with which communal housing must comply. These relate to the ratio of number of rooms to number of occupants, ventilation, fittings, sanitary provisions, etc.

In Germany the "Guidelines on the accommodation of foreign workers in the Federal Republic", which entered into force on 1 April 1971, define what is meant by "suitable accommodation". These guidelines provide for a considerable improvement in minimum standards as regards living space, sanitation, etc. Since there is no legal obligation to observe the guidelines, the Ministry for Labour and Social Affairs is at present establishing the legal basis for checking foreign workers' accommodation.

Finally, the law on town planning of 27 July 1971 encouraged improvements in the housing of foreign workers.

Regulations on accommodation standards in Luxembourg generally correspond to the regulations in force in most of the other Community countries. The new regulations lay down the housing, health and hygiene standards with which accommodation for foreign workers must comply. The immigration service is responsible for ensuring that these provisions are observed.

Point 7 : Information for workers

Foreigners wishing to be employed in Germany are provided with information concerning the housing situation in the Federal Republic before leaving their country of origin. There is also an agreement between Germany and the countries of origin according to which the employer is responsible for finding suitable accommodation.

Furthermore Italian workers receive information concerning the hostels for German workers in which they can stay pending a more satisfactory solution.

Information concerning payment of rent, opportunities of receiving rent subsidies, etc., are distributed in the language of the country of origin. A series of booklets dealing with terms of employment and living conditions in the host country, and offering general tips and information for foreigners in Germany, are also supplied, in the language of the country of recruitment.

According to the Law of 24 July 1972, in Luxembourg the immigration service is responsible for providing information. This is done through contacts with emigration offices, by issuing booklets, etc.

Point 8 : Accommodation provided by the employer

In Belgium a Royal Decree entered into force on 5 May 1970 by which foreigners entering the country individually had to conclude a special employment contract. According to this contract the employer is responsible for providing suitable accommodation. The employer must also provide accommodation in the case of foreigners who enter the country as part of a group (Law of 15 July 1969).

Workers wishing to go and work in Germany receive, when they sign their contract, information as to ~~whether~~ their future employer will provide individual or communal accommodation, as well as how much rent they will have to pay. The Federal Labour Office makes constant checks to ensure that accommodation provided for foreign workers is in good condition and satisfies the minimum standards laid down by the Ministry for Labour and Social Affairs.

Since the Federal Labour Office gives assistance for the construction of housing for foreign workers, it has the right to check on whether the funds are properly used.

In the Netherlands regular checks on accommodation are no longer made ; all that now happens is that a check is carried out in advance.

Since 1 November 1970 preventive checks are also undertaken in respect of the accommodation for foreign workers recruited outside the official recruiting procedure. Thus, 1 691 such checks were made in 1971 and 927 in 1972. They cover hotels, boarding houses, houses, flats and other individual accommodation in which foreign workers are housed.

CONCLUSION

Reference has already been made above to the lack of statistics, as a result of which it is impossible to form a complete picture of the nature of the problems involved. Nor are these statistics to be found in the replies from the Governments. Even the most necessary basic data on the extent of requirements do not appear to be available, though they must be regarded as an indispensable minimum in the way of information when a housing policy for foreign workers is being worked out. This is not to say, of course, that knowledge of the requirements, as regards both family dwellings and communal accommodation, is necessarily the key to the solution of all problems. The role played by psychological and sociological factors is too great for that. It is common knowledge that, in general, the foreign worker is not very interested in his accommodation, firstly because, not least for reasons of climate, "accommodation" means something different in his country of origin and secondly because (certainly if he regards his stay in the host country as temporary), his aim is to save as much money as possible. Nevertheless, the aim of the policy be to accustom the foreign worker to the standards prevailing in the host country, even if that means he must pay somewhat more than he has been used to paying. On the other hand, considerable financial and other efforts must be made in the Member States to make acceptable accommodation available to foreign workers at prices which they can pay, taking into account the fact that these workers, generally in return for low wages, are making an important contribution to the development of the economy in the host countries.

It would be unfair to ignore a number of positive aspects in the replies from the Governments, even though it is apparent that existing requirements under many heads are still unsatisfied.

First of all, attention must be drawn to the extent of measures, particularly as regards the financing of family dwellings and communal accommodation. The appropriations set aside for the latter, and to a lesser extent for the building of family dwellings, increased once again in the period under review.

Besides Germany and France, Luxembourg also now has special appropriations with which the Government encourages employers to provide housing for their foreign workers, thereby placing the main responsibility on the employers. In France, the opposite applies : the funds of the FAS originate to a large extent from the 1% contribution by employers, even though since October 1972 the latter have been contractually obliged to provide suitable accommodation.

Furthermore, in various countries awareness has been growing with regard to the problems with which immigrants have to cope, in particular concerning accommodation. Contributions have been made to discussion of immigration problems both by the Governments - in some countries surveys are being made of the workers' housing situation - and by individuals. Even though no one has a cut-and-dried solution to offer, nevertheless there is an impression that in this way public opinion is being influenced for the good, and this, in view of the rather unwelcoming attitudes sometimes encountered among nationals, must be regarded as a positive step.

It can be assumed that the situation as regards communal accommodation has improved as a result of the progress recorded in practically all countries concerning establishment or improvement of the standards for such accommodation and the checks on compliance with these standards.

In general there is an impression that economic motives play too great a part in the recruitment of foreign workers for jobs in which workers in the host countries are no longer interested, and that the authorities are too little concerned over the fact that the only part of the housing stock to which these people have access is the part which the local population no longer wants.

The final conclusion which can therefore be drawn is that, despite the progress already achieved, considerably greater efforts still have to be made in order to improve the housing situation of foreign workers. These efforts are necessary for humanitarian reasons and because it is no more than just that these people should share in the prosperity which they themselves are helping to increase.

As regards the housing of foreign families these endeavours should be directed towards the construction of more low-cost dwellings, while at the same time attempts could be made where possible to put the available accommodation in this sector to better use. At the same time more attention could be devoted to the improvement of the stock of old housing, thus avoiding the situation in which accommodation which is outdated but which can still be improved has to be pulled down after a few years because it has become a slum.

As regards the housing of single foreigners, more communal accommodation ought to be made available, which should meet the standards previously established in respect of hygiene, comfort and safety. In this connection the desirability might be considered of making this accommodation available also to (young) isolated workers who are nationals of the host country. These hostels could be built in such a way that they could be made suitable for family accommodation by a simple conversion operation at some later date.

For its part, the Commission is considering whether it can contribute to the improvement of the housing situation in a Community programme - in the early stages perhaps by means of a pilot project. In any case it hopes, on the basis of the results of the survey mentioned above, to be able to indicate the crucial points of the problem and to show where the solutions must be sought.

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REPLIES FROM THE GOVERNMENTS

ARRANGED ACCORDING TO THE ORDER OF THE POINTS OF THE RECOMMENDATION

A. INTRODUCTORY STATEMENT APPEARING IN SOME NATIONAL REPORTS

BELGIUM - none

GERMANY

Compared with the results of the survey made at the end of September 1968 (1 089 873) the number of foreigners employed in the Federal Republic of Germany has almost doubled. At the end of September 1972 there were more foreign workers employed in Germany (2 352 392) than at any time in the post-war period. These foreign workers accounted for 10.8% of the active population. At the end of January 1973 their number was only slightly less (2 345 115) than that of September 1972.

Given the increasing use of foreign labour, the Federal Ministry of Labour and Social Affairs inter-departmental Working Party for foreign labour problems decided to take greater account of the social factors when admitting new foreign workers, in other words to grant residence and working permits only according to the possibilities offered by the infrastructure and in particular in the light of the availability of suitable accommodation. This measure is not intended to restrict the right of Community workers to free movement, although a strengthening of the controlled recruiting of Italian workers is desirable for the reasons stated above. At present an effort is being made to collaborate with the official Italian services in this sphere.

The housing conditions of foreign workers cannot be considered in isolation; on the contrary, it is essential to establish a correlation with the German market for housing, which remains very strained, and the supply of housing for the German population.

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Foreigners are assimilated by the public authorities with German nationals both as regards occupation of subsidized housing and the grant of special credit facilities for building. Generally speaking therefore housing conditions for foreign and German workers are improving at the same rate. This is mainly due to the fact that each year 600 000 housing units are completed in Germany. During the period under review an important effort has been made in the sphere of special aid Schemes for foreign workers, such as the aid schemes for the construction of lodgings and housing. However, it should be noted that, despite the principle of equality of treatment, foreigners are more affected than the Germans by the shortage of housing particularly in the areas where labour is concentrated. This is caused by linguistic difficulties, the foreigners' inexperience and their baleful ignorance of the legal arrangements. In this respect it should be emphasized, however, that most foreigners affected by the shortage or the inadequacy of accomodation are workers who entered Germany either illegally or without making use of the Federal Labour Bureau or who have left accomodation that the Federal Bureau had previously controlled under employment or recruiting schemes.

It is gratifying to note that the official and private services responsible for foreign workers' problems are increasingly attempting to provide equality of treatment on the housing market by giving the German population much more precise information on the economic importance of the use of foreign manpower, by organizing attractive audio-visual language courses, by carrying out tough campaigns against exorbitant rents and by advising foreign workers on their rights and obligations.

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In order to protect the 40 million tenants in the Federal Republic of Germany from the "abuses" and the "intolerable consequences of the current market situation", in 1971 the Bundestag took stricter legislative measures :

the "law of 4 November 1971 whose purpose was to improve the right of tenancy and to limit rent increases as well as to limit engineers' and architects' fees"

and the "law of 25 November 1971 on the protection of tenants against termination of lease of accomodation".

It was moreover foreign workers' housing conditions which explained the speed with which the laws were passed.

In Spring 1972, the Federal Bureau carried out by public poll a new survey of the problems of employing foreign labour and, like the Autumn 1968 survey, it was concerned with housing conditions. According to the first provisional results of the survey obtained from foreigners (approximately 14 000 persons), there has been no great change as regards accomodation between 1968 and 1972. However it can already be stated that there has been no confirmation of the general impression given by a number of press reports and many studies that foreigners' housing conditions had become somewhat worse.

LUXEMBOURG

The 1971 and 1972 period covered by this report is characterized by the massive arrival of foreign workers and their families and by an excessive increase in building costs.

Also, according to the introductory statement by the Minister for Social Housing during the 1973 parliamentary debates, the problems of housing both for collective lodgings and furnished accomodation for workers living alone have assumed unforeseen proportions.

Although at the beginning of 1971 the number of non-Luxembourg workers stood at 32 000 it increased to 42 000 towards the end of 1972 and the number of foreign families increased by some 3 000 units in the same period.

The measures taken by the Government and the houses built for foreign workers during the two years 1971 and 1972 are dealt with in the replies below and relate to the different points of the Recommendation.

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B. REPLIES RELATING TO THE DIFFERENT POINTS OF THE RECOMMENDATION

Point 1 : Calculation of current and future needs

BELGIUM

As has been repeatedly stated in the past Belgium has had and continues to have no housing crisis. The stock of houses is permanently in excess of the number of families and the surplus increases from year to year. This is confirmed by the last known figures which are given below.

<u>Year</u>	<u>Number of dwellings</u> ¹	<u>Number of families</u> ¹	<u>Difference</u>
(a)	(b)	(c)	(b-c)
1968	3 499 604	3 168 391	331 213
1969	3 554 026	3 177 682	376 344
1970	3 596 149	3 187 826	408 323

¹Calculated figures (National Institute for Statistics).

It is currently assessed, discounting secondary residences, that approximately 3% of dwellings are empty and that this proportion gives flexibility to the real estate market and supports the belief that current needs can be met.

The National Housing Institute has the responsibility of giving particular attention to the problem of assessing the need for dwellings.

Having defined a method for listing the needs and of establishing an assessment at national level for the 1965-1984 period, the Institute is now bending its efforts to regional assessments which are the only ones which really identify the needs and the actual programmes.

At present two studies have been carried out in this field by the Institute. They involve the "Assessment of housing needs at regional level for the 1971 - 1975 period" and the "Assessment of housing needs in the Herentals-Hol region".

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The above-mentioned studies show that foreign migratory movements should not now affect the housing needs since in very recent years the migratory flow has been balanced, emigration being equal to immigration. It is believed that this recent tendency will be confirmed in the coming years at least in the medium-term.

However, although overall it can be considered that quantitatively the housing situation in Belgium is satisfactory, account must be taken of the needs which are created by the improvement in the general standard of living. Thus, as regards quality, there is considerable room for improvement not only for the Belgian population but also for the immigrants.

When it adopted various proposals included in the 1971 - 1975 plan (the third plan) the Government set as objective the attainment in 1975 of an annual volume of construction of 60 000 new dwellings including 20 000 social dwellings. There would also be a parallel programme of improving sanitation. It was estimated that annually 20 000 insanitary dwellings would have to be demolished and 7 000 dwellings worthy of saving would have to be improved.

GERMANY

From the data provided by various surveys, the Federal Government is trying to determine the shortfall in the number of dwellings for foreign workers' families consisting of one or more persons and to forecast the housing needs of foreign workers who will enter Germany from now until 1975. At the same time, account is also being taken of the fact that a portion of the foreign workers already living in Germany will bring their families to Germany and, if their stay is prolonged, they will be increasingly inclined to seek separate housing.

In the context of the coming assessment of existing housing and the preparation of the new programme for building low cost housing, the building of housing for foreign workers will have an important place.

There is a very interesting study on the subject called "the study on housing conditions for foreign workers in the Baden-Württemberg Land" undertaken in 1972 by a research department of the University of Stuttgart at the request of the Baden-Württemberg Land. This research department concluded that in the Baden-Württemberg Land, which has a population of 8 895 000 (27 May 1970 census) and 575 786 foreign workers representing 16.7% of the population (at the end of September 1972), the cumulative need for family housing for foreign workers was between 91 000 and 96 500 housing units, broken down as follows :

transfer of families : approximately 31 000 dwellings;
dwellings for workers wishing to get married : approximately 25 000;
replacement of dwellings whose state, sanitary facilities, overcrowding or condition cannot be considered as decent : 35 000 to 40 500 dwellings.

LUXEMBOURG

In 1971 the Grand Duchy had around 110 000 households of which 15 000 were foreigners and 83 000 occupied dwellings. Although there are no statistics for 1972, a reasonable estimate is for an increase in the number of families to 113 000 including 18 000 foreign families and of occupied dwellings to 86 000.

At first sight there is nothing alarming about these figures. It should however be pointed out that in the Grand Duchy all available moderately rented accommodation is occupied by foreign families and that the country appears to have reached the limit of its capacity to admit foreigners either single workers or new families.

Although, unlike some of the European Community industrial centres, the Grand Duchy has as yet no experience of crowded slums or shanty towns, there is no doubt that, if the country wishes to maintain its high standard

of living and its economic expansion, it should very shortly make provision for some 3 000 new beds for workers living alone and for building some 3000 low-cost dwellings for families.

THE NETHERLANDS

The findings of the third survey of housing needs carried out in 1970 became available in 1971. Moreover, a general population and housing census carried out in 1971 provided additional information.

The figures show that the increase in the number of persons living alone is always relatively larger than the increase in the total population of the Netherlands. This is explained in particular by the fact that young people set up a home at an earlier age and that old people continue to have an independent home for a longer period.

Despite a fresh decrease in the average rate of occupancy of dwellings (3.88 in 1960 compared with 3.22 in 1970) the shortage of dwellings has been reduced still further due to the massive building of dwellings and to the net increase in the number of dwellings in recent years.

On the basis of the information provided by the survey, in a "Nota Volkshuisvesting" (Report on housing) presented to Parliament on 18 April, the Government adopted a programme providing for the construction of 1 350 000 dwellings during the period from 1971 to 1980. There are two alternatives in this programme :

	I.	II.
Demolition of insanitary collective dwellings and occupation of other buildings	60.000	60.000
Increasing the reserves of dwellings	25.000	50.000
Increase in the need for dwellings	850.000	900.000
Available for replacement	415.000	340.000
	1.350.000	1.350.000

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In 1970 approximately half the shortage of dwellings was concentrated in the west of the country, particularly in the large urban areas. Consultative Provincial Committees were then instructed to ensure that State aid was used as best as possible to meet the needs of the communes and the great centres. The surveys for determining these requirements take full account of the foreign workers' housing needs.

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Point 2 : Financing programme

BELGIUM

Since 1965 there has been no financing programme exclusively for immigrant workers' housing.

However, as was mentioned in the previous reports, housing for immigrants is considered in the context of housing in general. It should therefore be pointed out that, faced with the slowing down of the economy in general and construction work in particular, which was already apparent from 1970, one of the Governments' main tasks has been the reactivation of the building industry.

In order to give an effective start to this planned reactivation a 2300 million appropriation additional to that provided for 1972 (or one fifth more) was allotted to the two national building firms and to the Fonds du Logement de la Ligue des Familles nombreuses de Belgique (Fund for the League of large families in Belgium). As for building work carried out by the private sector, from 1 April 1972 a short-term supplement to the building premium was granted.

Encouraging results of the above-mentioned measures are already currently noticeable.

There is already a very sharp increase in the number of building licences granted for housing; 43 000 licences were granted in 1972 as compared with only 24 000 in 1971.

The number of applications for building premiums also showed a sharp increase, from 14 507 in 1971 tot 40 879 in 1972.

As regards the last paragraph of Point 2 of the Recommendation, the reply given in the previous reports remains valid today.

GERMANY

Although it is not compelled to do so by law, by means of two financing programmes the Federal Housing Bureau promotes the construction of lodgings and dwellings for foreign workers in order additionally to contribute, within the limits of its financial resources, to the decent housing of these workers. By granting loans at a preferential interest rate it intends to create in due course reasonably priced housing in those areas where the employment of foreign workers is vital if the shortage of manpower is to be overcome. Since 1960 the management Committee of the Labour Bureau has used DM 420.6 million of its financial reserves for the construction of foreign workers hostels and, since 1964, DM 39.4 million for the construction of dwellings for foreign workers.

(a) Loans in accordance with the arrangements of 14 July 1971 governing the grant of aid for the construction of hostels for foreign workers

The Federal Minister of Labour and Social Affairs has issued, since April 1971, new directives on hostels for foreign workers. These directives are a great improvement on the arrangements which were in force until that date. In order to comply with the new regulations on 14 July 1971 the Federal Bureau revised its arrangements for granting aid. In particular it increased the subsidy per bed from DM 3000 to DM 4500 in order to off-set a part of the heavy additional cost which has to be met by those responsible for building hostels for foreign workers in order to meet the new minimum standards. The arrangements for the construction of hostels for foreign workers lay down in particular that:

- the owner has to meet at least 25 % of the total cost;
- the total financing must be guaranteed and there must be supporting arguments for it;
- the rent paid by the foreign workers including all hiring charges must be reasonable.

Subsidies are provided only for buildings made of solid materials or for prefabricated buildings whose type, construction and location are such that they can be used as dwellings without having to be considerably modified. Only those locations are considered that are situated in residential areas which offer good opportunities for contact not only with the German residents but also with the other workers and the families of foreign workers. This prevents the formation of ghettos and a satisfactory and beneficial integration for all the foreign workers even when not at work.

By 30 September 1972 the Federal Office had made available DM 391.7 million for the construction of 2,647 hostels involving 166,944 beds, from which sum loans amounting to DM 88.6 million had been made between 1 October 1970 and 30 September 1972 for the construction of 402 hostels involving 31,966 beds.

Altogether 2,096 hostels involving 123,848 beds were available by 30 September 1972; 97,092 (78.4%) of these 123,848 beds had been allotted to persons for whom they were intended, 3,324 (2.7 %) had been provisionally allotted to other categories of persons and 23,432 (18.9 %) were available for allocation. Moreover, mention should be made of the fact that 5,636 beds subsidized by the Federal Office had been transformed into permanent dwellings for foreign and German workers in order better to meet the regional fluctuations of demand.

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- (b) Loans in accordance with the arrangements of 28 June 1967 governing the granting of loans to encourage the construction of dwellings for foreign workers.

Since 1964 the Federal Office has participated, in conjunction with the State, the Länder and the communes in carrying out a special scheme aimed at building dwellings for foreign workers. Generally its contribution consists of a loan of DM 9 000 per dwelling. Under this aid scheme it grants loans only :

when the dwellings to be built meet the criteria for social housing in cases where at least an equal loan is made by public funds and when the employers play a reasonable part in the financing.

By 31 December 1972 the Federal Office had granted for this purpose loans totalling DM 35 million for the construction of 4 047 dwellings. Just for 1971 and 1972 DM 19.6 million had been granted for subsidizing the construction of 2 169 dwellings, which represents 56 % of total loans granted by the Federal Office. This very appreciable increase is mainly explained by the increased participation of the various Länder in this special scheme for constructing dwellings.

Apart from the Federal Office, the following have participated in the financing of these 4 047 subsidized dwellings :

the State, for approximately	DM 17.8 million
the Länder, for approximately	DM 78.6 million
the communes, for approximately	DM 3.0 million
and the employers, for approximately	DM 51.2 million

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It is also worth noting that in 1971 types of financing were worked out with the aim of encouraging the construction of dwellings for foreign workers. The idea was to mitigate the difficulties of various kinds encountered by foreign workers in their search for accommodation. Loans have been granted for these projects which are under way in North Rhineland Westphalia by :

the State	:	DM 2.25 million
the North Rhineland Westphalia Land	:	DM 24 million
and the Federal Office	:	DM 5.5 million

at a reduced rate of interest (0.5 instead of 2 %)

By 30 September 1972, 95 of the 611 dwellings so subsidized had already been completed. Of these 95 dwellings, 74 are already occupied by foreign workers and 21 have been allotted under the scheme for exchange of dwellings.

The exchange of dwellings ("rotation of tenants") made possible by this special housing scheme enables German workers to rent new and generally more expensive family dwellings provided they place the cheaper dwellings which they vacate at the disposal of foreign workers.

During 1971 and 1972, 1 410 dwellings for foreign workers were subsidized from appropriations by the Federal Ministry for Labour and Social Affairs.

In both these years full use was made of the appropriations of DM 6 million and 3 million respectively. These appropriations were used partly in the form of appropriations from the public authorities and partly in the form of allowances to replace the employers' loans. For 1973 provision has been made for appropriations of DM 5 million.

Reference dates :

construction of hostels for foreign workers = 30 September
construction of dwellings for foreign workers = 31 December .

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LUXEMBOURG

The financing of housing for immigrants is in keeping with the pattern for financing of housing in general. Since 1 January 1964 immigrants from the Community have received the same financial support as Luxemburgers whereas all other immigrants can receive premiums for construction and purchase after they have resided in the country for three years. The appropriations provided for ad hoc are non-restrictive.

Also special appropriations are set aside for firms which arrange communal accomodation for their foreign workers. Under a ministerial regulation of 1 July 1963 and some previous ministerial regulations the time schedule for the compulsory provision of hostels specially prepared for foreign workers has been reduced from ten to six years and the maximum monthly rent per bed has been fixed at 900 francs. The subsidy has been increased and fixed at 50 000 francs per accomodated worker although it must not exceed 50 % of the actual cost of providing and furnishing the accomodation. The same Decree allows the Société Immobilière de l'Artisanat (Craftmens'Real Estate Association) to benefit, like the firms, from the subsidy for the provision of hostels. In 1971 and 1972 some 50 firms provided around 400 extra beds with the help of State subsidies amounting to around 15 million. During the same period four hostels containing 160 beds were provided by the Société Immobilière de l'Artisanat.

A number of employers have provided decent accomodation for their foreign personnel without recourse to State subsidies.

Finally, a ministerial regulation of 13 February 1971 provided for aid to private persons other than employers who provided decent accomodation for foreign workers. The purpose of this regulation was to make greater use of private enterprise in order to meet the increasing requirements.

A law of 27 July 1971 established a system of house saving whose very appreciable advantages applied to all immigrants without distinction of nationality.

A ministerial regulation of 3 January 1972 made appreciable improvements to the conditions for the grant of premiums for construction and purchase as well as to the amount of these premiums. It applies equally to nationals of the European Community and to non-nationals of the Community who have lived for three years in the Community.

A ministerial regulation of 11 September 1972 improved the interest rate rebate in respect of loans taken out for the construction or purchase of a dwelling.

Finally, the budget law of 1973, voted towards the end of 1972, set up a Social Housing Fund and allotted 150 million to it.

THE NETHERLANDS

A number of dwellings built under the law on housing (woningwet) i.e. financed or subsidized by public authorities, were completed during the last five years :

1968	62 071
1969	50 925
1970	45 349
1971	50 025
1972	53 455

total 261 825, or an average of 52 355 per year.

During the period 1968 to 1972, the number of dwellings to let or of State subsidized ownership completed each year (without public loans) was as follows :

1968	39 504
1969	53 620
1970	51 750
1971	64 320
1972	72 311

total 281 505, or an average of 56 301 per year.

Construction of hostels without help from the public authorities (subsidies or loans) was as follows :

1968	21 198
1969	18 572
1970	20 185
1971	22 250
1972	26 507

total 108 711, or an average of 21 742 per year.

From 1968 to 1972 652 041 new hostels (or an average of 130 408 per year) were added to the existing hostels. Moreover emphasis has increasingly been put on modernizing and improving the sanitation of the old hostels. In a number of regions the shortage of accomodation was practically overcome during the reference period.

In the large urban centres in the west of the Netherlands certain categories of hostel, particularly the cheaper ones, are in short supply. Since it is precisely to that area that most of the foreign workers go, there is a permanent demand for cheap lodgings. The Government has adopted a regulation specifically aimed at migrant workers living alone, the purpose of which is to encourage the construction of new permanent hostels and the transformation of old buildings into collective accomodation.

This regulation is incorporated into the present system of subsidies and lays down that the accomodation will be specifically destined for persons living alone, but what, by simple technical alterations it can be put to other uses, for example as old people's homes or divided into separate lodgings.

Moreover, the management must be in the hands of a non-profit making association or foundation which itself must find 10 % of the administrative costs, for example by means of contributions paid by the employers concerned. Aid from the public authorities is given in the form of guarantees covering the loans granted for the remaining costs, and in the case where the buildings are transformed the State and the communes can provide special help. It is also possible to obtain a subsidy towards running costs. The departments of the Ministry of Housing and Town and Country Planning (Departement van Volkshuisvesting en Ruimtelijke Ordening) is currently examining a number of applications for both the construction of new buildings and the transformation of old buildings.

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Point 3 : Data concerning the housing of migrant workers

BELGIUM

During 1965 the National Housing Society carried out with its approved societies a survey on the number of migrant workers households who rented their accomodation. The results of this survey were briefly mentioned in the second report on the follow-up to the recommendation.

The National Society has currently carried out a second survey of the same type, the results of which give the situation at 31 December 1970.

In 1964 and in 1970 there were 49 400 and 60 300 foreigners respectively accomodated in low-cost dwellings, representing 8.51 % and 8.42 % of the foreign population living permanently in Belgium on those same dates.

The total number of persons living in rented low-cost dwellings is estimated at 364 000 in 1964 and at 423 000 in 1970; foreigners make up 13.56 % and 14.23 % respectively of these figures. The magnitude of the effort made by the societies to provide reasonable housing to foreign households is evident when these percentages of 13.56 and 14.23 for 1970 are compared with those of 6.16 and 7.86 in 1964 which give the proportion of foreigners in the total population of Belgium.

The total number of immigrants has increased by 23.39 % compared with 1964; the increase is of 22.06 % compared with 1964 for foreigners housed in accomodation provided by the National Housing Society.

From 1964 to 1970 the percentage increase of foreigners in low-cost housing has therefore been practically equal to the increase of foreigners in the country.

Figures are not yet available for 1971 and 1972 for occupation of low-cost housing by foreign families.

It is most probable however that the situation during the last two years is similar to that just described which can be called favourable to foreigners, given that they occupy a larger proportion of low-cost dwellings than their numbers in the total population would warrant.

During 1971 and 1972 the National Land Association made Bfrs 87 164 714 available for the housing of foreign families (loans + sale of dwellings).

These schemes for foreigners represent only about 3 % of the total volume of the Land Association's activities. However, this relatively small percentage compared with the percentage of foreigners in Belgium is explained by the fact that the National Land Association operates mainly outside the towns, in other words in areas where foreigners do not usually settle.

The activity of the Housing Fund of the Belgian Association for Large Families on the other hand is more likely to meet the needs of the immigrant families. The results obtained are most enlightening.

Of the 2 205 large families that received a loan in 1971, 299 were foreign families representing 13.5 % of the recipients.

The 299 foreign families consisted of 2 233 persons including 1622 children representing 5.4 per family.

Figures for 1972 are not yet available. It is believed however that there will be no major change compared with the 1971 trend.

However, whatever efforts are made by the two National Societies and the Housing Fund of the Belgian Association for Large Families, as shown by the above-quoted figures, it must be admitted that generally

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speaking housing conditions for foreign labour remain inferior to those of Belgian workers. It is undeniable that the majority of people living in insanitary accomodation in Belgium are foreigners. This occupation of slums by many foreigners is not merely a transitional stage on their first arrival in Belgium but it also applies to families who have been settled for two or three years.

This phenomenon of settling in insanitary accomodation is no doubt explainable by the fact that most foreigners cannot afford to spend too much money on their home if they wish to send part of their salary to their country of origin. However, this is not the only reason for their poor housing situation. Too many Belgina landlords are still unwilling to let to foreigners.

The concentration of foreign workers within unhygienic districts is one of the symptoms of the typical social stratification of today's society.

GERMANY

The directives on housing foreign workers issued by the Federal Ministry for Labour and Social Affairs which came into force on 1 April 1971 have proved effective. The two-year time limit allowed for transforming completed buildings or those under construction expired on 31 March 1972. According to information provided by the labour and unemployment offices of the Länder all these hostels have been adapted to meet the new standards.

A public poll survey on the housing conditions of foreign workers in the Federal Republic carried out by the Federal Office produced the following provisional data :

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Approximately 60 % of foreign workers have a dwelling of their own (see table 1)

There has been no great change in the accomodation situation between 1968 and 1972. The proportion of men occupying private accomodation is appreciably the same (around 60 %), the percentage for women has increased slightly. 44 % of men and 60 % of women have a private dwelling of their own. 15 % of men and 13 % of women have other types of private accomodation (for example accomodation without kitchen or kitchenette, temporary accomodation). On the other hand the number of private communal dwellings is very low.

Only 1/3 of men and barely 1/4 of women lived in dwellings which had been provided by the employer. Compared with 1968 the proportion of workers living in dwellings provided by the employer has increased (8% for men and 10 % for women). There has also been a slight increase in the number of foreign workers living in other temporary accomodation. On the other hand, the number of persons living in communal accomodation (provided by the employer) has appreciably decreased.

If accomodation provided by the employer is added to private accomodation it can be seen that more than half the men and 70 % of the women live in dwellings of their own.

The distribution according to the different types of accomodation shows that the "communal dwellings", which are subject to particular criticism by the mass information media and also by various investigators cannot be considered as representative of dwellings occupied by foreign workers. Since collective dwellings are almost exclusively dwellings made available by employers which must meet the above-quoted minimum standards and are subject to control by the labour administration, the criticism on housing conditions can only be in respect of specific cases.

More than 60 % of foreign workers were satisfied with their housing (see table 2).

As was to be expected, the foreign workers gave different replies when asked whether and to what extent they were satisfied with their housing conditions.

Table 1

Types of dwellings occupied by foreign workers in the Federal Republic in %

	Men		Women	
	1972	1968	1972	1968
Total of workers not accommodated by the employer (private dwellings)	61	61	74	73
in a communal dwelling	2	.	1	.
in a private dwelling	44	.	60	.
in another type of dwelling	15	.	13	.
Workers housed by the employer	38	39	24	27
in a communal dwelling	26	31	8	14
in a private dwelling	8	5	10	7
in another type of dwelling	4	3	6	6
unspecified	1	.	2	.
TOTAL	100	100	100	100

Table 2

Tenants' assesment of their housing
conditions in 1972
in %

	Men	Women
Very satisfied or satisfied	61	62
Fairly satisfied	21	19
Dissatisfied	17	18
No reply	1	1
Total :	100	100
of whom intend to move	32	34

Slightly over 60 % of men and women were "very satisfied" or "satisfied" with their housing. 18% of foreign workers stated that they were dissatisfied with their housing.

Approximately a third of foreigners intended to move house; in most cases these were persons who were dissatisfied with their present accomodation.

At the moment it is not yet possible to make a more precise comparison with the results of the 1968 survey, given that during that year only foreigners families were questioned and that the 1972 results for that category are not yet available. In 1968 approximately 61 % of foreign households were satisfied with their dwelling and 22 % considered that their dwelling was unsatisfactory. A comparison of the 1968 and 1972 results indicates that there has been no great change in the tenants' assessment of their housing conditions.

As regards those who are dissatisfied with their accomodation, account must be taken of the fact that housing should be considered as a form of use of income. There is no doubt that many foreign workers give a very low priority to housing in the list of goods and services to which they devote their earnings.

Amount of rent paid by foreign workers employed in the Federal Republic.

According to the results of the public poll survey a relatively large proportion (31 %) of foreign workers had only to pay a rent which did not exceed DM 2 per m².

In actual fact such rents can only be in respect of quite substandard accomodation. Account should also be taken of the fact that, as stated above, the quality of one's housing depends on the proportion of one's income that one is prepared to devote to it.

It appears that 16 % of foreign workers paid between 2 and 3 DM per sq. m., 33 % between 3 and 6 DM and 20 % 6 DM or more. 6 % of foreign workers who occupy a private dwelling or other type of dwelling have to pay rents of at least 10 DM per sq. m.

If rents per sq. m. for separate housing are compared with the rents for other temporary accommodation it will be observed that the former are far lower than the latter. More than half the foreign workers occupying separate housing paid a rent of less than DM 3 whereas nearly 60 % of foreign workers occupying temporary accommodation paid a rent at least DM 5. Although these workers were not interviewed it can be assumed that the rents per sq. m. of other types of accommodation usually included a supplement for furniture. On the other hand, separate accommodation is rarely rented furnished.

The rents per sq. m. of all rented accommodation in the Federal Republic were last established accurately on the occasion of the census of dwellings and habitations on 25 October 1968. On this basis and taking account of changes in the price index for rents, it can be calculated that in March 1972 the average rents paid in the Federal Republic were as follows (these rents constitute a very approximate reference basis) :

	Rent per sq. m. in rented dwellings	in . . . % of all rented dwellings
	less than DM 1.85	20 %
from DM 1.85 to	DM 3.09	50 %
from DM 3.09 to	DM 4.33	20 %
from DM 4.33 to	DM 4.94	4 %
from DM 4.94 to	DM 6.18	4 %
DM 6.18 and over		3 %

A comparison of the rents thus calculated for all rented dwellings with the results of the survey reveals that very frequently the foreign workers pay rents per sq. m. higher than those paid by German citizens. But it also appears that more than 30 % of the foreigners who pay less than DM 2 per sq. m. are paying a relatively low rent.

In answer to the question of what they thought of their rent, 14% of all foreign workers - and therefore of all foreign workers living in collective accommodation - considered that it was "cheap", 45 % replied that it was "equitable" and 23 % found that it was "too expensive", the reason for which most of them wished to move house.

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Table 3

Rents per sq. m.

Price per sq. m. in DM	Foreign workers occupied in Germany living		
	in independent dwellings	in temporary dwellings	together
	in %		
less than 2	37	7	31
from 2 to 3	18	9	16
from 3 to 4	15	13	14
from 4 to 5	9	12	10
from 5 to 6	7	13	9
from 6 to 7	5	11	6
from 7 to 8	3	7	4
from 8 to 9	2	8	3
from 9 to 10	1	4	1
from 10 and over	3	16	6
Total	100	100	100

LUXEMBOURG

Conditions for housing immigrants are far from being uniform.

Long-standing immigrants, qualified salaried staff, families including many members in employment, in general all Community families live in identical housing conditions as Luxembourg families of similar social level. However, the workers and the families which come from rural areas of the Iberian peninsula, very frequently without adequate preparation and without means, are much less well housed. The present situation is that 15000 foreign families are living in identical or similar housing conditions to those of Luxembourg families of corresponding social standing, but 3000 families are housed in the old districts of the capital or the mining basin where they tend to crowd together. Although these dwellings do not constitute actual slums they are definitely sub-standard by our country's standards.

The housing conditions of workers living alone have improved considerably since 1971, but the provision of some 3000 extra beds is vital for bringing the situation back to normal.

THE NETHERLANDS

Reports by the EEC on the housing of foreign workers and their families have already shown that there is a social problem in respect of accommodating this category of persons. Generally speaking foreign workers come to the Netherlands to obtain unskilled work. This implies that they are among the least well paid workers and accordingly cannot afford to pay the rents of better quality new housing which in any case are expensive for their Dutch counterparts.

Generally speaking the housing situation for this group of workers can hardly be called satisfactory. The employer has to make available satisfactory accommodation for the foreign worker he takes on, but it should be remembered that up to now the latter has not been obliged to occupy the accommodation provided by his employer.

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In the communes where housing is in short supply the allocation of housing is made by the communal housing departments. The latter make no distinction between nationalities. The rule followed is that the family should be installed in a dwelling which meets certain minimum standards. It should be noted, as already indicated in the studies made for the third report, that the housing problem has become so complicated that special institutions have had to be created to take care of foreign workers and their families. There are some twenty such institutions spread over the country. As an experiment, the Ministry of Culture, Leisure and Social Action subsidized the salary and attendant administrative costs of an official of the "Stichting Bijstand Buitenlandse Werknemers" assigned to an institution responsible for housing. This experiment started to be subsidized on 1 March 1971.

These subsidies were to be provided until 31 December 1972, but it was decided to extend the subsidies for an additional year.

The purpose of the housing institutions was to provide foreign workers and their families with suitable accommodations within their means.

Apart from these institutions, in different towns in the Netherlands there are action groups, made up mainly of young people, that are attempting to improve the lot of foreign workers. They give particular attention to the provision of accommodation in boarding-houses. Neither are the public authorities insensitive to the problem.

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The study sent in for the second report already indicated that the communal administrations were empowered to adopt regulations in respect of board and lodging for defining the conditions of hygiene, sanitary fittings and fire precautions. In the event of these conditions not being met fines could be imposed or the establishments could be closed down. It was shown how difficult it was to apply these regulations and to rehouse boarders when a boarding-house was closed down by municipal decision.

The Interministerial Committee working party on housing responsible for recruiting, entry into the country, placing in jobs and reception of foreign workers, set up in 1969, published a report in December 1970 (report by the working party on the housing of foreign workers, Leidschendam, December 1970).

Point 4 : Improvement of housing conditions.

BELGIUM

The data provided in the previous reports are still valid for this report. However, a new point should be mentioned in this chapter concerning the removal of discriminations. This was the royal Decree of 16 May 1972 in respect of advantages for construction, purchase and transformation of medium-sized dwellings.

This Decree in particular gave rights to nationals of the Member States of the European Economic Community which until then had been exclusively reserved for Belgians, i.e. government-guaranteed loans for dwellings costing more than the market value of council houses and of loans of 100 % for construction and 90 % for purchase.

GERMANY

The Law of 4 November 1971 (BGBl, I p. 1745) (Federal Law Gazette) on the measures to improve the rent law, to limit rent increases and to regulate engineers' and architects' fees, which was mentioned as a draft Bill in the third report, as well as the law of 25 November 1971 (BGBl. I p. 1839) on increasing the protection of tenants against termination of lease have come into force. It would appear that these laws have proved effective.

In order to improve housing conditions generally, a draft Bill aimed at adapting the stock of housing to modern standards is being prepared. This law will provide the legal basis for administrative regulations under which owners can be compelled to keep their houses in good repair and to modernize them to a minimum standard of comfort, uniform throughout Germany. This minimum standard has still to be fixed but it must be attained if healthy housing conditions are to be ensured. These measures will particularly benefit foreign workers.

LUXEMBOURG

See sub-point 2. Additionally mention should be made of the law of 24 July 1972 on social action for the benefit of immigrants, which constitutes the legal basis of the Immigration Service and which, among other things, provides for the implementation of a Grand Ducal regulation which lays down the letting, sanitation and hygiene conditions that must be met by housing for immigrants.

THE NETHERLANDS

The concentration of foreign workers in certain districts where there are many cheap dwellings gave rise to tension in only a single instance. This was when, following the purchase by estate agents of old houses to which the law on dwellings (woonruimtetwet) had ceased to apply, for communal letting or for selling on lease-sale terms to migrant workers, large local concentrations of foreigners occurred and the Dutch inhabitants felt threatened in their own district. The public authorities were then asked to take measures to regulate and limit the housing of foreigners. A regulation to that effect issued by the communal administration of Rotterdam was suspended as illegal by the Ministry of Housing and Town and Country Planning. In order to put an end to the disorders, control of the occupancy of empty rented dwellings was re-established. Efforts are also being made to prevent uncontrolled increases in the number of boarding houses and to get rid of unsuitable boarding houses by amending the housing regulations and by carrying out a more active policy for the creation of collective dwellings. Attempts will also be made to help solve the problem by an intensive programme of slum clearance and the renovation of old property. But above all the market in housing must be enlarged by encouraging the construction of new dwellings in the actual areas where there is still a shortage.

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Point 5 : Financial cooperation

BELGIUM

Continuing its schemes to improve the housing situation for workers in the mines and the metallurgical industries who are to a large extent made up of foreigners, the ECSC decided to carry out a new scheme for the construction of 436 dwellings. These dwellings are destined to be let or sold to workers in the mines or the metal industries in the province of Limburg.

In order to finance this scheme a royal Decree of 15 December 1971 authorized the National Housing Association to float a government-guaranteed loan of Bfrs 260 million. The ECSC has assumed responsibility for half of this loan.

There have been no new subscriptions from the ECSC to the National Land Association since the end of 1967.

GERMANY - none

LUXEMBOURG - none

THE NETHERLANDS - none

Point 6 : Housing standards

BELGIUM

The same replies as in the preceding report.

Mention should be made however of the new arrangement established by the circular of 18 January 1973 for the standards that must be met by communal housing rented to persons who have left insanitary accommodation, for rent and removal allowances to be payable.

The standards fixed by the circular relate in the main to the number of habitable rooms in relation to the number, the age and the sex of the future tenants, to the minimum of living space, to ventilation, lighting, weatherproofing, equipment, sanitary fittings and environment.

This circular is of considerable importance since, unless these standards had been fixed, rent and removal allowances could not be paid to persons who had left insanitary accommodation to move into communal housing.

GERMANY

For humanitarian reasons, during his stay and employment in the Federal Republic of Germany, the foreign worker has the right to adequate accommodation. Regulation (EEC) No 1612/68 guarantees in particular equality of treatment to the foreign worker as regards housing.

In the Federal Republic of Germany there is no regular inspection either of the hostels or dwellings occupied by Germans or of those occupied by foreign workers. Undoubtedly some control over the quality of the hostels for foreign workers can be effected in the context of the agreements for employing and recruiting the said workers.

Thus, before sending recruiting requests to the services established abroad, the competent labour offices inspect the hostels that the employers offer to the foreign workers that they recruit. In order to be suitable, a hostel destined for foreign workers must meet the standards fixed by the "directives on hostels for foreign workers in the Federal Republic of Germany" which were issued by the Federal Minister of Labour and Social Affairs and which came into force on 1 April 1971, with the exception of existing hostels for which time limits were granted. Compared with the provisions in force until that date, the minimum standards in respect of size, equipment and sanitary conditions of hostels for foreign workers fixed by these directives have been considerably improved. Subsequently, the hostels for foreign workers were regularly inspected. In certain specific cases the Labour Inspection and the Public Health Departments are called in and themselves inspect the hostels for foreign workers.

Where foreign workers are housed on works'sites the regulation of 21 February 1959 (BGBl. 1 p. 44/45) giving effect to the law on housing on works'sites of 13 December 1934 (BGBl. 1 p. 1324) must be observed.

Since the new directives on the housing of foreign workers are not legal regulations and therefore have no legal force, the Federal Minister of Labour and Social Affairs is preparing a legal basis for the control of hostels for foreign workers that employers make available to workers be they German or foreign. The rules for protection in respect of communal housing will be entered in the employment code and the directives containing the different minimum standards will be replaced by a regulational text. Meanwhile the draft Bill has been forwarded to Parliament.

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According to the laws of the Länder on the control and maintenance of hostels which contain minimum qualitative standards for the arrangement and equipment of dwellings and habitations, the communes are able to effect improvements in defective hostels by advice, opinions, warnings and even by orders having legal force. In this sphere also, in order that he may remedy faulty situations in a broader field and more effectively than in the past, the Minister for Housing and Town and Country Planning will present a general law on the control of housing which will cover the broad field of dwellings, premises and buildings used for housing, including firms' housing and hostels subsidized by firms.

Also the law on the promotion of urban construction of 27 July 1971 (BGBl 1 p. 1125) itself contributes to the improvement in foreign workers' housing conditions.

Finally, regional groups for coordination (and there are already more than a hundred of them) are concerned at local level with the problem of housing foreign workers.

LUXEMBOURG

All the legal and regulational provisions concerning the advantages granted by the State in respect of housing lay down standards of habitability and construction which must be observed for the grant of premiums and subsidies. The standards of construction and habitability laid down are broadly the same as those contained in the legislation of the other partners of the European Community. The new regulation which determines the conditions of location, sanitation and hygiene that have to be met by immigrants' hostels and which is currently being drafted will take account of these conditions.

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The execution of these regulations is the responsibility of the Immigration Service, which, by virtue of the law of 24 July 1972 previously mentioned, "is responsible for the control of hostels rented to immigrants by the State, the communes and private persons or organizations".

THE NETHERLANDS - none.

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Point 7 : Information for workers

BELGIUM - none

GERMANY -

The overseas recruitment departments of the Federal Labour Office provide information to foreign workers who are interested in obtaining employment in the Federal Republic of Germany on the accommodation situation in Germany. If the workers are recruited and given employment on the basis of agreements concluded between the Federal Government and the countries of origin the employers are compelled to provide adequate accommodation.

Moreover, under the system of equal treatment as regards accommodation of workers of Member Countries of the EEC, Italian workers who are seeking employment are informed of available rooms in German workers' homes (para 55 AFG), where they may stay until they have solved their housing problem on the spot.

Given the difficult housing situation in the Federal Republic of Germany, the services for recruiting from abroad can enter into no undertaking as regards families. If they ask to bring their families, the foreign workers are informed however that, according to the principles of the Länders' Ministers of the Interior, their families may join them only when they have been in the Federal Republic for one year and have found a family dwelling which meets the usual standards. This time limit of one year does not apply to workers of the Member States of the EEC.

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The press and information service of the Federal Government produces a brochure in the different languages and financed by the Federal Office which gives detailed information on the conditions laid down for the allocation of housing to which foreign workers have the same right as German workers. This brochure is distributed by the welfare associations.

In order to provide foreign workers with information on the important aspects of working conditions and everyday life in Germany the Federal Office has produced a new system of information in three steps which is contained in brochures and guides.

The following brochures :

"Allgemeine Arbeits- und Lebensbedingungen in der Bundesrepublik Deutschland"
(420 000 copies)

"Informationen für ausländische Arbeitnehmer, die eine Beschäftigung in der Bundesrepublik Deutschland aufnehmen"
(370 000 copies)

"Ratgeber für ausländische Arbeitnehmer in der Bundesrepublik Deutschland"
(1st edition 670 000 copies)

are published in the languages of the countries of origin. They are circulated in the above chronological order by the relevant departments of the Labour Administration of the German Federal Office and by the German organizations for social assistance.

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LUXEMBOURG

Pursuant to the provisions of Article 2 of the above-mentioned law of 24 July 1972 the Immigration Service is responsible for information as laid down under point 7 of the Recommendation, both in the worker's country of origin by direct contact with the emigration centres, by means of information brochures and practical guides for the immigrants, and in the receiving country itself through the mass media.

THE NETHERLANDS - none.

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Point 8 - Accommodation provided by the employer

BELGIUM

A distinction should be made between individual immigration and collective immigration (as a group).

As regards individual immigration, a royal Decree of 5 May 1970 (Belgian Monitor of 30 July 1970) makes the grant of housing and the working permit subject to the signature by the employer and the worker of a standard work contract which lays down under Article 16 :

"the employer undertakes to find for the worker living alone who so requests a suitable dwelling at the current rent in force in the region and meeting the conditions of hygiene laid down by Belgian law".

As regards collective immigration (as a group), the royal Decree of 15 July 1969 (Belgian Monitor of 31 July 1969) lays down in Article 13 that :

"providing work and accommodation for a group of at least 15 workers not permanently resident in Belgium when the application for permission to work is made, is subject to the previous submission of a written application to the employment administration of the Ministry for Employment and Labour". Included in other information this application must show what measures have been taken to provide accommodation for the workers to be recruited.

When permission to recruit the group has been granted, the grant of the working permit and the authority to occupy accommodation are subject to the signature of a work contract, the terms of which, in so far as housing is concerned, are identical with those of the contract signed for individual immigration.

GERMANY

Even before they leave their country, workers going to work in Germany can see from their contract whether their employer will provide individual or communal accommodation, as well as how much rent they will have to pay. The Federal Office regularly examines whether all parts of the hostels that it subsidizes are maintained in good shape and whether the minimum standards fixed by the directives issued by the Federal Minister for Labour and Social Affairs are being complied with, particularly as regards the authorized number of occupants. As regards hostels subsidized by aid from the State, the Länder and the communes under the special scheme for the construction of hostels for foreign workers, the Federal Office has the right to visit the premises in order to verify whether the appropriations have been properly used.

LUXEMBOURG - see points 2 and 6.

THE NETHERLANDS

The specialized division of the Ministry of Social Affairs and Public Health which was mentioned in the first report has ceased to check the various dwellings belonging to firms or the communes. It has limited its activities to giving advice and to carrying out preliminary checks of hostels provided by firms for foreign workers they have taken on, which does not affect the prerogatives of the other bodies.

Since 1 November 1970 preventive checks have also been undertaken in respect of the accommodation for foreign workers recruited outside the Official recruiting procedure.

This division gives advice on the creation and the operation of buildings destined for communal accommodation as well as on the food to be provided.

The table below shows the number of inspections carried out in recent years.

1969	516
1970	973
1971	1 691
1972	927

This includes inspections carried out on hostels, boarding houses and other private establishments that accommodate foreign workers.

There has been satisfactory cooperation with the institutions devoted to housing foreign workers.

Moreover, firms often ask for advice, for example, on the purchase, transformation and interior re-shaping of dwellings destined for foreign workers.

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A N N E X E S

A. Statistical tables :

Table No 1 : Foreign labour employed in the Member Countries of the EEC in 1971.

Table No 2 : Foreign labour employed in the Member Countries of the EEC in 1972.

Table No 3 : First working permits granted to foreign labour in the Member States of the EEC during 1971 .
(situation at 31 December 1971).

Table No 4 : First working permits granted to foreign labour in the Member States of the EEC during 1972
(situation at 31 December 1972).

B. Information memo on the accommodation of migrant workers and their families in France.

C. Text of the Italian Government reply on the implementation of the Recommendation on the housing of migrant workers.

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Annex A - Table No 1

FOREIGN LABOUR EMPLOYED IN THE MEMBER COUNTRIES OF THE EEC
in 1971

Country of origin	Receiving country					
	Belgium	Germany	France	Italy	Luxembourg	Netherlands
Belgium	-	9.854	24.000	539	6.200	20.000
Germany	4.500	-	24.000	7.190	3.900	10.500
France	15.000	43.596	-	4.145	5.500	1.500
Italy	85.000	405.092	227.500	-	11.000	9.200
Luxembourg	1.400	1.388	1.500	32	-	-
Netherlands	13.500	64.225	3.000	1.146	500	-
EEC	119.400	524.155	280.000	13.052	27.100	41.200
Third countries	97.600	1.644.611	420.000	25.930	10.400	78.800
Total	217.000	2.168.766	700.000	38.982	37.500	120.000
Reference dates	1972 average	31.1.73	31.12.72	1971 average	1972 average	15.6.1972

Source : European Bureau for Coordination (partly estimates)

Annex A - Table No 2

FOREIGN LABOUR EMPLOYED IN THE MEMBER COUNTRIES OF THE EEC
IN 1972

	Receiving country					
	Belgium	Germany	France	Italy	Luxembourg	Netherlands
Belgium	-	11 000	25 000	539	6 500	23 162
Germany	4 500	-	25 000	7 190	3 900	11 692
France	15 000	51 000	-	4 145	6 000	1 742
Italy	86 000	409 689	230 000	-	11 000	29 506
Luxembourg	1 400	1 450	2 000	32	-	-
Netherlands	13 500	70 000	5 000	1 146	500	-
C.E.E.	120 400	543 140	287 000	13 052	27 900	46 062
PAYS-TIERS	93 300	1 779 115	1 483 000	25 930	12 000	72 095
TOTAL	213 700	2 322 260	1 770 000	38 982	39 900	118 15
Reference dates	1972 average	31.1.1973	31.12.1972	1971 average	1972 average	16.5.1972

Source : European Bureau for Coordination (partly estimates).

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Annex A - Table No 3

First working permits granted to foreign labour
in the Member States of the EEC
during 1971
(Situation at 31 December 1971)

Country of origin	Receiving country					
	Belgium	Germany	France	Italy	Luxembourg	Netherlands
Italy	1	158.725	5.388	-	677	1.254
Total EEC	1	179.567	8.284	1.709	3.046	4.940
Third countries		390.720	127.720	8.876	4.601	33.074
Total	4.738	570.287	136.004	10.585	7.647	38.014

Source: Statistical Office of the European Communities

1. Since the discontinuance of the working permit Belgium has been unable to provide figures

Annex A - Table No 4

First working permits granted to foreign labour
in the Member States of the EEC
during 1972
 (Situation at 31 December 1972)

Country of origin	Receiving country					
	Belgium	Germany	France	Italy	Luxembourg	Netherlands
Italy	1	154.184	5.193	-	603	962
Total EEC	1	177.200	8.059	1.904	2.863	4.636
Third countries	-	302.597	90.015	11.806	3.134	15.839
Total	5.521	479.797	98.074	13.710	6.047	20.475

Source: Statistical Office of the European Communities

1. Since the discontinuance of the working permit Belgium has been unable to provide figures

ANNEX B

INFORMATION ON THE ACCOMMODATION OF MIGRANT WORKERS
AND THEIR FAMILIES IN FRANCE

The efforts made in France to house foreign workers and the results achieved were appreciably increased in 1971 and 1972. In particular, the appreciable increase in the volume of immigration experienced in 1969 and even more so in 1970, a year during which approximately 200 000 permanent workers and 80 000 families entered the country, called for fresh efforts.

The impetus was provided by two sources:

First of all, during the preparation of the Vith Economic and Social Development Plan, the specialized Committees carried out an assessment of the foreign workers' housing needs. The Committee for Social Action in particular assessed at 41 000 beds per year the number of beds required between 1971 and 1972 for new arrivals living as batchelors (36 000) and for making good the accumulated deficit (5 000).

Secondly, the Government itself clearly intended to act with renewed vigour on behalf of all those who were badly housed by getting rid of ramshackle dwellings called "shanty towns" and insanitary dwellings in general, where migrant workers tend to congregate.

Greater administrative and financial means were provided for this purpose by a law of 10 July 1970. Under a Decree of 23 October 1970 a Standing Interministerial Group was established for getting rid of insanitary accommodation, for reinforcing the collaboration between the various ministerial departments concerned and for the implementation of a common policy. A circular of 27 August 1971 also nominated in each Département in the provinces an official responsible for coordinating the programmes and for supervising the proper carrying out of the operations. All these arrangements produced rapid results from 1971 onwards.

Consequently, as in preceding years, the measures taken for housing foreign workers during 1971 and 1972 were mainly due to the actions of two specialized organizations: the Social Action Fund for migrant workers (FAS) controlled by the Ministry of Social Affairs and the Standing Interministerial Group for disposing of insanitary accommodation (GIP). The General Secretariat of the latter is incorporated in the Ministry of Town and Country Planning, Infrastructure, Housing and Tourism. These two organizations direct their efforts in the first place at providing accommodation for workers living as batchelors and subsequently at providing housing for families.

It should be remembered that in France foreigners have the same rights as French nationals as regards low-cost housing. The measures described here are therefore specific measures designed to facilitate the solution of difficult problems which cannot be solved under common law.

(1) Accommodation for workers living as batchelors:

Since its creation in 1959 the Social Action Fund for migrant workers has always given priority to housing, among the various activities it undertakes for foreign workers. From 1959 to 31 December 1972 it has devoted increasing sums for such housing totalling FF 801 616 000 representing 80% of its expenditure.

It does not act on its own account but intervenes by financing in whole or in part the construction of hostels and, in exchange for this financial help, places in the hostels are reserved for migrants.

Thus, in its budget for 1971 it devoted FF 75 million for housing isolated persons and by so doing it financed the provision of 15 070 beds in hostels. For 1972 the appropriations for the same purpose amounted to FF 65 million.

From 1959 to 30 June 1972 the FAS financed a total of 106 186 beds.

Moreover, the Ministry of Town and Country Planning, Infrastructure, Housing and Tourism makes available each year to the abovementioned Standing Interministerial Group (GIP) a number of places in hostels (HLM, PLR or premiums) under the programme for disposing of insanitary accommodation, called PRI.

It should however be made clear that the Social Action Fund provides supplementary financial contributions for many operations financed primarily under the PRI programme. The FAS and PRI schemes are not therefore always interdependent. Given this interrelationship between the two programmes, the number of new beds for foreign workers financed in 1971 is assessed at approximately 22 000. The effort was increased in 1972 and through the joint action of these two organizations new hostels for workers living as batchelors, of a total capacity of 29 000 beds, will have been financed between 1 January 1972 and 31 December 1972.

The number of beds financed between 1969 and 30 June 1972 can be estimated at 180 000 not counting the hostels created exclusively by employers.

2. Housing of foreign workers accompanied by their families

Since it was set up, the Social Action Fund for migrant workers operates in this sphere also by reserving, in the social housing programmes at present being carried out (HLM and PLR) by means of the financial aid it provides, a certain number of dwellings which will be allotted to the families of foreign workers.

By 30 June 1972, the FAS had thus reserved 14 666 dwellings including 2565 transit dwellings.

For its part, the abovementioned Ministry has placed at the disposal of the GIP an allocation of moderate and low rent dwellings for families having left insanitary accommodation and this largely benefits foreign families.

The following figures in respect of the number of dwellings financed in this fashion through the GIP illustrate the effort that was made in 1971 and 1972:

Transit dwellings: 1 065 in 1969, 1 294 in 1970, 2 099 in 1971
3 700 in 1972

Permanent dwellings: 2 845 in 1970, 3 396 in 1971, 5 297 in 1972.

Under the campaign against insanitary accommodation most of the big shanty towns of the Paris region will have been emptied or will have disappeared at the beginning of 1973, the last one being in the process of being emptied at the the end of 1972.

Finally, various specific measures should be mentioned which have recently been taken and which are concerned with the housing of foreign workers:

(a) A Decree was issued on 1 October 1968 under the terms of which the Prefect of the Paris region must compulsorily allot to those persons who are badly housed or to families who are living in transit towns - categories which include a large number of foreign families - a part of the medium rent dwellings as soon as they are built (6.75% of the programme) or when they become vacant (50% of vacancies).

(b) A Decree of 21 January 1971 has provided for the possibility of extending these provisions by ministerial Decree to towns of more than 100 000 inhabitants. A certain number of Decrees have already been passed (Lyon, Bordeaux, Nancy, Limoges, etc.) which have been easier to apply than in the Paris region. Others are being drafted.

(c) According to arrangements which came into force on 16 October 1972 employers are henceforth required to provide decent accommodation at a normal price not only to workers brought into the country legitimately by the National Immigration Office but also to those whose position has been regularized. Moreover, this undertaking will henceforth be contained in the working contract.

ANNEX C

TEXT OF THE ITALIAN GOVERNMENTS' REPLY
ON THE IMPLEMENTATION OF THE RECOMMEN-
DATION ON THE HOUSING OF MIGRANT WORKERS

The Commission of the European Communities asked the Italian Government for a report on the implementation of the Recommendation concerning the housing of workers and their families who move within the Community. In this respect it should be remembered, as was emphasized in the previous reports, that although the problem of housing migrant workers is of particular import because of the social implications involved for our countrymen who move around seeking work in the Community, it is of negligible interest for a country like Italy, a large producer of emigrants, because of the small number - confirmed by the statistics available to the EEC - of Community workers who find employment in Italy. And this is unlike the general situation in the other Member countries in the Community where the grave difficulties encountered in respect of housing are a consequence of the large numbers of immigrants that move around in their countries.

After all, the principle governing the construction of social and subsidized dwellings under law No 60 of 14 February 1963, which is to be replaced in the context of the new regulations laid down by law No 865 of 22 October 1971, which unifies the administrations and public bodies in the building sector, continues to be applied. This principle provides that, pursuant to Article 9 of Regulation 1612/68 on free movement, there shall be no discrimination between national and Community workers as regards rights and advantages granted in respect of housing.

On the other hand, it should be remembered that almost all nationals of the Member States living in Italy are employees or management staff and consequently are in a much better position to find accommodation on the free market for housing.

We should also make clear that, generally speaking, where some tensions appear in Italy over the use of urban accommodation in areas where large flows of internal migration converge, the problem is not solved by using communal accommodation for workers except - and even in these cases the arrangements for hygiene and safety at work are observed - for mobile works sites for certain productive activities.

We sincerely hope that, given the importance for the Italian Government of the problem of housing our workers who move around in the Community, the abovementioned report - particularly at a time when we are trying to implement a common policy for employment which is necessarily affected by housing possibilities - will give an increasingly accurate picture of the actual housing conditions existing in the different countries to which our countrymen emigrate. It should already be possible to establish a link between the replies to the eight points of the Recommendation and the results of the survey that the EEC Commission is required to carry out on social accommodation and in particular as regards hostels for foreign workers, on the basis of the decisions of the Council of Ministers for Social Affairs of 27 July 1971 in respect of the Community survey on "the living and working conditions of foreign workers in the EEC".