

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

EXPERT MEETING ON THE ROLE OF ASSOCIATIONS OF MIGRANT WORKERS IN
THE EDUCATION AND TRAINING OF MIGRANT WORKERS AND THEIR FAMILIES

Paris, 17-21 July 1978

SYNOPTIC REPORT ON THE EXPECTATIONS AND ASPIRATIONS OF
MIGRANT WORKERS IN THE FIELD OF EDUCATION AND TRAINING

WORKING PAPER

Fundação Cuidar o Futuro

The data cited in this paper and the views and opinions expressed in it are the sole responsibility of the authors and do not necessarily reflect the standpoint of Unesco or other organizations of the United Nations system.

(ED-78/CONF.630/COL.6)



UNITED STATES DEPARTMENT OF JUSTICE
FEDERAL BUREAU OF INVESTIGATION

IN REPLY TO YOUR LETTER OF APRIL 15, 1964, YOU REQUESTED THAT THE BUREAU INVESTIGATE THE MATTER AND REPORT TO YOU THE RESULTS OF SUCH INVESTIGATION.

DATE: APRIL 15, 1964

THE INFORMATION ON THIS MATTER IS BEING FORWARDED TO YOU FOR YOUR INFORMATION AND ACTION.

VERY TRULY YOURS,

Fundação Cuidar o Futuro

The date of this report and the views and opinions expressed in it are those of the author and do not necessarily reflect the views of the Department of Justice or any other agency.

(S. 100-100000)



INTRODUCTION

(a) Preliminary note

The survey which Unesco has decided to conduct into the expectations and aspirations of migrant workers and their families in the field of education and training comes within the scope of the activities which the Organization has been carrying out since 1973 in pursuance of resolution 1.141 adopted by the General Conference at its seventeenth session in 1972. This resolution invited the Member States "to take concrete measures to facilitate equality of access to education and of educational opportunity for foreign migrant workers and their children, and to improve this education".

In 1973, Unesco convened a meeting of a group of experts designated by the Member States to assist it in drawing up a medium- and short-term programme for the education of migrants.

In accordance with the principles for action laid down at that first meeting, a series of activities were launched. To date, the most important of these have been the following:

In April 1976, an international seminar was held "to identify problems encountered by migrants in adapting in the host country and in readapting on return to their country of origin".(1)

In December 1976, a meeting of experts in the planning and administration of the education of migrant workers and their families was convened. This meeting made it possible, inter alia, to identify the shortcomings and difficulties encountered in this field, and drew up a set of appropriate recommendations.

One finding in particular to emerge from this meeting was that it was essential for the people concerned to be consulted through their representative organizations if the migrants were to play an effective part in setting up the programmes involving them.

The present meeting has been organized as a result.

(b) Methodology adopted for the survey on the expectations and aspirations of migrant workers in the field of education and training

Three associations of migrant workers⁽²⁾ and three National Commissions⁽³⁾ were selected to conduct the survey.

(1) The reference documents for the seminar consisted of two studies by France and Yugoslavia on the social and educational situation of migrant workers, and two studies by Sweden and Finland on the teaching of the mother tongue to the children of migrant workers.

(2) The Federacion de Asociaciones de Espanoles Emigrantes en Francia (FAEEF); the Federazione Colonie Libere Italiane in Svizzera (FCLIS); the Federation of Greek Workers' Associations in Sweden (FAOS).

(3) The Algerian National Commission for Unesco; the Italian National Commission for Unesco; the Netherlands National Commission for Unesco.

The surveys carried out by the FAOS and the Algerian National Commission for Unesco were not received in time to be included in this report.

In order to make it easier to collect the maximum amount of relevant information to enable an in-depth analysis to be carried out, Unesco produced a very carefully designed questionnaire. The first part of this questionnaire dealt with the general context of the migrants' situation in the country concerned, the institutional framework pertaining to their education and training, the relevant measures introduced specifically on their behalf, a description of the educational and training action taken by all the bodies concerned, the actual educational and employment prospects open to them and, lastly, the conclusions to be drawn with a view to future action. In addition, the associations were asked to provide the maximum amount of information on their organization and on their activities in the field of migrant education and training.

The second part of the questionnaire laid down guidelines for the methodology to be followed in making case studies of the different migrant categories (illiterate workers or workers having attended school, housewives, women working outside the home, married women, unmarried women with or without children, young people (boys and girls), etc.).

(c) Plan followed in the synoptic report

This paper gives a very brief summary of the individual reports produced by the associations and National Commissions, which have been realigned to varying degrees so as to conform to the items listed in the questionnaire.

Understandably, it has not always been possible to collect all the information requested, and substantial material difficulties have prevented an exhaustive survey being made, particularly with regard to the case studies.

All these limitations, which are significant in a number of respects, are factors which cannot be disregarded when the needs of migrant workers and their children in the field of education and training are being analysed.

1. SUMMARY OF THE REPORT PRODUCED BY THE "FEDERACION DE ASOCIACIONES DE ESPANOLES EMIGRANTES EN FRANCIA" (FAEEF)

1.1 The general context of Spanish emigration to France

Migration is one of the driving forces behind the growth of Western capitalism and has the effect of accentuating the economic imbalance that was actually responsible for the phenomenon in the first place. Emigration also makes up for population deficits.

Through its participation in the production and economic life of the host country, the emigrant population forms part - the most exploited and underprivileged part - of the working class.

Owing to its "foreigner" status, the emigrant population is particularly vulnerable, in that it is separated from its family environment and is suddenly cut off from the habits, customs, language and culture of its country of origin. On their arrival, migrants are faced with a strange situation which they are unable to relate to because they are unfamiliar with the language and the life-style of the host country.

Emigrants are prey to intolerable social injustices and discrimination compared with host country nationals (and also compared with other migrant categories because they have no legal status) and are victims of the restraints placed on individual and collective freedom, such as the right of association, assembly or expression, all of which represent an encroachment on fundamental human rights.

Another reason for the vulnerability of emigrants is their lack of occupational skills and of adequate schooling, or simply the fact that they are illiterate. As a result, they are put into the most thankless and badly paid jobs.

Present-day emigration in Europe gives rise to a whole series of problems, particularly in education, which stem from the variety of origins of the emigrants. In the current crisis, the basic problems of emigration are compounded by such factors as the pressures exerted on migrants to return to their countries of origin, the impediments preventing families from being reunited, the difficulties involved in settling permanently, measures inhibiting integration, etc. In a situation where everything hinges on the economic aspects, migrant workers have to cope with the problems involved in becoming integrated, such as those relating to accommodation, education, recreation, savings, social betterment, security of employment, working conditions and respect for their differentness.

The flow of migration from Spain grew without a break from 1950 onwards and reached its peak in the period from 1960 to 1964, since when it has constantly declined. According to the estimates of the French Ministry of the Interior at 31 December 1976, there are 513,791 Spaniards residing in France, representing 12.2 per cent of the total foreign population. They are the fourth largest migrant group in France, after the Portuguese, Algerians and Italians. In addition, Spaniards represent the highest proportion of seasonal workers in France.

The Spanish provinces most affected by migration are Andalucia, the Levante province, Galicia, Extramadura and Castilla la Vieja, and in particular the rural areas of those provinces, which are the most backward in the land. References to the "pueblo", or home village, occur in all the personal accounts migrants give of the conditions which prompted their departure. Apart from agriculture, there are no job prospects in these villages. Although boys start out by working for their fathers, they are compelled after a while to seek a living in some other way or at a later date, when they have completed their military service. The future ahead of young girls is clearly marked out, in that they help their parents with the household chores and work in the fields until they are married or find work as domestic servants, sometimes at an extremely early age (the age of 8 years was cited in one case study).

Emigration abroad is often the last stage in the pattern of migration, after periods of residence in Madrid, Barcelona or San Sebastian. Seasonal work may also be a stage in the migratory process.

While the economic crisis has been going on since 1973, emigrant Spanish workers continue to occupy the least qualified jobs in sectors such as services (domestic help, health, etc.), building and public works, fisheries and agriculture, and mechanical and electrical engineering. Even so, it is not uncommon to find skilled workers among people who have been emigrants for more than ten years.

1.2 Expectations and aspirations of Spanish workers in France - Analysis of case studies

An analysis of the interviews conducted with Spanish workers shows that their situation is changing and that they have readjusted their aspirations.

1.2.1 Personal situations at two junctures in the emigration process

On arrival as emigrants

Most emigrants are unmarried or are travelling alone ahead of their families.

At the present time, after several years' emigration

Most emigrants have a family life or are confirmed bachelors/spinsters.

The average age is very low and there are very few old people or children.

They come to look for any kind of job.

They are almost exclusively composed of people of working age who are prepared to take any job on any terms.

The prime consideration is to save money.

Housing is a secondary consideration. "The main thing is to have a small place for as long as we have to stay".

Since, in most cases, the immigrants do not yet have any children, the main subject of concern is the partner left behind in Spain or else the need to look for a partner.

No definite limits are set to the length of stay but short- or medium-term plans are usually made.

There are a large number of children and some old people. The average age among the active population is much higher.

They are more demanding about the kind of job they take but they live under the threat of unemployment.

The employment index for immigrants is roughly the same as that for nationals. In addition, immigrants are starting to put forward demands of their own.

Saving money is still important but it is not always the overriding consideration.

Immigrants are becoming more demanding over housing.

Other subjects of concern come to the fore, in particular the children's education. Children become the driving factor behind the desire for renewal and the demand for more space, facilities for study and integration into the world of work.

The period of stay is longer than planned and the return appears to be a matter of conjecture.

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1.2.2 Changes in style of accommodation - Reflections of the overall trend

Accommodation provided by employers:

Residential hotel accommodation for men; maid's rooms for women

This type of accommodation corresponds to situations where people are alone or have come without their families, and where social integration is at a minimum. Young Spanish women may continue to live in maid's rooms for years, even when they have assimilated to the French way of life.

Caretaker's quarters

This type of accommodation corresponds to situations where children are born to couples who have married since they emigrated. It is also used to correspond to the first stage in the integration of families having brought their children with them.

It enables wives to contribute to the earnings of the household and to look after the children in the home. Very little knowledge of French is needed.

It also represents a period when saving money is still the family's overriding consideration. It may sometimes be a stopgap in the event of employment difficulties (such as the husband having to stop working because of an accident or industrial disease).

Low-rent accommodation or small flats (with or without payment of a housing allowance)

This type of accommodation corresponds to a new psychological situation for the family. The need for a minimum standard of comfort is felt for a variety of reasons:

Going back to Spain, which is visualized in nostalgic and unrealistic terms, appears to be increasingly problematical. Consequently, plans for the future are expressed through an exaggerated concern with saving money.

The children grow up and have a different attitude to the lack of space, and this gives rise to tensions within the family.

The years do not go by in vain, especially when people have been working hard in unpleasant conditions. They begin to realize the effects of the extreme fatigue to which they have been subjected.

1.2.3 Children's education and instruction

In some cases, the prime motivation for emigrating was to raise enough money to pay for the children's education. The family's entire life and worries are accordingly centred on that problem and it will not stop at any sacrifice to solve it. The subsidiary reason for saving money is to overcome this major problem.

In most cases, emigration, especially to large cities, highlights the importance of, and need for, education. That need takes the form of an intense feeling of frustration. The lack of education is particularly felt in instances when things go wrong and immigrants are given to understand that they are ill-equipped and "foreign". Furthermore, lack of education marks out immigrants for all kinds of segregation.

That is why experience of emigration often triggers off reactions of hostility tinged with feelings of rebellion and despair, as in such comments as "We do not want our children to be in the same position as we were" or "We should like to spare our children from going through what we had to put up with, at any price".

However, the question is how this can be achieved.

This attitude is prompted by their experience of deprivation, absence from home and ignorance.

Even when immigrants manage to channel their desires and aspirations into specific plans, they still tend to think in terms of emulating other people, as in "I wish I were like X ...". This sort of projection appears to be the response not so much to an analysis of the actual means and prospects open to the child or the family as to the desire to imitate people who are regarded as being in a better position and hence being more contented.



1.3 The educational situation of workers' childrenThe scope for occupational training offered to young people1.3.1 Statistics on the schooling of foreign children in the French education system1.3.1.1 Primary schooling

METROPOLITAN FRANCE 1976-1977		FOREIGN PUPILS, BY NATIONALITY										% foreign children in total numbers	
I - PUBLIC SCHOOLS		Algerians	Moroccans	Tunisians	Other African countries	Spanish	Portuguese	Yugoslavs	Italians	Other Common Market countries	Miscellaneous		Total
Pre-primary (1)	Numbers	62 690	16 500	8 888	4 557	18 313	51 376	3 737	11 108	1 797	10 311	189 277	8,4
	%.....	33,1	8,7	4,7	2,4	9,7	27,2	2,0	5,9	0,9	5,4	100,0	////////
Elementary (2)	Numbers	106 503	26 777	11 627	4 782	39 009	94 989	5 771	28 483	3 609	18 346	339 696	8,6
	%.....	31,3	7,9	3,4	1,4	11,5	28,0	1,7	8,4	1,0	5,4	100,0	////////
Special (3)	Numbers	7 300	1 404	706	140	1 775	5 025	208	1 215	82	578	18 433	14,3
	%.....	39,6	7,6	3,8	0,8	9,6	27,3	1,1	6,6	0,5	3,1	100,0	////////
TOTAL PUBLIC	Numbers	176 493	44 681	21 221	9 479	59 097	151 390	9 716	40 806	5 488	29 235	547 606	8,7
	%.....	32,3	8,2	3,9	1,7	10,8	27,6	1,8	7,4	1,0	5,3	100,0	////////

METROPOLITAN FRANCE 1976-1977		FOREIGN PUPILS, BY NATIONALITY										% foreign children in total numbers	
II - PRIVATE SCHOOLS		Algerians	Moroccans	Tunisians	Other African countries	Spanish	Portuguese	Yugoslavs	Italians	Other Common Market countries	Miscellaneous		Total
Pre-primary (1)	Numbers	1 820	561	231	289	1 323	3 955	217	585	404	936	10 321	2,9
	%.....	17,6	5,5	2,2	2,8	12,8	38,3	2,1	5,7	3,9	9,1	100,0	////////
Elementary (2)	Numbers	2 760	711	251	500	2 451	5 614	226	1 192	808	1 793	16 306	2,5
	%.....	16,9	4,4	1,5	3,1	15,0	34,4	1,4	7,3	5,0	11,0	100,0	////////
Special (3)	Numbers	130	19	8	24	69	204	10	40	11	61	576	7,3
	%.....	22,6	3,3	1,4	4,1	12,0	35,4	1,7	7,0	1,9	10,6	100,0	////////
TOTAL PRIVATE (4)	Numbers	4 710	1 291	490	813	3 843	9 773	453	1 817	1 223	2 790	27 203	2,7
	%.....	17,3	4,7	1,8	3,0	14,1	36,0	1,6	6,7	4,5	10,3	100,0	////////

- (1) The current year's figures for the number of children in pre-primary schooling in the Seine-St Denis "Département" have not been provided, so last year's figures have been taken instead.
- (2) Including introductory classes (specific introductory French-language classes accepting children not speaking French and lasting for periods of three or six months or for the entire school year).
- (3) Special instruction given in remedial classes (attached to elementary schools) for children displaying slight or average intellectual deficiency.
- (4) This percentage is lower than in public schools, probably as a result of the selection methods used in private schools, with their different social and economic characteristics.

However, as in previous years, young Spanish and Portuguese children represent more than half the foreign population in private schools. This is probably due to religious reasons and to the importance of denominational education in rural areas.

1.3.1.2 Secondary schooling

METROPOLITAN FRANCE		FOREIGN PUPILS, BY NATIONALITY									1976-1977		
I - PUBLIC SCHOOLS		Algerians	Moroccans	Tunisians	Other African countries	Spanish	Portuguese	Italians	Yugoslavs	Others	Total	Corresponding total numbers	Foreign children %
1st cycle	Numbers	37 343	7 305	3 645	1 601	22 129	31 779	18 454	1 757	11 552	135 575	2 442 376	5,5
	%.....	27,6	5,4	2,7	1,2	16,3	23,4	13,6	1,3	8,5	100,0	-	-
C.P.P.N. - C.P.A. (1)	Numbers	4 802	1 293	469	60	1 869	5 427	1 687	145	676	16 488	167 614	9,8
	%.....	29,1	7,8	2,8	0,4	11,4	33,3	10,2	0,9	4,1	100,0	-	-
2nd cycle (long)	Numbers	3 794	827	512	997	4 052	1 931	3 094	281	4 979	20 467	762 169	2,7
	%.....	18,5	4,0	2,5	4,9	19,8	9,5	15,1	1,4	24,3	100,0	-	-
2nd cycle (short)	Numbers	13 400	2 311	1 184	362	7 182	9 747	6 354	485	1 809	42 834	588 272	7,3
	%.....	31,3	5,4	2,8	0,9	16,8	22,7	14,8	1,1	4,2	100,0	-	-
Total secondary classes	Numbers	59 339	11 736	5 810	3 020	35 232	48 944	29 599	2 668	19 016	215 364	3 950 431	5,4
	%.....	27,6	5,5	2,7	1,4	16,4	22,7	13,7	1,2	8,8	100,0	-	-

METROPOLITAN FRANCE		FOREIGN PUPILS, BY NATIONALITY									1976-1977		
II - PRIVATE SCHOOLS		Algerians	Moroccans	Tunisians	Other African countries	Spanish	Portuguese	Italians	Yugoslavs	Others	Total	Corresponding total numbers	Foreign children %
1st cycle	Numbers	985	288	97	501	858	1 341	773	31	1 698	6 572	572 247	1,1
	%.....	15,0	4,4	1,5	7,6	13,0	20,4	11,8	0,5	25,8	100,0	-	-
C.P.P.N. - C.P.A. (1)	Numbers	219	25	22	11	53	141	94	2	31	598	13 108	4,6
	%.....	36,6	4,2	3,7	1,8	8,9	23,6	15,7	0,3	5,2	100,0	-	-
2nd cycle (long)	Numbers	350	289	112	873	221	134	212	19	1 404	3 614	235 974	1,5
	%.....	9,7	8,0	3,1	24,2	6,1	3,7	5,9	0,5	38,8	100,0	-	-
2nd cycle (short)	Numbers	2 343	363	283	533	738	783	985	56	423	6 507	163 965	4,0
	%.....	36,0	5,6	4,4	8,2	11,3	12,0	15,1	0,9	6,5	100,0	-	-
Total secondary classes	Numbers	3 897	965	514	1 918	1 870	2 399	2 064	108	3 556	17 291	985 294	1,8
	%.....	22,5	5,5	3,0	11,1	10,8	13,9	12,0	0,6	20,6	100,0	-	-

- (1) C.P.P.N. = "remedial" pre-vocational training classes.
 C.P.A. = pre-apprenticeship classes.
 These two types of classes, which are attached to technical high schools or secondary schools, provide one year's instruction for 15-year old pupils who have not reached the requisite standard at the end of the first secondary education cycle. These classes are meant to be a preparation for apprenticeship courses.

1.3.1.3 Educational backwardness of emigrants' children

There are not many statistics available on this subject, apart from those collected in very circumscribed surveys. However, the phenomenon is borne out by the high percentage of emigrants' children receiving special instruction. The factors contributing to this situation include the social and economic condition of emigrant workers and their status in the host society, and the children's inadequate knowledge of French in an education system geared to the amassing of knowledge. The "semi-lingualism" of emigrants' children has an adverse effect on their development and on their school results.

1.3.1.4 Geographical distribution of Spanish pupils and the scope for schooling in Spanish

The mother tongue is taught either at school (three hours a week forming an integral part of the timetable) or outside school.

In the parallel teaching system (additional classes), the programme followed is that used in Spain at the primary level (general basic education) (EGB) and the secondary level (the single general-purpose baccalaureate) (BUP). The subjects taught are the Spanish language, history and geography.

There are only a very limited number of additional Spanish classes (13.44 per cent or 16.64 per cent, depending on whether pupils attending nursery schools are counted or not). The schooling rates vary from one educational district to another. The eastern district (Lille, Strasbourg, Nancy, Metz, Lyon and Paris-Ville) appears to be particularly well provided for. In six districts there are no Spanish schools at all, due to the limited number of Spanish immigrants living there. However, the situation is more serious and significant in the main educational districts in the Paris area (Créteil and Versailles) and in southern France (Montpellier, Bordeaux, Toulouse and Marseille-Nice).

If we start out from the principle that Spanish schools are established in response to the demands of the emigrants themselves, we can put forward two assumptions:

- (i) The demand for schooling in Spanish is objectively less great in the south than in the north, in which case the sociological reasons for that situation have to be investigated.
- (ii) The demand for schooling is the same in both south and north, but some other type of factor prevents that demand from being met, so that the distribution is completely unbalanced.

The phenomenon can be accounted for by a combination of the two assumptions. The explanation can be presented in simplified terms as follows:

Northern and eastern areas

Recent emigration
Hostile environment
Minimum integration
Return (in terms of desire) imminent
Industrial activity

Southern and western areas

Emigration of longer standing
More cordial environment
Return contemplated "as a possibility"
Agricultural and industrial activity

Population concentrated

No possibility of studying Spanish in the French school system

Population spread out in rural areas

Easier and more widespread access to Spanish teaching (in other forms)

Spanish emigrants living in the north feel a more pressing need to maintain links with their culture and language, and the only means they have of doing this is to attend Spanish classes. Moreover, the fact that the population is scattered in small agricultural communities, with all the problems of communication that this implies, makes it more difficult to form organized groups that are capable of putting their requirements and demands to the authorities.

This scattering of the population even reduces the "profitability" of the existing classes. It should also be added that the distance from the decision-making centre in Paris and the lack of suitable organized intermediary bodies with proper resources at their disposal make it impossible for the authorities to give consideration to the applications submitted to them.

Hence the second assumption has to be accepted if the very marked gulf between school attendance in Paris and that in the suburbs is to be accounted for.

Furthermore, since "demand" has been the determining factor in establishing classes, these have been concentrated in industrial and urban centres.

There has probably been an optimum return on the very limited volume of resources made available for schooling in Spanish. At all events, the return has been higher than if those same resources had been strictly and fairly distributed throughout France. The existing inequitable distribution would not be improved by recasting the present structure but would entail increasing the volume of resources available.

1.3.1.5 Distribution of Spanish pupils by type of education and the corresponding school attendance rates in Spanish

(Source: Office of the Cultural Attaché for Emigration, Spanish Embassy)

Type of education	French school	Spanish school	School attendance rate (%)
Elementary and special education	48,986 (53.80)	7,897 (56.08)	16
1st cycle of secondary education	23,329 (25.62)	4,710 (33.45)	20
2nd (short and long) cycles of secondary education	18,721 (20.55)	1,238 (8.79)	7

The imbalance between the number of pupils in the primary system and the first cycle of the secondary system and those in the second cycle has become more pronounced. Attempts to provide schooling in Spanish are concentrated on the first group.

1.3.1.6 Distribution of pupils in the second cycle

(Source: ibidem)

	French school	Spanish school	%
2nd cycle (long)	3,622 (19.34)	524 (42.33)	14
2nd cycle (short)	15,099 (80.65)	714 (57.67)	5
<u>Total 2nd cycle</u>	18,721 (100.00)	1,238 (100.00)	19

"The situation of pupils in the short cycle, who constitute the majority, is particularly serious and there is no prospect of a solution being found. In addition to the fact that our classes are not adapted to the age of the pupils and their needs, they are completely lacking in practical value, since there is no possibility of obtaining an equivalence in Spain for studies carried out in France.

The most suitable solution for pupils in the long cycle would be the widespread introduction of 'additional classes for the single general-purpose baccalaureate (BUP)', with a view to obtaining an equivalence in Spain for the French baccalaureate. As we have seen this year, these classes are assured of success."

1.3.2 Scope for occupational training

Since 1974, there has been an appreciable increase in the number of foreigners trained in AFPA centres(1) and a slight decline in the number of French trainees.

Years	French	Foreigners
1974	40,549	5,519
1976	40,176	7,301

In 1976, foreign nationalities most heavily represented were Algerians (2,477), Moroccans (1,596) and Tunisians (1,091). The percentage of Spanish trainees and of all other European nationalities fell by 6.6 per cent in 1974, and stood at 5.3 per cent in 1976. In 1976, there were 387 foreign trainees, distributed as follows:

(1) AFPA: French Association for Adult Occupational Training.

	Building	Metal-work	Elec-tronics	Data-processing Trade Office work	Industry	Total
Men	174	118	8	3	93	366
Women	1	-	-	6	14	21

More Spanish nationals attended the technical training courses run by AFDET(1) (575 trainees, representing 10.23 per cent of the total number of foreign trainees).

Scarcely one per cent of all emigrant workers are benefiting from the measures laid down in the Law on the life-long occupational training of adults adopted in 1971, compared with 10 per cent of French workers.

It is quite plain that the role assigned to emigrant workers in production runs counter to any prospect of job advancement. In all training centres, emigrants are always directed into branches where there is a shortage of French nationals. In addition, even those emigrant workers who obtain a proficiency certificate (CAP)(2) hardly ever succeed in having their qualification recognized when they return to their jobs.

The Spanish Emigration Institute subsidizes occupational training courses for emigrants both in Spain and in countries abroad. Considering the amount of investment these courses have involved, the results obtained have not been satisfactory.

1.4 The role and activities of the FAEEF in the education and training of Spanish nationals in France

1.4.1 Statutes, structure and operation

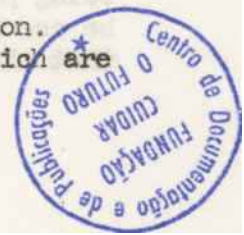
The Spanish centres and associations which initially sprung up in numerous areas, to cater for the needs of a population left to its own devices, felt the need to amalgamate. In 1968, the FAEEF was founded under the French legislation pertaining to foreign associations (the Law of 1901 and the Law-Decree of 1939).

The FAEEF's statutes empower it to be representative of all Spanish emigrants and also to deal and enter into contact with all Spanish and French bodies and authorities responsible for emigration. The centres and associations that are members of the FAEEF are all recognized in law and have their own legal personality.

The FAEEF takes very close interest in all emigration or related questions, and in particular in the education, schooling and training of emigrants' children and in problems connected with the return of emigrants to Spain. The changes in Spanish political life and participation in the democratic process are among the matters to which it devotes its attention.

The General Assembly (AG), which is composed of delegates from member associations, has decision-making powers. It holds an ordinary meeting once a year and extraordinary meetings in the special circumstances provided for in the statutes. The General Assembly discusses the year's activities, lays down the programme and orientations for the following year and elects the Board of Directors, one-third of whose members is changed every year. The Board is composed of the following bodies or officers:

- (1) AFDET: French Association for the Development of Technical Education. This Association organizes evening classes in technical schools which are subsidized by the French Social Action Fund.
- (2) CAP: Certificat d'Aptitude (Proficiency Certificate).



- (i) A Board of Management or Executive Committee, composed of the President, Vice-President, Secretary, Treasurer and Director.
- (ii) Ordinary officers, who are responsible for the different sectors of activity, and regional delegates or co-ordinators, who are the spokesmen for the regional co-ordinating bodies.

The operational sectors at the national, regional and local levels (the Federation, the Co-ordinating Councils and the Associations) consist of Co-ordination and Information, Social and Vocational Affairs, Education, Culture, Recreation and Sport, Parents' Councils and Youth Sections.

In addition, a regional body, the Network of Regional Co-ordinating Councils, has been set up and is delegated to work in liaison and agreement with the headquarters in carrying out the FAEFF programme in centres and associations in the individual geographical regions.

These regional co-ordinating bodies work in Paris and the Paris area, Bourges, the Lyons-Granoble area, Marseilles, Strasbourg, Metz, and the Lille and Cambrai area, and in the corresponding regions.

Decisions and agreement are reached by a simple majority of the members represented.

1.4.2 Role and activities

1.4.2.1 In relation to the associations

After being in existence for ten years, the FAEFF covers most of the Spanish centres and associations in France and endeavours to promote and co-ordinate the Movement for the Association of Spanish Emigrants in the country through the information and assistance it provides. It also supports and facilitates joint activities among its members (centres and associations), which it represents vis-à-vis the Spanish and French national authorities.

At the "Emigration Study Days" held in Madrid in September 1977 between the Movement for the Association of Spanish Emigrants in Europe (of which the FAEFF is a member), the Directors of the Spanish Emigration Institute (IEE) and officials of the Spanish Government department responsible for emigration, a proposal was made to set up a National Emigration Council on which emigrants would be represented.

It was also proposed that a Consular Advisory Council for Emigration, on which the emigrant association movement would be represented, be set up in the countries of immigration.

Thirdly, it was suggested that a Democratic Congress of Spanish Emigrants in Europe be convened to defend the interests of Spanish emigrants in their dealings with the Spanish and host country authorities. This Congress would be a permanent body representing the emigrants for as long as emigration lasted. Demands were also made to have the representatives of the emigrants in the Spanish parliament elected by the emigrants themselves and from among their number.

1.4.2.2 In connection with the reception, support and defence of emigrants

Following the quantitative efforts made in the early years, emphasis is now being placed on the qualitative aspects, such as the demands that Spanish workers be accorded a status equivalent to that of EEC nationals and, pending that time, that the existing conventions and agreements be strictly applied and revised,

that the Spanish authorities display increased vigilance and firmness with regard to the discrimination to which emigrants are subjected, and that provision be made for the actual return of emigrants by setting up reception and aid facilities on their behalf.

1.4.2.3 In connection with information

One of the FAEEF's sectors is responsible for the elaboration and dissemination throughout the Federation of all kinds of written and audio-visual material concerning the problem of Spanish emigration in France and the activities of the association movement. The FAEEF also provides the following services:

a section responsible for briefing the press and the authorities, as well as French organizations and associations representing other communities;

a section responsible for compiling, translating and publishing information on emigration.

The FAEEF also publishes an information bulletin and organizes meetings, assemblies, debates, etc.

1.4.2.4 In connection with socio-cultural and recreational activities

The Federation and all its member associations contribute to ensuring that links are maintained with the Spanish home culture in a variety of fields, including the press (Spanish newspapers and periodicals), libraries, records, cassettes, audio-visual displays, music, drama, puppet shows, films, meetings, travel and excursions, reunions, traditional folklore displays, different types of entertainment and festivals about emigration produced by the emigrants themselves, art and literature competitions, sporting championships, summer camps, and so on.

1.4.2.5 In connection with adult education and training

The work being done by the FAEEF and its member associations in the field of education and training is directed at the all round promotion of the individual in the broadest possible sense.

They consider that the role they have to play lies primarily in civic education, ensuring motivation, promoting vigilance and helping emigrants to formulate and present their demands.

In the FAEEF's view, the right to literacy, language instruction, basic general education and occupational training has to be asserted as a fundamental principle.

A second fundamental principle is the safeguarding of the original language and culture of the workers and their families. It is considered impossible for them to be integrated into the host country or to be voluntarily reintegrated into the country of origin if these principles are not complied with.

Although the FAEEF advocates that the occupational training of emigrant workers should be integrated to the maximum possible extent in the existing structures in each country, it considers that, in instances where such facilities are lacking, the Spanish Emigration Institute should set up suitable occupational training structures for young emigrant workers who are not able to have access to the host country structures.

It would be useful to take advantage of the experience and occupational skills which some emigrants have acquired in this field.

The Spanish authorities, with the support of the emigrant associations, should urge the host country to take over full or virtually full responsibility for the occupational training or specific instruction of adults, in order to ensure that they do not find themselves compelled to give up their nationality.

Although the FAEEF and most of the federated associations do not have a specifically didactic vocation, they have felt it necessary to make up for the significant shortcomings existing in this area.

It was in the emigrant centres and associations that courses on French language and culture and on knowledge of the social and language environment were first given. These centres also promoted adult basic training courses (general culture courses) and additional Spanish language and culture courses, as well as refresher or introductory courses for a number of traditional occupations.

The activities of the Centre for the Advancement of Spanish Women in France (which was established in 1975 and is a member of the FAEEF) call for special note, since they represent one of the pilot experiments being conducted in Paris.

I. The following table shows how the courses and the number of students at this centre evolved between September 1975 and January 1978:

Years	Professional or commercial	Secretarial	Beauty specialists	Dress-making	Hair-dressing	Total
1975-1976	-	12	27	26	27	93
1976-1977	-	28	50	36	30	144
1977-1978	56	38	77	37	72	280

II. The following table shows the number of trainees enrolled, the number who returned to Spain and the number who were awarded proficiency certificates (CAP):

Years	Hair-dressing	Beauty specialists	Secretarial	Dress-making	CAP	Total returned
Enrolled 1975-1976	27	27	12	26	-	-
Returned	11	7	2	18	3	38
Enrolled 1976-1977	36	50	28	36	-	-
Returned	13	9	4	16	5	44

III. The following table shows the results obtained by the students at the centre in the July 1977 examination:

Subject for CAP examination	Enrolled	Present	Passing practical examination	Passing theoretical examination	Awarded CAP
Hairdressing	31	31	30	-	10
Beauty specialist	45	45	37	-	6
Secretarial	12	12	..	6	-

It is a known fact that women are discriminated against at all levels and occupy a marginal position in society. Hence their demands for equality of opportunity have to be promoted, and it is in this connection that the FAEEF has planned the first Days for Spanish Women Emigrants in France, to be held in 1978.

1.4.2.6 In connection with the education and schooling of children and the training of young people

With a view to catering for the cultural and language needs of children, the FAEEF is urging that Spanish monitors, educators and teachers be provided at all levels, ranging from pre-primary schooling to out-of-school education.

In addition, it considers that all additional courses at the primary level (EGB)(1) and secondary level (BUP)(2) should ultimately be fully integrated into the French education system.

Spanish teachers should play an effective part in class councils, parents' associations and advisory streaming boards, and should benefit from the life-long education provided for teachers.

The FAEEF insists on specific training being provided for teachers, so as to enable them to obtain appropriate qualifications. In addition, it is considered that teachers should be given special status and that a programme for teacher training and further training should be introduced.

It is also essential for suitable teaching materials to be provided.

It is likewise urgent for an evaluation to be made of the educational results obtained to date, so that they can be used in reviewing the existing systems and improving current practices.

The FAEEF is concerned with ensuring that education is made more effective and considers that the services of the Deputy Cultural Attaché for Emigration should be decentralized by setting up, in the consulates, education commissions on which the emigrants and teachers would be represented. (In point of fact, a ministerial circular setting up an Education Promotion Board for Emigrants was published in June 1971, but it has not yet been applied in France.)

It also demands that the different occupational training sectors be opened to the children of emigrants.

(1) EGB: Educación General Basica (General Basic Education)

(2) BUP: Bachillerato Unido y Polivalente (Single All-Purpose Baccalaureate)

A Spanish language and culture policy making use of all possible facilities should be implemented at all levels.

It is particularly important to overcome the many difficulties involved in ensuring that proper equivalence and recognition is accorded to studies completed in France and to the diplomas awarded, without it being necessary to sit further examinations.

The only acceptable way of catering for the needs of children is to set up mixed bi-cultural schools, and this is the goal that will be pursued from now onwards.

At the same time as it has put forward these proposals and demands, the FAEEF itself has taken action at the local level in three areas connected with this particular problem. It has organized and set up schools, with all the requirements that this involves; it assists these schools and supervises their operation and growth; and it organizes out-of-school activities to supplement the educational work being done by the centres and associations.

The feeling is that there has to be close collaboration between parents, teachers and the authorities and that the number of parents' committees has to be substantially increased if a suitable answer is to be found to educational problems.

In view of the difficulties which parents are having to contend with in their educational role, the FAEEF has endeavoured to promote the establishment in all member centres and associations of a Parents' Council or education sector, in order to foster the exchange of ideas and training on the subject. The aims of these Councils are as follows:

organizing, in the centres and associations, additional educational or out-of-school activities with and on behalf of the children;

promoting and encouraging the training and briefing of parent council members by all available means, so that they may act as a ginger group, each member trying to alert and mobilize other people, and bring larger numbers into the process;

organizing study and co-ordinating meetings on educational work between parents and educators.

The FAEEF has held a series of training sessions for parent committee leaders and officials in Spanish centres and associations.

The first session set out to analyse educational problems on the themes of Spanish schools in France, Education and society, Education and the family, Schooling problems of emigrants' children, The scope for occupational training in France for emigrants and their children, and Educational and training activities in emigrant centres and associations.

The theme of the second session was Techniques for providing training (or psychological preparation) for living and working in a group.

The title of the third session was Generations face to face and was centred on the second generation of Spanish immigrants in France. The session was attended by young people in the 15 to 20-year age group.

A similar session has since been held in the regional co-ordinating bodies and has provided an opportunity for conducting a survey on the second generation of Spanish immigrants. The questionnaire for the survey was compiled by the FAEEF and covered the following points:

- | | | | |
|--------|-----------------------------------|--|--|
| (i) | Personal particulars | | |
| (ii) | Family particulars | | |
| (iii) | Accommodation | | |
| (iv) | Studies and occupational training | | |
| (v) | Employment | | |
| (vi) | Social relations and adaptation | | |
| (vii) | Recreational activities | | |
| (viii) | Relations with the family | | |
| (ix) | The world and religion | | |
| (x) | Politics. | | |

In 1978, the FAEEF is organizing a meeting on Spanish Young People in France, which will be centred on the specific problems they have to cope with, the organization and starting-up of a young people's association movement, and the training of youth leaders.

2. SUMMARY OF THE REPORT PRODUCED BY THE "FEDERAZIONE COLONIE LIBERE ITALIENE IN SWIZZERA" (FCLIS)

2.1 Data on the demographic and occupational characteristics of Italian workers in Switzerland

Italians account for over half the immigrant population in Switzerland (462,891 on 31 December 1977).⁽¹⁾ The legislation governing the migration of workers classifies them in four categories: border workers, residing on the Italian border but working in Switzerland; seasonal workers, who have a nine-month residence and labour permit; annual workers, who have a permit valid for one year renewable provided they are not out of work; settled workers, who have a settlement permit, for which they are required to provide evidence of ten years' uninterrupted residence in Switzerland. The table below gives the breakdown by category and sex of registered Italian workers who were present in Switzerland on 31 August 1977:

Categories	Men	Women	Total
Annual workers	41,908	19,030	60,938
Seasonal workers	22,830	2,077	24,907
Border workers	17,049	11,372	28,421
	81,787	32,479	114,266

The percentage of Italian workers in Switzerland, lacking general basic education is estimated at over 70 per cent. An equivalent proportion are without occupational qualifications. To these figures should be added the number of young people dropping out of school.

(1) Excluding seasonal workers and international civil servants and their families. Source: "La vie économique", 3rd section, Berne, March 1978.



The table below indicates the main occupational sectors in which registered Italian workers are employed, according to their category as on 31 August 1977:

Occupational sectors	Annual	Seasonal	Border	Total
Building and public works	13,615	17,096	5,346	36,057
Mechanical industries	12,285	166	5,219	17,670
Clothing industry	3,805	6	5,919	9,730
Hotel industry	3,802	4,597	834	9,233
Trade, banking, insurance	4,490	285	2,470	7,245
Textile industry	3,465	-	597	4,062
Food and tobacco industries	2,368	222	1,235	3,825

2.2 The institutional framework of workers' occupational training in Switzerland and training opportunities open to Italian workers

The absence of any legislation on the right to paid educational leave in Switzerland restricts the development of life-long education. Agreements concerning the right to educational leave taken during working time are determined on an individual basis in a very small number of collective wage agreements (slightly in excess of 1,500). Hence the fact that this right has for many years been one of the major demands put forward by the Union Syndicale Suisse (USS).

In theory, all vocational, mid-career and life-long training courses available to Swiss workers are also open to migrant workers.

In practice, the difficulties connected with selection criteria, the variation in cantonal or federal norms (or both together) from sector to sector, the level of schooling and knowledge of German required and the conditions laid down by enterprises preclude access to training for migrants and their children. A major role is played by the trade unions, in particular the Centrale Suisse d'Education Ouvrière in Berne and the USS, in organizing continuing training: trade-union training courses lasting one week, courses on social communication media, courses for particular categories (women, young people, etc.), the organization of local workers' training committees, the administration of workers' libraries, the supply of films, etc. There is a workers' university in Geneva which provides literacy training in French and in the language of origin.

Participation by migrant workers in these continuing training courses organized by trade unions is poor. Different factors are involved in this situation: knowledge of the language, level of schooling, lack of vocational qualifications, various forms of discrimination, the "cultural ghetto", the precariousness of residence and the process of assimilation to which workers are subjected - a process which, unlike "integration" develops consumer reflexes with a corresponding decline in the desire for training.

Training courses for migrants are also provided by:

Various institutions set up by workers: Ente Confederale Addestramento Professionale (ECAP-CGIL) (Confederal institute for in-service occupational training) and Istituto Addestramento Lavoratori (IAL-CISL) (Institute for workers' in-service training) which are responsible to the two main

Italian confederations of trade unions (CGIL and CISL); the Istituto dell'Associazione de Movimento Operaio Cattolico Acli (ENAIIP-ACLI) (Institute of the Catholic Association of Italian Workers); the Istituto Italo-Svizzero Affiliato al Sindacato Svizzero dei Lavoratori Metallurgici e Orologiai (CISAP-FLMO) (Italian-Swiss Institute affiliated to the Swiss union of metallurgical and clock-making workers);

private schools and institutions such as those run by the Catholic missions, etc.;

services run by the Italian and Spanish consulates. The courses provided by the Italian institutions are open to all foreign workers (Italian, Spanish, Portuguese, etc.) However, certificates of proficiency and diplomas, which are State qualifications, are granted only to Italian nationals. The minimum age for admission to evening courses is 15 years.

The occupational courses vary in duration. Short courses (50 to 200 hours), provided by ECAP, IAL and ENAIIP are devoted to basic training and remedial work to enable students to attain the level of compulsory schooling (certificate awarded on completion of the ninth year of schooling); long courses (1,200 hours) are designed to impart the practical and theoretical skills needed in the chosen branch.

Recruitment is carried on mainly by means of oral propaganda, brochures and through the mass media. However, associations play an active role in this field, in particular in overcoming the migrant's mistrust, which is fostered by his isolation. Up-grading of occupational status is the main motive underlying the pursuit of training. However, roughly 3 per cent only of Italian migrant workers in Switzerland follow occupational and mid-career training courses organized by Italian institutions. Moreover, many workers do not complete the course of training undertaken. Redundancy and the decision to return to Italy, psychological and physical fatigue (45 hours of work per week in industry and even longer hours in the building sector), the low level of instruction, age, and the unsuitability of teaching methods and contents are at the root of such dropping out.

The relationship between training and employment is contingent upon recognition by the Swiss authorities of the qualifying diplomas granted by the Italian State. This question has still not been settled between the two countries and is left to the discretion of the individual Swiss employer. Only to a very limited extent does the fact of having received training lead to professional advancement and improvement in pay.

2.3 The educational situation of children of Italian workers in Switzerland

The Swiss educational system is based on the principle of federalism: accordingly, legislation governing education is the responsibility of the canton. The result is a plethora of structures and denominations which makes the establishment of statistics at the national level extremely difficult. Thus available data are necessarily incomplete and approximative. In 1971-1972, children of migrant workers accounted for 16.3 per cent of all primary pupils and for 13.4 per cent of all those enrolled in educational establishments in 1975-1976.

There are no official figures relating to the proportion of backward pupils among these children. A survey carried out by the FCLIS educational information centre in March 1978 in the cantons of Zurich, Schaffhausen, Glaris, Zug and Schwyz reveals a considerable proportion of backward pupils (47.06 per cent) from the very first year of elementary school. The children in question are primarily those sent back to kindergarten for reasons of linguistic inadequacy. This backwardness increases at a constant rate until the end of primary schooling.

In many cantons, "repeating" is permitted only once in either cycle. Those pupils who repeat more than once are placed in special classes for less gifted children after they have taken verbal intelligence tests in the local language. Moreover, an analysis of available statistics shows that young migrants, and in particular Italians, are strongly represented in the lower educational levels which do not lead on to vocational training. Since the recession, the situation has grown significantly worse. In Zurich, children of migrants represented 17.8 per cent of primary school enrolments in 1973-1974 and 21 per cent in 1975-1976; at the same dates, percentages rose from 23.6 per cent to 29.6 per cent in the special classes and from 10.3 per cent to 36.4 per cent in the Oberschule (short second cycle).

There are a number of special structures designed to facilitate the schooling of young foreigners in Switzerland.

(i) Structures set up by the Swiss authorities

Preparatory classes: these were established in the early 1970s (period of expansion) to foster the integration of young migrants of school age. Since immigration has been suspended, these classes are being closed down.

Supplementary German courses given by mothers working on a voluntary basis (two hours per week at most).

Supervision of school exercises, also organized by Swiss mothers selected by the local authorities. The absence of any check upon the qualifications of these volunteers obviously involves certain risks.

(ii) Courses set up by the countries of origin

Courses in language and culture are organized by the Italian, Spanish, Yugoslav, Greek and Turkish authorities. Seven thousand young Spaniards attend schools run by the consulates of this country.

Courses in Italian, which are the best organized and distributed of all those intended for foreign immigrants, provide for only 35.46 per cent of primary level needs (pupils aged 6 to 10 years) and 26.16 per cent of secondary level needs (pupils aged 11 to 14 years). Half the cantons authorize migrant children to follow at least the courses of instruction in Italian during the Swiss school timetable.

Teachers of Italian language and culture are remunerated directly by the Italian authorities who recruit them.

2.4 Role and activities of FCLIS in the education and training of Italian workers in Switzerland

2.4.1 Structure and operation

FCLIS was set up in 1929 by a group of anti-fascists who had fled the Italy of those years. The struggle against fascism and the organization of Italian refugees who came to Switzerland after the events of September 1943 constituted at that time the essential element of its activities.

Later, after many of its officers had returned to Italy, it adapted its[^] work in Switzerland to meet the challenge represented by the new immigrant flow which was then swelling rapidly. To this end, it continuously called for participation by the Italian and Swiss trade unions in negotiations between the two countries to improve the status of immigrants. Since 1969, it has established

co-operative relations with the other regional and municipal cultural and sports organizations, with which it has occasionally worked out joint platforms of action.

Its activities are geared to two objectives: obtaining wage parity and other advantages between migrant and Swiss workers; achieving the unity of immigrant organizations in Switzerland and co-operation with the Italian trade union movement for the purpose of securing full employment and halting the exodus both within Italy and abroad. At present, its main demands are: revision of the 1966 agreement on immigration which enshrines the divisions in the status of migrant workers and, in particular, abolition of the status of seasonal worker.⁽¹⁾ To this end, it is conducting a united struggle together with the Comité National d'Entente (CNI) which groups together associations of migrant workers in Switzerland, including FCLIS, and of which the Christian Democratic Party, the Communist Party and the Socialist Party are also members. It is also combating the expulsions affecting unemployed workers in possession of one-year permits who have been resident in Switzerland for less than five years.

FCLIS and CNI wish to set up consular co-ordinating committees with the Italian diplomatic authorities. FCLIS is also working with associations dealing with emigrants in Italy, and with other associations of foreign workers in Switzerland. FCLIS numbers 120 member associations, called "Colonie Libere Italiene" (in Zurich, Berne, etc.).

Each CLI or Association has its own governing committee or council elected by the assembly of its members, its secretariat and its working commissions. The general assembly is held once a year and elects the president of the CLI, its governing committee and auditors. Each CLI follows the line defined by the national congresses of FCLIS, which are held every two years. The central organs are: the Federal Junta, composed of at least 41 members, which appoints the Executive Committee, a monitoring committee (five members), the director and editor of the weekly publication "Emigrazione Italiana" together with the working commissions. The Executive Committee (at present numbering 26 members) comprises a national secretariat (nine members) which is the permanent organ of FCLIS. The Federal Junta meets every three months, the Executive Committee every month, and the secretariat once a week. In addition, FCLIS organizes a national conference of CLI presidents.

FCLIS employs three full-time officials, one of whom is responsible for running the "Centre de Coordination des CLI de la Suisse française".

FCLIS receives a modest subsidy from the Italian State, in addition to the voluntary subscriptions paid by immigrants. It is consulted by the Swiss Federal authorities twice a year within the framework of a subcommission dealing with questions relating to aliens. In 1974, it numbered some 10,000 members.

2.4.2 Activities relating to the education and training of migrant workers and their families

FCLIS operates a wide-ranging programme, whose four main lines of emphasis are: information, socio-cultural activities (in particular film clubs), occupational training and schooling.

2.4.2.1 In the field of information, FCLIS publishes a weekly "Emigrazione Italiana" - which has a circulation of 10,000. Its columns are devoted essentially to political, social, economic and cultural news concerning both the country of origin and Switzerland, as well as literary and film reviews. Some member associations publish their own newsletter.

(1) Seasonal workers in the building sector who entered Switzerland after 1972 are given residence permits of eight months and three weeks instead of nine months. This precludes their obtaining the one-year permit issued to workers after they have spent a given number of years in Switzerland on the basis of nine-month permits.

In addition, FCLIS disseminates a considerable amount of printed and audio-visual documentation in all the fields in which it is active, and particularly on its own activities in these fields: socio-cultural (in particular film club) and recreational activities, promoting public awareness and knowledge concerning all questions affecting the situation of Italian workers in Switzerland (legislation, racialism, health, work, divorce laws, migrants' children and schooling, training of young migrants, trade unionism and politics, etc.). The documentation put out by FCLIS has a twofold purpose: to foster a critical perception of Swiss realities with a view to promoting more effective efforts to transform them, and to maintain links with institutions and with the workers' cultural movement in Italy.

Meetings, encounters, assemblies, workshops are also direct forms of action to provide information and to promote inquiry and training, and constitute a major sector of the Federation's activity. Mention should also be made of its publishing centre.

2.4.2.2 In the field of socio-cultural and leisure activities, film clubs enjoy pride of place. However, theatricals and recreational activities of all kinds (festivals, cultural excursions, holidays for migrant and Swiss workers) are also organized by FCLIS.

2.4.2.3 In the field of training, FCLIS has organized occupational training courses since the 1950s with assistance in the form of modest subventions from the Italian consulates. In 1970, CGIL set up a Swiss section of ECAP in order to extend its activities in the field of training for migrant workers and to put itself forward as a participant in negotiations between organizations of migrant workers and the Italian and Swiss institutions.

ECAP's organization is largely based on the structure of the "Colonie Libere" (local and regional committees of FCLIS). Part of the cultural programme of the "Colonie Libere" fits into the general, trade union and occupational training activities organized by ECAP-CGIL, and takes the form of information and discussion evenings, lectures, film shows, etc.

The economic crisis by which Switzerland is also afflicted is a major factor affecting the demand for training. Twelve per cent of jobs have been phased out during the past four years, two-thirds of which were held by immigrant workers, who were consequently forced to leave the country. Whereas during the period prior to the recession, workers attended almost exclusively courses in metallurgy and building, the period of mass redundancies and departures which followed (1974/1975/1976) was characterized by contrast by an explosion in the demand for basic education, for the purpose of obtaining the nine-years' schooling certificate, and by a reduction in occupational and language courses. The present levelling-off in the flow of migrant workers led in 1977/1978 to a reverse process. The past two years have been marked by other trends: a considerable influx of unapprenticed young people, an increase in the number of German and French courses, the expansion of literacy courses provided by militants of the "Colonie Libere", and a growing demand for training in the tertiary sector (trade, paramedical professions, pre-primary schooling, courses for women).

With regard to occupational training in the production sector, there has been a noticeable reduction in courses of instruction in metallurgy, (turners, milling-machine operators, fitters) and an expansion in courses in electronics (servicing of radio and television and industrial electronics). During the past five years, priority has been given to the basic education and literacy sectors. Working in conjunction with FCLIS, ECAP-CGIL opened 115 courses in Switzerland in 1977-1978, 65 in basic education and 50 in occupational and language instruction. The

occupational and in-service training courses organized by ECAP for 1978 are focused on mid-career retraining. Expenditure on basic education ranks first (60 per cent) in the total budget for education; the remaining 40 per cent is devoted to occupational and language courses. Over 60 per cent of expenditure is accounted for by the salaries of the instructors, whose hourly rate of pay is nevertheless lower than that of Swiss teachers. Financing sources include the Ministry of Foreign Affairs, UFIAML, five cantons, members' contributions and various subventions. Courses are held in the most varied places (public schools, CLI headquarters, hospitals, enterprises). In 1977, ECAP boasted approximately 300 teachers and 40 co-ordinators, as well as collaborators, outside consultants, trade unionists, etc. operating on an ad hoc basis.

Instruction is provided in Italian, except in the case of foreign language courses (French and German). Language instruction takes account of the special characteristics of Italian as spoken by emigrants from the southern, agricultural regions of Italy, and of the peculiarities of the German spoken in Switzerland. In addition, it provides migrants with a grounding in the operation of institutions, trade union organizations, life-long education, etc.

Instructors work in groups pertaining to a single occupational sector and use audio-visual techniques. Their training and further training are provided outside working hours. Further training, which is not financed, is provided on a voluntary basis by the instructors themselves. Due to the particular conditions governing the flow of migrant workers, there is great instability in the staffing of these courses. None the less, basic education, language instruction and the development of teaching methods have reached a high level.

In order to encourage educational innovation, contacts have been established with various universities (Heidelberg, Basel, Zurich, Milan, Rome, Göttingen) and institutions. Exchanges of experience relate to such matters as the organization of the 150 hours of course attendance during working time⁽¹⁾ to which Italian workers are annually entitled, literacy training, the learning of a second language; technological developments, rationalization, occupational skills; the structure of occupational courses. This work is carried out jointly with groups operating within Swiss trade unions (in particular, workers in the building, automobile and pharmaceutical industries) in the light of the experience of Italian unions. Three courses, including one evening course of occupational training and two day-time basic education courses, are specifically reserved for women who wish to work in day nurseries. This pilot experiment conducted in Zurich is due to end in June 1978. Female attendance at "conventional" courses has fallen to 1 per cent or 2 per cent. An assessment of all aspects of women's education will be made on 3 and 4 June 1978, in Zurich, within the framework of the VIIIth Conference of ECAP-CGIL. FCLIS and ECAP look upon the contribution of trade unions and joint production committees as essential for creating a new structure for today's occupations, adapting them to new industrial needs and promoting a new organization of work which is neither piecemeal nor alienating. Efforts must be focused on the electronics sector, which is expanding; it is essential to curb the over-inflation of the tertiary sector (banking, insurance), to step up training activities in the social services sector (hospitals, schools, day nurseries) and in agriculture and tourism, with a view to the migrant's eventual return to Italy. Training should be geared to the running of agricultural co-operatives and services.

Lastly, a wide range of educational materials prepared by ECAP-CGIL in conjunction with FCLIS is used in basic, language and occupational training courses.

(1) Italian law on continuing education.



2.4.2.4 The training programme for instructors is made up of:

a five-day course (four classes a day) for 40 instructors;

100 meetings each year between instructors teaching the same course or working in the same place or in the same school;

a seminar for instructors, co-ordinators, teachers, experts, etc.

To date, the following topics have been covered in the seminars:

1971: Role of training institutes run by Italian trade unions in relation to the flow of migrant workers.

1972: Analysis of problems arising in connection with the training and occupational training of Italian workers in Switzerland.

1973: Migrant workers and the right to training: reports on individual experiences, ways and means of generalizing compulsory schooling.

1974: Immigration and learning: difficulties encountered by migrants' children and solutions thereto.

1975: Language instruction for migrant workers.

1976: Role of trade unions in workers' training.

1977: Educational problems of young migrant workers.

1978: Status of women, training and acquisition of occupational skills.

To this must be added meetings between trainee teachers and trade unionists on specific topics (industrial redeployment, collective wage agreements, etc.), and an annual five-day session for all concerned by trade union affairs.

Each year, 20 per cent to 25 per cent of instructors follow in-service training courses. These are focused on basic education and occupational training and the transition from one to the other. The content of these courses includes:

definition of basic education as the first step in a vocational training programme;

elaboration of a multidisciplinary programme of instruction;

role of teaching in the different disciplines: remedial language instruction, mathematics, technology; history and civics; trade union organization, technology and occupational skills;

survey of the different occupations; organization of work and occupations; relationship between occupational training and general education, economic situation and employment opportunities in the various branches of industry.

Other in-service training courses also provide an opportunity for discussions with delegates of workers' councils and for hearing reports on occupational training by trade unionists, economists and other experts (linguists, sociologists, etc.).

The Ministry of Labour and Social Welfare grants subsidies to finance in-service training courses, of which each cycle of four steps ends with a State examination.

2.4.2.5 FCLIS activities in the field of education and schooling of children

Since 1964, parents' committees have existed for the purpose of presenting to the Italian and Swiss authorities the problems and claims of young immigrants: institutionalization of full-time schooling, inclusion in the Swiss curriculum of courses of instruction for immigrants in their mother tongue, organization of supervised studies.

Since 1973, FCLIS operates a "Centre d'information scolaire pour les Colonies Libres Italiennes de Zurich" which receives financial support from the Italian Ministry of Foreign Affairs. This centre, which employs two psychologists - one part-time - and a teacher also working part-time, presents appeals against decisions to place young Italian immigrant pupils in special classes. The centre provides various forms of assistance: German lessons, supervision of pupils outside classroom hours, etc. It seeks to improve parents' capacity for analysis and self-defence in educational matters. An educational film (on immigrants and schooling) was produced in 1973, and another is at present being prepared on pre-primary schooling and the problems of infants.

ECAP organizes no courses for children. In 1976, 1977 and 1978, it organized a single day-time course for unapprenticed young people aged between 16 and 20. This course, lasting two years and comprising 1,200 hours of instruction, included a period of remedial work and a grounding in basic technology, and a second phase providing a training as mechanic, with practical experience in workshop and garage. Instruction in German was one of its basic components.

3. SUMMARY OF THE REPORT OF THE ITALIAN NATIONAL COMMISSION FOR UNESCO

3.1 General context of Italian emigration

3.1.1 Historical and structural causes of emigration

The number of Italian emigrants is estimated at over six million (a figure exceeding that quoted in the official statistics). An analysis of the statistical data published by ISTAT (the central institute for statistics) between 1876 and 1970 reveals clearly that emigration is a phenomenon whose causes are deep-rooted, endemic and structural.

The density of the population combined with the poverty of resources have given rise to an economy in which agriculture is the predominant activity. Moreover, the distribution of these resources is governed by the extreme disparity between the different regions.

Lastly, the economic policy adopted in recent decades, geared to an industrial-type development model, has been an important factor in determining the existence of the two Italies: the industrialized, developed Italy (developed also in the field of culture), and southern Italy, predominantly agricultural and characterized by a low level of productivity, which may be said to be still "developing".

These factors have led to low income levels and high rates of total or partial unemployment, for which the "safety valve", particularly in areas in which the imbalance between population pressure and availability of resources is most acute and most difficult to bear, has been the traditional flow of emigrants.

Factors of a cultural and historical order have also affected the evolution of emigration. After undergoing long periods characterized in many regions by parasitic regimes and the survival of feudal systems, the people at large have been involved only gradually in the process of unifying Italy.

The Mezzogiorno, for example, having experienced the industrialization process only in an episodic and impromptu way, has not taken part in the complex and troubled social and cultural evolution of the family cell and the kinship group which modified the pattern of social relationships and hence also of power. Here perhaps lies the explanation of the phenomenon of nepotism, fatalism and above all the "wait-and-see" attitude towards the State, considered as the sole possible source of initiatives to bring about change.

Moreover, the "humanistic" feature of schooling and more generally of the structures of culture and education, compounded with the other components of social reality as a whole, explain the absence of an endogenous industrial élite in the Mezzogiorno.

3.1.2 Effects on the behaviour patterns of emigrants

The situation of the emigrant worker can be defined as critical. What makes it critical is the economic destitution, isolation and solitude which are its objective, everyday reality and the exploitation and instrumentalization which attend it. It is peculiar in that it has long remained unaffected by the struggles and victories of other workers. This is epitomized by a **twofold** marginalization: marginalization in the country of origin and marginalization in the host country. In psychological, cultural and political terms, this situation has resulted in a crisis of identity: the repudiation alike of the culture of origin and the culture of the host environment. This repudiation is not always fully conscious, and is prompted by complex motives; in all cases, however, it boils down to the individual's sense of realization of his own powerlessness to participate in either culture, let alone in both.

Moreover, despite the various developments which have occurred, the problem remains of the immigrant worker's socio-cultural and occupational integration. For, if by integration is understood the real possibility of measuring himself as an equal against the indigenous worker, then the conditions required for him to acquire the means of ensuring such integration are clearly not fulfilled. And this, despite the rise in his socio-cultural level.

For the emigrant, obtaining economic security is the priority objective. However, this creates an obstacle in the way of other acquisitions which are perceived in the immediate as threatening to retard that of economic security, but which would in fact provide the wherewithall of greater economic security in the future (cultural and occupational training, knowledge of the language).

If this type of motive is linked up with the incapacity of political, economic and welfare measures to provide useful and readily available instruments - not exclusively of a relief kind - and to produce motivating models and alternatives, it becomes understandable that the emigrant tends to seek refuge in solidarity and identification with the primary group, and in involvement with groups which challenge the system.

3.1.3 Current emigration trends

An analysis of the socio-economic and demographic data relating to Italian emigration yields indications as to present trends which are useful in evaluating measures which are at present being or might suitably be carried out.

The imbalance persists between Italy's population and her resources and employment opportunities. At the same time, the economic structure and the structure of production in Europe is changing, accentuating the gap which already exists between schooling and work, between the period of training and preparation and that of integration into the community and into the world of work.

At the socio-cultural level, the readiness to emigrate is tending to diminish, primarily as a result of a rise in the population's cultural level and, more significantly, an increasing awareness of personal dignity. This leads in turn to higher expectations in respect of educational and training programmes, which clearly have to take account of the higher level of cultural development and more developed critical awareness, as also of a stronger claim to take part in social and cultural life.

The precise data available eloquently reflect the higher proportion of women and children in migratory flows, resulting from the trend to re-establish the family cell. This brings into particular prominence the problems affecting first-level schooling (nursery and primary schools) and the need for socio-cultural and occupational measures to promote the status of women.

At the occupational level, the agricultural sector is tending to dwindle at an ever faster rate, while the tertiary sector is progressively expanding. This trend can be related to the change now taking place in the relative importance of the different sectors of activity. It is a trend which, if training programmes intended to create real prospects of employment are to be more effectively planned, calls for in-depth analysis and dynamic measures within the economic and production system of countries affected in one way or another by emigration.

Lastly, the substantial increase in return migratory flows gives priority importance to problems of reinstating and reintegrating both workers - men and women, young and adult alike - and children obliged to find their place in a school which is "alien" to them. If the problem concerning children's schooling is a serious one, that of harnessing and developing the productive capacities and energies of young and adult workers is no less so. For the latter, the need to be informed about, and to understand, the situation and prospects of the labour market in the area to which they return, and the need for mid-career training and redeployment are urgently felt.

Moreover, whether they have already returned or are still only considering the possibility, adults have to contend with the problem of acquiring the cultural tools required to understand the social set-up in Italy and to find their place in it.

3.2 Emigrants' educational and training requirements⁽¹⁾

3.2.1 The expectations and aspirations of Italian migrant workers in matters of education and training

Many surveys carried out in recent years by Italian research centres on Italian emigration in Europe have brought into prominence the aspirations of Italian emigrants concerning the educational and occupational future of their children. Research findings have also made it possible to identify the educational requirements of this population, taking account of the existing supply in this field.

(1) Problems of transoceanic emigration will not be discussed within the framework of this summary.

The reasons underlying the choice of a foreign or an Italian school are directly connected with the conditions of residence in the host country and with plans to return. However, most interviewees tended to prefer a type of bilingual and bicultural school which as yet exists only in an experimental form and in a few places. This type of school would facilitate the integration of their children into the host environment and ensure continuity with the community of origin.

Parents immediately perceive the "economic value" which really attaches to the acquisition of occupational skills in the host country and are frequently less enthusiastic about purely academic or "intellectual" studies.

With regard to training requirements, the traditional dichotomy between the culture of origin and the culture of the host country cannot properly explain the educational problems posed by the migration phenomenon. In point of fact, integration into the foreign country and return to Italy represent two distinct solutions which are not necessarily mutually contradictory (in the manner in which they are experienced by those concerned, either as an aspiration or a possibility).

The critical situation of the second generation has led to the voicing of demands which require urgent satisfaction.

One survey has brought out a foreseeable trend for occupational qualifications to be negatively correlated to the age of those holding them: that is, the younger the person, the higher his qualifications. What is important, however, is the subjective valorization of their qualifications by young people. In contrast to older people, the young are in fact disinclined to accept just any work, and tend to make the decision to return definitively to Italy contingent upon the prospects of finding work there which corresponds to their qualifications.

By contrast, for the sample as a whole, the conditions for learning the language of the host country are negative, and there is no difference between young and older emigrants, or between the former and the very young people who are planning to leave. At all levels of skill, learning the language of the host country is limited to the most strictly and immediately utilitarian purposes. Thus the aim is to acquire a means of survival rather than a medium of expression to facilitate social integration.

However, the group which is best placed from the linguistic point of view (from the Frinli region) stresses the need for a sound knowledge of the language in order to secure better working conditions and fuller integration. Those interviewed nevertheless consider in-school language courses to be inadequate. The choice of the language studied is by no means always justified by the choice of the country to which it is intended to emigrate.

3.2.2 Specific needs of European emigrants

The first problem to be solved is that of ensuring that the emigrant is well informed. Particularly in so far as non-controlled emigration is concerned, no provisions can in fact be made for the reception of immigrants. Diplomatic and consular missions are neither prepared nor equipped to cope positively with attitudes, reactions and problems which frequently call for a great deal of understanding. Hence the task of providing information is frequently undertaken by trade union or private bodies operating in the field of training and welfare which have played and continue to play a major and significant role in supplying deficiencies in specialized training programmes.

Moreover, various associations, such as the centres run by the Catholic missions, provide immigrants with the opportunity for consorting together, thereby meeting an essential need. However, while the compensatory role played in social and human terms by these associations and missions should not be underestimated, it would be wrong to confuse it with the specialist function of education, which on the contrary it frequently impedes.

With regard to the children of emigrants, it should be possible to cope with their schooling problems in the best interests of education rather than in a climate of competition in which different schemes, private or otherwise, vie for subsidies. This requires that the child's own interests and actual needs take precedence over all other interests.

Emigrants' children are frequently left in the country of origin with their mothers, or are entrusted to grandparents or other members of the family. Such children should receive special attention in matters of schooling in order to make up for the father's absence. It should be possible to prepare the children and mother to join the father in the foreign country. When, as is frequently the case, mother and children are on the contrary awaiting the emigrant's return in the near future, efforts should be made during this period to help them to understand the environment in which he has been living and to empathize with him in his experience of expatriation.

The problems affecting children who accompany their parents in their emigration are quite different. It must be borne in mind that, for the school's purposes, they represent "material" far richer in human and - in the broadest sense of the term - educational experience than do other children of their age. However, they too, like their parents, lack the basic linguistic and occupational tools required.

In the case of European countries, the main interest of young people as far as education is concerned is to find their place in the school system of the country of residence, which will need gradually to take on, both in its methods and contents, a European dimension. Potential difficulties of integration must be tackled, discussed and solved in the school of the country of residence and not outside it. Collaboration between teachers of the country of residence and those of the country of origin must operate at the local level. To set up parallel or "stop-gap" schools would be to create an artificial and "marginalizing" educational structure.

At the present time, when re-emigration represents a major phenomenon, training for educational and occupational mobility is vital. This will entail reforms and a more thorough harmonization of the national educational structures of the countries concerned.

3.3 Main lines of emphasis for an educational policy on behalf of European emigrants

The investments made by the Italian State in emigrant education and training are very considerable, but are far from bringing the expected returns. This poor performance can be ascribed to two main causes:

- (i) absence of a clear perception of the problems and, hence, of the objectives to be set and the solutions to be sought;
- (ii) the piecemeal nature of the operations, the lack of co-ordination and the complex web of relations and interests which has been woven by organizations and institutions of different tendencies working on behalf of emigrants.



To sum up, the following educational trends and requirements may be identified:

The demand for training is both clearly articulated and heterogeneous, that is, it concerns different sectors (schooling, work, leisure activities) and various categories of beneficiary (young people, adults, women);

there is a general demand for equality of opportunity in training; in respect both of school attendance in the country of immigration and the educational problems bound up with the immigrant's return to his country of origin, deficiencies in basic culture have emerged and the need has become apparent to harmonize educational and training systems; as far as the immigrants' return is concerned, in addition to employment difficulties, particular problems arise in integrating or reintegrating children into the Italian educational system;

the proportion of children who do not undergo compulsory schooling is extremely high (in the Federal Republic of Germany, for example, it stands at 60 per cent, confirming the fact that German schools subject immigrants to a rigorous selection process);

there is a growing demand for deeper links with the culture of origin;

it is essential that innovations in the legal and statutory framework governing education, culture, the press and information should be aimed at harmonizing educational and training systems in Europe;

it is particularly essential to allow those concerned to choose between re-integration into the national educational structures and systems and integration into the local educational system;

as a result of the foregoing, the primary objective must be to ensure recognition of an equivalence between the diplomas awarded by the various educational systems;

instruction in Italian language and culture should be incorporated into local curricula wherever Italian emigrants are most strongly represented.

It clearly results from the foregoing that the educational requirements of emigrants can be satisfactorily met only if they are seen in their true present-day dimension, which transcends the national dimension. It is at this level that the study and solution of this complex problem must today be situated, and it is for this reason that the international organizations have an indisputably major role to play.

3.4 Action in respect of occupational training

Occupational training is considered as an intermediary form of training between schooling and work. However, as it concerns only those young people belonging to certain social categories, it entails an implicit discrimination between those to whom it is addressed and those who have other opportunities, in particular in higher education, to acquire a profession.

The poor performance of this sector is attested by the extremely small proportion of workers enrolled in occupational training courses as compared with the number of unskilled Italian workers.

Country	Number of unskilled workers	Number of students enrolled annually in occupational training courses	%
Federal Republic of Germany	381,000	3,530	0.927
Switzerland	371,000	8,327	2.245
France	79,000	138	0.174
United Kingdom	16,000	333	2.081
Netherlands	8,000	50	0.625

In the present period of crisis, all political and social forces are showing a determination to focus energies on action relating directly to employment and hence to vocational and technical training, with the short-term objective of re-deploying workers. It is accordingly essential to take account of this reality in elaborating the cultural and occupational content of training programmes, but to provide the conceptual tools to enable workers to gain an awareness of their situation and of the way in which they are conditioned to accept the status of "immigrant workers".

In this connection, the EEC's Commission on Cultural Affairs has advocated occupational training as a means of social advancement for migrant workers and a form of development aid. In addition, the national conference on emigration held in Rome in 1975 enabled all democratic organizations dealing with problems of emigration to present clear-cut proposals for a policy in this field. From these, it emerged that action should have been focused on measures aimed at particular regions and countries, operating through the European Social Fund and bilateral negotiations.

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The following conclusions and guidelines may be drawn from our analysis of the situation:

Information on socio-cultural matters (the social and political situation, workers' rights, trade unions, problems inherent in the status of the immigrant citizen) is inadequate;

serious and widespread language difficulties remain, relating both to knowledge of the foreign language and knowledge of the basic elements of Italian culture;

occupational training should in particular be more closely linked with the restructuring of enterprises and hence be focused mainly on mid-career retraining;

the vocational training provided by the local system is beset by discrimination as a result of basic cultural and linguistic deficiencies;

provision has been made in Italy for experimental first-cycle secondary-level courses modelled on the above-mentioned programme comprising 150 hours of instruction; this possibility should be used to the maximum, i.e. in all existing training courses, including initial occupational training courses, following which the students should be able to enrol for the final year of first-cycle secondary-level courses.

Educational action policies, particularly in the field of vocational training, should be based on the following priority objectives:

- (i) maximum encouragement for migrant workers and their children to take advantage of local training structures;
- (ii) genuine cultural promotion for migrant workers which, together with suitable vocational training, gives them the basic cultural background they have not had a chance to acquire and enables them to study the language of the host country;
- (iii) the current phase of economic crisis and industrial reorganization requires greater labour mobility, both occupational and geographical. Alongside long-term training for all-round qualifications, short-term vocational training, retraining or further training courses should be organized.

It would be extremely useful to study and disseminate the experience of those who have attended training courses as migrant workers and to co-ordinate these courses more thoroughly.

The form and structure of vocational training are necessarily based on its role and purpose as a means of training geared to experience of the world of work.

Taking as its starting point a concept of work in which the worker, the work process and the social background are three interdependent factors, an education for work was created which is characterized by the following basic assumptions: the central importance of the worker, the unitary nature of the learning process and the problematic nature of experience.

The central importance of the worker and workers undergoing training. This means that account must be taken of the variety of requests for training made by the users, which must be known, evaluated and met in the most appropriate way. It also means that the users must be genuinely associated in the decisions made and mechanisms created for this purpose.

The unitary nature of learning processes. This requires a methodology which accommodates a number of different methods of study involving the use of induction and reference to practical experience, and also, if possible, the visualization of concepts, the relativization of conclusions and the verification of assumptions.

The problematic nature of experience considered as the basis and point of departure for the whole training process. For interest-oriented teaching, as practised in the most advanced parts of the educational system, vocational training must substitute problem-oriented teaching in order to provide a course of study geared to change which takes as its point of departure a discussion of life, or rather of the most critical or doubtful and problematical aspects of life and work.

3.5 Life-long education and adult education

The different types of education must enable emigrants to find a place in their new environment, while at the same time retaining the ability to reintegrate themselves in their home country. Migrants need a better preparation for working life on account of the greater difficulties which they face and the risk of finding themselves confined to the lowest categories of productive life. Knowledge of the local language must be given priority, so that they can take advantage of general and technical training courses.

The few arrangements made for Italian emigrants are organized by vocational training institutes and trade unions. Their purpose is generally to make good a lack of general knowledge. In this context, courses of education that follow the period of statutory schooling should be organized in such a way as to enable qualifications to be obtained in different forms and at different times, thanks to lifelong education: special arrangements should be made for migrants in this connection, as they tend to have less contact with the formal education system. There are many new departures, such as the creation of Peoples' Universities for workers and the various types of community cultural activities which could draw in migrants. Migrant workers' children should benefit more than others from vocational training which enables them to develop their abilities. The recognition of diplomas and qualifications, the granting of special facilities for workers following courses of study, special measures in adult education and the encouragement of parents' participation in school activities would all be useful in this context and are measures which do not raise any special problems.

Genuine international co-operation in education is necessary if the objective of overall development of the personality and a policy of free and full personal and occupational mobility are to be realized, with a view to the Europeanization of the training sector. It would be particularly useful if the programmes which have been duly tested by the different national educational systems could be dovetailed together.

3.6 Current government action and results achieved

Education and training activities are governed in Italy by Law No. 153 of 15 March 1971, which provides for a wide-ranging series of measures to assist emigrants and their children in regard to educational and vocational training activities.

At regional level no measures have yet been taken in many cases, and they are linked with the coming into operation of the general system of vocational training and the reform of manpower placement arrangements. The few, unco-ordinated local initiatives are in the main undertaken by philanthropic institutions.

At national level assistance in the educational field, which is co-ordinated and organized by the Ministry of Foreign Affairs in collaboration with the Ministry of Public Education, consists in the main in subsidizing Italian schools abroad.

However, over the last few years State intervention in this field has become more frequent, particularly in in-school and out-of-school activities, both in the host country and for those returning home.

The spirit underlying Law No. 153, the impact of the National Conference on Emigration, the use of the system of reimbursements granted within the framework of the EEC's Social Fund and the 1977 Community Directive on the schooling of emigrant children are all factors which have had a positive effect on the work already under way.

In 1977 the Interdepartmental Committee on Emigration adopted a directive to assist the children of returning emigrant workers to readapt themselves to the Italian school system.

As far as present trends and the outlook for the future are concerned, the result of the policy applied by the authorities has been that Italian schools operating abroad as Italian State schools - which have often had a historic role to play in the past - now number only ten, located mainly in Europe. It is considered preferable not to have too many genuine Italian schools in the host countries, but for Italian children to attend local schools (while ensuring that

additional courses on Italian culture and adaptation classes are also provided); for adults the idea is to have courses enabling them to reach the educational standard corresponding to the period of obligatory schooling, as stated in Law No. 153. But there have been obvious delays; attention has also been drawn to the disadvantages of additional courses which not only place an added burden on the child but have also been found too short and too general to have any positive effect.

4. SUMMARY OF THE REPORT OF THE NETHERLANDS NATIONAL COMMISSION FOR UNESCO

Foreword

The opinions expressed in this study cannot be considered characteristic of any particular national group. The great diversity of migrant workers' educational and training expectations and aspirations is explained by differences in background (rural, urban), the motives for their emigration and the length of time they expect to stay in the Netherlands. However, in all cases the desire to learn their own language and culture or not to lose touch with them is very strong, although less noticeable in those who have settled permanently; the desire to acquaint their children with the foreign parent's culture is marked, even in mixed couples.

These reservations regarding the significance to be attached to the range of opinions quoted here are made in order to draw attention to the fact that even within the same national group there is no unanimity of aspiration.

4.1 Brief outline of immigration in the Netherlands

The first foreigners to come to the Netherlands were from Dutch colonies. However, before the Second World War a large number of Chinese came to settle in the Netherlands as well as Jews subjected to persecution in Germany in the 1930s. The first migrant workers arrived just after the war. At the same time there was an outward movement of Dutch nationals - mainly farmers - to Canada, Australia and New Zealand.

But it was in the 1950s (with the arrival of Yugoslavs recruited to work in the Limburg coal-mines, followed by that of the Italians who, until 1962, were the largest group of migrant workers in the Netherlands) that the number of migrant workers started to grow continuously, as shown in the following table.

	December 1959	December 1969	December 1977
Italians	1,884	9,000	20,111
Spaniards	68	12,543	27,798
Portuguese	17	2,174	8,801
Greeks	74	1,497	4,081
Turks	9	15,483	79,483
Moroccans	3	14,889	44,421
Tunisians	-	-	1,420

This growth is to be attributed to manpower recruitment agreements signed with Spain (1961), Turkey (1964), Greece (1966), Morocco (1969) and Yugoslavia (1971), but also to many workers in these countries individually taking the initiative to emigrate.

Official statistics on migrants (200,000 in January 1977) make no mention of the thousands of workers from other countries in the European Communities (who are free to work in any of the Member States), or of those from Surinam, the Dutch West Indies, Indonesia, the Moluccas, etc.

The Netherlands still has one of the lowest percentages of foreign workers in Europe.

These workers came to seek employment in the Netherlands, which needed additional manpower for its economic development, mainly for economic reasons (unemployment in the home country).

4.2 Migrants' level of education and sectors of occupational activity

On the one hand the survey covered workers from countries in the Mediterranean basin (Italians, Moroccans, Turks, Greeks, Yugoslavs, Spaniards and Portuguese) and workers from overseas countries such as Cape Verde, and on the other a number of large foreign communities in the Netherlands (Chinese, Surinamese and South Moluccans). Their presence is due above all - except for the Chinese - to the consequences of colonization. Italian, Greek, Yugoslav, Spanish and Portuguese workers are, for the most part, literate. This is in fact one of the conditions required for entry of foreign workers to the Netherlands. There are many who have attended primary schools (five years). This is true of Italians, Greeks, Yugoslavs and Spanish workers (only in part for the latter). A number of workers from these countries have received vocational training or learnt a trade. Although it is not unusual to find illiterates among them (mostly from rural areas), they do not form a very large percentage of the whole. The highest percentage of illiterates is found among Moroccans, Turks and Cape Verdeans.

There is also a large number of illiterates among the women, particularly those belonging to the last three groups.

The level of education of Chinese, Surinamese and South Moluccans is relatively high, this being particularly true of the Surinamese, who, what is more, have received their education in Dutch.

Workers from the Mediterranean countries are mainly employed in big industrial firms, the construction industry or shipyards. It should be added that in their final years of operation, until their closure, Moroccans provided the main labour force for the Limburg mines. These workers recruited under the terms of special agreements had to have accommodation provided by their employers, who housed them in hostels or sheds close to their place of work. Depending on the size of the firm and the interest taken in them by their employers, various advantages could be offered (Dutch language courses, travel expenses paid for holidays in the home country, etc.). This form of recruitment is seen by some nowadays as a modern version of the slave trade.

No reception arrangements were made for Moroccans. They were met by their fellow-countrymen or looked after by migrant workers' organizations.

The **second** group of workers, particularly the Chinese and some Cape Verdeans, worked in the Navy. The decline of maritime trading and, later, the Second World War resulted in the Chinese population's settling in the ports of Amsterdam and Rotterdam, where they took up catering. The Cape Verdeans, on the other hand, were employed by large firms.



The South Moluccans came from the colonial army. They were housed in camps where retraining courses were organized for them (with a view to their return to civilian life in their own country), and are now scattered over the whole country.

4.3 Dutch language aspirations

Knowledge of Dutch seems essential to workers with a reasonable level of education (at least five years' primary schooling) who have settled permanently in the Netherlands. They aspire to better qualified jobs in their firm or they wish to play a part in the life of society. This is the case of many Italians and some Moroccans. However, initiatives taken in this sphere have not been successful and genuine opportunities for advancement are still almost non-existent. It is worth noting that Turkish workers feel that English would be more useful than Dutch and ask for English language courses. Illiterates, particularly the older ones, are not very well motivated. Generally speaking, almost all the women would like to attend courses, but those who combine a full day's work outside the home with household chores and child-raising cannot fit them in. An additional obstacle is often the husband's unwillingness to let his wife go out. In any case, apart from sewing classes which include a language component and which are attended by Moroccan, Greek, Spanish and Turkish women, there are very few language courses adapted to the specific needs of each of the communities. Moreover, many women, particularly Moroccans, regard sewing classes as an opportunity to meet their compatriots. Italian women prefer to attend Italian clubs in order to escape from their isolation and develop their personality.

4.4 Migrant workers' aspirations in respect of vocational training

The desire for vocational training is often an incentive to improve knowledge of the Dutch language. But language problems are often a severe handicap in acquiring the necessary qualifications.

Moroccan, Turkish, Portuguese and Cape Verdean workers formulate most requirements in this field. Motivations differ from one group to another, however. Briefly, they can be outlined as follows:

vocational training organized by the firm (Italians, Cape Verdeans, Moroccans, Turks and Yugoslavs);

desire for training with a view to returning home (Yugoslavs, Portuguese, Turks and Greeks);

retraining to improve the qualifications of unemployed workers (Moroccans).

It has been noticed that Spaniards do not always take advantage of training opportunities offered by the firm. On the other hand, some Spanish women would like to attend courses leading to office jobs, which obviously require qualifications.

With the exception of Yugoslav workers (both men and women), for whom the Yugoslav Government organizes various types of training (basic general training, vocational training for the metallurgical and tourist industries and middle-level technical training), migrant workers in the Netherlands do not have any real training opportunities. There are some courses organized by migrant workers' aid organizations, but they have a high wastage rate. The lack of political will and the lack of interest on the part of the employers - themselves explicable only in terms of the need for unskilled manpower - are largely responsible for this situation.

Finally, the only successful training courses oriented towards a return to the home country are the poultry-raising courses organized for Turkish workers.

4.5 Aspirations of migrant workers for the education of their children

Aware of the problems of cultural conflict and return to the home country, migrant workers in all the communities mentioned wish their children to receive a bi-cultural education within the school framework. But the possibilities offered vary considerably. Although Italian, Moroccan and Spanish children receive this kind of education during school hours, it is only provided on Wednesdays and Saturdays for Greek and Turkish children. Whereas some parents consider these arrangements inadequate, for others they impose an undue burden on the child. Yugoslav and Cape Verdean children are very unfortunate in this respect, as no arrangements at all have yet been made for them.

Teaching of the language and culture of the home country is in the main provided by the Netherlands Government. However, some of the home countries make a contribution to the development of this education.

Finally, parents' committees (Greek) and migrant workers' associations (Turkish, Moroccan and Italian) play an active role in this sphere.

Parents' opinions differ as to the emphasis to give their children's education. Some (Turks and Spaniards) are in favour of vocational training as opposed to a more theoretical type of education, whereas for others, particularly Yugoslavs, an academic training means that their children will have the opportunity of climbing higher up the social ladder than they themselves have done.

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