

EUROPEAN COMMUNITIES

The Council

Brussels, 19 December 1974

2134/74 (EN 84)

N O T E

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Subject: Education Committee

- Report by the Danish delegation

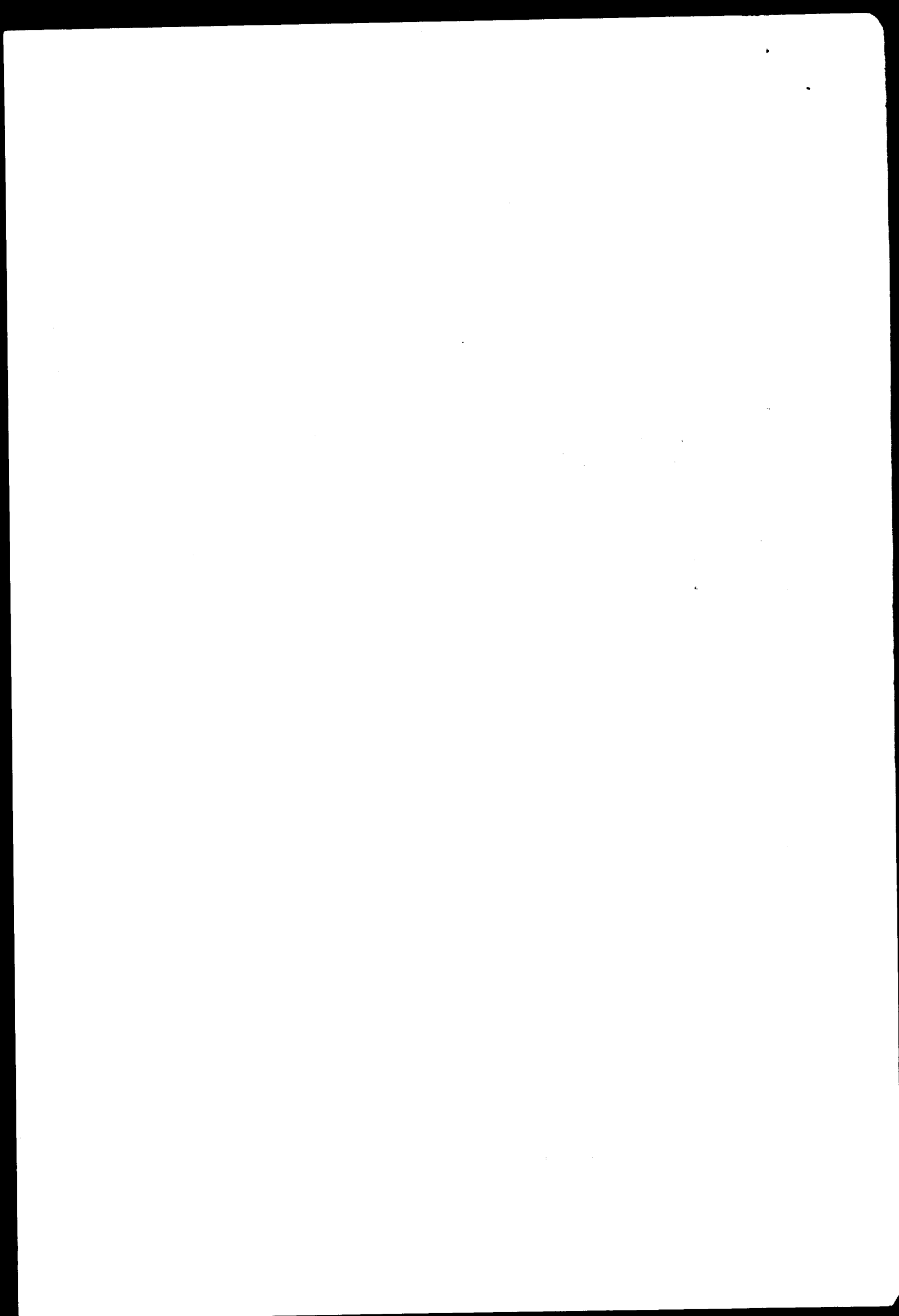
[1926/74 (EN 59)]

Delegations will find attached hereto the Report by the Danish delegation prepared at the request of the Education Committee.

migrant
workers -

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EEC



Note from the Danish delegation

GENERAL COMMENTS

Re point 1: Foreign workers and their families (see also Annex I)

At the conclusion of the Council of Europe's Conference on "The Education of Migrants", a resolution will be adopted containing provisions for reception classes, the adjustment of pupil to the education system of the host country, and the learning of the language of the host country as quickly as possible. That resolution reflects the procedure applied in Denmark and it is presumed that the resolution corresponds to the present Danish system of integration.

Under this system, foreign children are taught in special reception classes where they receive three hours instruction in Danish daily. After a short period, when they have already acquired some knowledge of Danish, they are, apart from these three hours, taught handicrafts in normal classes. When a child is enrolled at school in Denmark, he is attached to the local school (distriktsskole), although lessons as such are centralized in the reception classes. Younger children are taken to school in school buses, while older children receive bus tickets for travel by the public transport system. Experience in Denmark has shown that after three years' work with foreign workers' children, the integration process can be completed after

6 to 9 months in the case of the youngest group, 9 to 12 months for the middle group and 1 to 2 years in the case of the oldest group. Other European countries have had similar experience.

When the teacher in the reception class finds that the pupils have learnt sufficient Danish to enable them to attend the normal classes, these pupils are transferred to such classes. No school psychologists are involved in this assessment, since it is essentially a matter of language knowledge.

The Annex hereto contains the draft of an official circular on the primary education of pupils of foreign mother tongue and a guide to the primary education of such pupils. It may be added the legal basis of the teaching of foreign pupils, which will remain valid until the entry into force of the new circular, is to be found in the Ministerial Decree of 30 November 1970 on the primary education of foreign children. Furthermore, a booklet in Danish with the title: "Foreign language pupils in Danish schools" has been published in 1974 by the "Laererforeningernes Materialeudvalg."

Experience in connection with secondary schools and with studies for the higher preparatory examination (højere forberedelseseksamen) has shown that it is possible, as a general rule, to integrate foreign pupils into such schools even though on the whole they are 1 or 2 years behind in the courses. Denmark's experience has mainly been with Polish children.

Re point 2 (a): Transition from the education system of other Member States ⁽¹⁾

It should be pointed out for the sake of accuracy that the provisions on the acceptance of foreign pupils in primary schools are to be found in the official circular of 30 November 1970, already referred to.

No specific rules and no established practice are prescribed in regard to the twelve-year period of schooling. Each school is independent in the matter of deciding on the acceptance and placing of pupils.

⁽¹⁾ All recent decrees concerning examinations at institutions of higher education provide that examinations, parts thereof or tests can be approved by the faculty authorities responsible for the particular subject at each institution and can be substituted for tests and examinations required for training in the subject concerned.

Even if this principle is not laid down in some decrees, it may be held to apply as a general rule.

As regards the acceptance of foreign students at the institution concerned, the following possibilities are afforded:

1. If an agreement on the mutual recognition of certificates or other evidence of entrance qualifications exists between Denmark and the student's country of origin, such a student may be accepted at a Danish institution of higher education, provided that he has passed an entrance examination entitling him to attend a corresponding institution in his own country.
2. Foreign students may be admitted subject to exemption along the same lines as Danish nationals i.e., after assessment as to whether and to what extent they are able to complete their course of study satisfactorily within the normal prescribed period of study and can also show documentary evidence of knowledge of various secondary school subjects.

In the case of institutions of higher education with rules governing admission, possibility No 1 is actually illusory since the students concerned are admitted only if vacant places are available, which is never the case. However, possibility No 2 is equally fictional in such a situation inasmuch as the reasons justifying special authorization for admission have definitely to be so cogent that only in very few cases is admission possible by by-passing the entrance list which is itself drawn up on the basis of the average of marks in the entrance examination (either general or specific average).

On the other hand, a series of provisions has been drawn up with regard to the transition from the secondary school to university. Of primary concern in this connection is The Convention on the Equivalence of Diplomas leading to Admission to Universities (in the broadest sense).

Since institutions of higher education in Denmark are autonomous and independent, and can themselves decide which foreign students they wish to admit, it has been considered more to the point to enclose herewith a guide to the admission of foreign students which was drawn up by the University of Copenhagen and which has also been adopted by the Universities of Aarhus and Odense (the Universities of Roskilde and Aalborg have not yet laid down any procedure).

Re point 2 (b): More specific information regarding development and plans for reform ⁽¹⁾

Over and above the work already being done within the Council of Europe and the OECD in these particular fields, any proposal from the European Communities concerning measures along these lines would, of course, meet with a positive response. No doubt, however, such a proposal would have to be more precisely formulated than is the case with the present text, and each individual sector would have

⁽¹⁾ Information is exchanged partly through various committees, sub-committees etc., within the Council of Europe, the European Communities, UNESCO etc., and partly through contacts at university level between State and private educational institutions.

to be dealt with separately. As the point is now worded, it does not contain any guidelines for the desired brief and rapid reply. Consequently, only "Education in Denmark" and "Denmark - Educational Structure for the Age Group 5-19", which overlap to some extent, are being forwarded for the time being.

Re point 4: Increased co-operation between institutions of higher education ⁽¹⁾

Many cultural agreements contain Articles about increased co-operation between educational and research establishments. In the Polish cultural agreement, from which the last programme is attached, particular examples of co-operation between Polish and Danish institutions are mentioned in this way (see pages 1 and 2).

⁽¹⁾ This point would be best submitted to the Conference of University Chancellors. The Government department concerned has no information available as to whether the already existing co-operation has been intensified.

It is certainly aware, however, that representatives of particular specialist fields in universities or institutions of higher education within the European Communities do hold meetings. Information on this matter should also be sought at the Conference of University Chancellors.

Because of the time-limits involved, the department aforesaid did not forward the questionnaire to Conference of University Chancellors for their opinion.

Re point 5: Academic recognition of diplomas and similar examination certificates

Many cultural agreements contain provisions regarding the equivalence of examinations and admission to further studies at institutions of higher education. This is the case, for example, with the agreements with Belgium, the United Kingdom, France, Poland and the Soviet Union. Nevertheless, it is only a matter of provisions of a promissory nature, seeing that so far no actual negotiations regarding these matters have ever taken place.

Re point 6a: Freedom of movement

The question of freedom of movement for students has been dealt with in point 2a. The main requirements for primary school teaching are that applicants should be Danish citizens and have taken the Danish Teachers' Examination. Special provisions apply, however, in the case of teachers from the Scandinavian countries.

As regards higher school-teaching, foreign teachers are at least those coming from other Scandinavian countries recognized in principle, (even though teachers of this category from England, USA, Germany or France for example are also recognized.) However, they must:

- (a) be able to teach in Danish;
- (b) have attained a degree of education equivalent to that of the Danish "cand. mag." in both a main and subsidiary subject;
- (c) have completed a course in theoretical and practical education (as a general rule a Danish course) and have passed the final examination.

In view of the present overabundance of Danish applicants with "cand. mag." and "cand. scient." qualifications, very few foreign teachers are being employed.

Because of the lack of the necessary financial resources Denmark is not participating in the special Council of Europe scheme on the mobility of postgraduates. Consequently, the questionnaire has not been received in Denmark and it is not possible to answer the questions contained therein. In general, however, it may be said that the obstacles which inhibit the free movement of students are the following:

1. problem of scholarships. No assistance "SU-støtte" is given for studying abroad a subject which can be studied in Denmark;
2. language difficulties;
3. family problems: e.g. the spouse is studying or working in Denmark and cannot readily move abroad;
4. contingent problems associated with the recognition of foreign examinations or, if a particular examination is recognized, the difficulty of dispelling employers' doubts as to the validity of "foreign examinations".

Mention should be made of the following difficulties confronting applicants:

1. earnings. These would normally be lower as the salaries paid to academics in Denmark are relatively high.
2. language difficulties.

3. family problems: see above; in addition there would be problems of schooling for the children etc.
4. the possibility of loss of seniority upon returning to Denmark. This may presumably apply only to civil servants and not to persons engaged on a contractual basis, but the problem is highly relevant so far as teachers are concerned and some attempt should be made to find a general solution.

Re 6b: Improved teaching of foreign languages

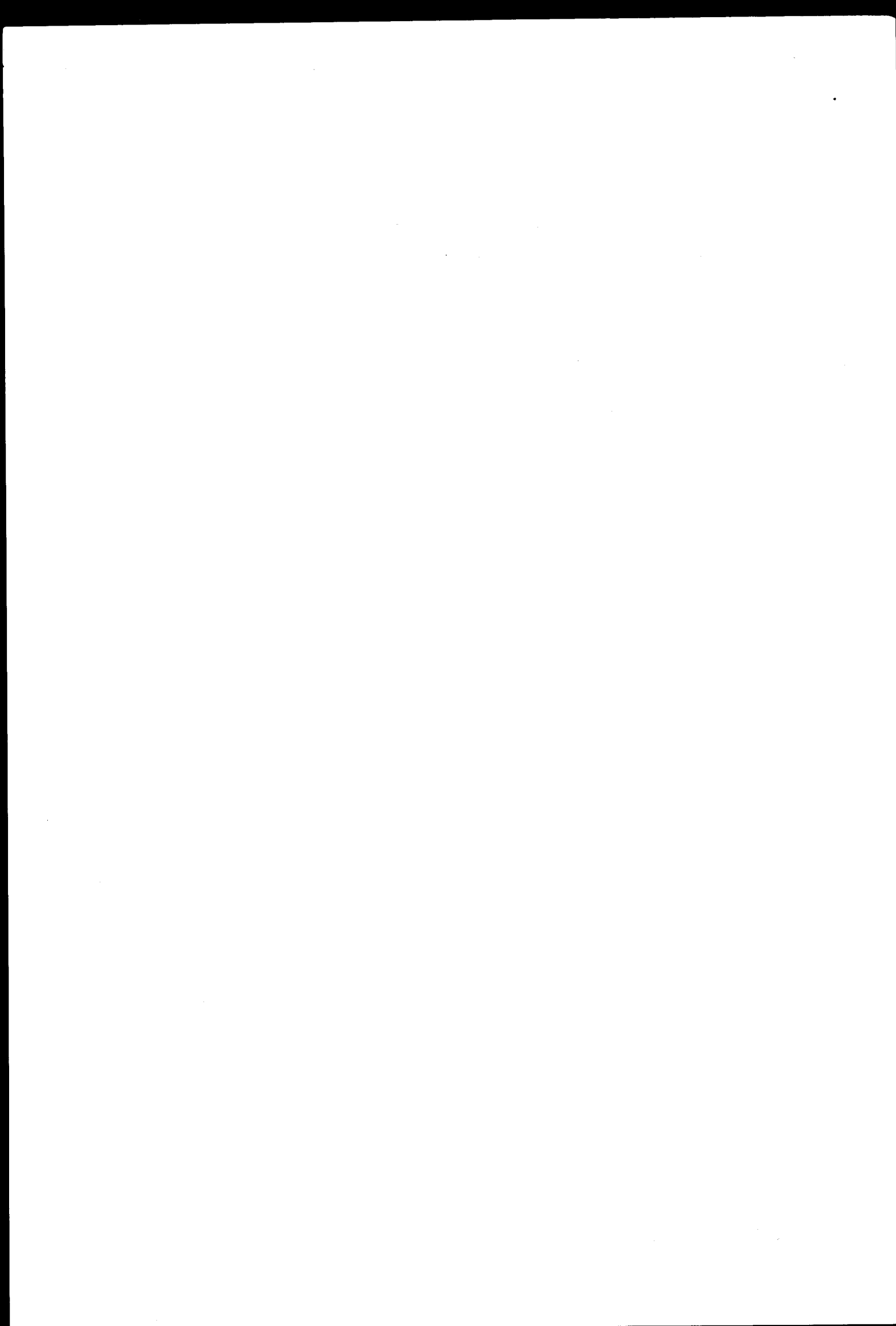
Denmark is well aware of the extent of this problem and has supported the Council of Europe scheme on the teaching of modern languages at all levels, from the lowest primary school classes up to the adult education stage.

The subjects taught at the various levels in Danish primary schools are laid down by Parliament and the number of hours given to each subject is determined by the local authority on the basis of recommendations issued by the central authorities.

Similarly, the number of hours devoted to each subject in secondary schools is laid down in official announcements.

It should be added, however, that many experiments are in progress whereby individual schools are afforded the opportunity of, to some extent, devoting more hours to the teaching of foreign languages, primarily English; in addition, the additional choice system in "H F" (higher preparatory education) offers a wide range of additional languages and advantage is taken of this by a large number of students.

Cultural agreements have been concluded with 12 countries (and a few more have still be, concluded) in an attempt to broaden students' knowledge of other languages, e.g. through the mutual exchange of native language teachers etc.



School attendance for children of migrant workers
in Denmark

General guidelines for the education of foreign children were laid down in the Circular dated 30 November 1970 issued by the Danish Ministry of Education.

The only previous experience available to go upon at that period however, was both meagre and sporadic in character. It has been possible since then to acquire broader experience on the subject from the teaching of children of foreign mother tongue in the Copenhagen area and therefore the Danish Ministry of Education now contemplates issuing a revised edition of the Circular.

Accordingly, a new Circular will in all probability be issued within the first six months of 1975. The text cannot be published at the present juncture but it will be very similar to the Copenhagen Circular on the education of children of foreign mother tongue.

This Circular forms the basis of the following report:

Reception classes

The "Office for schoolchildren of foreign mother tongue" was established in Copenhagen in 1971. Its first task was to devise a special pupil's card system as a basis for the registration of all the schoolchildren concerned. Provision is made on that card for the following assessments of the pupils' proficiency in the Danish language:

1. Does not understand Danish;
2. Understands some phrases;
3. Speaks and understands everyday Danish;
4. Reads and partly writes everyday Danish;
5. Does not need any help with the Danish language.

Under the terms of the Circular on the education of children of foreign mother tongue which was issued by the Copenhagen school authorities on 22 February 1972, a child of this category, if classified under one of the first two groups as above is placed in a reception class at the earliest possible opportunity. The first of these reception classes was established in January 1972.

Notification of the child's assignment to the reception class is sent to the parents by the Office for schoolchildren of foreign mother tongue together with the rules and regulations applying in Danish schools and particulars of the special instruction given to such children and also of the Danish system of education.

Specimen copies of the pupil's card, the school rules and regulations booklet "Welcome to a Copenhagen School" (Velkommen i en Københavnsk Skole) and other information (the Office for schoolchildren of foreign mother tongue 1974) are attached hereto.

The purpose of the reception classes is:

- to teach the pupils Danish as quickly as possible and,
- to adapt them to the Danish school system.

There are not more than 20 pupils in a class; if there are more than 14, the teacher will be helped by an assistant (a temporary substitute teacher).

The children are divided into three age groups: 6 to 10 years, 11 to 13 years and 14 to 16 years.

Children in the reception classes receive three hours of tuition daily, but as soon as they are able to make themselves understood in Danish to some extent, they also attend a few lessons a day mainly in handicrafts subjects in the normal classes at their local school so that they get to know their Danish schoolfellows.

All instruction given in the reception classes is directed towards teaching the pupils Danish. Accordingly, the primary purpose of their learning arithmetic, general subjects and creative arts, visiting museums or going on excursions in the city is to improve their knowledge of the language.

Instruction is given by the teachers in both group and class form.

The whole class can be assembled for certain subjects, but it normally falls into three main groups:

1. New arrivals
2. A relatively homogenous number of pupils who have been in the class for some time
3. Those pupils who will soon be transferring to the normal classes of the local school.

At the time when the Office for schoolchildren of foreign mother tongue was set up, there were no facilities available for the teaching of children whose mother tongue was not Danish.

In 1971 the Ministry of Education and the Copenhagen school authorities set up a so-called Material Committee (Materialutvalg) which, among other things, brought out a book entitled "Danish for foreign students", based on a corresponding Swedish system.

The system aims at teaching children a kind of basic Danish, the so-called "lille sprog", i.e. a language which is syntactically and grammatically correct but as regards vocabulary extends only to the most common everyday words. This system has shown itself to be highly effective and is now used all over Denmark.

"Danish for foreign students" is the mainstay of the instruction given in the reception class. It is supplemented by other teaching material: e.g. "Arithmetic for foreign students" as well as books and booklets for Danish reading practice, posters, games, model shops, films, etc.

Specimen copies of "Danish for foreign students" and "Arithmetic for foreign students" are attached hereto.

Teachers of the reception classes decide when the time has come for the children to attend the Danish school full-time.

Experience has shown that the period for which its pupils have to attend the reception classes in order to acquire an adequate knowledge of Danish depends upon their age group. The youngest pupils normally require about nine months tuition while the eldest need over a year.

Teachers in the Danish classes can expect that those pupils who come from the reception class will be able to understand both what they and the Danish pupils there are saying. Furthermore, the foreign children must be able to make themselves fully understood by the Danes.

It cannot be expected, on the other hand, that the level of proficiency in special subjects of children coming from the reception classes will be as high as that of their Danish classmates, since the tuition given in the reception classes is centred upon learning Danish as a foreign language and furthermore both the syllabus and the subjects taught in the foreign pupils' countries of origin are different from those customary in Denmark.

Therefore pupils coming from the reception classes are given extra coaching in the subjects concerned.

Tuition in the mother tongue

Tuition in the foreign child's mother tongue is given outside school hours and is available to all Yugoslavs, Turks, Pakistanis and Arabs (Polish parents refused to allow their children to attend Polish classes).

The period covered by such tuition is 2 to 3 hours weekly.

Yugoslav parents have the choice of the Macedonian, Turkish and Serbo-Croat languages.

Facilities were also afforded for tuition in the Albanian language, but none of the Albanian speaking Yugoslavs resident in Denmark availed themselves of this opportunity.

STATISTICAL INFORMATION

In a letter of 8 November this year the Adviser on international education questions at the Ministry of Education requested the Office for Economic Statistics (ØSK) to give a summary report on the statistical information supplied to the European Communities and other organizations, in order to reply to the questionnaire contained in the document (EEC) No 1926/74 (EN 59).

The following particulars are given in this matter:

The Office for Economic Statistics supplies educational statistics annually to the following four organizations:

- (a) European Communities
- (b) OECD
- (c) UNESCO
- (d) NSS (Nordisk statistisk sekretariat)

Educational information is regularly provided on forms which are sent to the Ministry of Education by the organizations concerned or in accordance with a fixed procedure. These normally contain information concerning pupils, students, teachers and the resources of educational institutions, classified according to level (category) of education.

It should be pointed out that only this year have steps been taken towards the setting up of the European Communities' own system of educational statistics for Member countries. To that end two meetings were held with statisticians from Member States.

Furthermore, the OECD is currently preparing for publication a statistical yearbook on educational questions. This is being completed by a Working Party with the help of collaborators from most of the Member States.

The Scandinavian countries also publish a statistical yearbook: the "Yearbook of Nordic Statistics".

In addition, contacts are regularly taking place between the European Communities, the OECD and UNESCO to ensure that educational statistics are co-ordinated. These contacts take the form, inter alia, of joint participation in conferences.

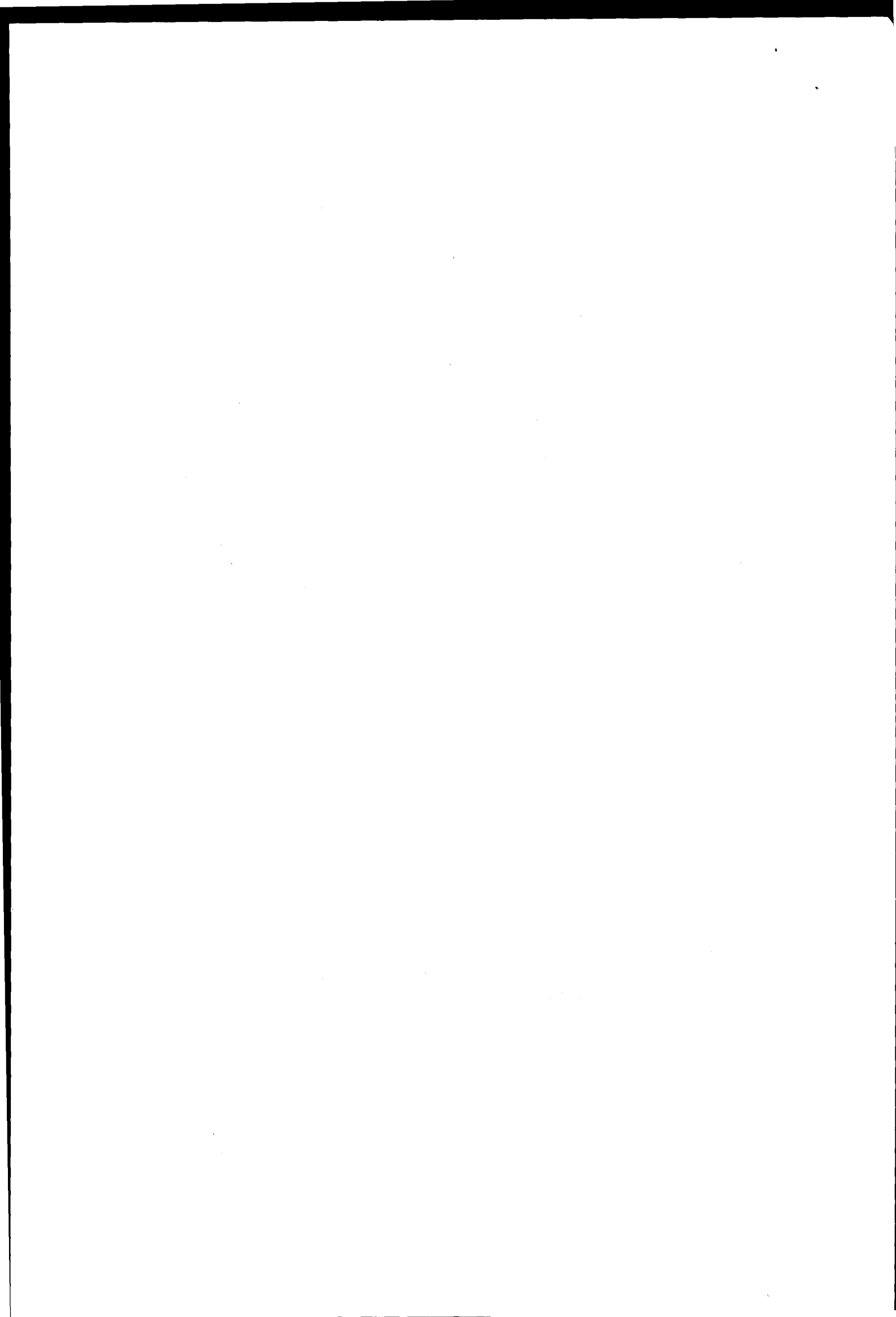
Finally, UNESCO has begun a development project establishing an international classification (ISCED). This is well-advanced, so that we may expect the classification to be applied as from 1976.

As regards projects, especially those of the European Communities, the work done so far has mostly been confined to gathering information about pupils and students, including the children of foreign workers and other pupils and students from abroad. The information hitherto received concerning teachers and the financial resources available has, however, been very limited by comparison.

It should be added that so far as Denmark is concerned only isolated statistics have hitherto been available regarding the kind of education foreigners receive or are aspiring to receive and regarding the educational opportunities afforded to foreign children. Consequently it has not been possible to answer the questions raised in the EEC document on this matter. However, the Danish Statistical Office hopes to be able to issue by 1975 a whole range of statistical information concerning pupils and students starting from the 3rd year (secondary) grade onwards (¹).

A copy of the latest statistics sent to the European Communities attached to this communication for purposes of information.

(¹) Transl. note: approximate equivalent of the Danish eighth grade.



Instructions for dealing with applications from abroad

I. Scandinavian countries

1. Under the terms of the Decree of 28 June 1972 on the conditions governing admission to courses of study at the universities of Copenhagen, Århus and Odense ("Bekendtgørelse af 28 juni 1972 om betingelser for adgang til studierne på Københavns, Århus og Odense universiteter"), applicants who have passed a school leaving examination or any other recognised examination for admission to universities or to other institutions of higher education in the Scandinavian countries are eligible to pursue their studies at the University of Copenhagen.
2. Admission to studies may under this Decree be restricted where considerations of teaching staff availability in the case of certain discipline so dictate. At present this restriction applies to medicine and also, to some extent, in the field of psychological studies.
3. Additional examinations, in the case of Danish students also, according to the more specific conditions laid down for certain branches of study.

II. Member countries of the Council of Europe

1. Applicants who have passed a university entrance examination entitling them to immediate admission or who (in countries where a special entrance examination is required over and above the school leaving examination) are entitled to admission to study at universities or places of higher education are eligible pursuant to the Decree of 28 June 1972 to study at the University of Copenhagen.

2. The same restriction as that imposed for applicants from the Scandinavian countries (cf paragraph I, item 2) above may obtain in this case also.
3. Additional examinations according to the more specific conditions laid down for certain branches of study.

Danish language examination Stage I at a college of adult education (Folkeuniversitet) or corresponding certificate of proficiency in Danish up to final matriculation standard, unless special circumstances dictate otherwise.

4. Danish language examination Stage II up to Part One of the University course or up to subsidiary subject level.

A. Applicants from other European countries having a standard of admission corresponding to that of Denmark

- (1) Admission is normally granted to students from other European countries who have passed a school leaving examination or who have, where required, passed such an examination as well as an examination for admission to the course of study concerned.
- (2) The same restriction as that imposed for applicants from the Scandinavian countries (cf paragraph I, item 2) may obtain in this case also.
- (3) Additional examinations according to the more specific conditions laid down for certain branches of study. Danish language examination Stage I at a college of adult education (Folkeuniversitet) or corresponding certificate of proficiency in Danish up to final matriculation standard, unless special circumstances dictate otherwise.
- (4) Danish language examination Stage II up to Part One of the University course or up to subsidiary subject level.

B. Applicants from countries outside Europe with a school leaving examination corresponding to the school leaving examinations of the Council of Europe member countries

- (1) Included here is a whole range of African countries in which the examination system is closely linked to the English "General Certificate of Education" and is recognized in England.
- (2) The same restriction as that imposed for applicants in the Scandinavian countries (cf paragraph I, point 2) may obtain in this case also.
- (3) Additional examinations according to the more specific conditions laid down for certain branches of study, Danish language examination Stage I at a college of adult education (Folkeuniversitet) or corresponding certificate of proficiency in Danish up to final matriculation standard, unless special circumstances dictate otherwise.
- (4) Danish language examination Stage II up to Part One of the University course or up to subsidiary subject level.

C. Applicants from countries in which the standard of school leaving examination differs from that of Danish university entrance examinations

In those cases, where it is considered that, by comparison with the rules applying in other countries, others similarly placed so far as university entrance is concerned, the level of a finally completed school educational course standard is different from the Danish university entrance standard, admission to the university will normally be granted if such schooling is followed by further education over a period of 1 - 4 years at college or university level in the applicant's own country. Applicants from countries other than those listed below will be considered on the basis of corresponding criteria and of the particulars supplied.

PREPARATORY COURSE

Students

Foreign students are offered a course arranged by the university in collaboration with the college of adult education (Folkeuniversitet). Admission of foreign students not fulfilling the currently prescribed conditions governing higher-education may be made dependent upon their having passed Danish language examination Stage I and one or more of the additional examinations referred to under item III above. The course consists of three parts.

I. Danish course

These courses are designed to prepare the student for the Danish language examination Stage I. It is possible to take the Danish language examinations without having followed the course.

The examinations are held at the colleges of adult education.

II. Danish civilization and civics

There is no final examination for this general instructional course. A certificate is issued to the effect that the student has followed the course satisfactorily. The lectures are delivered in English.

III. Additional examinations at Advanced Preparation level (H.F.- Højere Forberedelses eksamen)

Applicants whose exemption from normal university entrance requirements is dependent upon their passing additional examinations at "Advanced Preparation Level are offered **courses of instruction in the following subjects:**

English	Mathematics
German	Physics/Chemistry
French	History and Social Political Studies

The examinations are conducted at the colleges for Adult Education. (Folkeuniversitet)

Foreign students whose admission is dependent upon their following the preparatory course at the College of Adult Education will receive from the College a course legislation card, serving as evidence to be presented to the authorities, that they are attending a full-time course.

A provisional admission card, "the temporary student registration card," is issued to foreign students who have applied for admission to the university course and are entitled to matriculate in accordance with the currently prescribed provisions and customary practices, but lack any knowledge of the Danish language.

Foreign students who are entitled to matriculate in accordance with the currently prescribed provisions and customary practices, and who fulfil the requirements in the matter of knowledge of the Danish language (e.g. by having passed the examinations for or in the Danish language) receive the general card valid for one year. The administration may grant exemption from the Danish language examination requirement in cases where the applicant obviously has a command of Danish or in the case of a foreign student wishing to pursue more extensive studies at the University, possibly upon the recommendation of the faculty concerned.

Temporary Student Registration Card

1. Issued by the office granting exemption from normal admission requirements.
2. Number and registered in the University records.
3. Issued for one university term at a time, for three terms at most, but renewable in special circumstances and at the discretion of the Exemption Committee.
4. May be exchanged for the card upon fulfilment of the Danish language requirement.

Purposes served by the Registration Card

Possession of the Registration Card will serve as a valid document for the following purposes:

- (1) in dealing with the police department responsible for the registration of aliens and with other authorities, also in the student's own country;
- (2) when applying for loans and grants in the student's own country;
- (3) when applying for a place at a student's hall of residence
- (4) affording the student the possibility of attending lectures in the subject of his studies to a restricted degree, insofar as his knowledge of the Danish language is adequate.

Admission Levels

Admission to certain subjects is restricted.

Direct Admission

USA : High School Diploma + at least 2 years' College or University studies in relevant subjects + Danish Test I.

UAR : General Certificate of Secondary Education + at least two years of College or University studies in relevant subjects + Danish Test I.
(Literary Stream only for Humanistics and Social Science)

SYRIA : Diplome de fin d'études Secondaires Général + two years' College or University studies in relevant subjects + Danish Test I

JORDAN : General Secondary Education Certificate (or Jordan Matriculation Certificate or Jordan Secondary Education Certificate Examination) issued by the Ministry of Education + two years of College or University studies in relevant subjects + Danish Test I.

LEBANON : Baccalauréat Libanais 2ème Partie + one year of College or University studies in relevant subjects + Danish Test I.

INDIA, PAKISTAN, BANGLADESH :
B.Sc. or B.A. in relevant subjects + Danish Test I.
Intermediate Examination (2 year course) + Advanced Level General Certificate of Education in at least 2 subjects + Danish Test I.
Documented Admission to a University in Britain in the same subject + Danish Test I.

JAPAN : High School Diploma + at least two years' College studies in relevant subjects + Danish Test I.

Admission subject to Required Preparatory Course

High School Diploma + less than two years' College or University studies + Danish Test I.

General Certificate of Secondary Education + less than two years' College or University studies + Danish Test I.

Diplome de fin d'études Secondaires Général + less than two years' College or University studies + Danish Test I.

General Secondary Examination certificate + less than two years' College or University studies + Danish Test I.

Baccalauréat Libanais 2ème Partie + less than one year of College or University studies in relevant subjects + Danish Test I.

Intermediate Examination (two years' course - First Division) + Danish Test I.

High School Diploma + less than two years of College of University studies in relevant subjects + Danish Test I.

