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# European Communities

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## EUROPEAN PARLIAMENT

# Working Documents

### 1974-1975

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25 June 1974

DOCUMENT 158/74

#### SECOND REPORT

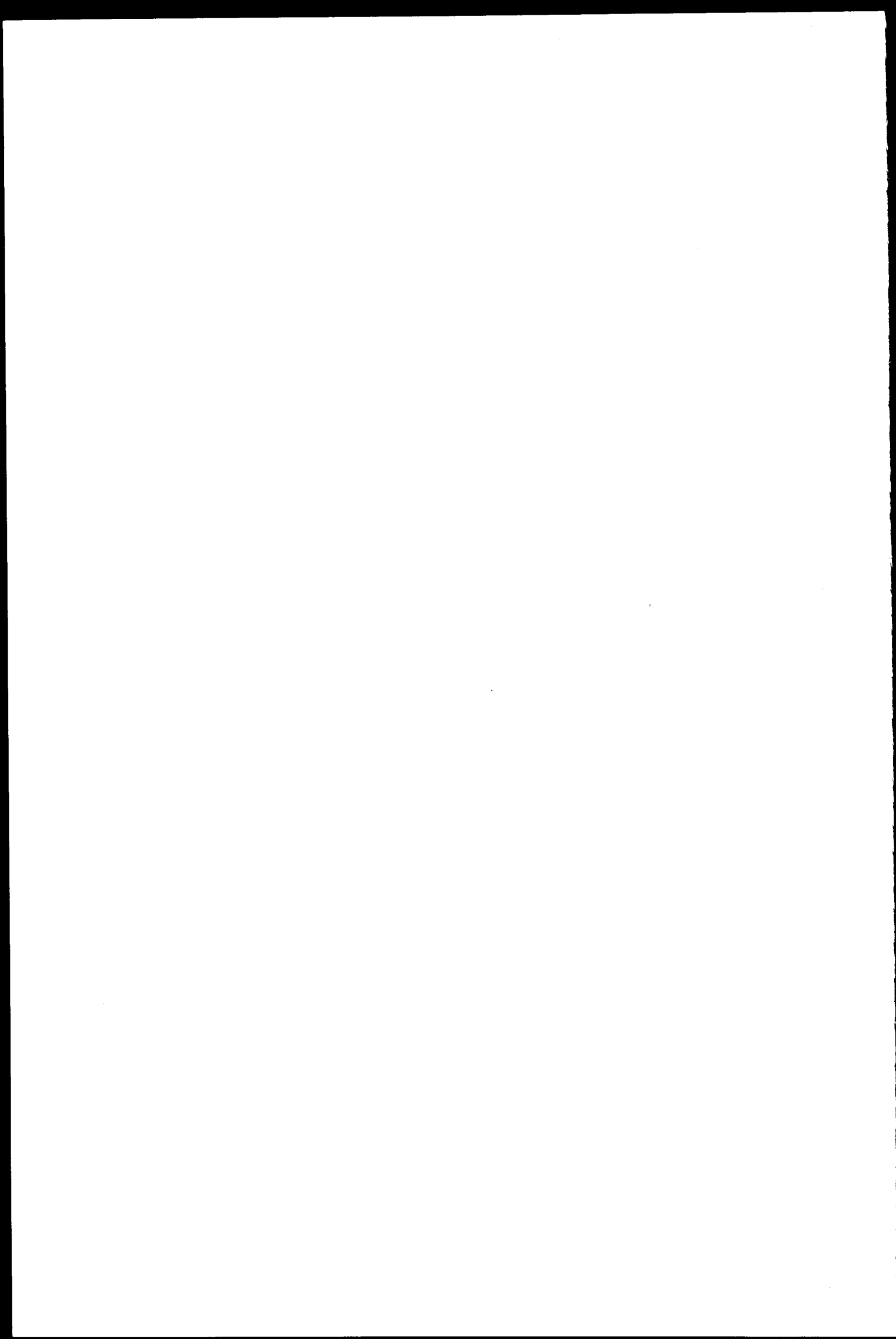
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drawn up on behalf of the Committee on External Economic Affairs

on the recommendations adopted in Berlin on 28 March 1974 by the Joint  
Parliamentary Committee of the EEC-Turkey Association (Doc. 71/74)

Rapporteur: Lord LOTHIAN

PE 36.837/fin.



By letter of 25 April 1974 the President of the European Parliament referred the recommendations adopted in Berlin on 28 March 1974 by the Joint Parliamentary Committee of the EEC-Turkey Association to the Committee on External Economic Affairs.

The Committee on External Economic Affairs appointed Lord LOTHIAN rapporteur on 13 March 1974.

At its meeting of 7 May 1974 the committee unanimously adopted the present report.

The following were present: Mr de la Malène, chairman; Mr Boano and Mr Thomsen, vice-chairmen; Lord Lothian, rapporteur; Mr Baas, Lord Chelwood, Mr Cousté, Mr Houdet (deputizing for Mr Bourdelles), Mr Kaspereit, Mr Klepsch, Mr Lange, Mr Maigaard, Mr Martens (deputizing for Mr Vetrone), Mr Schulz and Mr Thiry.

At its sitting of 10 June 1974 the European Parliament, at the request of the Committee on External Economic Relations and pursuant to Rule 26(2) of the Rules of Procedure, referred this report to the committee responsible, pending receipt of the opinion of the Committee on Social Affairs and Employment and in order to take account of the meeting with the members of the Delegation of the Grand Assembly of Turkey, which took place on 10 and 11 June 1974. The report and motion for a resolution are now submitted unchanged, the rapporteur having been instructed to deliver an oral statement to the plenary Assembly on the outcome of the meeting between the Delegation of the Grand Assembly of Turkey and the European Parliament.

The opinion of the Committee on Social Affairs and Employment is attached to this report.

C O N T E N T S

	<u>Page</u>
A. MOTION FOR A RESOLUTION	5
B. EXPLANATORY STATEMENT:	8
INTRODUCTION	
I. THE DEVELOPMENT OF THE EEC-TURKEY ASSOCIATION AND MEASURES TO PROMOTE TRADE BETWEEN THE TWO PARTIES	9
II. THE COMMUNITY'S CONTRIBUTION TO TURKEY'S DEVELOPMENT	11
III. THE POSITION OF TURKISH WORKERS EMPLOYED IN EEC MEMBER STATES	14
IV. POLITICAL COOPERATION BETWEEN TURKEY AND THE MEMBER STATES	17
Recommendations adopted in Berlin	18
Opinion of the Committee on Social Affairs and Employment	24

A

The Committee on External Economic Relations hereby submits to the European Parliament the following motion for a resolution, together with explanatory statement:

MOTION FOR A RESOLUTION

on the recommendations adopted in Berlin on 28 March 1974 by the Joint Parliamentary Committee of the EEC-Turkey Association

The European Parliament,

- having regard to the recommendations adopted by the Joint Parliamentary Committee of the EEC-Turkey Association at its 17th meeting in Berlin on 24 - 28 March 1974 (Doc. 71/74),
  - having regard to the second report of the Committee on External Economic Relations and the opinion of the Committee on Social Affairs and Employment (Doc. 158/74),
1. Approves the recommendations adopted by the Joint Parliamentary Committee of the EEC-Turkey Association on 28 March 1974;
  2. Welcomes the entry into force on 1 January 1974 of the Interim Agreement which enables the trade provisions of the Supplementary Protocol to be implemented in advance of the scheduled date and now allows Turkey the benefit of exemption from duty on almost all its industrial exports to the nine EEC Member States;
  3. Also welcomes the new agricultural concessions granted to Turkey by the Community on the same date, pursuant to Article 35(3) of the Additional Protocol, and the decision on suspensions of tariff duty which will ensure that Turkey is granted treatment no less favourable than that accorded to States which benefit from the Community's generalized preference system;
  4. Once again expresses its regret, however, that the Council has refused Turkey's request to be included in the list of countries enjoying generalized preferences and urges the Council to reconsider its position;
  5. Shares the concern of the Turkish partners in the Association at the gradual reduction in the preferences granted to Turkey by the Community;
  6. Proposes, therefore, that advantage should be taken of all the opportunities offered by the various agreements and protocols concluded between the EEC and Turkey to allow Turkish products to enjoy all the benefits that Turkey is entitled to expect as a signatory of an association agreement which will ultimately lead to full membership of the Community;
  7. Suggests that regular consultations should be arranged between the two parties for this purpose, so that Turkey is kept informed of the concessions granted to third countries by the Community and decisions can be

taken on any compensatory measures necessary;

8. Considers it desirable for a fresh impetus to be given to the Association, which is now entering its second decade, by the implementation of a wide-ranging action programme to facilitate Turkey's eventual membership of the EEC, with a precise timetable for the achievement of its objectives;
9. Stresses the need for the Community to participate in Turkey's current projects for development in the context of the Third Plan, and hopes that the Association Council will report to Parliament on the results of Community action in this field, in particular through the European Investment Bank, and on any measures likely to increase the effectiveness of this action;
10. In this connection, draws attention to the importance of closer consultation between the EEC and Turkey on the exploitation of potential natural resources in Turkey, particularly in the oil sector;
11. Calls upon the Association Council to make full use of the powers of decision conferred upon it by the Additional Protocol to help bring about a solution to the main problems created by the existence of a large Turkish immigrant labour force in the Community Member States, in particular with a view to:
  - (a) promoting the measures necessary to ensure more effective vocational training for Turkish workers;
  - (b) ensuring that these workers enjoy greater security of employment and that, in the context of the slackening of economic activity as a result of the energy crisis, they are less affected than workers from third countries in the event of reductions in the level of employment;
  - (c) improving the conditions in which Turkish workers and their families are received by the host country;
12. Regrets that the Association Council was unable to adopt by 31 December 1973, pursuant to Article 39 of the Additional Protocol, the necessary provisions to allow Turkish workers to accumulate periods of insurance or employment in different Member States for purposes of retirement, disability or survivors' pensions and hopes that an early solution will be found to this problem;
13. Draws attention once again to the political objectives of the Association between the EEC and Turkey and proposes that the two parties should hold regular consultations on all major international political questions of mutual interest;

14. Requests from the Association Council a report on the results achieved under existing agreements and protocols and on any measures including a review of existing positions, which may prove necessary to enable the Association to make its full contribution to the attainment of the goals of Turkey's development plan.
15. Instructs its President to forward this resolution and the report of its committee to the Council and Commission of the European Communities, the Grand National Assembly of Turkey, the Parliaments of the Member States of the Community and the Turkish Government.

EXPLANATORY STATEMENT

INTRODUCTION

1. The EEC-Turkey Joint Parliamentary Committee held its 17th meeting in Berlin from 24 to 28 March 1974.

On this occasion the European and Turkish delegations (the latter had been almost entirely renewed following the parliamentary elections in Turkey on 14 October 1973) discussed the major problems facing the Association as it enters its second decade, enlarged by the accession of three new Member States to the Community.

2. During the discussions, held as usual in the presence of representatives of the Turkish Government, the Council and Commission of the European Communities, the following main points were raised:

- the development of the Association and the measures needed to promote trade between the EEC and Turkey, and in particular to increase exports of Turkish agricultural products to EEC Member States;
- the development of Turkey's industrial and energy potential;
- the position of Turkish workers employed in Community Member States, with particular reference to certain special problems (social security, possible effects of the energy crisis on the position of these workers).

3. The four recommendations adopted unanimously by the members of both delegations at the end of the meeting demonstrate the importance and diversity of the topics discussed on this occasion, and the determination of all participants to strengthen and deepen the close links established between the Association partners in the first ten years of application of the provisions of the Ankara Agreement of September 1963.

4. However, despite this obvious dynamism, the EEC-Turkey Association is currently experiencing certain problems of adjustment, as is to be expected, and these will have to be resolved before Turkey can be admitted to full membership of the European Economic Community, after gradual approximation and coordination of the economic, trade and social policies of the two partners.

5. The content of the four recommendations, which have been forwarded as usual to the Association Council, the Council and Commission of the European Communities, the Turkish Government, the Grand National Assembly of Turkey and the European Parliament, is summarized below under four general headings.



I. THE DEVELOPMENT OF THE EEC-TURKEY ASSOCIATION AND MEASURES TO PROMOTE TRADE BETWEEN THE TWO PARTIES

6. The Chairman of the Association Council gave an account of the main developments in the Association since the 16th Meeting of the Joint Parliamentary Committee in Istanbul in September 1973 (on the recommendation adopted in Istanbul on 10 September 1973, see Sir Tufton Beamish's report - Doc. 210/73).

The most important development in this connection was the entry into force, on 1 January 1974, of the Interim Agreement stipulating that the trade provisions of the Supplementary Protocol signed in Ankara on 30 June 1973, extending the Association to the three new EEC Member States, should be implemented in advance, pending ratification of the Protocol (on the content of the Supplementary Protocol, see Sir Tufton Beamish's report - Doc. 218/73).

7. The entry into force of the Interim Agreement means that since the beginning of 1974 Turkey has enjoyed tariff exemption on exports of industrial products to the British, Irish and Danish markets (with a few exceptions). The agreement also provides for an increase in the size of tariff quotas for products covered by this system. The duties levied by Turkey in trade with the Community are also to be reduced progressively, particularly those charged on trade with the new Member States.

8. The new agricultural concessions for imports of Turkish agricultural products to the Community, granted by the Community pursuant to Article 35(3) of the Additional Protocol, also entered into force on 1 January 1974. The Protocol stipulates that the preferential system shall be reviewed periodically by the Association Council. These reductions apply to certain agricultural products such as fresh fish, shellfish, fresh and dried vegetables etc., and supplement the concessions mentioned in the Protocol covering about 92% of Turkish agricultural exports to the Community (see, on this point, Mr Baas' Report - Doc. 159/73).

9. Turkey has also been granted total or partial suspension of CCT duties by the Community for exports of certain products in Chapters 1 - 24 of the CCT (processed agricultural products) and certain textile products, so that the treatment it enjoys is as favourable as that accorded to countries benefiting from the generalized preference system.

10. Despite these partial improvements, the Turkish partners have nevertheless expressed some dissatisfaction at the development of trade between their country and the EEC, which they consider to be to their disadvantage. This deterioration is the result of what they term the 'erosion' of the preferences granted to Turkey by the Community. They claim that this erosion is the outcome of the preferences that the Community grants, either under its Mediterranean policy or under Community agreements in GATT to countries or

36 loans were given in this way, eight for infrastructure projects and 28 for industrial projects. 61% of the total commitment was for infrastructure projects in the energy, transport and agricultural development sectors. In all these loans provided the basis for creating more than 15,000 new jobs.

19. The second financial protocol which was signed on 23 November 1970 and came into force on 1 January 1973 (and included the three new Member States of the EEC) provided for the granting by the European Investment Bank in Turkey (up to 23 May 1976) of:

- special loans on the authorization of Member States from funds created by the latter for an amount of up to 242 m.u.a.
- ordinary loans on normal market terms, from the EIB's own resources, up to a total of 25 m.u.a.

By the beginning of March 1974 EIB interventions under the second financial protocol had reached a figure of 86.4 m. u.a. Generally speaking, the annual rate of interest on loans for infrastructure projects is 2.5%.

20. Financing is available for projects which contribute to growth in the productivity of the Turkish economy, which help to achieve the aims of the Association Agreement or form part of the present Turkish development plan. The projects financed are in widely varying sectors: the modernization of the Turkish railways; the internal air network (infrastructure projects); exploitation of forestry resources and farming land, construction of a synthetic rubber factory, projects with normal commercial viability, etc.

21. The members of the Joint Parliamentary Committee considered that it would be desirable for the Association Council to present a report on the contribution by the Association to the realization of the objectives of the Turkish development plan and on the measures which the Association Council considered necessary for the possible improvement of the effectiveness of these specific considerations.

22. The new situation created by the increased price of oil products, which hits a country like Turkey, which imports most of its oil<sup>1</sup>, especially hard (Turkish oil imports rose by 40% in 1973 in comparison with 1972), could stimulate closer cooperation between the EEC and Turkey to develop the still largely unexploited natural resources of this country. For example an oil deposit was discovered in October 1973 by TPAO (the State oil company) in Thrace near the Bulgarian frontier and there are indications of oil deposits in the basin of the Aegean Sea. Turkey also recently concluded agreements with two of its neighbours, Iraq and Persia, for the construction of oil pipelines between Kirkouk (Iraq) and Dortyol (South East Turkey) and between Ahwaz (Persia) and Iskenderun.

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<sup>1</sup>Turkish oil production is slightly more than 3 million tons (1973 figures).

23. In its reply to Written Question No. 596/73 by Mr Cousté, the Commission admitted the importance of these projects for Community oil supplies but stated that, to its regret, it could not take any initiatives with regard to the financing of such projects since this was exclusively the province of the Turkish authorities.

24. The EEC and Turkey should therefore work together in this sector to examine ways and means of increasing cooperation between the two parties in the systematic prospection of Turkey's natural resources whose exploitation - financed partly by EIB contributions - could considerably reduce the deficit in Turkey's balance of trade with the EEC and would strengthen even more the close bonds established between the two parties.

### III. THE POSITION OF TURKISH WORKERS EMPLOYED IN EEC MEMBER STATES

25. The Berlin meeting provided the opportunity for a detailed discussion of the situation of Turkish workers employed in the Community. This is a problem to which the Turks attach very great importance in view of the extent of the phenomenon of migration recorded during recent years ( in 1973 some 700,000 Turkish workers were employed in the countries of the Common Market) and the numerous economic repercussions (the effect of the transferring abroad of the workers' savings - equivalent in 1973 to 1,000 million dollars-on the equilibrium of the Turkish balance of payments) as well as the social, psychological, human, etc., repercussions of this phenomenon.

26. Berlin was perhaps the most suitable place for taking account of the realities and problems of the situation. Of the 170,000 foreign workers officially registered in Berlin in June 1973 71,000, or 41% of the total were of Turkish nationality, and more than 90% of the latter had arrived in Berlin after 1969. By visiting the Kreuzberg district, where most of the Turkish population live, the members of the Joint Parliamentary Committee were also able to find out on the spot, both from the workers themselves and from the appropriate Berlin authorities, about reception facilities and living conditions for the Turkish workers and their families.

27. The position of Turkish workers employed in the EEC had already been the subject of a major discussion during the Istanbul meeting in September 1973 (see report by Sir Tufton Beamish, Doc. 210/73, paras. 21 to 29). This discussion was continued in Berlin, with special regard to new developments in this field since September 1973: the energy crisis and its effects; the slowing down of economic activity in the EEC Member States and the decision by certain governments to stop immigration; the delayed decision of the Community authorities on the social security scheme for Turkish workers employed in the EEC, etc. ...).

28. According to statistics from the Turkish Ministry of Labour the rise in the number of Turkish workers who had emigrated to the EEC was as follows:

1971	536,000
1972	605,000
1973	700,000

(Provisional figures)

The overwhelming majority of them (528,000 in 1972 out of a total of 605,000) were employed in the Federal Republic of Germany.

29. Terms of selection and recruitment are defined in general terms in bilateral agreements between the Turkish government and certain Member

States of the EEC (Belgium, West Germany, France and the Netherlands). Questions of social security, and regulations on equal rights for Turkish workers and local workers, are also governed by bilateral agreements.

30. The Additional Protocol to the Association Agreement, which came into force on 1 Jan 1973, contains a number of provisions on the position of Turkish workers employed in the EEC (Articles 36 to 40): the progressive introduction of freedom of movement for workers, the abolition of discrimination on grounds of nationality, the possible examination by the Association Council of all the questions posed by the geographical and occupational mobility of Turkish workers, social security regulations ... In the course of discussion on this subject it became apparent that the problems created by increasing migration of Turkish workers within the EEC were of four basic kinds:

(a) Working conditions and vocational training

31. Article 37 of the Additional Protocol states that each Member State should grant Turkish workers employed in the Community equal treatment, without discrimination on grounds of nationality, with workers from other Member States of the Community, in respect of wages and working conditions. The members of the Joint Parliamentary Committee agreed that although such equality of treatment in respect of working conditions and wages did not cause any problems, there was, in their view, a difference in respect of the vocational training of Turkish workers, which for a number of reasons (insufficient knowledge of the language of the country in which they had settled, the psychology of migrant workers and the inadequate adaptation of education to this psychology, etc.) made it impossible to provide training for a sufficient number of skilled workers for a country in the process of industrialization such as Turkey. They therefore considered that this question should be reconsidered and that the Turkish and Community authorities concerned should agree on the action required to ensure that their efforts in this sector would be more effective.

(b) Job security for emigrant workers

32. The Ankara authorities were greatly concerned by the measures taken on 23 November 1973 by the German Federal Government, suspending provisionally and immediately the recruitment and placing of foreign workers. This concern is explained by the large number of Turkish workers in the German Federal Republic and their very important contribution to the equilibrium of their country's balance of payments. The decision had been taken in order to mitigate the effect of the energy shortage on the German labour market. The Turkish members of the Joint Parliamentary Committee insisted that their nationals should be assured of better job security in the Community. Too often employers would dismiss senior workers at the end of their contract

since dismissal compensation, salaries and bonuses grew from year to year, and since such workers had become more used to life in their new country and therefore made higher claims than their newly-employed compatriots. More specifically, the Turkish delegates insisted - and their European colleagues supported this proposal - that there should be emergency measures to ensure that the Turkish workers' jobs were less affected by short term economic fluctuations than those of other foreign workers. However, it must be admitted that this objective could meet with serious difficulties, in practice, in our free economy where decisions rest largely with the employers.

(c) Reception facilities for workers and their families

33. The Joint Parliamentary Committee believed that the Association Council should make use of the powers of decision which it now enjoyed under the Additional Protocol in order to improve reception conditions provided by host countries for Turkish immigrant workers. Decent accommodation must be provided to enable families to live together, a highly desirable state of affairs from the psychological and human point of view. Improvements could be made, especially in efforts devoted to the education of the children of immigrant workers, by making provision for the training of bilingual instructors capable of giving them a satisfactory knowledge of the language of the host country without neglecting the Turkish language.

(d) Social security problems

34. Article 39 of the Additional Protocol provides that the Council of Association should adopt social security measures for Turkish workers moving within the Community and their families residing within the Community before the end of the first year after the entry into force of the Protocol (i.e. 31 December 1973). However, these measures have not yet been adopted and the Joint Parliamentary Committee expressed its profound regret that the Council of Association had neglected its responsibilities in this field. The main objective of the measures would be to allow Turkish workers to aggregate insurance periods and employment periods in the different Member States for the purposes of old age pensions, dependants' pensions and invalidity pensions, and for health services for the worker and his family residing in the Community. In February 1974 government experts started preparatory work for the consideration by the Council of this problem on the basis of a Commission proposal drafted in December 1973. Some Member States believe that the Community scheme should only be applied to workers who have worked in several countries of the EEC, whilst those who have always worked in the same Member State would come under the bilateral agreement between that country and Turkey. The representatives of the Council of Association and the Commission of the European Communities have realised the complexity of the problems involved and this explains the delay in reaching a decision.

The Joint Parliamentary Committee unanimously hoped that a solution would soon be found which would be acceptable to all parties and would assure all Turkish workers of more favourable racial security arrangements than those to which they were entitled under bilateral agreements in order, primarily, to allow them to enjoy all the rights acquired during their stay in the countries of the Community.

#### IV. POLITICAL COOPERATION BETWEEN TURKEY AND THE MEMBER STATES

35. The members of the Turkish delegation unanimously emphasized the political aims of the association between the EEC and Turkey. They were particularly disturbed by the interpretation given in certain Community countries to statements made by the President of the Turkish Council, Mr Ecevit, to the effect that the new Turkish government wished to loosen the links created during the last decade between Turkey and the EEC. This was not the aim of the new government, which remained faithful to the open-minded foreign policy of its predecessors, and had simply been referring to the possibility of a reconsideration of the protocols governing the terms of the transitional stage.

36. In this connection the Turks believed that the Association should not merely be considered as a commercial arrangement; bearing in mind the ultimate political objective, it was desirable for Turkey to be included in political consultation such as had been arranged for some years between the EEC Member countries on major problems of the day. Such consultations between Turkey and the Nine could extend to all the major international problems bearing on the association between the EEC and Turkey and by increased coordination of the efforts of the governments concerned should result in the definition of common positions on major problems of international cooperation.

37. The extension of the association to include political cooperation would bear witness to the desire of the Nine and Turkey to establish special relations which would be in the common interest of both parties, committed as they were to the principles of liberty, by promoting the maintenance of peace and democracy in the unstable area of the Eastern Mediterranean.

The bold and ambitious nature of these proposals was endorsed by all the members of the Joint Parliamentary Committee who forwarded a recommendation for the measures outlined above to the Association Council.

Recommendations adopted in Berlin

XVII MEETING

24 - 28 March 1974

Reichstag

BERLIN

FINAL COMMUNIQUE

The EEC-Turkey Joint Parliamentary Committee, meeting in Berlin from 24 to 28 March 1974, under the chairmanship of the chairman-in-office, Mr Kâmrân INAN, and the joint chairman, Mr Ludwig FELLFRMAIER,

- having heard Mr Hans APEL, Parliamentary Secretary of State to the Ministry of Foreign Affairs of the Federal Republic of Germany, President-in-office of the Council of the European Communities and of the EEC-Turkey Association Council and Mr Ismail EREZ, Ambassador, Secretary-General of the Ministry of Foreign Affairs of the Republic of Turkey and head of the delegation from the Turkish government, and Mr Patrick John HILLERY, Vice-President of the Commission of the European Communities;
- after a wide-ranging discussion, particularly on the future development of the EEC-Turkey association, and having regard to the statements made by the rapporteurs, Mr Mustafa PARLAR and the Marquess of LOTHIAN;
- having heard the experts of the Commission of the European Communities, the Turkish government, the Ministry of Labour and Social Affairs of the Federal Republic of Germany and the Senator for Labour and Social Affairs of Berlin on the problems of Turkish workers employed in the Community and more particularly in the Federal Republic of Germany and in Berlin;

adopted the following recommendations which have been forwarded to the Association Council, to the Council and the Commission of the European Communities, to the Turkish government, to the Grand National Assembly of Turkey and to the European Parliament.



RECOMMENDATION NO. 1

The EEC-Turkey Joint Parliamentary Committee,

- having noted the declarations of the Chairman-in-office of the Association Council;
- pending the presentation of the Ninth Report of the Association Council;
- noting that, with the entry into force on 1 January 1974 of the interim Agreement, Turkey now benefits, with a few exceptions, from duty-free entry to the markets of the whole of the enlarged Community for its industrial exports and that, in addition, new agricultural concessions granted by the Community came into force on the same date after the first review pursuant to Article 35 (3) of the additional protocol;
- emphasizing that ten years after the entry into force of the Association Agreement, despite a considerable increase in the volume of trade, Turkey's trade deficit with the Community countries seems to be widening;
- noting the concern expressed about the adverse consequences that the world responsibilities of the European Community and its policy of trade concessions to numerous developed or developing countries might have for Turkey, in terms of the balance of the reciprocal obligations established by the Association Agreement;
- recalling that the aim of the Association is to permit the ultimate accession of Turkey to the European Community;

Requests the Association council to ensure that:

1. additional efforts are made to bring about the widest possible application of all the provisions of the agreements for promoting the development of Turkish exports in both the industrial and agricultural sectors;
2. while confirming the Community measures to prevent discrimination against Turkey in relation to the countries benefiting from the system of generalized preferences, the request for the inclusion of Turkey in the list of these countries is re-examined;
3. the machinery for consultations between the Community and Turkey is strengthened, in order to adapt, by suitable compensatory measures, the advantages already provided under the Association system to the subsequent commitments of the Community towards third countries;
4. measures are taken to counteract the adverse consequences for the Turkish economy of the increase in the price of oil products;

5. now that the Association between the Community and Turkey is entering its second decade, an action programme to give it new impetus is drawn up in such a way as to provide Turkey with further preferences which would facilitate its accession to the Community.

RECOMMENDATION NO. 2

The EEC-Turkey Joint Parliamentary Committee,

- emphasizing the special importance that it attaches to the problems of the Turkish workers employed in the Community countries;
  - recalling the provisions of the additional protocol, particularly articles 36 to 39;
  - drawing attention to the fact that, since the entry into force of the transitional stage of the Association, the Council has the power of decision in this matter;
1. Regrets that the Association Council has not yet been able to co-ordinate the efforts of the Member States to make Community arrangements for Turkish workers in the Community taking into account their status as citizens of an associated country which wishes ultimately to accede to the Community;
  2. Requests therefore that special efforts be made to:
    - (a) provide Turkish workers with a social security system more favourable than those from which they benefit under the bilateral agreements, to allow them, in particular, to enjoy all the rights they have acquired during their residence in the different countries of the Community;
    - (b) promote initiatives - both in Turkey and in the host countries - to give migrant workers access to occupational training;
    - (c) improve the reception arrangements, in particular those connected with accommodation and schooling;
    - (d) make it easier for workers' families to join them with the least possible delay;
  3. Considers that machinery should be quickly set up to promote the recruitment and the security of employment of Turkish workers in the Community countries;
  4. Considers that urgent measures should be taken to ensure that the employment situation of Turkish workers is relatively less affected by market fluctuations than that of other foreign workers.

RECOMMENDATION NO. 3

The EEC-Turkey Joint Parliamentary Committee,

- recognizing the need to accelerate the industrialization of Turkey through an industrial policy designed to stimulate the development of key-sectors of the economy;
- noting with satisfaction that the Third Five Year Plan of Development and the long-term development strategy drawn up to implement it aim to provide Turkey, at the end of a period of 22 years, with a standard of living and an economic structure which will enable it to accede to the Community;
- expressing its conviction that the objectives laid down in the development plans and the long-term development strategy are, at the same time, well suited to promoting the achievement of the Association's objectives;

Requests the Association Council:

to report to it on the results achieved through the application of the existing agreements and protocols, and on the measures which might prove necessary - including a review of existing arrangements - to enable the Association to contribute fully to the achievement of the objectives being pursued under Turkey's development plan.

RECOMMENDATION NO. 4

The EEC-Turkey Joint Parliamentary Committee,

- recalling the political aims of the Association between the Community and Turkey;
- emphasizing the fact that Turkey confirmed, on the occasion of the legislative elections of 14 October 1973, its attachment to the principles of liberty and democracy on which the European Community is based and that it is therefore ready to contribute to the efforts being made to achieve the political integration of Europe;
- aware of the need for our peoples to unite their efforts to safeguard peace and security;

recommends that the Association Council should:

1. intensify contacts between the Governments of the Member States of the Community and the Turkish Government on all international matters which might strengthen the development of the Association between the Community and Turkey;
2. taking into account the objectives set out in Article 2 of the Ankara Agreement, strengthen still further the links designed to promote coordinated action by the Turkish Government and the Governments of the Member States of the Community, in face of the changing problems of international political cooperation.

OPINION

of the Committee on Social Affairs and Employment

Draftsman: Mr ADAMS

On 6 May 1974 the Committee on Social Affairs and Employment appointed Mr ADAMS draftsman of the opinion.

It considered the draft opinion at its meetings of 30 and 31 May and 19 and 20 June, and on 19 June 1974 adopted it unanimously with one abstention.

The following were present: Mr Bertrand, chairman; Mr Adams, vice-chairman and draftsman of the opinion; Mr Brégère, Lady Elles, Mr Girardin, Mr Härzschel, Miss Lulling, Mr Pêtre, Mr Rosati, Mr Schwabe, Mr Wieldraaijer and Mr Yeats.

1. The problems of Turkish workers in the European Community are basically the same as those of millions of other workers from third countries who have been forced to leave their homeland in search of employment and better social conditions. An additional problem for the Turks is that their religion, culture and customs differ markedly from those of the host country, making integration all the more difficult.

The one factor which gives the Turkish workers in the Community a special 'status' somewhere between the Community's own citizens and citizens from third countries is the EEC-Turkey Association Agreement. Articles 36 - 39 of the Additional Protocol to this Agreement refer specifically to the Turkish workers and lay down general instructions for the gradual achievement in the period 1976-1986 of freedom of movement, elimination of discrimination, social security, etc.

2. This opinion is, therefore, confined specifically to the problems of Turkish workers in the Community which arise from the existence of the Association Agreement and the obligations which it places on the Community.

3. Recommendation No. 2 adopted by the EEC-Turkey Joint Parliamentary Committee in Berlin rightly lists as the major problems requiring Community intervention:

- social security,
- vocational training,
- housing and education,
- reuniting families.

We shall consider these four aspects before dealing with the other special problems of Turkish workers in the Community.

A. Social Security

4. Under Article 39 of the Additional Protocol, the Association Council should have laid down, by 31 December 1973, social security provisions for workers of Turkish nationality who move from one Member State to another and for their families in the Community. This deadline was, however, not met because serious difficulties arose.

On 17 December 1973 the Commission forwarded to the Council a communication<sup>1</sup> on the application of Article 39 of the Additional Protocol to the Ankara

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<sup>1</sup> Cf. COM(73) 2059/fin. of 11.12.1973

Agreement (social security). The procedure here is, indeed, unwieldy and complicated: first of all, the Council of Ministers of the European Communities must, on the basis of the Commission's proposal, establish the common position of the Community as a whole; next, the EEC-Turkey Association Council must draft the final decision and this decision must then be incorporated in Community legislation (probably by a directive as provided in the Treaty) and also in Turkish law.

5. This extremely complicated procedure itself explains the failure to meet the deadline, aggravated by the following further difficulties:

- for instance, Article 39 of the Additional Protocol is drafted very unsatisfactorily. Consequently, differences of interpretation have arisen among the Member States;
- the problem of reciprocity in the treatment of Community workers in Turkey;
- the discrepancy between Article 38 of the Additional Protocol, which merely states that the EEC-Turkey Association Council may consider all matters relating to the geographical and vocational mobility of workers of Turkish nationality and submit recommendations to the Member States, and Article 39, which confers on the Council authority to take decisions;
- the problem of discrimination which might arise between Turkish workers and workers from other Mediterranean countries, especially the Magreb states, (Algeria, Morocco, etc.) and even the self-employed Community workers who work in a Member State other than their own (objections raised by the United Kingdom);
- the problems arising from the bilateral agreements<sup>1</sup> which, in some cases, solve social security problems more satisfactorily than the proposed provisions: in these cases the new provisions would be superfluous or even counterproductive.

6. As regards the Council of Ministers, the difficulties have been overcome, since on 10 June last the Council was able to approve the proposal submitted by the Commission and referred it to the Association Council.

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<sup>1</sup> Bilateral agreements exist between Turkey and the following countries: Belgium, France, Germany, the Netherlands and the UK. An agreement has been signed between Turkey and Denmark, but not yet ratified.



When the latter has taken a decision, the new provisions will have to be made Community 'law' by means of a regulation, and arrangements should therefore be made for consultation of the European Parliament. Parliament could then state its views on the specific aspects of the new provisions, even though the Community institutions' freedom of action seems relatively limited at this stage: for if the EEC Council has submitted proposals to the Association Council, and if the latter has taken a decision pursuant to Article 39 of the Additional Protocol, it is hard to imagine a further intervention by the European Parliament, the Commission or the Council of Ministers itself. Prior consultation of the Parliament when the proposals were submitted to the Council would have been much more logical.

7. The Social Affairs Committee should, therefore, recommend to the Committee on External Economic Relations that it urge the Association Council and the Council of Ministers to speed up this work as much as possible and remove the remaining obstacles, so that the new provisions can come into force with minimum further delay.

B. Vocational training

8. Recommendation No. 2(2b) requires measures to be taken by Turkey as well as the host country to facilitate vocational training of Turkish migrant workers.

This demand has our fullest support. The value of vocational training is twofold, promoting the worker's professional advancement and integration and, at the same time, the industrialization of Turkey.

This said, what are the practical chances of achieving a vocational training policy for Turkish workers? Apart from the 'recommendations' which the Association Council might make to the Member States, and any measures that individual Member States might take on their own initiative, the only possible instrument for effective intervention at Community level would be the European Social Fund, because it would have the necessary financial means to give the national initiatives effective backing.

9. Moreover, the Council has recently approved proposals submitted to it by the Commission for action by the ESF in favour of workers who move from one Member State to another<sup>1</sup>.

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<sup>1</sup> Cf. Doc. 268/73, COM(73) 1958 final.

However, it is far from clear how these measures would be extended to the nationals of third countries, including Turkey, since positions differ widely in the various Member States. The publication of the final text of the Council's decision will have to be awaited before it is possible to assess the possibilities of the ESF's intervention in the vocational training sector. It would seem that such intervention could only take place within the framework of the 'integrated programmes', embracing all the measures intended to link the various emigration stages, from the moment of preparation for departure until the return to the country of origin. Independent actions by Member States for the vocational training of migrant workers, such as those qualifying for aids listed under A10 - A23 in Regulation No. 2397/71 of 8 November 1971 on aid which might be supplemented from the European Social Fund, appear to be excluded<sup>1</sup>.

10. The Committee on Social Affairs and Employment has nevertheless stressed the need for the appropriate authorities to prepare quickly and submit to the Commission projects on vocational training within the framework of the above-mentioned integrated programmes, qualifying for support from the Fund.

11. Any Community measures taken should not, however, prevent the Member States concerned from taking their own measures in the sphere of vocational training and language courses<sup>2</sup>.

Only then can progress be made as desired alike by the EEC-Turkey Joint Parliamentary Committee and the Social Affairs Committee.

C. Reception services - housing - education - reuniting families

12. In all these spheres, Turkish workers, like all other foreign workers in the Community, face serious problems. It is certainly not easy for a newly arrived immigrant to adapt to his new job and place of work, to overcome the language barrier, to understand his own rights and duties with regard to pay, unions and social security. In addition, he has to find decent, inexpensive accommodation and fit into an often hostile community, move his family, and help his own children so that they do not lag hopelessly behind in a school which often takes for granted a cultural and domestic background which, in the nature of things, they cannot possess.

<sup>1</sup> Cf. OJ L 249 of 10.11.1971, page 58

<sup>2</sup> The statistical facts are these: according to Turkish sources, 32% of Turkish workers in the Fed. Republic have vocational qualifications, in the Netherlands 41.9%, in Belgium only 5.1%, in Switzerland 28.3% and in France 15.4%: on average, qualified Turkish workers constituted 29.5% of the total figure in 1964-70, 35.7% in 1971, 33.7% in 1972 and 42% from January to the end of September 1973.

13. Can the Community do anything in these sectors? It is regrettable that the Commission has not submitted the action programme for migrant workers by 1 April 1974 as intended. It could have helped solve some of these problems, assuming that the tricky question of whether or not this programme should also apply to citizens of third countries, including Turkish workers, could be settled first. It seems nevertheless that the difficulties in this area are smaller than those existing with regard to vocational training.

14. In the particular case of Turkish workers, the measures adopted by the individual Member States concerned could be made more effective and include financial and technical support for pre-emigration programmes in Turkey, i.e. for induction and orientation courses for intending emigrants, and the provision of housing, etc.

D. Problems at local level

15. Like other immigrant workers, Turkish workers tend to concentrate in particular areas or districts. In Berlin, for example, they are mostly found in the Kreuzberg and Wedding districts; in Rotterdam, their gradual concentration in the old 'African' quarter and purchase of what was mainly old, decaying property led, in August 1972, to clashes with the native population.

Such factors create serious problems for the local authorities, especially since the social infrastructure (schools, creches, hospitals, etc.) cannot keep pace with the sharp rise in population and the high birth rate among Turkish families<sup>1</sup>.

In order to try and solve these serious problems encountered both at local and regional level, it would be desirable for regional and local authorities to be consulted when firms decide to employ large numbers of foreign workers. Furthermore, in areas with large percentages of immigrant workers, it would be advisable to establish local advisory committees, as bodies through which the immigrants could actively participate in public life.

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<sup>1</sup> In Berlin, for example, 14.5% of Turkish immigrants are under the age of 6; out of the whole foreign population 11.3% - that is twice the proportion in the German population - is under the age of 6.

## Conclusions

The Committee on Social Affairs and Employment:

1. Urges that, in the matter of social security for Turkish migrant workers, Article 39 of the Additional Protocol should not be interpreted in a restrictive way, but that the new provisions should apply to all Turkish workers employed in the Community;
2. Calls for the speedy removal of all obstacles preventing the early approval of the new provisions on social security, since the deadline laid down in the Additional Protocol has already been greatly exceeded;
3. Calls for the preparation of projects for the vocational training of Turkish workers employed in the Community, with due consideration to the conditions required for support from the European Social Fund;
4. Invites the Commission to keep in sight, in its future Programme of Action for migrant workers, the seriousness of the problems encountered by Turkish workers and to suggest appropriate solutions at Community level;
5. Insists that the Member States concerned should take suitable measures to provide financial and technical assistance for pre-emigration programmes in Turkey, for vocational training and guidance before departure, and use their best endeavours to provide the necessary housing and other social structures;
6. Draws attention to the responsibility of the appropriate authorities and services for establishing and maintaining acceptable living conditions for all their inhabitants and hopes, therefore, that regional and local authorities will be consulted when large numbers of foreign workers are about to be recruited;
7. Invites the Commission of the European Communities and the Member States to actively ensure that local consultative committees for foreign workers, enabling them to participate in public life, are established where this has not already been done;
8. Proposes that active support be given for the following immediate action:
  - (a) Progressive consolidation of the integration of Turkish workers, depending on length of residence; adequate and timely information of foreign workers and their families on technical and administrative problems, such as the obligation to register with the authorities, compulsory schooling and the school system;

- (b) Care for the social interests of Turkish workers in the event of dismissal and protection of their rights under the unemployment insurance provisions; also provision of decent housing, recognized as such by the appropriate authorities;
- (c) Increased opportunities for Turkish workers and their families to learn the language of the country and follow further vocational training, particularly through suitable language courses organized by the public authorities; encouragement of increased participation by Turkish workers in works councils and vocational councils, and job-security committees, for the protection of their interests;
- (d) Greater equality of opportunity for Turkish children by:
- provision of suitable and adequate conditions for their education,
  - creation of the requisite material and personal conditions to ensure school attendance by children of school age,
  - out-of-school help;
- (e) Speedy and effective raising of penalties for illegal recruitment, employment and exploitation of foreign workers, and tightening-up of surveillance measures in this respect both in the Community and in Turkey;
- (f) Increased consolidation of development policy programmes in the interests of the occupational and social reintegration of workers returning to their own countries.

TURKISH WORKERS IN EUROPE<sup>1</sup>

Year

Country	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Federal Republic of Germany	85 000	132 000	163 000	139 000	171 000	244 335	373 019	453 145	522 000	
France	9 851					9 876	10 067	19 103	27 000	
Belgium	1 284						9 596	10 027	10 610	
United Kingdom									2 171	
Netherlands	11 643	14 601	16 782	17 990	18 038	18 913	22 317	27 160	31 013	
Other non-Community countries	11 502	12 681	13 272	14 468	15 356	16 426	27 231	32 249	43 124	
TOTAL	119 280	159 282	193 054	171 458	204 394	289 550	442 230	541 684	635 918	739 295 <sup>2</sup>

<sup>1</sup>Data received from Mr O. GOKMEN, Director-General in the Turkish Ministry for Economic and Social Affairs

<sup>2</sup>The number of dependents of Turkish workers is estimated at 350,000. Illegal immigrants among the workers are not included in this figure; in the Federal Republic they are estimated at 50,000.