

**Swedish National
Commission for Unesco**

Meeting of specialists
on

THE LITERACY NEEDS OF MIGRANTS

Hasseludden, Sweden, January 10-15, 1977

Final report and recommendations

Swedish National Commission for Unesco

Meeting of specialists concerned with the literacy
needs of migrants in European countries - with spe-
cial attention to the learning of the language of
the country of residence, Hasseludden, Sweden,

January 10 - 15, 1977

In January 1977 the Swedish National Commission for Unesco arranged - on contract with Unesco - a meeting of specialists concerned with the literacy needs of migrants in European countries, with special attention to the learning of the language of the country of residence. This volume includes the final report of the meeting and the recommendations adopted.

The recommendations formulated by the specialists are addressed to the institutions concerned and call for action at the national as well as the international level.

Erland Bergman
Secretary
Swedish National Commission for Unesco

Opening of the meeting

1. The meeting was opened by the Swedish Minister for Education and Cultural Affairs, Mr. Jan-Erik Wikström, who welcomed the participants and observers. This was followed by an address by Mr. Soler-Roca, representing the Director-General of Unesco, and a presentation of Swedish Immigration Policy by Mr. Kjell Öberg, Director-General, National Swedish Immigration and Naturalization Board. (Full text of the speeches of Mr. Wikström and Mr. Soler-Roca are found in Annex I and II. A presentation of the subject treated by Mr. Öberg is found in Annex III.).
2. The Chairman, Ms B. Ulvhammar, Deputy Director-General of the Swedish National Board of Education, then said a few words about the nature of the meeting, pointing out that this was the first regional expert meeting dealing with language and literacy problems of European migrant workers, bringing together specialists from both the countries of residence and the countries of origin themselves. Observers included representatives of Western European Governments and International Non-Governmental organizations, as well as Swedish National Organizations.

Rules of procedure

3. The draft rules of procedure presented to the meeting were unanimously adopted.

Election of officers

4. The following officers were unanimously elected:
Vice Chairman - Mr. Ahmed Nadir; Rapporteur - Mr. Pantelis Nikitopoulos.

Later during the meeting, in accordance with the rules of procedure, the following drafting committee was elected under the chairmanship of Mr. Nadir: Ms Yvonne Collymore, Mr. Norbert Dittmar, Ms Anne Martynow and Mr. Pier-Angelo Neri.

Adoption of the agenda

5. The draft agenda was adopted without amendments.

Principles and criteria of adult education applicable to literacy programmes of migrants

6. This point was introduced by Mr. Soler Roca. As a framework for these principles and criteria, Mr. Soler Roca made reference to the most recent pronouncements from international conferences and meetings. The Third International Conference on Adult Education (Tokyo 1972) emphasized the fact that education is a product of the society as well as a factor of its social transformation. He identified the main trends of this conference as follows:

- a) "that Member States adopt a general policy for adult education, oriented towards creating in adults a critical awareness of the historical and cultural world in which they live so that they may be able, by creative action, to change that world";
- b) the contents, methods and programmes must correspond to the interests and needs of adults;
- c) the active participation of adults themselves is an essential factor in all stages of their education process; this should be regarded as part of their training.

7. He further drew attention to the Recommendation (to Member States) on the Development of Adult Education, which had been approved by the 19th session of the Unesco General Conference held in Nairobi, November 1976. These recommendations view adult education as a fundamental aspect of the universal right to education, in the context of life-long education. They include a recommendation on means of achieving more equality in the provision of educational resources, better collaboration between age groups, greater socio-political equality between sexes, and different social groups. The recommendation made special reference to granting priority to the specific needs of less advantaged groups (Chapter II 3 (a) and to migrant workers (Chapter III, para. 20).

8. Another speaker drew attention to other relevant conventions adopted by the International Labour Organization:

- i) the convention concerning Paid Educational Leave, 1974, Article 8 of which states that "Paid educational leave shall not be denied to workers on the ground of race, colour, sex, religion, political opinion, national extraction or social origin", and
- ii) the Migrant Workers (Supplementary Provisions) Convention, 1975, of which Article 12 (c) states "take measures, encourage educational programmes and develop other activities aimed at acquainting migrant workers as fully as possible with the policy, with their rights and obligations and with activities designed to give effective assistance to migrant workers in the exercise of their rights and for their protection".

These principles were stressed as being considered important prerequisites for a successful policy of language and literacy training.

The discussion which followed centered around the importance of the adult himself participating in bringing about changes which affect him, and the role of adult education in the democratization of the society, especially with particular reference to equality between men and women. The need of the equal access to education of migrants was emphasized and the principles of equal treatment in educational provision were stressed. One speaker drew attention to the need to give preferential treatment to the most "disfavoured".

It was agreed that conceptual ideas considered in this point of the agenda were linked to the following one.

Policies on literacy

9. In discussing policy and legislation, the speakers drew attention to the following facts:

- i) national policies on migrant workers of the resident countries are inevitably linked to economic and social considerations;
- ii) policies on migration in resident countries vary considerably and it is therefore not possible to make generalizations;
- iii) at present, very few resident countries have planned programmes for mass literacy training in a national context;
- iv) some countries have special legislation concerning literacy and migrants' education, others still have no special legislation; among these, some consider that existing legislation which applies to citizens of the resident countries could apply equally to migrants.
- v) questions of cultural identity, including mother tongue language, and those of cultural interaction between countries of residence and countries of origin are becoming of increasing importance;
- vi) migrant women are often in a particularly difficult position as they are more likely to be isolated from the society in which they live because of their own cultural traditions;
- vii) a few countries give migrants the right of becoming citizens after a required period of residence, others do not offer them long term security of residence;
- viii) national policies and legislation concerning social conditions such as labour markets, work permits and political rights, relate to literacy policies.

10. While recognizing that the educational situation of migrants depends on national policies, the participants

stressed the need for a national commitment on literacy, and that the right to literacy training should be safeguarded by legislative measures, including the granting of paid study leave in working hours and non-working hours, as well as a special concentration on certain target groups. These measures should take into account the international declarations on the equality of educational opportunity and the participation of adults in their own education as elaborated in the Recommendations of the Conferences mentioned in paragraphs 6, 7 and 8 above.

The provisions for these guarantees naturally depend on the socio-economic situation in the resident country, the active interest of the country of origin as well as the country of residence, the language problems involved, the status of the migrants, etc. The need for active steps to be taken by public authorities and the support of citizens in the resident countries, through non-governmental organizations as well, was stressed with particular reference to trade unions.

Target groups

11. A number of target groups were identified for training purposes. Speakers drew attention to many aspects of the varying needs and situations of the migrants as a whole. Once groups had been identified, it was necessary to define their needs and devise suitable training courses accordingly. This would require an adaptation of the contents of courses and teaching programmes, as well as a system of testing and evaluating on-going work and the different approaches. A summary of the main target groups identified is as follows:

- i) National Groups: coming from the same country of origin, or areas with similar socio-economic, language and cultural backgrounds.

- ii) New-comers: with little or no knowledge of the country of residence.
- iii) Established residents: with little or no familiarity of conditions of life and work in the resident countries.
- iv) Differentiation according to their knowledge of language:
 - i) Groups with knowledge of the language (languages) of the country of residence.
 - ii) Groups with knowledge of only the language or dialects of the country of origin.
- v) Migrant women: this group was again divided into:
 - i) Working women
 - ii) Women at home (and those who for cultural reasons are isolated from the community).
- vi) Migrant workers:
 - i) In industry
 - ii) Isolated workers
 - iii) Non-working
 - iv) Unemployed workers
- vii) Families of migrants:
 Many speakers drew the attention to the need for the integration of literacy and language training for migrant workers in the context of the family unit and the relationship between the education of the child and the adult.
- viii) Isolated groups:
 The special problems of isolated people such as individual workers (domestic help) or women confined to their homes.

12. It was agreed that those responsible for literacy programmes and language training in the resident country should work closely with certain non-governmental organizations and involve them, where relevant, in the elaboration of programmes. Special reference was made to the role of trade unions and migrants' associations. Employers' associations, working with the respon-

sible government departments or governmental authorities in planning literacy and language programmes should also be involved. Also mentioned were voluntary organizations engaged in adult education work, which have important contributions to make.

Methodology

13. This point was introduced by Mr. Gnenébé (consultant), who considered that this point was closely linked to the previous one. Policies and organization of literacy programmes would naturally influence methodology, training processes and context of programmes. He also drew attention to the overlapping problem of language training and literacy instruction which in the case of many migrants presents a double burden. Training appropriate for adults is clearly different from that of children. He pointed out that the encounter between the teacher and the learner is usually an encounter between different cultures, and thus the need to find effective communication is crucial to good methodology. He also spoke of the importance of relating content to realistic interests and needs of the migrants.

14. A general discussion followed in which speakers drew on their own experiences and described conditions and programmes in their countries.

It was considered by many that present provisions for training are inadequate, that qualitatively, despite many interesting experiments, resident countries have not yet reached targets required, and that methods used are often inappropriate and based too closely on traditional forms. The provision of literacy training is often of a sporadic nature and not systematically planned. Too few countries have adequate provision for training during working time, or provide the means whereby the workers are entitled to paid study time by employing enterprises or through the educational services of local authorities.

15. In discussing principles, it was stressed that i) methodology must be based on migrants as the "subject" of instruc-

tion (with consideration for them as human beings, with a diversity of interests) and not as objects (only in terms of production needs or restricted aspects of their new environments); ii) literacy must be considered as an integrated part of further education provision, and not an end in itself; iii) illiterates must be recognized as adults who already acquired a certain cultural and general knowledge; iv) the participation of adults in planning their training programmes and methodological approaches is essential; and v) the fact that a culture of illiterates exists (codes, signs, etc.) which is rich in meaning and experience. It was considered important that these principles be taken into account in developing methodology and planning programmes.

16. Certain speakers described work being done in the country of origin before the would-be migrant leaves his country, which involves literacy language training as well as questions relating to his eventual return to his homeland. It was explained that many countries of origin send special teachers to the resident countries to help with the education of both adults and children, and that the countries made appeals for co-operative bilateral agreements.

Mass media

17. Several speakers contributed to this point, drawing from their experiences and describing both successful and less successful projects. The BBC Television "On the Move" programme, which is part of a three-year adult literacy broadcasting project in the United Kingdom, was described. This programme is mainly promotional, but also gives some teaching instruction. Its main purpose is to motivate and refer illiterates to available training courses in their local areas. This project was developed on the basis of piloting material with target audiences.

It was agreed that the mass media, especially TV and radio,

could play a very important role in promotional activities, but need to be supported by a well conceived infra-structure within the community which could provide the training facilities, teaching material, etc. It was also necessary to ensure good "feed-back" facilities so that the media programmes have direct contacts with their audiences. The role of the mass media in providing programmes related to the cultural origins of migrants was also discussed, as well as their role in providing teaching resources and in creating better relations between residents and migrants.

Motivation

18. The importance of these aspects for any literacy programme was emphasized by most speakers. Without proper motivation, most efforts to provide literacy or second language teaching, however well planned, would fail. Discussion centred around the positive role the mass media could play in this respect. Speakers also referred to the necessity for the learners to participate in the teaching process and be consulted in the preparation of the courses.

Content

19. Speakers considered that content and motivation were closely linked. It was repeatedly stressed that content must be realistic and take into account the main interests and pre-occupations of the migrants. It must be related to socio-cultural as well as economic needs. Some speakers referred to the necessity of consulting the learners themselves before programmes are compiled. Others spoke of the need to understand the "illiterate culture" in order to plan successful programmes, to the necessity of distinguishing between the "written" and the "spoken" language, and to take into account the migrants cultural background when preparing material.

Teacher-training

20. There was general concern about the lack of suitable teachers. Teachers provided by the residence country often lack knowledge of the migrant's own culture and language, and sufficient understanding of his or her needs. Sometimes teachers sent by the countries of origin do not have similar backgrounds or ideas of the migrants themselves and this leads to a conflict. The teaching of language to foreign workers is often inadequate, as the teachers are not familiar with the problems of teaching a second language. In some cases voluntary teachers, although filled with enthusiasm, lack sufficient training as well as the backing of educational institutions.

Speakers felt that much work needed to be done to improve the present situation, not only in terms of pedagogical training, but also in developing a greater climate of understanding among resident country teachers of the cultural affinities of the migrants. Also, migrants should be consulted in this choice of teachers.

Many speakers returned to the point of the involvement of the migrants themselves in the teaching process. One speaker also described how teachers in an industrial plant in a country of residence were first given a course in the culture of the migrants' origins before they themselves started to teach. These kinds of courses are useful, and as one speaker pointed out, teachers sometimes have attitudes which are prejudicial to the migrants' interests or cultural beliefs. This point also reinforced the need for a dialogue between migrants and teachers so as to stimulate confidence in themselves, their creative capacity and in critical analysis. There was consensus on the need for further research on the training of teaching personnel, and an exchange between the interested countries on research projects.

Reference was also made to the Council of Europe's method of

model teaching called "Threshold Project".

Research

21. Some participants described their research projects and results of pilot experiences. The discussion centred on the following points:

- i) The importance of finding out the needs of the different target groups, taking into account:
 - a) the needs of migrant workers, as they themselves express them;
 - b) the needs of migrant workers derived from the analysis of their socio-economic situation and from their specific psychological and sociological learning situation.
- ii) As it was considered essential for migrants to acquire knowledge of everyday life situations, research projects should concentrate on the various aspects of intercultural conflicts of the ethnic groups so as to integrate into the teaching materials, the basic knowledge necessary to master communicative situations of everyday life.
- iii) Linguistic considerations. It was pointed out that the required structure of verbal communicative ability depends on an adequate linguistic knowledge. It is therefore necessary to investigate the whole area of the linguistic requirements necessary for the reception and production of verbal communication. In this field, the necessary material relating to vocabulary, materials based on contrastive linguistic research on phonetics, as well as basic morpho-syntactical structures and strategies of speech, should be compiled for the languages of the country of origin as well as those of the country of residence.

22. There was general agreement that the findings of research projects undertaken by both private or national institutions and associations, should be made known on a wider basis with

the help of international organizations such as Unesco.

Adoption of final report and recommendations

23. The draft report was duly submitted to the meeting by the "rapporteur", and approved with certain amendments.

The drafting committee presented the full meeting with a series of recommendations which were discussed and adopted, subject to some amendments.

The session closed with a vote of thanks to the Swedish National Commission for Unesco for organizing this meeting.

Recommendations

The experts invited by the Swedish National Commission for Unesco to examine the literacy training needs of Western European migrants, with particular reference to learning the language of the country of residence:

- Recalling that the Third International Conference on Adult Education, held in Tokyo in 1972 under the auspices of Unesco, recommended (Recommendation I) "that Member States adopt a general policy for adult education, oriented towards creating in adults a critical awareness of the historical and cultural world in which they live so that they may be able, by creative action, to change that world."
- Recalling that the Recommendation (to Member States) on Development of Adult Education, approved by the 19th Session of Unesco's General Conference held in Nairobi in 1976, state this objective in Article 20 referring to migrant workers, refugees and ethnic minorities and recommend that educational activities concerning them should aim in particular at the following:
 - a) to enable them to acquire the linguistic and general knowledge as well as the technical or professional qualifications necessary for their temporary or permanent adaptation in the society of the country of residence and, where appropriate, their readaptation in the society of their country of origin;
 - b) to keep them in touch with culture, current developments and social change in their country of origin.
- Recalling that the Declaration adopted at Persepolis, at the close of the Meeting of experts held on the occasion of the tenth anniversary of the world programme for functional literacy included the following guidelines for literacy training of migrant workers:

"Literacy is effective to the extent that the people to whom it is addressed, in particular women and the least privileged groups (such as migrant workers), feel the need for it in order to meet their most essential requirements, in particular the need to take part in the decisions of the community to which they belong.

Literacy is therefore inseparable from participation, which is at once its purpose and its condition... A far-reaching mobilization of human resources implies the commitment of literacy students and teachers alike.. The effectiveness of this mobilization will be increased if greater respect is paid to the initiative of the populations concerned and to consultation with them, instead of abiding by bureaucratic decisions imposed from above".

- Noting that, in accordance with these guidelines, the qualitative and quantitative needs of European immigrant communities are far from being met.
- Noting, especially:
 - that despite a serious shortage of statistics, it may be assumed that there is still an extremely large number of illiterates in these communities, and that they represent a majority in many of the national groups concerned;
 - that the legal and administrative measures that have been taken to implement the different literacy and education policies now in force are not, generally speaking, sufficient to resolve this difficulty. This gives rise to particular concern due to the fact that the present economic situation aggravates the insecurity of the most disadvantaged groups of workers in terms of their education, both vocational and general;
 - that all too often the methods used in literacy programmes serve to maintain or even strengthen immigrant communities' feelings of cultural inferiority

and of their inability to alter their political, economic and social circumstances themselves.

Considering that, in these conditions, in order to achieve the goals mentioned, it would be appropriate to promote global policies specially designed to meet the needs of immigrant communities, in keeping with the following principles:

- a) The safety of individual persons, job security and the right to housing and to a family life ought to be guaranteed in conditions that will allow immigrants to look upon literacy training and education as activities that can be pursued for as long as necessary, and which could ensure more positive results for them in their social and professional lives;
- b) The social and trade-union rights of immigrant workers and communities should be fully recognized, particularly so that they may exercise their collective right to participate actively in all stages of planning, implementation and evaluation of literacy training and educational activities concerning them. These rights should apply equally to participation in the organizations of the working class in the country of residence, as well as in any social or trade-union associations which may be constituted by the immigrants themselves;
- c) The cultural identity of immigrant communities should be recognized in a way that could contribute to the development of their own cultural heritage, thus allowing for a wider public expression of this heritage in the countries of residence;
- d) Literacy should be integrated into a permanent process of general and vocational training in such a way that the learning processes which this involves lead to social, professional and cultural advancement.

- Agreeing, therefore, that in these recommendations, "literacy" means an educational process, which includes language instruction as well as a wider education.
- Taking into account the diversity of the situation of different communities in different countries of residence, consider that these educational activities concern the following categories:
 - migrants who are unable to read or write in either their mother tongue or in that of their country of residence;
 - migrants who are unable to read, write or speak the language of their country of residence, but who are literate in their mother tongue;
 - migrants who have received inadequate language tuition.
- Drawing attention to the fact that, because of possible legislative and legal provisions, as well as the particular interest areas of certain governmental and non-governmental organizations, the content of literacy programmes may well be conducive to cultural assimilation. Migrant groups should therefore ensure that these programmes be so redefined as to take into account the development and preservation of their own cultural identity, whence the need for parallel teaching in the mother tongue.

The experts recommend:

I. Legislation

- 1) that each country recognize the following rights of migrant workers and their families, and that it take the measures essential to their exercise:
 - a) the right of all migrants, upon their arrival, to attend an introductory course in the language of the country of residence during working hours, or to attend external courses, the expenses thus incurred being reimbursed;

- b) the right of all migrant workers to attend, during their period of stay, literacy classes in the language of the country of residence during working hours;
 - c) the parallel right to attend literacy classes in their mother tongue;
 - d) the right to take part, on an equal footing with national workers, in all vocational and continuing education and training processes, especially for trades which they might be able to exercise in their country of origin on their return;
- 2) that countries of origin and countries of residence guarantee mutual recognition of acquired skills and capacities, with a view to enabling those concerned to have better opportunities in the employment market, as well as pursue their advancement;
 - 3) that the governments of countries of residence and employers of migrant labour assume the financing of literacy activities;
 - 4) that these financial resources be made available, equitably and democratically, to associations and groups actively involved in furthering the interests of migrant workers;
 - 5) that the management and coordination of these activities be placed in the hands of specific bodies in which migrant workers, trade unions and educators are represented;
 - 6) that the right to literacy be recognized for all illiterates belonging to immigrant communities.

Consequently, special measures should be taken to ensure that all those who are disadvantaged by their economic and social situation, in particular women, the unemployed and maladapted adolescents, may enjoy this right.

II. Public opinion and motivation

- 7) that far-reaching campaigns directed both towards migrants and towards public opinion in the countries of residence be launched with a view to creating a favourable environment for the development of literacy activities;
- 8) that the major information media and other communications media, particularly radio and television, be used extensively to this end as well as for the purpose of broadcasting information designed to make the culture of migrant workers' countries of origin, and their living conditions, better known to the public;
- 9) that radio and television produce programmes concerned with the interests of migrant workers and their families in their mother tongue;

III. Methodology

- 10) that governments should encourage research with a view to improving bilingual education techniques;
- 11) that bilingual educators should also be recruited from the ranks of immigrant groups in the country of residence for literacy and language-tuition courses;
- 12) that Unesco and the governments concerned should encourage research and investigations into the literacy and language-learning requirements of migrants, to improve the design of programmes and their practical application, the preparation and dissemination of material, the utilization of information media, with particular regard to:
 - a) difficulties encountered by individuals who speak a social dialect when learning to read and write a more classical form either of the language of the country of origin or of the language of the country of residence;
 - b) the socio-cultural structures of communication of migrants;

- c) social structures and models to be taken into account in order to ensure that programmes organized in countries of residence enjoy optimum participation;
 - d) means of motivating migrants to persevere beyond a rudimentary, colloquial knowledge of the second language in order to overcome the "atrophying" of their use of this language.
- 13) that one of the basic features of any introductory course for migrant workers should be information concerning the structures and organization of trade unions and other organizations, with a view to awakening their social consciousness.

The general content and organization of courses, as well as the messages disseminated by the information media should contain mentions of the everyday-life experiences of migrants, in order to promote positive relations capable of facilitating their integration into the work environment;

- 14) that migrants' own experience be taken into consideration in the preparation of methodologies and that, in the teaching of the spoken as well as the written language, their individual personality, their culture and their learning attainments be borne in mind in order to foster their self-confidence, their creative capacities, their critical and their analytical capacities, thereby enabling them to acquire self-mastery and to take part in the changes occurring in their social environments;
- 15) that migrant workers and their legitimate organizations should participate at all levels in the planning of methodologies and especially in their application; with the purpose of eventually assuming control of the process. The more authentic this participation, the greater their motivation;
- 16) that the imposition upon migrant adults undergoing training of a rhetorical and normative language that is alien to their everyday social environment should be recognized

as useless in the literacy process and in the learning of a second language;

- 17) that the following should be encouraged:
- i) the use of audio-visual aids in order to:
 - a) preserve the linguistic and socio-cultural patterns of their country of origin;
 - b) facilitate literacy and the learning of a second language;
 - ii) the preparation of teaching materials and methodologies founded upon:
 - a) the social environments of migrants (economic conditions, immigration policies, social acceptance, etc.);
 - b) personal aspects of migrants' lives (social aspirations, individual plans, etc.);
 - c) cultural aspects;
- 18) that teacher-training be adapted not only to the nature of the methodology in the strict sense of the term, but especially to the migrant worker's own personal, social and cultural reality, whether in his country of residence or in his country of origin.

Expert Meeting on the literacy needs of migrants in European Countries, Hasseludden, Sweden, January 10-15, 1977

Opening speech by Mr. Jan-Erik Wikström, Swedish Minister of Education and Cultural Affairs, January 10, 1977.

On behalf of the Government of Sweden I wish you all a warm welcome. To be warmly greeted has a special significance in a climate like ours - and this winter has been the coldest in many years.

I hardly think I have to underline to you the importance of the subject you have gathered here to discuss. It touches upon the fundamental human rights and deals with people that very often have a difficult situation in our societies: the illiterate adults. This is without any doubt a handicap that worsens the possibilities of those persons to live a rich and meaningful life. It can even be further aggravated by the feelings of shame that sometimes makes it impossible for them even to talk about it.

In the global context the fight against illiteracy has always been one of Unesco's most important tasks. Literacy training for adults through different campaigns has made it possible to decrease the relative part of adult illiterates throughout the world - but we are all familiar with the other side of the coin: illiteracy is increasing in absolute figures! And if one looks into those figures it is striking that the proportion of women is always larger than that of men - a problem which needs special consideration.

In my intervention at the General Conference of Unesco in Nairobi last October I tried to underline the importance for Unesco to adopt a strategy of "basic needs": among other things this would mean that still higher priority should be given adult education and literacy work. To be able to read and write is most certainly a basic human need as well as it is a fundamental human right.

What I just referred to concerning the global context mostly affects the developing countries, where illiteracy is a majority problem and a major problem from the point-of-view of development and equal opportunity. In an industrialized country like Sweden we

thought it being almost no problem at all - until in the last few years. When looking into the matter the experts discovered that the share of those lacking basic knowledge of reading and writing is much larger than one could imagine. Taking into account the shortcomings of such estimates it can be calculated that between ten and twenty thousand adults in Sweden lack such knowledge and must be considered illiterates. If one brings in the "functional literacy" aspect, the figure becomes even bigger. A part of those persons are to be found among the more than 400 000 immigrants.

As a matter of coincidence the new Swedish Government is presenting its first Budget Bill to Parliament exactly today - it is the first day of the Parliamentary Session. In this Budget some of the political conclusions are drawn from the knowledge I just mentioned. The Government proposes that funds be allocated to literacy training for adults, including of course the immigrants. The general framework is described in the material that has been distributed to you beforehand and the reform we now propose is outlined in a paper that I am told you have just received. I will therefore not go into any detail, but merely state that what is considered essential is that this kind of studying is even more different than the usual adult education programmes: it includes great efforts to reach those in need of the education - and when they start their studies they often need assistance of different kinds. The municipalities that are responsible for this kind of education will - provided that Parliament follows the proposal by the Government - receive additional funds to take care of the extra costs involved as far as illiterate immigrants are concerned, for example to hire interpreters etc. Our proposal further includes possibilities for the municipalities to engage the social workers in this activity and to undertake an active canvassing work among the target groups. In this context it must be mentioned that we have plans for a nationwide information campaign. There will also be enlarged possibilities for the individual to obtain a special form of financial help known as study assistance - as you probably know people in Sweden are already entitled to time off from work in order to study.

As far as can be judged from your agenda and working document it seems obvious that you will be touching upon several of the difficult aspects of literacy training for immigrants. I consider it of great value for the future development in this field that you are meeting and sharing with each other the knowledge and experience that you have. There is a great need for action in both industrialized and developing countries and it is important that your deliberations will prove fruitful.

I thus wish you success in your work and express the hope that your stay in Sweden will be stimulating and rewarding. We are glad that Unesco has asked the Swedish National Commission for Unesco to arrange this meeting in our country and I hope that it will meet with your expectations.

Address by Mr. M. Soler-Roca, Unesco

Annex II

Honorable Minister, Madam President, Secretary-General of the Swedish National Commission for Unesco, Ladies and Gentlemen,

May I, in the first instance, bring you the greeting and good wishes of the Director-General of Unesco, Mr. Amadou M. M'Bow, who has asked me to represent him at this meeting and who is deeply concerned by the problem of migrant workers. He has also asked me to convey, on his behalf, his appreciation and thanks to the Swedish National Commission for organizing this meeting, with its usual efficiency and exceptional talents for bringing people together in a cordial and friendly atmosphere, which I am sure will offer a rich opportunity for an exchange of views, leading to substantive recommendations for future action.

May I say how much we have appreciated being so closely associated with the Swedish National Commission in the preparation and planning of this meeting and are especially pleased that this meeting is being held in a country which has taken such important steps in the interest of the many foreigners who have come to live on these shores and for whom the right to become citizens exists should they wish to do so.

We were particularly happy to learn that a draft legislation is about to be introduced to Parliament which will request an amendment to the law which already guarantees the teaching of Swedish during working hours, to include literacy tuition. And for taking this important step, I should like to congratulate the Swedish Government. I believe that during our brief stay in your country, we will in fact have the opportunity of witnessing, first hand, some of Sweden's achievements in the field of literacy and language instruction, and I am sure we will have much to learn, not only from a pedagogical point of view, but in seeing the results of progressive and human policies.

The situation of migrant workers is, as we all know, both diverse and complex, and should be studied in the context of changing conditions, each country having its own specific characteristics. Unesco's action in this field is relatively recent, and our con-

cern in this question is above all in the context of Human Rights and the Dignity of Man. The programme of our Organization touches many aspects of migrant workers' situations as they relate to Education, Science and Culture and Communication. But this particular meeting is confined to literacy training, and our participation follows a decision of the 13th session of the Unesco General Conference to involve Unesco in a meeting for key personnel concerned with literacy programmes for migrant workers, both methodological and organizational aspects, with special attention to learning the language or languages of the country of residence.

It is only in the last few years that adult illiteracy in industrially developed countries has become a matter of public concern and some countries have now published statistics on the extent of the problem, which are of quite alarming proportions. Some of them have established extensive national programmes, for example the United Kingdom has initiated a TV-programme called "On the Move", which is addressed essentially to illiterate or semi-literate adults, throughout the United Kingdom, and in the USA there is the "Right to Read" programme. It is evident therefore that the struggle against illiteracy is not confined to economically developing countries, but also exists in economically developed areas among less favoured groups of the society.

The problem of illiteracy among migrant workers, however, is a special one. Not only do the majority of migrant workers and their families have to learn a new language but many, in addition, cannot read or write, and literacy training is further complicated by the parallel need of acquiring a new language. That this problem is complex and difficult is known to all present here today, and will form one of the major topics for our discussion.

We must also recognize that illiteracy, wherever it exists, cannot be solved simply by educational means - far from it! In all literacy programmes, the social and cultural contexts are fundamental elements: not only in as far as planning of policies is concerned, but also in the decisions relating to pedagogical content and methods. We are therefore pleased to see that point 5 of the agenda with

which we all start our substantive work, is entitled "Adult Education Principle and Criteria applicable to literacy for Migrant Workers", which will allow for a detailed analysis of the close relationship which should exist between education and the environment. And I use these words in their widest sense. I believe, therefore, that the literacy training of migrants, as I have already indicated, is a complex and challenging task, especially when considering the two aspects of the migrant's life - that is, his present situation and his cultural origin.

Therefore, although learning the language of the country of residence is a special concern of our meeting, I would like nevertheless to make mention of the importance of the retention of cultural origins, and knowledge of mother tongue, social customs, etc., which are fundamental rights, and it is our conviction that not only are foreign workers contributing to the productive forces of the countries of residence but indeed also, to the enrichment of their cultures and to mutual understanding.

This statement is in keeping with Article 20 of the "Recommendation on the Development of Adult Education", approved in the first instant in June 1976 by a special committee of Governmental Experts, and later at Nairobi, by the 19th session of the Unesco General Conference, which, in reference to migrant workers, recommends that adult education activities should keep them in touch with culture, current developments and social changes in their country of origin.

It is for this reason that we are happy to welcome among those specialists present today, not only representatives of Governments, but also those representing the workers themselves, either in their individual capacity or as members of organizations.

We believe that this grouping of participants and observers will give a realistic content to the dialogues which will take place in this coming week, and will enrich our understanding of the problems and lead to concrete proposals for action and research in relation to the subject of our meeting.

It is our hope that the discussions at this meeting, which is, I believe, the first regional expert meeting of its kind on this subject, will lead to a new consensus on programmes for action and give indications and ideas not only on what could and should be done in terms of national efforts within the countries concerned - both the countries of origin and the countries of residence - but also at the regional and international level, so that Unesco and other international agencies and organizations, both governmental and non-governmental, can be guided by your recommendations.

For our own part, I can confirm that our interest and action on behalf of migrant workers will continue. The 19th session of the General Conference at its recent meeting in Nairobi approved a programme, which will enable us to continue experimentation and research, exchange of documentation, fellowships, and offer a limited number of contracts to Member States for their literacy programmes. It is also hoped that the selected bibliography which has been prepared for this meeting can be enriched and enlarged, and circulated more widely.

Honorable Minister, Madam President, ladies and gentlemen, I would like to conclude simply by wishing you every success in your deliberations and assure you of Unesco's continued support.

Swedish immigration policy and the educational situation of immigrants in Sweden - a contribution to the expert meeting on literacy needs of migrants, Hasseludden, January 10 - 15, 1977

1. Immigrants in Sweden - a statistical summary

In numerical terms, Sweden comes somewhere in the middle among immigration countries in Europe: 5 per cent of her population, as well as 5 per cent of her total working force, consists of foreign citizens. Taking into account both foreign residents in the country, naturalized immigrants and children of immigrants, totally some 10 per cent of the population in Sweden is of foreign origin. Immigration accounts for 43 per cent of the total rise in the Swedish population during 1944 - 1975.

Altogether 410 000 foreign citizens were domiciled in Sweden at the beginning of 1976 (according to recent estimates the number of foreigners at the beginning of 1977 would amount to some 420 000 persons). Some 60 per cent of the foreigners are from the Nordic countries¹⁾, which form a common labour market since 1954. Roughly 20 per cent of the foreigners have come from Mediterranean sending countries. The Finns form by far the largest group among the foreigners and account for 45 per cent, followed by the Yugoslavs (see table 1).

1) Denmark, Finland, Iceland, Norway and Sweden.

Table 1. Foreign citizens in Sweden at the beginning of 1976.

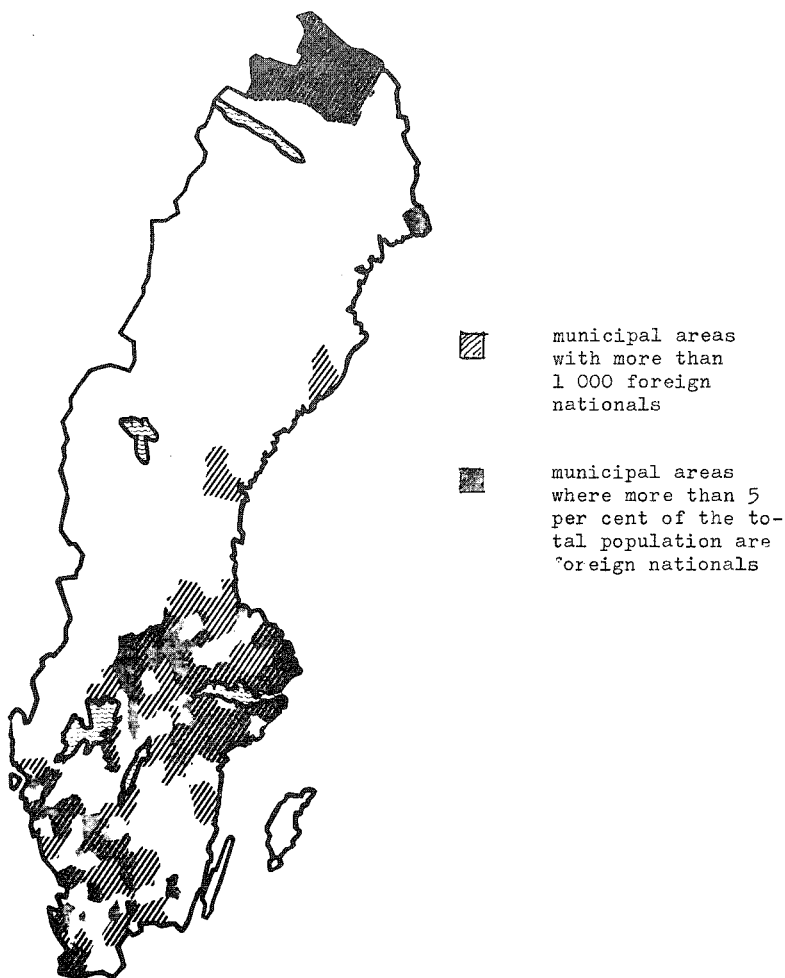
Country of nationality	Men	Women	Total	% of all foreign citizens in Sweden
Finland	90 098	93 903	184 001	44,9
Yugoslavia	21 043	19 360	40 403	9,9
Denmark	21 923	16 361	38 284	9,3
Norway	13 296	14 170	27 466	6,7
Greece	9 894	7 942	17 836	4,4
Fed. Rep. Germany	9 603	7 651	17 254	4,2
Turkey	4 041	3 030	7 071	1,7
United Kingdom	3 984	3 066	7 050	1,7
Poland	2 623	4 302	6 925	1,7
USA	3 457	2 794	6 251	1,5
Italy	4 014	2 220	6 234	1,5
Hungary	2 541	1 759	4 300	1,0
Austria	2 609	1 441	4 050	1,0
Czechoslovakia	1 943	1 759	3 702	0,9
Spain	2 260	1 396	3 656	0,9
The Netherlands	1 449	1 084	2 533	0,6
France	1 293	975	2 268	0,6
Switzerland	1 250	988	2 238	0,5
Portugal	1 085	817	1 902	0,5
Iceland	827	769	1 596	0,4
Chile	818	758	1 576	0,4
Rep. of Korea ¹⁾	389	790	1 179	0,3
Morocco ¹⁾	823	276	1 099	0,3
India	547	502	1 049	0,3
USSR	647	390	1 037	0,3
Japan	494	486	980	0,2
Iran	589	217	806	0,2
Israel	346	229	575	0,1
Ethiopia ¹⁾	353	218	571	0,1
Tunisia	432	119	551	0,1
Romania	305	215	520	0,1
Stateless	2 111	1 599	3 710	0,9
Other countries	6 879	4 342	11 221	2,7
All countries	213 966	195 928	409 894	100,0

Roughly 200,000 of the foreign citizens are gainfully employed, mainly in manufacturing (approximately 60 per cent) and in the service sector (approximately 29 per cent).

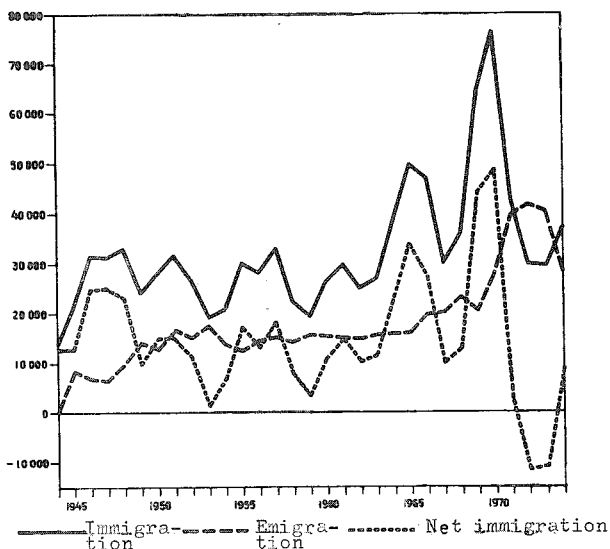
1) Whereof many are adopted children.

In addition to those immigrants who are foreign nationals, there are also a great number of immigrants - estimated at 270 000 persons - who have become naturalized Swedish citizens. About 14 000 foreign subjects were granted citizenship in 1975.

More than half of all immigrants live in the three largest metropolitan regions: Stockholm, Göteborg (Gothenburg) and Malmö. About 30 per cent live in Stockholm County alone (see the map).



Immigration has been fluctuating quite a deal parallel with the economic situation in Sweden (see the figure below). The immigration surplus during the 50's was 106 000 and during the 60's - which saw a steep rise in immigration - it was 235 000. In 1970, gross immigration reached an all-time peak of 73 000. However, as emerges from the figure below, the migratory pattern underwent a dramatic change at the beginning of the 70's; emigration rose steeply and immigration dropped to the extent that a net emigration was noted for the first time since 1929. This was the consequence of several factors working together. Sweden experienced in 1971 - 1973 a recession and many of the Finns who came in 1969-1970 returned to Finland, where the employment situation was successively improving in some branches. The immigration policy of Sweden was also made more restrictive, and major stress was put upon active employment policies - as an alternative to immigration - aiming at mobilizing underemployed groups in the society, mainly women. This restrictive immigration policy has been maintained ever since, and in spite of the favourable labour market situation during 1974-1976 (with an unemployment rate of approximately only 1,5) immigration of labour to Sweden has been virtually non-existing in comparison to the late 60's.



Thus, of the 40 000 foreigners immigrating to Sweden in 1976, roughly only 10 000 can be estimated to have come solely for the purpose of work (approximately some 7 000 of them being from Finland). The vast majority of the non-Nordic citizens, which were entitled to stay in Sweden in 1976, were either family members of immigrants already living in Sweden, or they were refugees. As much as 20 per cent of the non-Nordic immigration during recent years consists of children less than seven years old (cf. table 2).

Table no. 2. Migration to and from Sweden in 1976.

	In	Out	Surplus
Nordic countries	22 100	12 200	9 900
whereof Finland	15 700	6 400	9 300
Non-Nordic countries	17 600	6 500	11 100
Total	39 700	18 700	21 000

2. The evolution of Swedish immigration policy

Sweden has never proclaimed an immigration policy in the sense that a tolerable volume of migration has been fixed in advance in relation to certain development targets. In general it was not until the end of the 60's that the economic and demographic consequences of immigration to Sweden were to be analyzed more thoroughly. Until then, while it was observed that immigration was closely tied up with the business trends in Sweden, no efforts were, however, made in order to place immigration into a wider political framework and to evaluate its impact upon society as a whole.

The massive immigration waves of the mid-60's successively brought about a more restrictive attitude towards immigration. It was felt that uncontrolled immigration could come into conflict with the goals of labour market policy and that it also in the long run would prevent immigrants from enjoying the same living standard as the rest of the population. Thus, from 1967

onwards, immigration to Sweden from countries outside the free Nordic Labour Market has been controlled in the way that labour permits should have been granted before entering Sweden. As a matter of fact, as far as Sweden is concerned, no collective recruitment of labour has taken place in Mediterranean countries since 1971, and virtually no non-Nordic labour immigration at all has taken place. The large-scale inflow from Finland during 1969-1970 - which led to a population decline in Finland and to serious disturbances on the Finnish labour market - forced the two countries to discuss new arrangements aiming at a better control of migration movements. An agreement was signed in 1973, to the effect that any migration of manpower between the two countries should be channelled via their respective Public Employment Services.

Another effect of the increase in immigration during the 60's was a growing awareness of the social problems of immigrants. In the first place, measures were taken in order to improve their knowledge of Swedish and to reduce the information gap. In 1965, all adult immigrants were entitled to receive Swedish language instruction free of charge, arranged by voluntary educational associations. Enrolment in these courses increased from 45 000 in 1966 to 150 000 in 1970, when the Government subsidies to the courses amounted to as much as Skr 40 million. Moreover, in 1966, the Government appointed a task force (Arbetsgruppen för invandrarfrågor), attached to the Ministry of Labour, to deal with the social and cultural conditions of immigrants in Sweden. This task force disseminated information to and on immigrants. It took in 1967 the initiative of establishing a weekly newspaper for immigrants (Invandartidningen), which now provides information in 12 languages and has 40 000 subscribers among immigrants in Sweden. The task force also tried to stimulate the municipalities to set up information centres for immigrants. Today there are some 70 such centres all over the country.

The year 1968 marks the beginning of a period of more active im-

migrant policy. This year the Parliament adopted some guidelines in the field of immigration, underlining that an essential aim of the policy should be equality between immigrants and Swedes. Substantial reforms were also made in the aliens and citizenship legislation, and the creation of a new agency for the implementation of the policy was decided upon. The new agency, the National Immigration and Naturalization Board (Statens invandrarverk), started its work in 1969. A major task for the Board, apart from immigration control and citizenship, was to be the adjustment of immigrants to society (and vice versa). However, the Parliament could not present any answer to the fundamental question of which long-term policy should be adopted as regards the situation of immigrants in society. To what extent should the State help them and their children to retain their cultures and their languages? Would such a policy come into conflict with the goal of equality between immigrants and the native population? To this end, the Government appointed in 1968 a Commission on Immigration (Invandrarutredningen), with the task to propose a coherent policy in the field of immigrant affairs. The Commission presented its first report in 1971 (on the educational situation of immigrants, see section 3.1), its second in 1972 (on interpreter and translation services) and its third and final report in 1974 (on future policies in favour of immigrants and ethnic minorities). The final report formed the basis of a series of reforms decided upon by the Parliament in 1975 and 1976.

In a Bill, adopted unanimously by the Parliament in May 1975, the Government presented the new guidelines for Swedish immigration policy. These guidelines presupposes continued immigration controls and a restrictive attitude visavi immigration, which is considered to be a necessary condition if immigrants are to be enabled to live on the same economic and social terms as the rest of the population. The Bill lays down three goals for the future policy: equality, freedom of choice and partnership.

The goal of equality implies that continued efforts must be made to secure for immigrants the same opportunities, rights and obliga-

tions as are enjoyed by the rest of the population. This goal also has cultural and linguistic implications.

Freedom of choice implies that immigrants and members of linguistic minorities must be able to decide for themselves the extent to which they wish to retain and develop their original identity.

The goal of partnership implies mutual co-operation and solidarity between immigrants and the rest of the population. The Bill states that, in order for the goal of partnership to be attainable, immigrants must be given greater opportunity to play an active part in Swedish political life, as well as broader facilities for cultural activities of their own.

In accordance with these principles, the Parliament also made provisions for a variety of concrete measures favouring the interests of immigrants and ethnic minorities:

- Financial support to associations established by immigrants. These associations, which have a total membership of 75 000, are considered to be an enriching element of Swedish society, and a total of Skr 1,6 million was distributed to them during the fiscal year 1975/76 via the National Immigration and Naturalization Board.
- Project grants to various voluntary organizations, immigrant associations, trade unions, religious denominations, municipalities, the ethnic press etc. The funds raised for such project grants in the fiscal year 1975/76 amounted to SKr 2,2 million. These grants are also distributed by the Board.
- State grants towards purchases by public libraries of literature in minority languages (a total of SKr 1,7 during the fiscal year 1975/76).
- A reorganization of the National Immigration and Naturalization Board, thereby making it more fit to implement the new policy.
- The establishment of a Council on Immigrant Affairs, chaired by a member of the Government and comprising a considerable

number of representatives of immigrant associations.

- The appointment of a Commission on Immigration Research, attached to the Ministry of Labour, with the task to initiate and coordinate research in the field of immigration.

Later on in 1975 and in the spring of 1976 the Parliament also decided upon reforms in the following fields:

- Foreigners residing in Sweden more than three years were entitled to vote and to be eligible in local and regional elections. Roughly 220 000 foreign citizens attained the right to participate in the 1976 general elections.
- Changes were made in the aliens legislation, whereby all foreigners, who have been living in Sweden for at least one year, were entitled to get a permanent residence permit (hitherto such a permit has been issued only after two years residence). Furthermore, the rights of the refugees were reinforced; Sweden pursues an active refugee policy and takes care of some 2 000 refugees annually.
- The waiting period for obtaining Swedish citizenship was reduced from three to two years for immigrants from Nordic countries and from seven to five years for those from other countries.

In addition to the reforms now mentioned, several decisions have been taken during recent years in order to improve the educational situation of immigrants in Sweden; for a description of these reforms, see next section.

3. Reforms pertaining to the educational situation of immigrants

3.1 The children

In 1966 a Royal Commission presented a report with proposals on principles for teaching immigrant children (SOU 1966:55). These principles were adopted by the Parliament in 1968 (prop. 1968:67), implying that such children should receive special instruction in Swedish, as well as training in their native language for two hours in ordinary school hours. In 1970, guidelines for the teaching of immigrant children were included in the curriculum for the

elementary school.

At the same time the Commission on Immigration suggested, in its interim report on the educational situation of immigrants (SOU 1971:51), that the aim of the education for immigrant children should be active bilingualism. In its final report (SOU 1974:69), the Commission returned in a more thorough way to this issue, and proposed a wide range of measures in order to increase the possibilities of the children to get early basic training in the home language. As a result of the proposals, the Government appointed a special Committee, the task of which was to work out the proposals more in detail. The report of the Committee was presented in September 1975 (DsU 1975:13). The report indicated, inter alia, that in 1975 totally some 19 000 immigrant pupils in the elementary school did get training in the home language, i.e. only some 30 per cent of all immigrant children. Altogether, such training was given in 47 languages.

The proposals of the Committee were, on the whole, accepted by the Government, and in a Bill, (prop. 1975/76:118), which was adopted by the Parliament in June 1976, the following programme was put forward.

Briefly, the Government proposals, to come into effect in the autumn term 1977, were as follows:

- All children attending nursery school and day nursery, elementary school and upper secondary school and speaking or regularly hearing a foreign language in their homes are to be entitled to home language lessons and practice. It will be the duty of municipalities to arrange home language instruction when requested to do so by the parents of eligible children. This duty can only be waived in cases where the arrangement of home language instruction involves special difficulties.
- It will be the duty of municipal authorities to inform immigrant children and their parents of home language practice and teaching facilities.

- Grants-in-aid will be paid to municipalities to help cover the cost of home language instruction. The grant-in-aid will be paid at a uniform rate. It will then be left to the municipal authorities to decide the deployment of the resources at their disposal and the organization of home language teaching activities, depending on the linguistic development needs of the children. Both teaching time and group size will have to be adapted to suit these needs. No national regulations are proposed on these points.
- Municipal authorities are to undertake an annual investigation of the need for special measures on behalf of immigrant children. On the basis of this inventory, a programme of action is to be drawn up concerning the deployment of aggregate municipal resources for home language teaching and auxiliary instruction.
- Priority is to be given to pre-school education and the junior and middle levels of elementary school, since the children's linguistic and personal development is dependent on their being given an early opportunity of developing their first language (i.e. their home language) in order to be able to become actively bilingual.
- The total State expenditures for the new special training of immigrant children are estimated at SKr 125 million annually.

3.2 Instruction in Swedish for adult immigrants

In view of the heavy immigration occurring in 1964 and 1965, the Government provided funds for free language tuition for immigrants with effect from the budget year 1965/66 (cf. section 2). The National Board of Education was thus enabled, in consultation with the National Labour Market Board and the National Immigration and Naturalization Board, to arrange free courses in Swedish and social orientation for foreign nationals living in Sweden on a more or less permanent basis. Since 1 July 1972, the rule has been that, to qualify for this tuition an immigrant must have a residence permit or if no such permit is required, be registered in a Swedish parish.

Most of the instruction is provided by voluntary adult education associations approved by the Government. Tuition must for the most part comply with a curriculum drawn up by the National Board of Education. According to this curriculum the aim of teaching is to furnish immigrants with a knowledge of the Swedish language and to familiarize them with social and other living conditions in Sweden. Efforts must also be made in the course of this teaching to encourage immigrants to take part in other forms of adult education, e.g. at folk high schools, with the voluntary adult education associations and under the auspices of municipal adult education. Teaching may be either "dispersed" or intensive. In the case of dispersed teaching, every study circle must comprise at least 20 study hours with 1 to 3 study hours per meeting. Intensive teaching entails at least 4 hours per day for 4 or 5 days a week and totals between 20 and 240 study hours.

In the fiscal year 1975/76 Government subsidies to such courses amounted to SKr 50 million and the number of participants was 140 000.

Swedish instruction is also given in the form of family courses at the folk high schools, and in the framework of the labour training programmes. Every year some 10 000 - 15 000 immigrants receive paid vocational training, in many cases combined with two or four months of courses in Swedish.

Prior to 1 July 1973, the majority of immigrants attended Swedish courses during their leisure hours, though some firms have provided Swedish lessons during working hours with pay. Most internal amenities of this kind have been the result of negotiations between individual firms and trade unions.

Following a proposal by the Commission on Immigration in 1971 (SOU 1971:51) a new Act came into force on 1 July 1973, entitling immigrant employees to leave of absence with full pay for purposes of Swedish tuition. This Act applies to immigrants with labour permits or, in the case of those not requiring such permits, to immigrants who are registered with parish authorities in Sweden. Subject to certain exceptions, the new Act applies to all

immigrants who are employed in Sweden and whose native language is not Swedish, Danish or Norwegian. An exception is also made for immigrants who are judged to have an adequate knowledge of any of these three languages.

An immigrant in need of tuition is entitled to 240 hours' leave of absence from work. He is also entitled to full pay for 240 hours' tuition. The pay thus received must correspond to what he would have earned if he had worked during regular working hours. The Act covers both full-time and part-time employees. Both leave of absence and the pay received in connection with Swedish lessons are proportional to the employee's working hours.

More than 20 000 immigrants have now followed courses on the lines of the Act of 1973. During the fiscal year 1976/77 the trade unions dispose of SKr 1 million in State grants in order to inform about the law.

3.3 New measures in the field of literacy training

During the major part of this century, Sweden has been considered to be a country hardly without any illiterates at all. However, the increased immigration from Mediterranean and non-European countries during the 60's has actualized the issue of literacy training for adults once again in the Swedish educational system.

Previously, only Swedish-born gypsies were representing a target group for special measures in this field. A State programme was introduced in 1964 for elementary education of adult Swedish gypsies. The municipalities have been in charge of the education, but their costs for the education have been covered by the State and the courses have been supervised by the National Board of Education. No limits have been set up for the length of the education and full study allowances have been paid throughout the courses. Altogether some 400 persons have been covered by this particular programme, which has now practically come to an end.

A similar programme was introduced in 1970 for adult gypsies who had been transferred to Sweden collectively from various countries in Europe within the framework of a special experiment starting

the same year, and for other non-Nordic gypsies as well, who have come to Sweden individually. These full-time courses are, according to a special decision by the Government, exceptionally arranged within the framework of the State labour market retraining programme, with full study allowances. In the school year 1973/74 the courses had altogether some 130 participants. No special arrangements had, however, until quite recently been made for the increasing number of Finnish illiterate gypsies living in Sweden.

As a consequence of the increased immigration of illiterates during the 60's, a programme of a more general character was set up in 1967. The programme covers all adult immigrants and other persons who are in need of literacy training. The municipalities are in charge of the courses and are to inform immigrants living in the municipality of the existence of the courses, but the State finances the courses. The major problem, however, has been that no provisions have been made for study allowances for the participants. This has led to a rather low participation rate, and annually only some 1 000 immigrants follow the courses.

The disparities between the programmes for literacy training for various groups of immigrants and the lack of any general solution to the problem of the study allowances prompted in 1971 the Commission on Immigration (SOU 1971:51) to propose a general two-year State course for all illiterate immigrants, with full study allowances. However, the proposal had no success, and in 1974 the Director-General of the National Board of Education appointed a Committee with the task to work out a detailed plan - to be submitted to the Government - for literacy training for adults in Sweden (immigrants as well as other persons). The Committee (abbreviated ALFAVUX) presented its report to the Government in late 1975. The report has formed the basis for the reforms in the field of literacy training which have recently been worked out by the Government.

Thus, in 1976, the Parliament approved of a proposal by the Government to introduce a special State system of study allowances for participants in the municipal literacy training courses. The total cost for the reform during the fiscal year 1976/77 was estimated at SKr 7,5 million.

A reform of a more general and far-reaching character, aiming at reducing most of the shortcomings which have characterized the efforts in this field until now, is presented by the Government in its annual budgetary Bill to the Parliament on the 10th of January 1977. The proposed reform, which is based on the suggestions of the ALFAVUX-Committee, pertains both to the training as such and to the study allowances. Provided that the Parliament approves of it, the system will come into force on the 1st of July 1977 and will replace the programme of 1967.

According to the Bill, the municipalities will in future be obliged to arrange elementary education for adults and to inform persons concerned of the importance of participating in the courses. In order to be eligible to the courses, it is required that the educational level of the participants is lower than the average level of pupils having completed four years in Swedish elementary schools (i.e. ordinarily the level of pupils of 11 years of age). However, it is underlined in the proposal by the Government that the main criterion for eligibility must be the level of knowledge and not the number of years that the participants have passed in the elementary school. Both immigrants and native Swedes have the right to participate, but in the case of immigrants, it is of course their level of literacy in their own mother tongue which entitles them to participate, not their knowledge of Swedish. The aim of the literacy training, thus, is not to promote their knowledge of Swedish, but their ability to read and write.

The aim of the education, as formulated in the Bill, is

- to promote knowledge and skills indispensable for man in modern society,
- to promote knowledge and skills of significance for employment and further education and
- to develop the abilities of the participants to analyze their own situation and the society in which they live and to stimulate them to contribute to the development of society.

The concrete level of knowledge to be attained as regards reading, writing and mathematics will be that of a person who has passed six years in Swedish elementary school. The education will also be adjusted to the specific needs of the individual participants, and to their personal situation and their previous experiences in life.

The State will finance the costs for teachers in the courses for a maximum of 28 hours per week for a group of seven participants (more than seven participants is not advisable for pedagogical reasons). If individual training is offered, the State pays for teaching 7 hours a week. In addition, the State will give grants to the municipalities for other measures in connection with the courses, such as information and active recruitment, educational and vocational guidance, interpreter services, auxiliary training, etc.

The Educational Leave Act of 1974 is applicable to the elementary education for adults. Persons who leave their jobs in order to attend to the literacy courses will get a study allowance of SKr 18 per hour. Study allowances will be paid for a maximum of 2 220 hours. In order to stimulate persons who are not gainfully employed (e.g. immigrant women working at home) to join the courses is an improvement of the system introduced in 1976.

The Bill stresses the necessity of a close co-operation between the municipal school authorities, the State labour market retraining centres, the voluntary educational associations and the trade unions in order to recruit participants to the courses. Agencies concerned should also strive at making suitable individual arrangements for participants who have already started labour market retraining courses or courses in Swedish arranged by the voluntary educational associations in order not to split up their studies.

The total State costs for the programme (i.e. grants to the municipalities for the arrangement of the courses and study allowances to the participants) for the fiscal year 1977/78 are estimated at SKr 34 million. These funds should be seen in relation to the State grants to the voluntary educational associations for their courses in Swedish for immigrants, which are estimated at SKr 60 million for the fiscal year 1977/78.

Meeting of specialists concerned with the literacy needs of migrants in European countries - with special attention to the learning of the language of the country of residence, Kasseludden, Sweden, January 10-15,

1977

MEETING AGENDA

1. Opening of the meeting.
2. Election of Chairmann, Vice-Chairmen and Rapporteur.
3. Adoption of the Rules of Procedure.
4. Adoption of the Agenda.
5. Adult Education Principles and Criteria applicable to literacy for migrant workers.
6. Synthesis of the various policies:
 - target groups;
 - integration of literacy for migrant workers in the overall process of life-long education;
 - problems of legislation and structures;
 - involvement of governmental and non-governmental organizations;
 - role of employers, trade unions etc.
7. Methodology:
 - approaches;
 - organization, language, contents, material;
 - role of media;
 - motivation;
 - training of personnel etc.
8. Approval of recommendations.
9. Approval of report.
10. Closing of the meeting.

PARTICIPANTS

CHAIRMAN/PRESIDENT

Ms Birgitta Ulvhammar
Deputy Director-General
National Board of Education STOCKHOLM
Sweden

SPECIALISTS

Mr Stef no Boffo
Sociologist
Associazione Nazionale delle Famiglie
degli Emigranti
Via Cesi 44, ROME
Italy
Via Capodistria 5, ROME

Ms Yvonne Collymore
Senior Education Office
Community Relations Commission
15/16 Bedford Street , LONDON WC2E 9HX
England

Mr Norbert Dittmar
Linguist
Germanistisches Seminar
Universit t Heidelberg, 69 HEIDELBERG 1
Federal Republic of Germany

Mr Bruno Ducoli
Sociologue
Centro di Azione Sociale Italiano
Universit  Operaia
5, rue des Mat riaux, B-1070 BRUXELLES
Belgium

Mr Jos  Gago
Groupe Exp rimental d'enseignement
secondaire pour travailleurs portugais (Paris)
52, Avenue du Jura, F-01210 FERNEY-VOLTAIRE
France

Ms Anne Martynow-Remiche
 Sociologue
 Radiodiffusion-Télévision Belge
 Palais des Congrès
 Esplanade de l'Europe, B-4000 LIEGE
 Rue Mandeville 290, LIEGE
 Belgium

Mr Ahmed Nadir
 Amirale des Algeriens en Europe
 3, rue Joseph Sans-Boeuf, F-75008 PARIS
 France

Mr Pier-Angelo Neri
 Psychopedagogue
 Université Ouvrière de Genève-groupe ALPHA
 6, Rue des Cordiers, 1207 GENEVE
 Switzerland

Mr Pantelis Niktopoulos
 Institut für Deutsche Sprache
 Friedrich-Karl-Strasse 12
 Postfach 5409, 68 MANNHEIM 1
 Federal Republic of Germany

Ms Mirja Prepula
 National Board of Education
 Homäentie 9 B 35, 00840 HELSINKI 84
 Finland

Ms Yvette Rivet
 Comité d'Etablissement de la Régie
 Nationale des Usines Renault
 119, rue du Point du Jours, 9210-0 BILLANCOURT
 France

Mr Tenu Sevenheck
 Teleac-Adult Education Television
 Jaarbenosplein 15, UTRECHT
 Netherlands

Ms Nelly Soetens
 Professeur
 Aktiekomitee pro Gastarbeiders
 Henegouwerplein 8 a, ROTTERDAM
 Netherlands

Ms Jenny Stevens
 Further Education Officer
 British Broadcasting Corporation
 Broadcasting House, LONDON W1 A 1 AA
 England

Mr Vinko Zidarić
 Head of Department
 Federal Institute for International Scientific,
 Educational and Technical Cooperation
 Kosančićev Venac 29, BELGRADE
 Yugoslavie

OBSERVERS/OBSERVATEURS

European Governments/Gouvernements EuropéensBelgium/Belgique

Mr Louis Warzee
 Inspecteur Cantonal à Bruxelles-Sud
 Ministère de l'Education Nationale
 et de la Culture française
 Rue Langeveld 50, 1180 BRUXELLES

Danmark/Danemark

Mr Ole Hammer
 Section-leader
 Danish Association for International
 Cooperation
 Hejrevej 36, 2400 COPENHAGEN

Finland/Finlande

Ms Aira Kalela
 Secretary for Cultural Affairs
 Ministry of Education
 Department for International Relations
 Rauhaokatu 4, HELSINKI

France

M. Jean-Jaques Gentil
 Directeur de formation
 Secretariat d'Etat aux travailleurs immigrés
 25, Avenue Charles Floquet, PARIS

Federal Republic of Germany/Républic Fédérale d'Allemagne

Mr Dieter Lellman
 Regierungsdirektor in the Department for
 Adult Education
 Bundesministerium für Bildung und Wissenschaft
 Stresemanstrasse 2, BONN

Netherlands/Pays Bas

Mr R I Lindeboom
 Educational Specialist
 Ministry for Education and Science, HAAG

Norway/Norvège

Ms Barbro Saetersdal
 University Lecturer, The Norwegian Postgraduate Teacher Training
 Center of Special Education
 Granåsen 4, 1347 HOSLE

Portugal

Mr Eugenio Lisboa
Lecturer of Portuguese Language and
Literature
The Institute of Romanic Languages
University of Stockholm, STOCKHOLM

Spain/Espagne

Mr Jesus Laguna Peña
Attaché Culturel Adjoint à l'Ambassade d'Espagne à Berne
Inspecteur Technique d'Education pour l'Emigration
Kirchenfeldstrasse 42, 3005 BERNE, Suisse

Sweden/Suède

Ms Ingrid Fredriksson
Head of Section, Adult Education Department
Ministry of Education
STOCKHOLM

Mr Jonas Widgren
Head of Section
Ministry of Labour
STOCKHOLM

Turkey/Turquie

Mr Ilhan Kiciman
Councillor
Turkish Embassy
Strandvägen 84, STOCKHOLM

International Non-governmental Organizations/Organisations international non-gouvernementalesInternational Confederation of Free Trade Unions (ICFTU)

Mr Urs Hauser
Swedish Confederation of Trade Unions (LO)
STOCKHOLM Sweden

Ms Ludivina Garcíã Arias (assistant)
Secretary of Emigration
UGT
Dr Ezquerda 3, MADRID Spain

International Students Movement for the United Nations (ISMUN)

Ms Nitza Kakossaios
Student (political science)
Teacher of migrants
Snipkroken 3, STOCKHOLM Sweden

International Union of Students (IUS)

Mr Awni Abu Ghosh
Member of the IUS Secretariat
Vocelova 3, PRAG Tchécoslovaquie

International Union of Socialist Youth (IUSY)

Mr Leif Nydahl
Massavägen 1H, VÄJA Sweden

World Confederation of Free Trade Unions (WCOTF)

Ms Birgitta Johansson
Vallionvägen 23B, FINSPÅNG, Sweden

UNESCO

Secretariat of Unesco

Mr Miguel Soler-Roca
Director
Literacy and Rural Development Division
UNESCO
Place de Fontenoy, PARIS France

Mr Ruth Lazarus
Programme Specialist
Literacy and Rural Development Division

Consultants

Mr Beugre Gnenébé
Pedagogue Immigré
52, rue Gabriel Peri MAISONS-ALFORT France

Mr Michel Oriol
Psycho-Sociologue
IDERIC
34, Rue Verdi, NICE France

SWEDISH OBSERVERS

National Board of Education

Ms Irma Persson
Head of Section

Ms Barbro Wickberg
Head of Division

Ms Monica Boye-Møller
Educational advisor

Mr Sven Salin
Educational consultant

National Labour Market Board

Ms Birgitta Thellman-Gustavsson

National Immigration and Naturalization Board

Ms Eva Benson

City of Stockholm

Mr Gunnar Ohlsson
Deputy Director of Education

City of Södertälje

Mr Eric Olsson
Teacher

Workers Educational Association

Mr Bengt Inge Bengtsson/Mr Mats Paulsson
Literacy teacher

Nordic Gypsy Council/Conseil Nordique des Tsiganes

Mr Lambert Scherp
Teacher

International Association of Immigrant Women in Sweden

Ms Mira Kakossaios/Ms Wanda Inglessi
Teacher

Finnish-Swedish Educational Council

Mr. Ahti Ratia
Assistant Secretary

Swedish National Commission for Unesco

Mr. Erland Bergman
Ms. Christina Engfeldt