

SIRIUS

National Meetings 2014

Reports



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Migrant Education in Bulgaria

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1. Introduction

Access to education is a fundamental human right and serves as the basis for the realization of other human rights. Relevant skills and knowledge are acquired through quality education in order to enable both migrants and refugees to live productive, self-sufficient lives in safety and dignity.

Specifically for refugees, inclusion in the education system restores a sense of normality and routine to the lives of both refugee children and adults after situations of forced displacement and flight.

Access to educational opportunities helps to promote justice, empowerment and equality for all groups of migrants and their families.

2. Beneficiaries of international protection

2a. Background

Due to the continuing humanitarian crisis in Syria and the geographical location of Bulgaria as an external border of the European Union, the end of 2013 saw a stark increase in the

number of asylum seekers in Bulgaria. Unlike the past 20 years when Bulgaria received on average 1000 asylum applications per year, in 2013 a total of 7144 asylum applications were lodged, mainly by Syrian, Afghan and Iraqi nationals. The number of asylum applications until the end of September 2014 reached 6776 and for the same period in 2014, 5015 positive decisions were granted (among them 3320 refugee and 1695 humanitarian statuses)¹.

As of 16 October 2014, the number of school-age asylum-seeking and refugee children in Bulgaria has increased to 837 (from 616 as of 15 September 2014). Of the 837, 301 (36%) are attending Bulgarian language classes, and 74 are enrolled in local schools (of these 74, 35 were enrolled in 2014, and the rest are continuing their education from previous years)². No data on the number of beneficiaries of international protection registered in higher education institutions is available. Not more than 5 cases of such students are known to the UNHCR.

The reception context is marked by political instability, high unemployment rate and increasing instances of xenophobic manifestations against foreigners, especially persons of darker skin colour. An example of negative public attitude towards refugees took place in a village near one of the temporary accommodation centres for asylum seekers at the opening ceremony of the new school year (15 September). 12 children from Afghanistan and Somalia were enrolled in a local school of 18 students in total. The children were faced with offences, threats and humiliation by the local population, including parents and children enrolled in the same school, who expressed their unequivocal wish that the refugee children are relocated to another school, because they “are contagious”, “our children are far ahead in terms of intelligence and education”, “we do not mind these children, but not in this school together with our children”³. Moreover, the local municipal council adopted a declaration for the closure of the temporary accommodation centre. As a consequence, the 12 children were relocated to two schools in different towns and the temporary accommodation centre was closed down in the beginning of November, officially for financial reasons.

This incident manifests the risk of hostile reception of refugees not only at large, but also in the education system. However, it should not be taken as representative of the general attitude towards refugees. The refugee influx and the state’s inability to address the

¹ All statistics are compiled and publicly announced by the State Agency for Refugees with the Council of Ministers.

² The number of refugee children registered at school as of 15/09/2014, the beginning of the school year in Bulgaria, was 97, of whom 82 in Sofia.

³ How to Plant Hatred (16/09/2014), Capital newspaper, accessed on 23 November 2014 at www.capital.bg/politika_i_ikonomika/bulgaria/2014/09/16/2381755_kak_se_sadi_omraza/ (in Bulgarian).

emergency situation also created an unprecedented civic energy, resulting in thousands of volunteers working to alleviate the deplorable reception conditions, which characterized the end of 2013.

Another factor which has direct impact on the integration prospects of refugees, including their access to education, is the lack of targeted integration measures. A National Strategy on the Integration of Beneficiaries of International Protection (2014-2020) was adopted in the beginning of July 2014. However, no Action Plan for its implementation has been approved to date.

The combination of the abovementioned factors could explain to a certain extent the decreased number of refugee children attending schools in Bulgaria and the large number of refugees leaving Bulgaria in search of a brighter future in Western European countries.

2b. Legal framework

The procedure on access to municipal and state schools for asylum seeking and refugee children in Bulgaria is regulated by several primary and secondary legislative acts:

- *Law on People's Education* regulates compulsory pre-primary schooling for two years before the beginning of primary education, but not for children under the age of 5 (Art. 20, para. 1)
- *Law on People's Education* further stipulates that schooling is compulsory for all children below 16 years of age and starts at the age of 7 or 6 under certain circumstances (Art. 7, para. 1). Hence enrollment in first grade is not subject to any additional requirements such as Bulgarian language knowledge or an entry test.
- *Law on Asylum and Refugees* (LAR) provides for children who are seeking asylum, to have access to the education system as under the rules and procedures for Bulgarian citizens (Art. 26).
- *Ordinance on "the Admission Procedure for Refugees to State and Municipal Schools"* (Ordinance 3/2000) regulates the access to school for refugee⁴ children who have been in the education system of another country, but do not possess a valid certificate for a completed level or degree. According to it, in order to be admitted to school, refugee and asylum seeking children should have successfully completed a Bulgarian language

⁴ Pursuant to § 2 of the Transitional and Final Provisions of Ordinance 3/2000, the category of "refugees" includes both asylum seekers and refugees. However, humanitarian status holders are included implicitly, i.e. in practice the term is not interpreted exclusively.

course, approved by the Ministry of Education, and they should pass an exam before a commission at the Regional Inspectorate of Education, determining in which grade they should be enrolled.

- The *Ordinance 2 of 2003 on “the Recognition of Completed School Degrees and Professional Qualification Certificates Issued by Foreign Countries”* regulates the access to school for refugee⁵ children in possession of a certificate for completed education degrees. The decision for the recognition of certificates for grades 1-6 is taken by the respective school directors while the decisions for all other grades are taken by the Regional Inspectorate of Education. A legalized translation of the diploma is required. For grades above 6, a transcript of records for all subjects and the number of hours is required.
- In line with the the transposition of the recast Reception Conditions Directive, in November 2013, a draft Law for the Amendment of the LAR was submitted to Parliament. In February 2014, some amendments on access to school for children of concern were included, according to which “the access to the education system shall not be postponed by more than 3 months from the date of lodging the application for international protection” (art. 26 (3)). The amendments were not voted on a final Plenary session by the previous Parliament. The newly elected Parliament started its activity on 27 October and the process of voting the draft LAR will have to start anew.
- The *Ordinance on the State Requirements in Republic of Bulgaria for Admission of Bulgarian and Foreign Students* provides for equal access to higher education institutions for beneficiaries of international protection (both refugee and humanitarian status holders), namely that: “foreigners can apply for training under the terms and conditions for Bulgarian citizens” (Art. 11, para. 3, it. 1 & 2).

2c. Implementation and challenges

Asylum seeking and refugee children, together with adult beneficiaries of international protection, face various challenges in their access to education. To start with, one should acknowledge the fact that a low number of the target population is enrolled in state and municipal schools. The notably low number of asylum-seeking and refugee children enrolled in state and municipal schools in Bulgaria may be explained by low motivation of parents (mostly among Syrians) to enroll their children in school against the background of their perception of Bulgaria as a transit country, and the lack of an effective refugee integration

⁵ Ordinance 2/2003 regulates the access to school of all children in possession of educational certificates issued by foreign countries, regardless of their nationality and citizenship.

programme. This, combined with the parents' understanding of school registration as their long-term commitment to stay in Bulgaria to a large extent defines their unwillingness to benefit from the right to education of their children.

In reality, the number of refugee children attending school is higher, due to the fact that the official statistics do not include the number of refugee children attending private schools, such as the Palestinian, Lebanese and Iraqi ones. A significant number of the refugee children are enrolled in the Palestinian school for free, in contrast with the non-refugee students, who pay high tuition fees. The Bulgarian language training in these schools is however not considered a priority.

For those of the refugee parents and children who would like to benefit from their entitlement to access schools, there are various challenges ensuing from inconsistencies, characterizing the legal framework currently in place. For example, the legal provisions specified under points c and d are in contradiction. Whereas Art. 26 of the LAR was amended in 2007, the Ordinance 3/2000 did not see any changes. As a result, the Ordinance is based on a repealed article of the LAR. However, the Ministry of Education is of the opinion that it should still be applied. The interpretation of the Ministry of Education prevails in practice. This means that in order to be registered at school, refugee children could do so only upon a successful completion of a Bulgarian language class, followed by an exam at the Regional Inspectorate of Education.

The first obstacle lies in the limited number of Bulgarian language classes and their lack of sustainability. Pursuant to Ordinance 3/2000, the State Agency for Refugees is supposed to provide licensed Bulgarian language courses. In practice, the last state-provided course took place in June 2014. Since then, UNHCR has been providing informal language courses through Caritas and the Bulgarian Red Cross in all the accommodation centers. It should be noted that the funding for these classes will only continue until the end of 2014. Up to the current moment there have been no identified instances of denied access to school for children of concern to UNHCR on the basis of lacking state-provided and licensed Bulgarian language courses.

The second obstacle is that the knowledge of Bulgarian language acquired during the classes is not sufficient for these children so as to be enrolled in a class corresponding to their age. In addition, there are no standardized language determination tests. The Regional Inspectorate of Education staff can decide on the 'level of difficulty' of the test. As a result, children may be enrolled in a grade which does not correspond to their age, further discouraging them from attending school, and may result in their repeated dropping out.

Refugee children in possession of their educational certificates are in a better position vis-à-vis the possibility to be enrolled in a grade corresponding to their age. Nevertheless, they have to go through a very complicated administrative procedure for legalization of their diplomas, which should include a transcript of records with all respective grades and information on the number of hours of each subject throughout their previous schooling. Because of the very many procedural requirements, few asylum seeking and refugee children can practically make use of the Ordinance under point e.

Those asylum seeking and refugee children who manage to make it to the school door, face yet further obstacles before they can actually cross the class room threshold. School directors can refuse to admit refugee children under the pretext to have no capacity. The mobility dynamics of the target group represents yet another reason for schools to be reluctant to accept refugee and asylum-seeking children in the schools, as when a student drop out, the school loses its state subsidy.

For the few who get admitted, there are additional challenges for their regular school attendance. Such challenges are the financial difficulties of parents to sustain the schooling of their children, including the inability to cover transportation costs, clothes and educational materials. In addition, as already noted, xenophobic or anti-refugee sentiments may lead to a community outrage against asylum-seeking and refugee children's access to local schools.

As far as access to higher education is concerned, the provision guaranteeing equal access for beneficiaries of international protection as the one for Bulgarian citizens is not applicable in practice. This is the case firstly because it implies not only a near-native mastery of the Bulgarian language, but also a detailed knowledge in a specific subject also in Bulgarian, both of which would require a costly long-term refugee-customized preparation; secondly, if a refugee manages to compete with native speakers and gets admitted after successfully passing a foreign language entry exam, s/he would have to subsequently study in Bulgarian language. No specialized Bulgarian language classes for refugees are provided. The only such courses are meant for foreign students and cost about 3000 EUR for 9 months, an unaffordable sum of money for most of the beneficiaries of international protection. As a result, the few cases of refugees studying at universities take place under the terms and conditions for foreigners, who pay on average three times as much as Bulgarian citizens for their higher education.

2d. Good practice and recommendations.

At present local good practices in the field of work in a multicultural environment could be replicated in or adapted to new target groups, such as refugees and migrants.

Examples of such include:

- Provision of transportation from the accommodation centres to the respective schools where refugee children are enrolled, under a Decision of the Sofia Municipal Council targeting Roma children until their 8th grade.
- Recruitment of cultural mediators, generally native speakers, to facilitate the two-way communication process between the refugee children and the teachers, but also between the parents and the school institutions. A variation of this practice exists for Roma children. In school environments characterized by relatively high numbers of children of Roma origin, the function of a teacher's assistant comes in play. Based on an assessment of its added value, a similar position could be introduced for refugee and migrant children. The practice of cultural mediators has proved successful in various refugee and migrant contexts in Portugal and Poland. In order for it to be introduced in Bulgaria, a source of funding should be secured first.

Positive developments in the area of work in multicultural settings include:

- The completion of the European Refugee Fund-funded "Access" Project, implemented by Caritas in cooperation with the Regional Inspectorate of Education Sofia for the preparation of two curricula for Bulgarian language teaching, one for adult refugees and a second one for refugee children, complemented by a handbook for non-formal education techniques, an analysis of the existing practices for access to the education systems for refugee and migrant children in various European countries and a standardized test for determining the corresponding level of the child.
- Various trainings for teachers of refugee children, provided by NGOs, but also by the Ministry of Education, have taken place in the last two years. The trainings include practical information on the cultural specificities of working with the target group, sensitization about their difficulties and acceptance by other students and methodologies for work in a multicultural setting. The Ministry of Education has taken the initiative to incorporate the training sessions on work in a multicultural setting in the yearly training agenda for schools across the country.
- Possibility to enroll in universities as "a listener" for free, a status giving the opportunity for equal access and participation in the learning processes, credit acquisition and a final certificate which can be used as the basis for a paid continuation in the same subject. This practice was introduced by New Bulgarian University, a private university, in 2013.

Possibilities for further steps, provided for under the current legislation, but not implemented so far, include:

- Supplementary Bulgarian language classes for children who do not have a sufficient command of Bulgarian language during and at the end of their pre-primary schooling (funded from the school budget).
- Supplementary Bulgarian language classes for children at risk of drop-out (funded from the school budget).
- Full-day schooling for students up to 8th grade, currently optional and funded from the school budget.
- Possibility for training in the native language of the foreign students, contingent upon the number of the foreign students requesting to benefit from the respective provisions stipulated in the Law on People's Education.
- Treatment of refugee children as children with special needs, defined by their learning difficulties and need for individual work, and the provision of additional extra-curricular activities.
- Introduction of a quota or reduced fees for refugees for admission in higher education institutions, following the example of foreigners of Bulgarian origin under Decree 103/1993 of the Council of Ministers.

3. Migrants

3a. Background

Currently the only published statistics on the number of foreign nationals in the Bulgarian educational system concerns high education students. According to the National Statistical Institute, the number of foreign students during the academic year 2013/2014 is 10, 7 thousand or 4, 1% of all students in Bulgaria. This number includes EU citizens as well. Most foreign students come from Turkey (36%), followed by Greece (22,7%) and Macedonia (4,7%). The foreign PhD students in Bulgaria are 252 persons, which forms 4,2% of all PhD students in Bulgaria.⁶

⁶ Source: National Statistical Institute, „Образование в Република България през 2013/2014 учебна година“, http://www.nsi.bg/sites/default/files/files/pressreleases/Education2013_LPN9VVX.pdf

The main difficulties for migrants in school education in Bulgaria are the fees that must be paid and the restrictions on access to scholarships. In terms of higher education, there are admission hurdles, lack of subsidies from the state budget, lack of student loans and a limit to the number of hours of paid work while in higher education.

3b. Legal framework

Everyone has the right to education and no person shall be denied this right, regardless of nationality and residence status. This is the Constitutional legal framework regarding education of migrants in Bulgaria, found in Article 53 of the Constitution of the Republic of Bulgaria and Article 2 of Protocol No. 1 to the European Convention to Human Rights (ECHR). Furthermore, according to Article 53, Paragraph 2 of the Bulgarian Constitution, school education up to 16 years of age is compulsory. Paragraph 3 of Article 53 provides that primary and secondary school education in state and municipal schools is free of charge. Under certain conditions stipulated in law higher education in state universities is also free. The rights and obligations enshrined in Article 53 of the Bulgarian Constitution concern 'everyone' and make no differentiation between Bulgarian citizens and foreign nationals. According to Article 26, Paragraph 2 of the Bulgarian Constitution, foreign nationals residing in the Republic of Bulgaria shall have all rights and obligations under this Constitution, except those rights and obligations for which the Constitution and the laws require Bulgarian citizenship.

According to Article 20 of the Law on Public Education (in Bulgarian: *Закон за народната просвета*) pre-school education of children two years before entering the first year of primary education is mandatory, but not earlier than the year in which the child turns 5 years old. Pre-school education of children is carried out in preparatory groups at kindergartens or preparatory classes in schools. Parents and guardians do not pay tuition fees. This normative basis concerns third country nationals as well, because there is no explicit provision to the contrary. Paragraph 5 of Article 20 of the Law on Public Education only specifies that Bulgarian language training according to 'a specialized methodology for acquiring Bulgarian language' is provided to children who are not fluent in Bulgarian. How this provision is implemented is yet unclear as there is no case law on Article 20, Paragraph 5.

3c. Implementation and challenges

Article 25, Paragraph 2, Point 6 of the Implementing Regulations of the Law on Public Education (in Bulgarian: *Правилник за прилагане на Закона за народната просвета*) states that state and municipal kindergartens and schools are free to determine how to admit children, as far as it is in accordance with the law. In view of this autonomy, we reviewed the

admission procedures in three major Bulgarian cities - Sofia, Plovdiv and Varna. The rules are adopted by the respective municipal councils. The application forms for pre-school education in Varna and Plovdiv allow for the possibility to fill in both personal number of citizen and personal number of foreign national of the child/parents. The application form in Sofia envisages as the only possibility to fill in data of Bulgarian citizens only. There could be also other difficulties in practice such as, for example, the cases when the child has the right to enjoy priority upon submission of the relevant certificate by the so-called Labour Expert Medical Commission (in Bulgarian: *ТЕЛК*) and the child or his/her parents are not health insured under the National Health Insurance Fund.

The answer to the question whether school education for immigrants in Bulgaria is paid or free of charge is found in §4 (2) of the Additional Provisions to the Law on Public Education (in Bulgarian: *Закон за народната просвета*). It stipulates that school education is free for the third country foreign nationals who have a permanent residence permit, as well as pupils up to 16 years of age who are children of long-term residents in Bulgaria. It is noteworthy that, as a rule, permanent and long-term residence in Bulgaria is granted after the immigrants have resided lawfully and uninterruptedly for five consecutive years in Bulgaria as continuous residence holders. Continuous residence holders, as well as undocumented immigrants, are excluded from the personal scope of free school education in Bulgaria.

A positive development in this regard is found in the case law of Bulgarian courts. In 2014 by Judgment in case No.1158/2013 the Supreme Administrative Court of the Republic of Bulgaria repealed as unlawful Order No.РД-09-698/07.05.2009 of the Minister of Education and Science that defined the size of the fees that migrants shall pay to access school education in Bulgaria. The Court noted that:

"In this case, from the content of the order in question it is established that the only reason why the applicants should pay a fee for the education is the fact that they are foreign nationals. This undoubtedly constitutes discrimination on "national origin" and violates the applicants' rights as enshrined in Art. 14 of the European Convention on Human Rights in relation to Art. 2 of Protocol № 1 of the same Convention."

The Supreme Administrative Court of the Republic of Bulgaria based its judgment on the prohibition of discrimination under Article 14 of the ECHR in relation to the right to education under Article 2 of Protocol No.1 to the ECHR. The Bulgarian Supreme Court also made a reference to the case of *Ponomaryovi v. Bulgaria*, application No.5335/2005, in which the Strasbourg court had already ruled on the violation of rights by Bulgaria.

However there is lack of legal certainty until the provision in the Law on Public Education is in force. Thus, for example, the recent case law of the Administrative Court of Bourgas⁷, acknowledged by the Supreme Administrative Court⁸, is that the invitation by the school director to pay the fee for education is not an administrative act and therefore the appeal against it in court is inadmissible.

This indicates lack of effective remedies against paid access to education until the current provisions of the Law on Public Education are not amended.

Another important issue in relation to access to school education by migrant children who have been to school in another country is recognition of completed stages of school education in that other country. This matter is regulated by *Ordinance № 2 of 2003 on recognition of completed stages of school education or degrees of education and professional qualification according to documents issued by schools in other countries*⁹. The practical question in this field is whether the child has to sit an equivalency exam. Since 28 June 2014 Article 9 of Ordinance No.2/2003 has been amended to state that persons who have been recognized class from 1st to 6th grade in accordance with documents issued by a school in a foreign country, do not sit equivalency exams (previously only pupils from 1st till 3rd grade were exempted from the exams).

The right to scholarships at school is elaborated in *Decree № 33 of 15 February 2013 on the conditions to qualify for scholarships by pupils after completion of 8th grade education*¹⁰. According to Article 1, Paragraph 1(2) of the Decree, unless there is an international agreement or an act of the Council of Ministers to the contrary, only permanent residence holders are entitled to apply for scholarship.

In terms of higher education, third country nationals access to it is regulated by the Law on Higher Education (in Bulgarian: *Закон за висшето образование*) and the *Ordinance on state requirements for admission of students in higher education institutions of the Republic of Bulgaria*¹¹. According to Article 95, Para.7 and 10 of the Law on Higher Education, unless otherwise stated in international agreements, “foreign students and postgraduates pay fees that in state high schools may not be less than the differentiated rates for maintenance of education”. This provision shall be read in conjunction with the principle of academic

⁷ Ruling № 585 of 04.04.2014 in case № 575/2014, Ruling № 629 of 11.04.2014 in case № 576/2014; Ruling № 680 of 23.04.2014 in case № 573/2014; Ruling № 671 of 22.04.2014 in case № 574/2014

⁸ Ruling № 8610 of 23.06.2014 in case 7418/2014 of SAC

⁹ In Bulgarian: Наредба № 2 от 2003 г. за признаване на завършени етапи на училищното обучение или степени на образование и професионална квалификация по документи, издадени от училища на други държави

¹⁰ In Bulgarian: Постановление № 33 от 15 февруари 2013 г. за условията за получаване на стипендии от учениците след завършено основно образование

¹¹ In Bulgarian: Наредба за държавните изисквания за приемане на студенти във висшите училища на Република България

autonomy of universities. Under Article 11 (3) of the cited Ordinance, only the following categories of third country nationals may apply for admission to higher education institutions under the procedure and conditions for Bulgarian citizens: permanent residence holders, refugee status holders and persons of Bulgarian origin.

Furthermore, migrant students must have 'language and specialized preparation' in accordance with Articles 16 to 20 from the Ordinance, for which they shall present a certificate in order to be admitted to the high school. The training in Bulgarian language is completed by a written and an oral exam before a Commission.

There are a number of obstacles that might hinder the integration of migrant students in Bulgaria. For example, unless otherwise stated in international agreements, Article 91, Para. 5 (4) of the Law on Higher Education stipulates that there are no state subsidies for the maintenance of education of foreign students and PhD students. Third country nationals are further not included in the scope of students who can apply for student loans under Article 3 (1) of the Law on Credits for Students and Doctoral Students (in Bulgarian: *Закон за кредитиране на студенти и докторанти*). The financial challenges are further intensified by the restrictions on the right to scholarship. According to Article 1, Para. 1 of the *Decree № 90 of 26 May 2000 on the terms and conditions for the provision of scholarships to students and postgraduates from state universities and scientific organizations*¹², only permanent residence holders are entitled to apply for scholarship. In addition to that, foreign students are limited with regard to the number of hours that they can work during their studies. According to Article 4, Para.2 of the *Ordinance on the conditions and procedures for granting, refusal and withdrawal of work permits to foreign nationals in the Republic of Bulgaria*¹³, foreign students can work in the Bulgarian labour market without a need to apply for a work permit for the duration of 20 hours per week during the academic year, as well as during the official vacations of the high school.

3d. Good practice and recommendations

A positive development in 2014 has been the annulment by the Supreme Administrative Court of Bulgaria of the 2009 Order of the Minister of Education that defines the size of the fees that migrants shall pay to access school education.

Another positive development has been the amendment that persons who have been recognized class from 1st to 6th grade in accordance with documents issued by a school in a foreign country, do not sit equivalency exams.

¹² In Bulgarian: Постановление № 90 от 26 май 2000г. за условията и реда за предоставяне на стипендии на студентите, докторантите и специализантите от държавните висши училища и научни организации

¹³ In Bulgarian: Наредба за условията и реда за издаване, отказ и отнемане на разрешения за работа на чужденци в Република България

There is no discrimination on ground of nationality with regard to access to free textbooks and manuals at school. The issue is regulated by *Decree № 104 of the Council of Ministers dated 10.05.2003 on the adoption of the Ordinance on textbooks and manuals*¹⁴. Article 2 provides that all pupils from 1st until 4th grade shall receive free textbooks and manuals and all pupils from 5th till 7th grade shall be supplied with free textbooks.

There have been a number of attempts¹⁵ to introduce changes in the law that give equal treatment in access to school education to all children who are third country nationals. So far neither of the draft laws introduced in this regard has managed to complete the parliamentary procedure in order to be adopted. Hopefully this will happen in the current Parliament.

4. Conclusion

Although the Bulgarian educational system still presents significant obstacles to the full exercise of the right to education by migrants, there have been significant positive developments. Hopefully the current Parliament will instigate the legislative overhaul that will create genuine guarantees and effective remedies for the respect of the right to education for all. In terms of implementation, local good practice has been emerging and, with sufficient funding, can be replicated across the country.

These changes would ensure equal access to quality education for all groups of migrants and will contribute to their integration prospects, enabling them to become active and equal members of Bulgarian society.

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For Multi Kulti Collective

¹⁴ In Bulgarian: Постановление № 104 на МС от 10.05.2003г. за приемане на Наредба за учебниците и учебните помагала

¹⁵ Draft Law No.202-01-20 introduced on 25.04.2012 by the Council of Ministers; Draft Law No.354-01-16 introduced on 31.05.2013 by a group of Members of Parliament.

NATIONAL ROUND TABLE, CROATIA

Topic: „Education of Children with Migrant Background in Croatia: between policy and practice“

Date: November 11th 2014.

Venue: Hotel Palace, Zagreb

Time: 13:00 – 16:00

Organizing committee: Forum for Freedom in Education, Ministry of Education, Education and Teacher Training Agency

Participants: 30 participants - policy makers, teachers, school administration representatives, CSO representatives, local authorities

Discussions:

The first part of the presentations was presentation about SIRIUS project results in the last 3 years (including recommendations for improvement of education policies and practises in the field of education of children with migrant background); presentation of the MIPEX index for Croatia (with the focus on index of education). In the second part the representative of MoE presented activities of the ministry in the field of inclusive education and the representative of the Education and Teacher Training Agency presented activities of the agency in the field of teacher training programmes developed for promoting inclusive practises and multicultural competencies.

In the third part panellist were discussing the practise from the perspective of the civil society and the role of CSO in promoting inclusive education, the representative from the Centre for Peace Studies presented project of the CSO that are focused on asylum seekers and the representative from one elementary school was presenting their challenges and their success on including children with migrant background in everyday school life.

The discussion after the panellist had their introductory was very fruitful and most of the participants were coming from schools so they had the opportunity to share their practise and experience.





ANALYTICAL REPORT

II National Round Table

October 2014

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INTRODUCTION

The main objective of the national meeting was to analyse the consequences of the new Education Act 2013, LOMCE, in the educational process of students with a socially disadvantaged and migrant background. In Spain, the *Education Act 2013 for the Improvement of Educational Quality* (LOMCE) begins its implementation in the year 2014-2015 for Primary Education and Vocational Training and in 2015-2016 for Secondary and High School Education.

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The main topics discussed in this national meeting were:

- Analysis of the Education Act from a critical and legislative perspective. The LOMCE model and its consequences: Weakening of rights, privatization of education and segregation in the schools.
- School dropout between foreign students and students with a migrant background in the region of Murcia.
- Adult education and vocational training in the new Education Act.
- An innovative educational experience from a public school in Almeria, called "*La Chanca walks alone to school*", which obtained the Federico Mayor Award in 2014 in the thematic category of "Free and responsible citizens and cities". The project is devoted to fight for reducing school absenteeism in children that are living in an area with a high risk of social exclusion.

The National Round Table aim was to identify some significant educational experiences and proposals that may be illustrative and relevant to improving educational policy interventions with young migrant population. Along with this, our purpose was to translate theoretical approaches to practices of everyday life, which is a key focus of the SIRIUS network. For this reason, we therefore considered that it was necessary to involve different experts and stakeholders for analysing the development and implementation of effective policies and educational activities.

In the previous national meeting conducted in 2013, our work focused extensively on analysing the structural difficulties that young migrants have to face in accessing and staying in the Spanish educational system. This debate has led us to question in the second national meeting about the possible consequences and implications of the new legislation on education, approved by the Spanish government in 2013, especially in the case of young migrant students. In this case, immigrant students can be considered mainly as one of the most vulnerable population that can be affected with the changes proposed by this new educational law.

CONTEXT

In December 2013, the Spanish government approved a new Education Act 2013 for the Improvement of Educational Quality (LOMCE). This law is scheduled to be implemented in different stages, as it can be observed in the table below.

EDUCATIONAL LEVEL	GRADE	YEAR OF IMPLEMENTATION
PRIMARY EDUCATION (6-12 years old)	1º, 3º y 5º	2014 - 2015
	2º, 4º y 6º	2015 - 2016
COMPULSORY SECONDARY EDUCATION (12-16 years old)	1º y 3º	2015 - 2016
	2º y 4º	2016 - 2017
BACCALAUREATE/HIGH SCHOOL(16-18 years old)	1º	2015 -2016
	2º	2016 - 2017
BASIC VOCATIONAL TRAINING GRADE	1º	2014 - 2015
	2º	2016 - 2017
MEDIUM VOCATIONAL TRAINING GRADE		2015 - 2016

In the next sections, we will discuss some of the main changes brought about by this new law, and how these changes may affect the most vulnerable populations, especially students from migrant backgrounds.

ANALYSIS OF THE EDUCATION ACT 2013 (LOMCE) FROM A CRITICAL AND LEGISLATIVE PERSPECTIVE: WEAKENING OF RIGHTS, PRIVATIZATION OF EDUCATION AND SEGREGATION IN THE SCHOOLS

(Ramón Plandiura)

WEAKENING OF RIGHTS

This first section was presented by Ramón Plandiura, an expert lawyer on issues of educational legislation. The discussion focused on analysing some of the most important legislative changes arising from the new education law, LOMCE, from the perspective of the constitutional model, and the implications that these changes may have for students with migrant background. We think it is important to make the first approach to the new law from this perspective, in

order to bring out aspects that usually are beyond the analysis of other experts and other members of the educational community.

Thus, our focus will be on some important points in which the law undermines the citizen rights and analysing specifically how this new situation affects the most vulnerable populations, such as young students with migrant background.

The right to education is protected by the Spanish Constitution in Article 27¹. This protection should give people reasonable assurance regarding the exercise of this right, however, as Ramon Plandiura has stressed, in the new law the right to education as a universal right is less certain. Unfortunately, rights can be laminated and shortened its length, due to some items that appear in the new education law (LOMCE). This has been possible due to the amendment of Article 135² of the Constitution on the deficit³. This change has meant that economic deficit adjustment take precedence over any other rights, including education rights.

In addition, the right to education is even weaker since the publication of the LOMCE. In this reform, in the preliminary drafting of the Law it was suggested to include the concept of some people as being *beneficiaries* of education, as is currently happening with the right to healthcare in Spain. This would have meant that some people would be *beneficiaries* and others would cease to be, being therefore excluded from coverage. And this was particularly serious because it offered a possible exclusion criterion for the migrant population.

Fortunately, the term beneficiary disappeared in the final wording of the LOMCE, due to some extent to its very provocative nature, but nevertheless the concept is maintained when referring to the exercise

¹ Article 27. 1. Everyone has the right to education. Freedom of teaching is recognized.

² All public authorities adapt their actions to the principle of budgetary stability.

³ The State and the Autonomous Communities may not incur a structural deficit that exceeds the established margins, where appropriate, by the European Union Member States. An organic law shall determine the allowed maximum structural deficit to the State and the Autonomous Communities, in relation to its gross domestic product. Local entities must submit a balanced budget.

of the right to education. In this case, article 2, when referring to the Spanish Educational System says:

“2. For the purposes of this Organic Act, the term Spanish Educational System consists of the set of educational administrations, professionals in education and other public and private agents, that carry out functions of regulation, funding or provision of services for the exercise of the right to education in Spain⁴, and holders of this right, as well as the set of relationships, structures, measures and actions that are implemented to fulfil it.”

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This concept referring to the *exercise of the right* suggests that some people may exercise this right but not others. This article of the Educational Act (LOMCE) also overshadows the right to non-discrimination that the Spanish Constitution, in its Article 14 clearly defends, just as to the previous Law on Education (LOE, 2/2006), stating that "*there will be no discrimination by reason of birth, race, sex, religion, opinion or any other condition or personal or social circumstance*". While LOMCE notes that in the admission of students shall be no discrimination, then it adds that there is no discrimination admitting students or in schools segregated by gender. And this opens a door that is disturbing when it is argued that certain types of segregation are warranted against others types that are not. And this leaves to the question of explaining why segregation by gender does not imply discrimination and segregation, and why segregation based on ethnic or immigrant reasons would be. Where are the limits?

Another weakness of the new law is related to compulsory education. This continues until age 16 but with nuances. It opens new doors for school dropout of the basic education system before age sixteen, as it will be discussed later when referring to the educational changes in vocational training.

⁴ Emphasis added

Moreover, this new law gives a very important value to the transition that students should make in order to enter in the labour market, but without being accompanied by a transforming spirit of the labour market. For doing so, there should be a relationship between education and the economy, that is, you cannot make a change in education without modifying the labour market. Thus, what this new law has done is decentralized the goals of education, and this implies also that the main purpose of the educational system has focused on the labour market.

It also should be noted that to a large extent, the fact that most students stay longer in the secondary education system could be explained in terms of the high unemployment that have become chronic in our country.

DECREASING RESPONSABILITIES

The Spanish Constitution requires an active role of public authorities, and in education that is repetitive. In Article 149 is mentioned that organic laws should ensure compliance by public authorities. However LOMCE seems to be going in the opposite direction, because rather the responsibility of public authorities between public and private institutions is weakened.

The constitutional mandate determines that public authorities should ensure education by creating schools. However, with the new law, public administrations seem freed from the task of ensuring sufficient places for all students. In Article 109, paragraph 2, says:

"2. The educational authorities scheduled the educational offer of the teachings that in this Act are declared free, considering the general planning of education, the existing budgetary provisions and the principle of economy and efficiency in the use of public resources, and as a guarantee to the quality of teaching, an adequate and balanced education of students with specific

educational needs, taking into consideration the existing supply of public and private schools and social demand. Also, the educational authorities ensure that there will be enough places".

This means they must ensure sufficient places but not necessarily public, so that the public school is on track to stop being the backbone of the education system. What this approach ignores is the fact that a significant part of the educational improvements and major educational changes –beyond some experiences or specific innovations- have taken place in the public system and then have spread to private schools. Indeed, due to the specific characteristics of private schools is unlikely to assume that this type of educational improvements that can be generated by these schools and extended to other schools. Private schools may not maintain the same standards for educational improvement.

With respect the role of parents, LOMCE, makes parents responsible of the education of their sons and daughters and decreases the commitment of the authorities in this area. From our point of view, it is very important to emphasize that education may be consider as a responsibility of the State, and for that reason it cannot be delegated to any other private institution (i.e., family, schools, etc.), because as we have already mentioned this situation does not warrant the maintenance or improvement of the educational system. A clear example of this is the principle of free choice of schools. This alleged freedom can be seen as a discriminator element that favours only some people, making disadvantaged populations -including migrants- have no leeway to allow them a real choice.

SEGREGATION

As for the segregation, it can be said that the LOMCE presents various aspects that can be considered as examples of segregation of different types. The most obvious of all, is segregation by gender. The law in Article 84, paragraph 3 says:

"3. In no case shall be discriminated on grounds of birth, race, sex, religion, opinion or any other condition or personal or social circumstance.

Admission of students or teaching organization differentiated by sex is not considered discrimination if the education provided is in conformity with the provisions of Article 2 of the Convention against discrimination in the field of education, adopted by the General. In any case the choice of education by sex may imply for families, students and corresponding schools a less favourable treatment, not a disadvantage when signing agreements of funding with the educational authorities or any other aspect. To this end, the schools must exhibit in their educational programs educational reasons for the choice of this system, as well as academic measures developed to promote equality".

This article tells us that sex discrimination is not discrimination. It is worth to mention its obvious contradiction, given that at the beginning of the article states that there will be no sex discrimination of any case. Allowing this transgression is to open the door to the possibility of other types of segregation (by religion, ethnic background, etc.) and also, this door opens during the implementation of the LOMCE leave out different type of actions devoted for compensating inequalities of origin. It seems that lawmakers did not think directly in the school segregation of any other group. For example they did not think directly in religious segregation, but the wording of the rule is allowing and leaving that door open.

SCHOOL DROPOUT OF FOREIGN STUDENTS AND STUDENTS WITH A MIGRANT BACKGROUND IN THE REGION OF MURCIA

(Andrés Escarbajal)

This section was presented by Andrés Escarbajal, an expert in intercultural education and focused on analysing school dropout of students, especially with those having an immigrant background or belonging to minority groups, in one of the regions of Spain with the largest foreign population, the Autonomous Community of Murcia.

As starting point for the discussion it was presented the data of a recent survey of the living conditions in Spain conducted by the National Institute of Statistics in 2014. The results obtained show that 27.3% of the resident population in Spain is on risk of poverty. This survey also shows that less formal education is associated with higher levels of poverty. Therefore, the educational level is a key element to prevent social exclusion. It also notes that the poverty rate increases by foreign residents from the European Union and is exacerbated in non-EU foreigners, arriving in the latter group to 47.8%.

In comparison to the European Union, Spain has the higher average rate of youth who have no occupation, who neither study nor work. The report states that young Spaniards are not in this situation by choice. It is a precarious social status to which they have been pushed. The fact is that young people who want to work find that the labour market does not allow them access because there is no vacancy. In this case, those young people wishing to study or not having a job, are in a very serious restrictions for school admission or readmission, especially if we consider the lack of scholarships and quotas in schools. And this situation is leading to increased social exclusion of the most vulnerable populations.

The Strategic Plan for Children and Adolescents 2013 -2016, tells us that this situation of exclusion can be improved by giving a quality education.

"The right to education, which implies not only universal access to education and the obligation of the same until age 16, but also to receive a quality education that minimizes cases of school failure. It is therefore essential to develop inclusive tools necessary for all children especially those finding themselves in a troubled family environment, disability, or national or social origin are at a risk of educational exclusion-, forming integrally with the aim to build their autonomy and participate satisfactorily in society. Access to quality education from the earliest stages of life is the best tool for combating poverty and social exclusion and its intergenerational transmission."

But this proposal seems contradictory when we all know that we are currently experiencing the biggest economic downsizing of democracy in educational terms in our country.

The EDUCO network has made a study from the existing institutional information in the databases of the Ministry of the factors associated with school dropout which preliminary results are discussed below. The report of EDUCO network notes that children of kindergarten, aged 0 to 6 years, that are living in the Region of Murcia have a high risk of being in a situation of poverty.

As for school dropout, this report states that there are different factors that must be taken into account in order to explain it. Among the factors related to school dropout the most common are the family, the type of school and the type of relationships within the school. Another factor of school dropout is the lack of coordination between teachers, giving little value to tutorials, making inflexible assessments, or using improper methods such as preventing student participation, among many factors.

In this context, it can be said that the new education law, approved recently by the Spanish government has a strong ideological character, and can result in the following consequences, including:

- a. Gives more authority to the principals, reducing the role and the decision of the rest of the educational community.
- b. It is geared towards productivity, which makes it very relevant educational aspects being neglected.
- c. Emphasizes external evaluations, discrediting and putting on the back burner assessment by teachers in the learning process of each student, which is subsumed in the overall performance of the school.
- d. Leads to the disappearance of the criterion of inclusive education.

In the Region of Murcia 12% of students are of foreign origin. Most of them are of Latin American origin. However, it is interesting to note that in recent years there has been an increased in students population of the Maghreb, and a decrease of Latin Americans. Despite this situation the Ministry of Education has gradually declined reception classrooms for migrant students, replacing them with some type of temporary support groups, which has led to a reduction of professionals and specialists in inclusive education in schools. The current situation is not conducive to proper care of students with migrant background.

In Murcia there is a Program for the prevention, monitoring and control of school absenteeism and dropout reduction. The two main lines of action of the program are occupational classrooms and programs of initial professional qualification. The latter disappeared with the LOMCE and become integrated into the programs of basic training, lowering the entry age from 16 years to 15 years, without having a psychoeducational report that support that decision.

The vocational classes are designed for students between 15 and 16 years olds that have curricular gaps, risk of injury, but that still

continue with their studies. In Murcia, there are only five secondary schools offering this type of education. Also, it should be noted that school dropout of the educational system is higher in women, and that this dropout occurs mainly in the last year of secondary education or in Baccaalaureate.

The LOMCE says in Article 121, paragraph 7:

“7. The education authorities should promote curricular specialization of secondary education schools in terms of the alternatives set forth in this Organic Law, so that these administrations can be able to schedule an educational supply adjusted to their needs. The schools should include curricular and organizational singularities and relevant training groupings in their educational project.”

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This article is opening the possibility to create schools that function as some kind of *ghettos*. That is, schools where students can be grouped attending to their “similar” characteristics, allowing exclusion. Education laws should take into account the great importance of the different contexts in which students are developing their capacities, taking into account their neighbourhood, their mother tongue, their family, and their social and educational levels. In this case, some studies show that there is a relevant variation in their academic success by the time migrant students arrive the educational system. There is a significant difference between entering in infant education than to enter in high school.

To conclude this section we note that the analyses by this group on this new law shows that there is a lack of knowledge of reality by those who write and draft the rules and, therefore, an obvious mismatch to the real educational needs of migrant population

VOCATIONAL TRAINING AND ADULT EDUCATION

(Estella Acosta)

Analysing some of the implications that the new Education Act (2013) will have in vocational training and adult education was one of the objectives of the work presented by Estella Acosta, as expert in education. One of the proposals of the new law, LOMCE, is what is known as dual vocational training, which already exists in other countries and whose results do not seem to be very positive or very attractive to young people. This is the case, for example of Germany, where only 50% of the student population attend to this type of education. The dual vocational training has many specific difficulties that need to be resolved, and the law should have clear criteria for the implantation of this type of education, but this is not seem to be the case.

It should be noted that, at present, the rates of early school dropout have fallen in Spain, but these results should be consider as a consequence of a previous Act on Education, (LOE, 2006) that was approved in 2006. This law greatly increased the possibility of re-entry into the system, because in fact there are 200,000 more students in in vocational and middle grade studies. Furthermore Initial Qualification Programs were quite successful, especially because they allowed getting a job qualification.

At present, with the new law, LOMCE, the Initial Qualification Programs are replaced by Basic Vocational Training at which you can access without having the degree of Secondary Education, but at the same age of the Initial Qualification Programs. A Basic Technical Title which gives direct access to the Formation of Intermediate accessed. However, the law requires that for obtaining the title of Secondary Education Studies students should pass also an examination.

The new degrees of Vocational Training, both Intermediate and Advanced Level, require the title of Secondary Education Studies for accessing. It also requires that these students have made itineraries of applied sciences. This situation makes a social segregation and an epistemological dissociation, already separating the academic teaching of applied. This separation makes a difference between thought and action, between the academic knowledge and trades. It poses a dilemma in the relationship between theory and practice.

This new law does not seek to promote social development in young people, but instead it is directed to the labour market, making at the same time a devaluation of Vocational Training. In these new cycles, students do not get a title that allows them to enter the workforce. Public resources to private schools are transferred, avoiding also the involvement of the Councils. This includes students perform unpaid internships for a year. Specific qualification certificates are delivered, but not titles of qualifications that would give several qualifications. Certificates are elementary because they are level 1, while they should be level 2 or 3. It is a precarious versatility. In addition to these changes, it must be added that disappears the Vocational Training and Employment Guidance for students.

As for adult education, it is important to note that in the LOMCE there are no data for accessing and obtaining titles for adults.

Finally, it is important to note that currently is not working the recognition of work experience. This hampers the certification of migrants, as they sometime have no qualifications to enable them to enter the workforce. Thus, it is very difficult to demonstrate work experience and informal training.

THE "CHANCA" WALKING ALONE TO SCHOOL

Presentation of an educational project that works against school absenteeism in Almería

(Aurora Bolívar, Juan Jiménez Galera and Lucía Castro)

The context in which this project is developed is located in a marginal neighbourhood of Almería, called "*La Chanca*". The district is composed of 75% of Roma, 15% Maghreb and 10% of Spanish population. It is located in an economically depressed and socially disadvantaged area, where drug sales have increased significantly in the last two decades. Some time ago the local people living from fishing, although there is currently high unemployment and low-skilled jobs. The immigration rate is 10%, which is half the rate of the whole province. Migration is mainly of North African origin. Interestingly, for example, in the last five years has not been a single gypsy student at the University of Almería.

The project stems from the students themselves during the school year of 2012-2013, as part of their work in *Education for citizenship* classes. Students investigate their daily reality in order to change it. As part of their academic tasks, they analyse different social problems that are experienced by children from their own neighbourhood in order to find a solution that would help resolve them. In this case, the main goal posed by students was to reduce school absenteeism in their own school through childhood cooperation.

The objective of the project proposed by students is to combat the serious problem of existing school absenteeism. In this case it was the students themselves who decided that students themselves of 5th and 6th grade, has to be those who were responsible for picking up the absentee students in their homes.

Undoubtedly, this educative project is a clear claim to the defence of the right to education that all children and young people have, and that in the case of disadvantaged neighbourhoods with a high percentage of Roma families and Moroccans, this right is often not respected by the families or their culture.

In Citizenship Education classes students worked searching and analysing different problems of their neighbourhood for six months. During this time, students were considering different proposals to promote change according to the different problems that were analysed. And this work led them to begin wondering what happened to those children who did not attend class and how they could help resolve this situation.

Students made the proposal to accompany each other to attend school. They themselves were those who thought in child cooperation, although they did not were aware of the use of this concept in what they were proposing. And all decisions were taken democratically. So it was decided that companions would be older students, that is, those who were in 5th and 6th grade (11 and 12 years old).

To achieve this objective, students conducted different talks with families for explaining their project, while at the same time for making them aware of the importance of the right to education in childhood. In order to achieve greater visibility and social impact in their neighbourhood, it was decided that companions and students should wear some kind of uniform, so they designed bibs for the whole community knew that they were cooperating and fighting against school absenteeism. Before implementing the project they tested different routes and paths to collect absentee children in their homes and take them to school.

Once the project was implemented in the following year older students taught other students how to develop it. They also provided more new ideas. The project is working very well and students are very committed to it.

Importantly, this project had received in 2014 the Federico Mayor Zaragoza award, which is a very important award for innovative projects in education working towards the promotion of human rights and social justice. The purpose of these awards is to make visible and recognize innovative and creative actions and experiences that provide tools for personal and social transformation in education.

It is worth mentioning that the project was developed without any funding or collaboration of the State, and that there was no support from the City of Almeria. The costs thereof such as zebra crossings for students were paid with the resources of the school. However, the project has the active collaboration of families, so that the absenteeism rate is starting to decline. And this is a significant fact, if we consider that while the rate of absenteeism in the province is about 0.3%, in the district of *the Chanca*, where the school is located, this rate reached 15%.

The project has created the groundwork to develop students with capacities to conduct other projects to improve their own environment. Students have learned to look for the opportunities which should help them to develop and improve as a community. Also, it has created and developed a sense of commitment and responsibility in students. In addition it has taught teachers that it is very important to offer families a real chance, and especially families living in contexts of disadvantage, such as Roma families and migrants, to actively participate in school life. If one believes in families, they respond.

Along with this, the project highlights the importance of learning *Education for Citizenship* in schools. This was the place in which this project was conceived, developed and evaluated. This is a clear example of how social justice can be promoted in schools. Unfortunately this subject has recently been eliminated in the new law (LOMCE), leaving out the possibility of doing this kind of social justice projects.

Lucía Castro, as young president⁵ of the students who actively participated in the creation and implementation of this project, says that one of the most significant lessons that she have had during its development is that: *"it made me feel important while being Roma"*. Her words show us how young people may feel stigmatized based on their sociocultural origin or the neighbourhood in which they are born. She emphasizes that also learned that their neighbourhood can be different. Other important thing she has learned is that school and education comes first. For her, *"school is my cloud, where I dream and I will keep dreaming"*. Students in their children's conferences used music, poetry, art in general to try to teach the community that *"school is our workplace, we must attend to daily"*.

It is also very important to highlight the strong commitment of the teachers with their work. Teachers feel that if they show commitment, students will believe, commit and work. However, we should note that some education professionals are not very interested in developing such projects, because this involves having a higher level of commitment, responsibility, active and collaborative participation in their work.

The teachers consider important to create programs with credible possibilities for developing and which take into account all the

⁵ Lucia is now at secondary school. She was one of the founders of the project when she was at elementary education. She attended the 2nd meeting of SIRIUS in Madrid.

different capacities and potentialities of the student population as a whole, since often these are often undervalued. Also consider the new Act of Education (LOMCE) is not giving them a fair deal, due to the requirement of external evaluations, which in no case measured multiple intelligences, nor citizens or civic competencies. By contrast, the current education system tend to opaque such capabilities and potentials of children and young people. A good example is the disappearance of artistic education and citizenship education as compulsory subjects with this new law, LOMCE, or the lack of attention to emotional education contents, leaving its introduction into the curriculum only as a subject freely configurable by the respective regions.

FINAL PROPOSALS

According to each of the topics discussed in this Round Table the final proposals are the following:

- a. Compulsory education to 18 years. Compulsory education should be increased to 18 years, but the education system should provide educational measures and specific learning paths for all students and providing all relevant and flexible support according to their needs and training interests. That is, the possibility to changing itinerary should be allowed and no training option should ever be closed.
- b. Change the policy of school choice by family preferences. It is not a good policy that families can choose schools, if we take into account that not all schools of a city or neighbourhood have the same resources or serve the same population. This implies discrimination and unfairness between schools, with the

gradual disappearance of some schools, generating pockets of exclusion.

- c. Promote actively a higher level of involvement of families. Also in the family is necessary to appeal to their responsibility, interest, commitment, concern, encouragement, support and control of the educational process of their children.
- d. Development of intercultural education policies and actions. They are necessary, even today, or perhaps more than ever, effective global action in communities and schools to promote and foster knowledge and interaction between different groups and cultures that make up today's societies. Education must renounce to monocultural, ethnocentric and national visions to adopt a broader and more complex reality perspective. Therefore, further develop of educational models that do not promote interculturalism in these increasingly highly heterogeneous, global and liquid societies in which we live today is a mistake.
- e. Building social, intercultural networks. It should be stressed the necessary and unavoidable cooperation that must exist between the families of students, teachers, the schools and the community in which they are embedded to get all the education goals and to fully develop the capabilities of students. Building social, community and intercultural networks is imperative.
- f. Educative Focus: the capabilities and formative interests of students and not on the market demand. Educational institutions should focus on developing the capabilities and formative interests of students, and not submit to the demands of the market. We should review the insensitivity and incapacity

of our educational institutions to take over social and personal realities of the students in disadvantaged contexts.

- g. Inclusive, flexible Curriculum. Improve school performance of all students, providing relevant support, through an inclusive curriculum. To prevent failure and dropout, students do not need more segregated itineraries in the first ages of basic education, but an inclusive curriculum that fits all pupils with relevant and necessary supports. It is inescapable that teachers´ work together to plan, schedule and establish criteria that affect the same groups of students. The development of educational plans and projects must be real, contextualized, adjusted and subject to evaluation by experts.
- h. Heterogeneous groups. It has been shown that both tracking (separation of students by ability in different schools), as streaming (separation of students by ability in the same school), generate and produce inequalities. For this reason, the creation of heterogeneous groups are proposed, considering that experience has shown that is these type of groups that perform better in all ways. To achieve this, the methodologies must be attractive, participatory and practical.
- i. Prevention Policies for the creation of "ghettos schools", because generate social exclusion.
- j. Educational policies to enhance human development and aimed at the redistribution of resources based on the formative needs and interests of students.

- k. Greater autonomy of management teams for the construction and implementation of innovative projects, improvement and educational change that promote social justice.

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NATIONAL DATA COLLECTION ON MIGRANT EDUCATION 2014

Greece

1. Introduction

Greece is a country of destination and transit for different categories of migrants (Palaiologou et al. 2010, Nikolaou 2011). According to data from Frontex, Greece is the major gateway of undocumented migrants and asylum seekers from Africa and Asia. In 2011 the European Court of Justice found that 90% of all irregular entry into Europe was through the Greek borders. Entry points into Greece have also changed. In the past the usual route was by boat through the Aegean Sea. Assistance from Frontex in patrolling the sea borders have resulted in a shift to entry by land, especially at the Evros border. According to Eurostat statistics there are approximately 956,000 foreign nationals residing in Greece: 153,000 from the EU and the remaining 803,000 are third country nationals. Law 3907/2011 is an attempt to establish a realistic migration management system, through the operation of an independent Asylum Service, the establishment of First Reception Centers and the adaptation of Greek legislation to Community Directive 2008/115/EC on the return of irregular migrants¹.

Immigration to Greece started in 1980s with immigrants coming mainly from Africa and Asia, but it was limited in scope. As from the beginning of the 1990s, Greece started receiving large inflows of immigrants from Central and Eastern the Greek state implemented three regularization exercises. The main legislative instrument on migration is Law 3386/2005, "Entry, residence and social integration of third country nationals into the Greek territory", providing for the unification of the residence and work permits, as well as introducing the "reflection period" for victims of trafficking. It has been revised under Law 3536/2007, "Determining matters in migration policy and other issues falling into the competence of the Ministry of Interior, Public Administration and Decentralization"².

2. The Path of Intercultural Education: Thresholds of Important Changes

Intercultural Education in the Greek educational system has mainly been framed by passing of Law 2413/96 and later precedential decrees (Palaiologou 2004). In the late 1990s and early 21st century, the official political discourse referred to "repatriated and foreign students", while during the last four years reference has been made to "immigrant students".

Interesting debates have ensued regarding the content of the term "Intercultural Education". The main line of reasoning has been that the adjective 'intercultural' is a polysemic notion (Dervin & Liddicoat 2013); the same holds for the term "multicultural

¹ IOM, Greece. Available on <http://www.iom.int/cms/en/sites/iom/home/where-we-work/europa/european-economic-area/greece.html>

² ibid



education”, since in the content of the term ‘multicultural’ there is a “tendency for multiculturalism to be appropriated to as a ‘portmanteau term’, one that encapsulates a variety of sometimes contested meanings” (Bhadha 1998: 31). In this respect, Meer and Modood (2012: 179) argue that “Multiculturalism as a concept is like very many others ‘polysemic’ such that multiculturalist authors cannot be held entirely responsible for the variety of ways in which the term is interpreted.”

In this report, we use the term “intercultural education” to refer first to “the interaction amongst different socio-cultural groups of students, i.e. immigrants and natives” and, second, to “the educational policies that are followed within formal education, addressed to immigrant students” (a recent publication for the epistemological content of the term, see Portera 2008). Also, at the same time, to give emphasis on equity and social justice issues.

Taking into consideration the different chronological phases that the Intercultural education in Greece has passed through and the educational policies that have taken place, we could allege that the following three periods are the most important, which could be considered as thresholds in the path that IE has taken so far:

1. The decade of the 1980s until the mid 1990s: Tutorial and Reception Classes were established according to relevant Presidential Decrees and later with the Law 413/1996 (Palaiologou 2004).
2. From 1997 until 2010: The application of Law 2413/96, and further provisions for the operation of Tutorial and Reception Classes according to the Presidential Decree in 1999. Also, the implementation of community funding programs on Intercultural education which were appointed to Greek Universities.
3. The beginning of a new era: Since 2010, with the establishment of Law 3386/10, important modifications have been made in the direction of the migratory educational policy. Henceforth, with this new Law, the Greek citizenship can be attributed to legal immigrants who meet specific criteria.

This new societal situation points to the need to redefine the content of terms like ‘belongingness’ and ‘citizenry’, which refer to rights and obligations in a democratic society. In other words, it raises the question: “Who are the citizens of modern Greece?”



3. Education policy provisions, laws, regulations with the focus on needs, support for migrant pupils and students, incl. national consultative mechanisms (Boards, regular work groups, forums etc.) regarding immigrant education and related services for migrants

The new Migration Law includes an action plan for the social integration of foreign nationals (articles 65-66), yet it is a simple outline, including only general and basic principles. Law 3386/2005 provides for special residence permits for educational purposes (articles 28-29) that have a time limit: the total duration of the studies increased by half, plus a year for language learning. The law recognizes all related public and private institutions of higher education and vocational training and does not enact a limit to the residence permits issued for this reason per year. It is also important, that foreign students in Greece can also work part-time (article 35). Concerning minor migrants living in Greece legally with their families, Law 3386/2005 provides that if they are at school age, they attend the nine year compulsory education provided for natives by the Constitution, and have access to all educational stages and activities of the school or educational community without restrictions (article 72). In order to enroll foreign national minors in public schools, respective documents to those for natives are required. As an exception, it is possible to enroll children of foreign nationals in public schools with incomplete papers in the cases of:

- Those who are protected by the Greek state as refugees and those who are under the protection of the United Nations High Commissioner for Refugees (UNHCR).
- Those who come from territories where severe humanitarian crisis is present.
- Those who have applied for asylum.
- Foreign nationals that reside in Greece, even if their legal residence has not been settled.

The intervention of the Ombudsman has been decisive in this case. In Greece, the teachers of a school can ask for a reception class for foreign students that do not speak Greek and have serious difficulties in attending their class (Ministerial Decision of 1980). Although learning the Greek language is heavily emphasized, in these classes students are also taught the regular syllabus. Students who know Greek but are unable to respond to the demands of certain subjects, can benefit from extra tuition, if their school runs such a programme. (By Law 1404 /1983 Reception Classes and the institution of Tuition Classes are finally provided. Additions and amendments have been made by the Ministerial Decisions YAF2//378/Γ1/1124,3 issued in 1994 and F10/20/Γ1/708/ issued in 1999). The main concern of the above institutional framework is the “intensive learning of the Greek language”, though there is an interesting development, since gradually the Greek language is mentioned as the second language of foreign students. However, these tendencies are recorded inside a wider framework, aiming at the foreign students’ cultural and linguistic assimilation.



The reference, in declarations at least, to the need of teaching the language and culture of the countries of origin, is as mentioned before, a positive development, yet to the extent that respective infrastructure and trained personnel are not available; it remains unknown whether the above provisions can be implemented. Foreign nationals can also be enrolled in cross-cultural schools, according to the Presidential Decree 435/8436. By Law 2413/199637 Regarding Greek Education abroad, Cross- Cultural Schools etc, an Institution of Private Law, the Institute of Cross-Cultural Education (ΙΠΟΔΕ), was founded. The Institute of Cross Cultural Education is responsible for the editing and approval of the curricula and books used in “cross-cultural education” schools. For their enrolment in these schools, children of foreign nationals living in Greece, have to produce the following:

- a) A birth certificate;
- b) A school certificate (for children who have already attended a school in their country);
- c) A health certificate,
- d) A residence permit.

Law 2413/1996 is focusing on strategies which:

1. Ensure that all students, regardless of background, have equal access to educational benefits;
2. Provide opportunities for all students to develop skills in intercultural communication;
3. Provide schools with the appropriate strategies to ensure that all students reach their full learning potential; and
4. Encourage schools to promote intercultural understanding.

Law 1234/1996 constitutes a very important step towards the institutional recognition of the need of the implementation of intercultural education in Greece. The regulations regarding teachers' reduced working hours and their qualifications as well as the readjustment of the curriculum are moves in the right direction. However, some other points of the law regarding intercultural education seem to be vague and unclear (Spyridakis, 2002; Emmanuil, 2006). First of all, the law presents pupils attending intercultural schools as having a deficit. It does not define the educational, social and cultural needs of pupils, the presuppositions for the change of state schools into intercultural schools and the qualifications of the teachers working in the schools. Secondly, no mention is made regarding the teaching material used and the specific role of the Institute of the Education of Greeks Abroad and of Intercultural Education is

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not clarified (Kontogianni, 2002; Spyridakis, 2002; Sfakakis, 2007). Nowadays this institute has closed and it has been replaced by the Office of the education of expatriates and of intercultural education which constitutes a part of the National Ministry of Education in Greece. It would be wiser if the regulations of this law regarding intercultural education constituted a common educational policy for all schools and for both native and foreign pupils. The establishment of separate intercultural schools constitutes a segregationist educational policy with the potential danger of the existence of separate minority schools, which in turn may reproduce/perpetuate the social exclusion of those pupils (Spyridakis, 2002; Emmanuil, 2006; Sfakakis, 2007). The Greek Government has designated certain schools as 'intercultural schools'. However, the key issue involves the implementation of intercultural education in multicultural schools, as the term 'intercultural education' is used to describe interactions between different and diverse groups in multicultural schools or societies; and policies and practices in public bodies, social institutions and schools. Such measures have the express purpose of enhancing intercultural understanding and to obviate intercultural conflicts which can occur in unequal multicultural societies.

In 1999, the Ministerial decision Φ10/20/Γ1/708/1999 which is based on the previous ministerial decision modifies and enriches the operation of reception classes and intensive classes in order to be in keeping with the spirit of intercultural education. However, these alterations contradict the basic principles of intercultural education. They still aim to integrate pupils into the Greek educational system. Pupils are supported in order to learn the Greek language, whereas no provision was made for the preservation and teaching of their first language and culture (Kontogianni, 2002; Sfakakis, 2007; Tsaliki, 2012). The articles of law 2413/1996 – which is still on - referring to intercultural education are cited below translated.

4. Articles 34, 35, 36, 37 of law 2413/1996 regarding intercultural education in English

N. 2413/1996

Greek education abroad, intercultural education and other regulations

Article 34

Aim - Content

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1. The aim of intercultural education is the organization and the operation of primary schools and high schools for the provision of education to young people with particular educational, social and cultural needs/characteristics.
2. The curricula of state schools, which are adjusted to the particular educational, social and cultural needs of pupils, are applied in the schools of intercultural education.

Article 35

Schools of intercultural education

1. Schools of intercultural education are defined those kindergartens, primary schools, high schools, every type of lyceum as well as technical-professional schools according to the regulations of the articles 3, 4, 5 of law 1566/1985 (ΦΕΚ 167 Α').
2. According to the decision of the Minister of Education which has to be in line with the decision of the Institute of Greek education abroad and of intercultural education, in these schools special curricula can be applied with the possible introduction of additional or alternative subjects, reduced working hours for teachers and reduced number of pupils per class.
3. Schools of intercultural education are found after the common decision of the Minister of National Education and the Minister of Finance, after the decision of the relative board of prefecture and the agreement of the Institute of Greek education abroad and of intercultural education. With the same process of with the decision of the Minister of National education and religious affairs other state schools can be designated as intercultural schools or can be defined as pilot schools which belong to Universities and classes of intercultural education can be found in state schools.
4. With the decision of the Minister of National education and religious affairs, which is announced after the suggestion of the relative board of prefecture and the agreement of the Institute of Greek education abroad and of intercultural education, the foundation of schools of intercultural education can be approved with the initiative of local administrative authorities, religious institutions and charities. These schools can be financed by the Account of Private Education.

Article 36

Teaching personnel

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1. With the decision of paragraph 3 of the previous article the necessary posts of teaching staff for each subject matter are decided for the operation of the founded state schools of intercultural education.
2. After the decision of the Minister of National Education and Religious affairs the qualifications of teachers, who are transferred to schools of intercultural education, as well as the process of their transference are defined.
3. The regulations of the paragraphs 1 and 3 of the article 24 of the present law are applied in relation to the employment of teachers in schools of intercultural education, who have signed a contract as working in the private sector.

Article 37

Administration of schools

1. The regulations which are in force for the administration of state schools and the support of their work are applied in the schools of intercultural education, too.
2. The principals of state schools are selected according to the regulations which are in force for the selection of the principals in other state schools. The relative board of selection makes out a separate catalogue/chart of principals of intercultural state schools, in which they are classified according to their general qualifications and the other qualifications that they have and which are defined by paragraph 2 of the article 36. The Board of each school, if there is one in each school, expresses their opinion for the prospective principals who have applied for those particular schools
3. The administration of the schools of intercultural education is made by the local educational authorities of primary schools of high schools respectively.

At this point, it should be noted that the adoption of cross-cultural teaching principles and methods in a limited number of schools, does neither promote the idea of cross-cultural education as a dimension of the general educational approach, nor does it promote the integration of foreign students. On the contrary, it favours the reproduction of differentiating cultural stereotypes, through the educational system (Vergidis 1995, 2003: 99-105). To the point that the knowledge of the host country's language is important for the economic and social integration of migrants and since the lack of knowledge constitutes the greatest obstacle to the placement of migrants in the

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labour market, it is necessary to provide for language learning programmes. Inasmuch as the Greek legislator has chosen the strict model of the Netherlands, enacting the satisfactory knowledge of Greek as a prerequisite for granting the “status of long-term resident foreign national” (article 68 of Law 3386/2005), even without respective infrastructure and preparation. Therefore, regarding adults, subsidized programmes and Greek language learning programmes in particular, are offered in Vocational Training Centres (K.E.K.), under the prerequisite of having an unemployment card. Law 2740/199938 establishes for the first time Certificate of Greek language knowledge. In fact, the Ministry of Interior recently announced that the first 400 Greek language certificates have been issued – a very small number compared to the total number of migrants in the country, and after such a lengthy period. However, the problem still remains, as the number of structures/vocational training centres is minimal compared to the needs, and they greatly continue to financially rely upon Community funds. Most importantly, educational infrastructure is addressed to a population, (i.e. migrants), for whom the lack of information is not compensated by their limited participation in migrants’ communities and respective networks. Especially with regard to women migrants, mandatory knowledge of Greek is yet another obstacle, as due to their double burden roles –work in both public and private spheres – they often have no access to valuable information or to the necessary free time to attend language courses. Finally, an important issue is the recognition of certificates of studies/degrees obtained in the countries of origin from the responsible Greek authority (ΔΟΑΤΑΠ). The lack of will for appropriate regulation measures is justified, up to a point, by the great differences among educational systems and syllabuses. As far as female migrants are concerned, since they are employed as service-providers and do jobs which are defined as manual and requiring no specialization, the State has no incentive to recognize their relatively high educational level. It is worth mentioning at this point that analysis of data from the 2001 census shows that female migrants have a higher educational level than their male counterparts³.

³ Mapping of policies affecting female migrants and policy analysis: the Greek case, by Theodoros Zeis, Maria Liapi. Available on http://diotima.wizcom.com.gr/ig_common/upload/Mapping_of_policies.pdf



5. National consultative mechanisms

- Sector of the Education of the Expatriates and of Intercultural Education⁴;
- Centre of the Greek Language⁵ supervised and funded by the National Ministry of Education. It organizes and supervises the examinations taking place in Greece for the certificate in the Greek Language. It also deals with the production of teaching material for teaching Greek as a second language;
- General Secretariat of Lifelong Learning of the National Ministry of Education⁶ among others it organizes the project titled 'Migrant education in the Greek language, the Greek history and the Greek Language (Odusseas) which aims at preparing legal (above 16 years old) living in Greece to take exams for the certificate in the Greek language;
- Immigrant support offices that provides information to immigrants regarding their working rights, guidance on solving emerging problems, systematic and continuous observation of immigrants' working conditions. They also promote dialogue between immigrants and public services regarding the working status of immigrants as and make efforts to combat inequality and discrimination against them;
- Greek forum of immigrants⁷ – a network of 40 migrant organizations founded in 2002 which focuses on the self-organization of migrant communities in Greece for equal participation and integration in the Greek society as well as on the improvement of policies related to immigrants. It also deals with the confrontation of their problems, with combating racism and xenophobia as well as with encouraging multiculturalism, social justice and equal participation;
- PRAKSIS⁸ - non-government organization, which offers social and psychological support, legislative consultation, residency, and health aid to socially sensitive groups of people including immigrants and refugees.

⁴Ministry of Education. Available on www.minedu.gov.gr

⁵Centre of the Greek Language. Available on www.greeklanguage.gr

⁶General Secretariat of Lifelong Learning of the National Ministry of Education. Available on www.gsae.edu.gr

⁷Greek forum of immigrants. Available on www.migrant.gr

⁸PRAKSIS. Available on www.praksis.gr



6. Statistics on migrant pupils (primary and high schools, vocational education establishments)

The legislative framework guarantees schooling for all children, citizen or foreign, from the age of 6 to the age of 15. This compulsory education is applicable to all children regardless of the status of legality or illegality of the parents. Art 40 of the 2910/2001 law stipulates that all children born to third-country nationals living in Greece are obliged and have the right to this compulsory education. In fact, school authorities should enroll foreign students even if they do not have the necessary documents, such as school certificates required for enrollment. This law also provides for the possibility of offering mother-tongue learning in addition to the core curriculum – on the basis of an Interministerial decision to be issued by the Ministries of Interior and Education – albeit this provision of the law has not been implemented. According to data provided by the Institute for the Greek Diaspora Education and Intercultural Studies (IPODE) in 2006, 138,193 students fell in the categories foreign or co-ethnics and returnees. This translates into 9,5% of the total school population. The legislative framework guarantees schooling for all children, citizen or foreign, from the age of 6 to the age of 15. This compulsory education is applicable to all children regardless of the status of legality or illegality of the parents. Art 40 of the 2910/2001 law stipulates that all children born to third-country nationals living in Greece are obliged and have the right to this compulsory education. In fact, school authorities should enroll foreign students even if they do not have the necessary documents, such as school certificates required for enrollment. This law also provides for the possibility of offering mother-tongue learning in addition to the core curriculum – on the basis of an Interministerial decision to be issued by the Ministries of Interior and Education – albeit this provision of the law has not been implemented. According to data provided by the Institute for the Greek Diaspora Education and Intercultural Studies (IPODE) in 2006, 138,193 students fell in the categories foreign or co-ethnics and returnees. This translates into 9,5% of the total school population as for study year 2004/2005. As for the study year 2008 there were 109,389 migrant pupils in total, in the pre-primary school – 7,611, in the primary school – 54,322, 30,607 - gymnasium and 9,436 – pupils of lyceum⁹. In the study year 2008/2009 there registered 22.116 (15%) out of a total of 147.454 pupils.

However, school - age population in Greece is diverse, since it consists of a number of different cultural groups, the existence of some of which relates to historical events and situations. a) Foreign pupils mainly come from countries which are adjacent to northern Greece and their parents decided to immigrate to Greece either due to war, as in the case of Yugoslavia, or due to the political situation, as in the case of Albania, Bulgaria and Romania. b) Repatriate pupils come from the ex-Soviet Union (Georgia, Kazakstan, Moldavia, Russia, Armenia, and Ukraine) and they decided to return to their

⁹Greek Education Policy and the Challenge of Migration: An Intercultural View of Assimilation. http://www.eliamep.gr/wp-content/uploads/en/2008/10/greek_education_policy_and_the_challenge_of_migration_triandaf_and_gropas_emilie_wp_3_22_nov_07.pdf



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national homeland, because their ancestors were of Greek origin. c) In northern Greece, Thrace, the pupil population is multicultural. It consists of the native group of pupils and the Muslim group of pupils. The Muslim group includes three different categories of people; those with a Turkish origin, those with a Pomak origin (Πομάκοι>Pomaki) and Roma, that is the existence of the minority group in Thrace is defined institutionally by the criterion of religion.

Statistics on migrant students (colleges, universities, technical universities etc.)

There is no recent data available.

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Lifelong Learning Programme – Call for proposals EAC/01/2011 – Decision no 1357/2008/EC of the
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REPORT - SIRIUS NATIONAL MEETING IN IRELAND

“EDUCATION IN IRELAND

CHALLENGES AND OPPORTUNITIES FOR MIGRANTS”

23RD OF OCTOBER 2014, MANSION HOUSE, DUBLIN

SEVAK KHACHATRYAN | NCP YOUTH AND SIRIUS IRELAND COORDINATOR
NEW COMMUNITIES PARTNERSHIP | 53 UPPER DORSET STREET, DUBLIN 1, IRELAND

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Introduction

In the last two decades Ireland has experienced an unprecedented increase in migrant families from a number of different countries moving to Ireland with school-age children. This recent rapid immigration has resulted in diverse groups of migrant children integrating into what was almost an exclusively white Irish school population. In Ireland “inclusive, high quality education for all students”¹ is the objective of the education system. According to the Education Act, 1998 the statutory role of the Minister of Education is to ensure:

“that there is made available to each person resident in the State, including a person with a disability or who has other special educational needs, support services and a level and quality of education appropriate to meeting the needs and abilities of that person”²

As the shift in migration patterns was recent and sudden, Ireland has a less well-developed statistical basis for assessing the situation of migrant students and comparing this situation to that of native students in comparison to other countries. Understanding the needs of migrant children in the education system is essential as they form a sizable proportion of the student body and also because schools have an important role to play in supporting these students and their parents.

New Communities Partnership (NCP) is an organisation led by community members for community members and the issues that we are addressing are grounded in their own lived experiences. The organisation enables ethnic minority communities to engage with all aspects of Irish social, political and cultural life on an equal footing, thereby maximizing the leadership capacity within new communities. NCP facilitates policy makers at local, national and EU levels to communicate directly with new communities through an organised and cohesive structure of nationwide integration forums comprising 175 community groups.

NCP Youth Ireland is a youth organisations network of NCP. NCP Youth supports migrant youth engagement in community, education and social initiatives. Support young migrants to participate in local, regional, national and international youth platforms, works with young migrants in Ireland and work in collaboration with established youth support organisations.

¹ Taguma, Miho. Kim, Moonhee. Wurzburg, Gregory. Kelly, Frances (2009) *Reviews of Migrant Education: Ireland*. Published by OECD p.18

² Education Act, 1998

According to Census 2011, there are currently 196 nationalities among non-Irish living in Ireland accounting for about 544,357 of the population, which represents 12%. It also indicates that among this number there are 78,569 children and 68,187 teenagers representing about 27%.

The conference “*Education in Ireland – Challenges and Opportunities for Migrants*” NCP organised in partnership with SIRIUS European Policy Network. On 1st January 2014 NCP officially joined SIRIUS which is a European Policy Network on the education of children and young people with a migrant background. It is a European platform that brings together key stakeholders in migration and education from around Europe, including policy makers, researchers, practitioners and representatives of migrant communities. SIRIUS transfers knowledge and influences policy developments in order to help pupils from a migrant background achieve the same educational standards as their native peers.

Conference Overview

The conference “*Education in Ireland – Challenges and Opportunities for Migrants*” took place on 23rd October 2014 in the Mansion House in Dublin. The conference ran from 11.00am to 3.00pm and was structured in two parts. The first half of the conference consisted of presentations and in the second half those who attended were put into three groups for discussions led by facilitators. After these discussions each facilitator gave a brief presentation on the main issues raised in the discussions.

Aim of Conference

NCP proposed to explore new initiatives to involve parents from migrant backgrounds and migrant organizations in the formulation of policies in Ireland to enhance and increase the capacity of migrant parents to become actively involved in their children’s education and inform policy at both school and national level. The conference hosted invited all stakeholders to reflect on the issues and share/learn from experiences in a broader EU context, in an attempt to enable stakeholders to explore policy requirements leading to greater inclusion of parents from migrant backgrounds in their children’s education at policy and practice levels.

The aim of this conference was to bring together policy makers, educators, migrant grassroots organisations and parents to engage in conversations on the challenges and opportunities for migrants being educated in Ireland. The desired outcome of the conference was to improve structures to allow migrant grassroots organisations and parents to influence policy decisions in the education sector and to improve educational outcomes for children from migrant backgrounds.

Conference Agenda

11.00 - 11.40	Registration / Networking / Coffee
11.40 - 11.50	Welcome – The Lord Mayor of Dublin Councillor Christy Burke
11.50 - 12.05	Overview of NCP, SIRIUS and Conference Sevak Khachatryan – NCP Youth and SIRIUS Ireland Coordinator
12.05 - 12.30	Current Situation of Migrant Education in Ireland Caitriona O’Brien – Department of Education and Skills
12.30 - 13.00	Challenges and Opportunities for Migrants Being Educated in Ireland Ebun Akpoveta – Author / Motivational Speaker / Migrant Parent
13.00 - 13.45	Lunch
13.45 - 14.30	Group Discussions / Coffee Group 1: Language Barriers Group 2: Social Integration Group 3: Migrant Parents in Irish Education System
14.30 - 14.45	Group Presentations
14.45 - 15.00	Conclusion Anca Lupu, NCP General Manager

Presentations

At 11.45am the Lord Mayor, Councillor Christy Burke, opened the conference with a speech which not only outlined the aims of the conference but also very much articulated the Lord Mayor's personal experience with new communities in Ireland. He expressed how privileged he feels when opening any conference regarding education but in particular when it is in relation to the new Irish and new communities:

“It is heartening as Lord Mayor or indeed as any Irish citizen to visit schools and clubs and to see the new Irish. It is a pleasure to be among them.”³

The Lord Mayor, drawing from his own experience, expressed how something he had noticed about migrants in Ireland was their fantastic attitude towards Irish society, their desire to be part of the entire structure of this society, and in particular their want to integrate and be part of the community.

Overview of NCP, SIRIUS and Conference

Shortly after the Lord Mayor NCP Youth and SIRIUS Ireland Coordinator Sevak Khachatryan welcomed everyone and introduced the agenda and overview of the conference. Sevak Khachatryan talked about NCP's background, including mission, objectives and when it was established. Sevak also talked about the cooperation with SIRIUS and gave general information about the network and future plans.

Current Situation of Migrant Education in Ireland

After the Sevak Khachatryan's presentation Caitriona O'Brien, who attended the conference as a representative of the Department of Education and Skills, gave a presentation on the education system in Ireland. O'Brien's presentation outlined⁴:

Basic Principles

- Ireland's conformance with the European Union's basic Principles for Immigration Integration Policy in the EU, which states that:

³ Taken from the Lord Mayor, Councillor Christy Burke's speech at the conference.

⁴ The notes that follow are those taken from Caitriona O'Brien's PowerPoint presentation presented at the conference.

“Efforts in education are critical to preparing immigrants and particularly their descendants, to be more successful and more active participants in society.”

- The mission of the Department of Education and Skills in Ireland which is to:
 - “Provide for high quality education which will enable individuals to develop their full potential and to participate fully as members of society, and contribute to Ireland’s social, cultural and economic development.”
- How migrant students are catered for in the context of this mission and of national immigration legislation and policy.

The Intercultural Educational Strategy

- The Intercultural Educational Strategy covers the period 2010-2015 and has two keys goals:
 - To ensure that all students experience and education that “respects the diversity of values, beliefs, languages and traditions in Irish society and is conducted in a spirit of partnership.”
 - And to ensure that all education providers are assisted with ensuring that inclusion and integration within an intercultural learning environment become the norm.
 - “The IES is about thinking, planning and doing things differently, conscious of diversity and the need to create intercultural learning environments. It is not about radical change and is not resource intensive. It requires respect for difference, and a concerted and evolving change of attitude.”
- Intercultural Education Strategy – Five High Level Goals:
 - Enable the adoption of a whole institution approach to creating an intercultural learning environment;
 - Build the capacity of education providers to develop an intercultural learning environment;
 - Support students to become proficient in the language of instruction;
 - Encourage and promote active partnership, engagement and effective communication between education providers, students, parents and communities;
 - Promote and evaluate data gathering and monitoring so that policy and decision-making is evidence based.

Primary and Post-Primary Schools

- All migrant children are entitled to access primary and post-primary education and to receive additional resources based on identified educational need;
- Schools accept all children provided they have places available;
- School admission policies are available to parents on request;
- Education (Admission to School) Bill 2013 provides for changes to some current policies in school enrolment including charging of admission fees, conducting interviews with parents and children prior to enrolment and limiting the period in which applications for admissions are accepted

School Governance

- Schools are required to develop and make available to parents, a range of policies/codes of behaviour governing aspects of schools life;
- School uniform policy is a matter for individual school Boards of Management;
- The Department has advised schools that, when drawing up uniform policy, they should consult widely in the school community;
- The Department has also clearly stated that no school uniform policy should act in such a way that it, in effect, excludes students of a particular background from seeking enrolment or continuing their enrolment in a school.
- Schools generally deal with any issues that arise in relation to school uniform matters in a practical way within the school community.

Action Plan on Bullying

- Action Plan on Bullying was launched in Jan 2013 promotes positive school culture and climate – and provides a shared understanding of what bullying is and its impact.
- School wide approach with effective leadership
- School Anti-bullying policies
- Consistent recording of reported bullying behaviour
- Education and training for teachers and parents
- Prevention strategies including awareness raising
- Established evidence-based strategies

English Language (EAL) Resources

- Current priority is proficiency in the host language;
- EAL resources are designed to allow individual students participate in mainstream education on a par with their peers.
- System of language support allocation reformed in 2012 by combining resources for high incidence special needs education and language support into a single simplified allocation process – the General Allocation Model (GAM).
- Schools have autonomy on how to deploy resources depending on their specific needs;
- Schools with high concentrations of pupils requiring language support may receive additional teaching posts;
- Additional temporary language support may also be provided on the basis of appeals to the Staffing Appeals Boards.

School Curriculum

- Literacy and Numeracy Strategy – age appropriate learning and additional supports for students learning English as an additional language;
- Junior Cycle Reform – new opportunities for teaching and learning other languages and cultures, including Short Courses;
- NCCA Intercultural Guidelines for Primary and Post-Primary Schools;
- A core element of the Social Personal Health Education Curriculum in schools is the fostering and development of the positive attitudes towards diversity and celebrating difference.
- School text books are not published by the DES.
- Funding for School Book rental schemes available to schools

Teacher Education

- Teaching Council - Statutory role for regulation of teaching profession
- Codes of professional conduct for teachers
- Initial Teacher Education (ITE) providers and student teachers should have regard to, and adapt their practice, in the context of any curricular or sectoral developments.
- Mandatory elements of ITE include:

- Inclusive Education including Multiculturalism/Diversity
- Parents in Education – Co-operation and Collaboration
- Behaviour Management
- Teacher CPD – includes modules on Multiculturalism/Diversity & PDST Learning Support projects for EAL and team teaching.

Challenges and Opportunities

- Ensuring student capacity in the language of instruction – particularly at second level;
- Data collection – ensuring the availability of adequate data to inform evidence-based policy-making;
- Developing policy in relation to second and third generation migrants;

Challenges and Opportunities for Migrants Being Educated in Ireland

The second presentation was given by Ebum Akpoveta who is an author, motivational speaker and migrant parent. Akpoveta suggested that one of the main challenges facing migrants in Ireland today is an identity crisis. According to Akpoveta there are different aspects of this crisis. One being the two different spheres that migrant children inhabit in their everyday life. First there is the home sphere. At home the parent's language of origin is often the predominant one. It is also not uncommon for two different languages to be spoken as the mother and father may be from different countries. Second there is the school sphere where English is primarily spoken. The child will also recognise two different cultures in each sphere which facilitate different behaviour. It would seem that often migrant children are growing up in two almost different worlds simultaneously.

Another aspect of the identity crisis that Akpoveta refers to is a dilemma involving the recognition of difference. Akpoveta expressed how on the one hand migrants want their ethnicity recognised and taken into consideration as this can be necessary to aid in educational needs. However, on the other hand, migrants do not want their ethnicity recognised as it can stigmatise and exclude them.

Akpoveta also refers to what she calls "Culturally Sensitive Hearing." To define this term she uses the example of typical Irish pub talk where it is quite common for people to ask each other: "Where are you originally from?" This may be an innocent question asked merely out

of curiosity but according to Akepoveta, migrants may be sensitive to such questions as it implies that they are outsiders or not part of the Irish community.

Akepoveta expressed how difficult it is for migrants to integrate into a new society, particularly when they are at a young age and only finding their identity. Integration requires a delicate balance of the two spheres previously mentioned. According to Akepoveta this is a challenge and efforts to integrate can often feel like rejecting one's heritage.

Group Discussions

For the group discussions those who attended the conference were divided into three groups to discuss three chosen topics. The group discussions were led by facilitators who were each allocated a topic. The facilitators rotated between groups so that each was given the opportunity to give their opinion on all topics. The facilitators then gave a brief presentation on the main issues addressed in the discussions. The topics were chosen as from the research conducted into migrants in the education system they seemed the most relevant to the Irish case. The topics were: Language Barriers, Social Integration and Migrant Parents in the Irish Education System.

Language Barriers

- The majority of migrant students in Ireland come from a non-English speaking background.
- Language difficulties will affect academic progress and social integration.
- Currently the main approach for addressing this issue is withdrawal from regular classes to attend additional English language support classes.
- Is this approach effective?
- As migrant students spend the bulk of their school day in regular classes non-specialist subject teachers play a highly significant role.
- Should mainstream teachers be trained to cope with linguistic and cultural challenges in the classroom rather than relying solely on EAL teachers?
- This would require substantial investments in training.
- Would it be effective?
- Is there any other effective approach?

Social Integration

- It can be difficult for any school going child to make new friends when moved to a different environment.
- Migrant students are often seen as socialising among themselves.
- Do language and cultural barriers play a role in this?
- Are children nowadays familiar with migration and more accepting of newcomer students?
- Is this more of an issue in rural areas where there are not as many migrant families?
- Is there anything that can be done to help migrant students integrate more successfully?
- Some migrant students may experience bullying on the grounds of nationality or ethnicity.
- Is there more that can be developed in place in schools that is not already to prevent this from happening?

Migrant Parents in the Irish Education System

- Migrant parents need to be fully informed in decisions about their children's education.
- Newly arrived migrant families should be made aware of the overall education system and the quality of schools so as to be able to make well-informed decisions about their children's education.
- Is this happening in Ireland today?
- If so could the circulation of this information be improved?
- Should schools take a more active role in circulating such information?
- What would be the benefit of monitoring the effectiveness of these measures?
- Are migrant parent's involvement in their children's education hindered due to language and cultural barriers?
- If so, what could be done to improve this situation?

Facilitator Presentations / Main Issues

Language Barriers

Linguistic and cultural barriers are evident in the Irish education system today. As the main approach for addressing this issue is withdrawal from regular classes to attend additional English Language support classes, children may feel labelled as different and singled out. The system is changing, different schools and groups are trying new approaches and it is important that successful models are identified and that these models are fed back to the policy makers so that they may be standardised across the education system.

St. Mark's Junior School's approach to language barriers was suggested as a successful model during the discussions. In many cases migrant parents may have difficulty helping their children with homework due to language barriers. These parents may not have the finances to take English Language classes while simultaneously paying for childcare while they attend these classes. St. Mark's Junior School came up with a solution to this problem. The parents bring their children to school and stay at the school where they can attend additional language classes which take place while their children are in class. This model not only provides English Language classes for migrant parents free of childcare which will help them to play a vital role in educating their children but it also engages parents by creating a closer relationship between them and their children's school.

Social Integration

The presentation on this topic stressed the need for new, creative approaches rather than continuing down old routes. Suggestions included relationship building between parents and the school administration. Migrant parents don't know what they are introducing their children to when they send them to school in a foreign country. They do not know if their culture and heritage will be appropriately respected. The school must diminish these fears by bringing these issues up with parents. It was also suggested that schools should recognise important dates in other religions.

Migrant Parents in the Irish Education System.

Feedback on this topic reflected how important it is for teachers, as professionals, to take responsibility to recognise and accommodate the diversity in their schools. Challenges hindering migrant parent's involvement in their child's education again include cultural and practical barriers. Parent / Teacher meetings were the main issues addressed in this discussion. It was suggested that the organisation of these meetings should be culturally sensitive. In some cases having the meetings in the morning rather than the evenings may be more appropriate as in some cultures evening meetings exclude women. In some Eastern European countries, parents do not go in for meetings as they are not involved to this extent. On the practical side, it was also suggested that parents may be working or studying it is not always possible for them to attend meetings with teachers at the scheduled times and perhaps there should be more flexibility. An issue raised by a migrant parent in the discussion was how in their country of origin parents were given the curriculum as it was to be implemented day by day. The parent found that in the Irish Education System they are left in the dark on what their children are learning in school.

Conclusion

Overall the conference was a success as it achieved what it had aimed to do. It brought together migrant parents, policy makers and grassroots organisation to discuss the challenges and opportunities facing students being educated in Ireland today. The enthusiasm shown from all parties really illustrated how far Ireland has come and how far we still have to go in accommodating and catering for the new Irish.

Before the 23rd of October 2014 the conference was promoted at the social media and local radio station (Dublin City FM). The participants, who attended the conference came really prepared for the group discussions and showed big interest for the conference. The conference has also received a lot of positive feedbacks from the participants (see participants list below) and most of them requested to receive copy of the presentations / report and wanted follow up information after the conference. The conference also showed that we need to address on these issues more often at the national level and next time organise it for bigger audience, considering that there was a huge interest from the organisations, school and parents to attend the conference.

Participants

No	NAME OF THE ORGANISATION	REPRESENTATIVE
1	NCCA – National Council for Curriculum Assessment	Denise Kelly
2	MPEB – Muslim Primary Education Board	Asiya Al-Tawash
3	Integration Centre Ireland	Justyna Szewczyk
4	Child and Family Agency	Christabel O'Connor
5	Child and Family Agency	Barbara Monaghan
6	Child and Family Agency	Metasebia Keretu
7	Immigrant Council of Ireland	Teresa Buczkowska
8	Léargas	Ivanna D'Arcy
9	CDETБ Separated Children's Service	Jessica Farnan
10	CDETБ Separated Children's Service	Moira Kelly
11	CDETБ Separated Children's Service	Dara Moriarty
12	CDETБ Separated Children's Service	Jillian Teresa Frayne
13	ESRI – The Economic and Social Research Institute	Egle Gusciute
14	YPAY – Young People at Rick	Patrick Gate

15	Community Service Advocacy Support Worker	Margaret McKearney
16	ELSTA - English Language Support Teachers' Association	Lorraine Downey
17	UNHCR	Jody Clarke
18	Romanian Community	Mirela Manea
19	Moldova Vision	Galina Negru
20	Pavee Point	Gabriela Muntean
21	ISPCC	Siobhan Harvey
22	National Parents Council Primary	Deirdre Sullivan
23	St. Mary's School	Threse Cahill
24	St. Mark's Junior School	Ann Ryan
25	St. Mark's Junior School	Dee Ni Bhroin
26	Oatland Primary School	Barbara O'Connell
27	The Muslim National School - Principal	Bernadette Brennan
28	NYP2	Fergus McCabe
29	Author / Motivational Speaker	Ebun Akpoveta
30	The Platform	Koketso Mohotloane
31	Independent Consultant	Anne Garvey
32	Independent Consultant	Gilbert Storrs
33	"English Support Teachers" programme	Lauren Calmus
34	Migrant Rights Centre Ireland	Pablo Rojas Coppari
35	Department of Education and Skills	Maura Bourke
36	Migrant Family Support Services	Daniela Jurj
37	NCP – New Communities Partnership	Anca Lupu
38	NCP – New Communities Partnership	Laura Kersulyte
39	NCP Youth Ireland	Damilola Oduwole
40	NCP Youth Ireland	Hayley Kavanagh
41	NCP Youth Ireland	Sevak Khachatryan
42	Department of Education and Skills	Caitriona O'Brien
43	Department of Education and Skills	Maura Bourke
44	Citizenship Application Support Services	Giorgio Filipp

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<http://www.irishstatutebook.ie/1998/en/act/pub/0051/sec0007.html#sec7> (accessed 06/11/2014)
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NCP ANALYTIC REPORT ON

“THE CURRENT SITUATION OF MIGRANT EDUCATION IN IRELAND”

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53 UPPER DORSET STREET, DUBLIN 1, IRELAND**

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Introduction

In the last two decades Ireland has experienced an unprecedented increase in migrant families from a number of different countries moving to Ireland with school-age children. This recent rapid immigration has resulted in diverse groups of migrant children integrating into what was almost an exclusively white Irish school population. In Ireland “inclusive, high quality education for all students” is the objective of the educational system.¹ Understanding the needs of migrant children in the education system is essential as they form a sizable proportion of the student body and also because schools have an important role to play in supporting these students and their parents.

This report was conducted by NCP in partnership with SIRIUS European Policy Network. The report outlines the structure of the education system in Ireland, the patterns of migration into Ireland and government provisions that have been made thus far in regards to the situation of migrant education in Ireland.

New Communities Partnership (NCP) is an organisation led by community members for community members and the issues that we are addressing are grounded in their own lived experiences. The organisation enables ethnic minority communities to engage with all aspects of Irish social, political and cultural life on an equal footing, thereby maximizing the leadership capacity within new communities. NCP facilitates policy makers at local, national and EU levels to communicate directly with new communities through an organised and cohesive structure of nationwide integration forums comprising 175 community groups.

On 1st January 2014 NCP officially joined SIRIUS which is a European Policy Network on the education of children and young people with a migrant background. SIRIUS is a European platform that brings together key stakeholders in migration and education from around Europe, including policy makers, researchers, practitioners and representatives of migrant communities. SIRIUS transfers knowledge and influences policy developments in order to help pupils from a migrant background achieve the same educational standards as their native peers.

¹ Taguma, Miho. Kim, Moonhee. Wurzburg, Gregory. Kelly, Frances (2009) *Reviews of Migrant Education: Ireland*. p.18

Education System in Ireland

The Irish Education System is made up of: Early Childhood, Primary, Post-Primary, Further Education and Training, and Higher Education. In Ireland education is compulsory for children from the age of six to sixteen or until students have completed three years of second-level education. State-funded education is available at all levels, excluding those who wish to attend a private institution.²

Early Childhood

The compulsory school age in Ireland is 6 and all forms of pre-primary education are optional. In primary schools early education is provided in infant classes. Early childhood education and care services in Ireland are delivered outside the formal education system by a diverse range of private, community and voluntary interests such as crèches, nurseries, pre-schools, playgroups and day-care services. Government investment in such provision is primarily implemented by the Department of Children and Youth Affairs with the exception of specific pre-primary services which are funded by the Department of Education and Skills. These include:

- The Early Start Programme, a pre-primary initiative in designated areas of urban disadvantage, for children who are at risk of not succeeding in education.
- The Rutland Street Project, a programme in a Dublin inner city community.

In January 2010, the free Pre-School Year scheme was introduced and is being administered by the Department of Children and Youth Affairs. In this scheme, all children aged between 3 years 2 months and 4 years 7 months in September of the relevant year are entitled to voluntary participation in a free pre-school year in the year prior to starting primary school.³

² Citizens Information (2014) *Overview of the Irish Education System*

³ Department of Education and Skills (2014) *Early Childhood/Pre-School*

Primary

The primary education sector includes state-funded primary schools, special schools and private primary schools. The state pays the bulk of the building and running costs of state-funded primary schools, but a local contribution is made towards their running costs. Teachers' salaries are paid by the Department of Education and Skills, and the schools are inspected by the Department's Inspectorate. The compulsory school age in Ireland is 6 but children from the age of four can be enrolled in infant classes in primary schools. Primary education consists of an eight year cycle: junior infants, senior infants, and first to sixth classes. The curriculum for primary education covers the following key areas: Language – Irish and English, Mathematics, Social, Environment and Scientific Education, Arts Education, Physical Education and Social, Personal and Health Education.⁴

Post-Primary

The post-primary education sector comprises secondary, vocational, community and comprehensive schools. Secondary schools are privately owned and managed. Vocational schools are state-established and administered by Education and Training Boards (ETBs), while community and comprehensive schools are managed by Boards of Management of differing compositions. Post-Primary education is available to all children with a primary school education and consists of a three-year junior cycle followed by a two or three-year senior cycle depending on whether an optional Transition Year is taken following the junior certificate examination. Transition Year is free from formal examinations and allows students to experience a range of educational inputs, including work experience. Students usually begin the Junior Cycle at the age of 12. The Junior Certificate Examination is taken after three years. The Senior Cycle caters for students in the 15 to 18 year age group. During the final two year of the Senior Cycle, students take one of three programmed, each leading to the Leaving Certificate Examination. These three programmes are as follows: the established Leaving Certificate, the Leaving Certificate Vocational Programme or the Leaving Certificate

⁴ Department of Education and Skills (2014) *Primary Education*

Applied. The established Leaving Certificate is the main basis upon which places in universities, institutions of technology and colleges of education are allocated. The Leaving Certificate Vocational Programme concentrates on technical subjects and includes additional modules that have a vocational focus. The Leaving Certificate Applied Programme has as its primary objective the preparation of participants for adult and working life through relevant learning experiences. The Leaving Certificate Applied is not recognised for direct entry to third-level courses but it can enable students to take Post-Leaving Certificate courses.⁵

Further Education and Training

Further Education is education and training that occurs after Post-Primary Education but is not part of the Third Level or Higher Education system. There are a number of providers of Further and Adult Education and Training and a wide variety of schools, organisations and institutions are involved in the delivery of continuing education and training for young school leavers and adults. Programmes include: Post-Leaving Certificate courses, The Vocational Training Opportunities Scheme, Youth Reach, other literacy and basic education, and self-funded evening adult programmes in second-level schools.⁶

Higher Education

Higher education consists of a number of sectors. The university sector, the technological sector and the colleges of education are substantially funded by the State. In addition there are a number of independent private colleges. Higher Education in Ireland is provided mainly by 7 Universities, 14 Institutes of Technology, including the Dublin Institute of Technology and 7 Colleges of Education. In addition, a number of other third level institutions provide specialist education in such fields as art and design, medicine, business studies, rural development, theology, music and law. The 7 Universities in Ireland are autonomous and self-governing. They offer degree programmes at bachelor, masters and doctorate level. The

⁵ Department of Education and Skills (2014) *Post-Primary Education*

⁶ Department of Education and Skills (2014) *Further Education and Training*

technological sector includes institutes of technology that provide programmes of education and training in areas such as business, science, engineering, linguistics and music to certificate, diploma and degree levels. The Department of Education and Skills has overall responsibility for this sector. The Colleges of Education specialise in training for first-level teachers. They offer a three-year bachelor of education degree and a postgraduate diploma.⁷

Educational Provisions

The Department of Education and Skills (DES) provides for the education of children with special education needs through a number of support mechanisms depending on the child's assessed disability. Provision for students with special educational needs ranges from additional support in mainstream schools to specialist support in special schools. A student with a disability may be enrolled in a mainstream class with additional support, a special class in a mainstream school or a special school that caters for the students with his or her category of disability.⁸

Education at Home

Article 42 of the constitution states that parents are entitled to provide education outside of the school system if they wish, the state may not force parents to send their children to any particular type of school and parents may decide which school they wish to send their children but there is no constitutional obligation on a particular school to accept individual children. The state may require that children receive a certain minimum education; however this certain minimum has not yet been defined in legislation or in official policy. The state is obliged to provide for free primary education. It is not obliged to provide that education directly and in practice, there are some state schools but the majority of primary schools are

⁷ Department of Education and Skills (2014) *Higher Education*

⁸ Department of Education and Skills (2014) *Special Needs Education*

privately owned and largely state funded. The state is not obliged to directly provide schools but it is not prevented from doing so either.⁹

Migration Patterns in Ireland

The 2006 National Census showed that of the 4,172,013 people usually resident in the State, 420,000 (10%) were classified as non- Irish nationals. Compared with the 2002 Census, this was an increase of 87%. Demographic and economic circumstances in Ireland have changed since 2006. Ireland is now perceived as a less attractive destination for new migrants, largely due to the economic downturn. However despite this the 2011 National Census showed that of the 4,300,524 people usually resident in the State, 542,013 were classified as non-Irish nationals.

Table 1:

Migration Rates in Ireland 1987-2013														
Year Ending April	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000
	Units: 000													
Immigrants	17.2	19.2	26.7	33.3	33.3	40.7	34.7	30.1	31.2	39.2	44.5	46.0	48.9	52.6
Emigrants	40.2	61.1	70.6	56.3	35.3	33.4	35.1	34.8	33.1	31.2	25.3	28.6	31.5	26.6
Net Migration	-	-	-	-	-	+	-	-	-	+	+	+	+	+
	23.0	41.9	43.9	22.9	2.0	7.4	0.4	4.7	1.9	8.0	19.2	17.4	17.3	26.0

Year Ending April	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Immigrants	59.0	66.9	60.0	58.5	84.6	107.8	151.1	113.5	73.7	41.8	53.3	52.7	55.9
Emigrants	26.2	25.6	29.3	26.5	29.4	36.0	46.3	49.2	72.0	69.2	80.6	87.1	89.0
Net Migration	+	+	+	+	+	+	+	+	+	-	-	-	-
	32.8	41.3	30.7	32.0	55.1	71.8	104.8	64.3	1.6	27.5	27.4	34.4	33.1

⁹ Citizens Information (2014) *Teaching your Child at Home*

The table above illustrates how only in 1992 and then consistently from 1996 to 2009 were inward migration flows greater than outward migration flows. These inward migration flows stand parallel with Ireland's rapid economic growth during the period of the Celtic Tiger between 1995 and 2007 which underwent a dramatic reversal by 2008 when Ireland economy went into a recession.

“The speed of the transformation was almost without parallel, in just 15 years Ireland moved from Britain's ex-colony in the European periphery to the epitome of neo-liberal globalization. It drew in large numbers of workers – and prospective settlers – from Western and Central Europe, Africa, Asia and Latin America. The boom would have been unthinkable without the contribution of migrant workers.”¹⁰

Since 2010 outward migration flows have again increased largely due to unemployment rates.

“With the crisis of the neo-liberal financial system, the bubbles of investments and consumer demand that had fuelled Ireland's economic miracle quickly burst. By 2009, one in ten Irish workers had lost their jobs. The figure for migrant workers was much higher – one in three – and migrants were leaving in droves.”¹¹

¹⁰ Fanning, Bryan, Munck Ronaldo (2011) *Globalization, Migration and Social Transformation: Ireland in Europe and the World* p.xix

¹¹ Ibid

Table 2:

Top Birthplaces of Usual Residence in Ireland (2011)¹²	
Place	Persons
Ireland	3,758,511
England and Wales	212,286
Poland	115,193
Northern Ireland	58,470
Lithuania	34,847
United States	27,726
Latvia	19,989
Nigeria	19,780
Romania	17,995
Scotland	17,871
India	17,856

Table 3:

Main Languages Spoken in Ireland other than English and Irish¹³		
Language	No.	%
Polish	113,488	22.9
French	55512	11.2
Lithuanian	30389	6.1
German	26802	5.4
Russian	21675	4.4
Spanish	21098	4.3
Romanian	19915	4.0
Chinese	14817	3.0
Latvian	12513	2.5
Portuguese	11605	2.3

¹² Central Statistics Office (2014) *Population and Migrant Estimates*

¹³ Ibid

The Situation of Migrant Education in Ireland

As outlined above the past fifteen years have seen the transformation of Ireland from a country of net emigration to one of net immigration. Immigrants in Ireland are a heterogeneous group in terms of nationality, ethnicity, legal status and language skills, although the largest segment comes from the new EU Member States.¹⁴ Overall, immigration has benefitted Ireland economically as well as providing welcome cultural diversity. However, despite the relatively high educational profile of immigrant adults in Ireland providing vital resources to support their children's education, immigration has posed challenges for schools with little prior experience of dealing with cultural and linguistic diversity.¹⁵

As the shift in migration patterns was recent and sudden, Ireland has a less well-developed statistical basis for assessing the situation of migrant students and comparing this situation to that of native students in comparison to other countries. The sudden shift in immigration patterns in Ireland has also resulted in migrant students being segmented into two distinct categories: those whose first language is English and those whose first language is not English and therefore require English language support. Roughly one third of today's immigrant population is comprised of the first group and has been a long-standing presence in Ireland. The second group includes mostly children of immigrants who came over during the economic boom and a much smaller group of asylum seekers who are seeking residency rights. Because of the late arrival of the second group, Ireland does not yet have many second-generation immigrant students.¹⁶

¹⁴ Smyth, Emer. Darmody, Merike. McGinnity, Frances. Byrne, Delma (June 2009) *Adapting to Diversity: Irish Schools and Newcomer Students* Published by: The Economic and Social Research Institute

¹⁵ Ibid

¹⁶ Taguma, Miho. Kim, Moonhee. Wurzburg, Gregory. Kelly, Frances (2009) *Reviews of Migrant Education: Ireland*. p.18

In Ireland “inclusive, high quality education for all students” is the objective of the education system.¹⁷ According to the Education Act, 1998 the statutory role of the Minister of Education is to ensure:

“that there is made available to each person resident in the State, including a person with a disability or who has other special educational needs, support services and a level and quality of education appropriate to meeting the needs and abilities of that person”¹⁸

Ireland conforms to the European Union’s basic Principles for Immigrant Integration Policy in the EU, which states that:

“Efforts in education are critical to preparing immigrants and particularly their descendants, to be more successful and more active participants in society.”¹⁹

The mission of the Department of Education and Skills in Ireland is to:

“Provide for high quality education which will enable individuals to develop their full potential and to participate fully as members of society, and contribute to Ireland’s social, cultural and economic development.”²⁰

Migrant students are catered for in the context of this mission and of national immigration legislation and policy. Since the 1990s the government has introduced policies and procedures to promote equality and inclusion in education for all students.

¹⁷ Ibid

¹⁸ Education Act, 1998

¹⁹ European Commission (2014) *European Website on Integration: Common Basic Principles*

²⁰ No Author Listed (2010) *Department of Education and Skills: Annual Report 2010*

The Equal Status Act

The Equal Status Act 2000 came into force on the 25th October 2000 and was amended by the Equality Act 2004 on the 19th July 2004. The Equal Status Act promotes inclusiveness and diversity. The aims of the Equal Status Acts are:

- Promote equality;
- Ban certain kinds of discrimination across nine grounds;
- Ban sexual harassment and harassment;
- Ban victimisation;
- Promote ‘reasonable accommodation’ of people with
- Disabilities;
- Allow a broad range of positive action measures.²¹

It opposes discrimination based on the following 9 grounds: Gender, Civil Status, Family Status, Age, Race, Religion, Disability, Sexual Orientation, and Membership of the Traveller community. Among others, the act applies to people who attend at, or are in charge of, educational establishments.²²

School Patronage

While the State provides for free primary education, schools are established by patron bodies that define the ethos of the school and appoint the board of management to run the school. In Ireland there are a number of patron bodies in the primary sector. Examples of schools include: An Foras Pátrúnachta Schools, Catholic schools, Church of Ireland National Schools, Educate Together Schools, Community National Schools, Model Schools, National

²¹ No Author Listed (2000) *Your Equal Status Rights Explained: Plain English Guide to the Equal Status Acts 2000-2001*

²² Ibid

Learning Network Schools, and Redeemed Christian Church Schools. However, 96 per cent of primary schools are owned and under the patronage of religious denominations and approximately 90 per cent of these schools are owned and under the patronage of the Catholic Church.²³

An Foras Pátrúnachta is Ireland's largest patron of Irish medium schools and may be considered ethnically exclusive as the structure and running of its schools focuses largely on Irish language, traditions and culture. Church of Ireland and Catholic primary schools may also be deemed rather exclusive in terms of religious beliefs as the curriculums seek to bring children to celebrate God and Jesus Christ. Schools under the patronage of Educate Together and Community National Schools are more concerned with celebrating the diversity of 21st century Ireland and supporting children's moral and spiritual development rather than focusing on their religious application.²⁴

In 2011, the Minister for Education and Skills established an expert group to consult with people and to make recommendations on how primary schools can become more inclusive of different traditions, religions and beliefs. In June 2012, in response to these recommendations the Minister started a new process to look at the possible transfer of some schools under the patronage of the Catholic Church to other school patron bodies in 44 areas. The level of demand from parents/guardians for a wider choice of school type in these areas will be identified and used to consider what changes could be made.²⁵

School Governance

All migrant children in Ireland are entitled to access primary and post-primary education and to receive additional resources based in identified educational needs. Schools accept all children provided they have places available and school admission policies are available to

²³ Department of Education and Skills (2014) *Diversity and Patronage*

²⁴ Ibid

²⁵ Ibid

parents on request. The Education (Admission to School) Bill 2013 provided for changes to some current policies in school enrolment including charging of admission fees, conducting interviews with parents and children prior to enrolment and limiting the period in which applications for admissions are accepted. Schools are required to develop and make available to parents, a range of policies/codes of behaviour governing aspects of school life. School uniform policy is a matter for the individual Boards of Management; however, the Department of Education and Skills has advised that, when drawing up uniform policy, they should consult widely in the school community. The Department has also clearly stated that no school uniform policy should act in such a way that it, in effect, excludes students of a particular background from seeking enrolment or continuing their enrolment in a school. Schools generally deal with any issues that arise in relation to school uniform matters in a practical way within the school community.

Teaching English as an Additional Language (EAL)

English as an Additional Language is designed to allow individual migrant students participate in mainstream education on a par with their native peers. In 2005, The National Centre for Curriculum and Assessment (NCCA) released a guide for primary school teachers teaching English as an additional language to students for whom English is not their first language. This report outlines ways in which the teacher can teach in order to make the lesson more accessible for immigrant students. Intercultural education, according to the National Council for Curriculum and Assessment (NCCA) has the following defining characteristic:

“It is education which respects, celebrates and recognises the normality of diversity in all areas of human life. It sensitises the learner to the idea that humans have naturally developed a range of different ways of life, customs and worldviews, and that this breadth of human life enriches all of us. It is education, which promotes equality and human rights, challenges unfair discrimination, and promotes the values upon which equality is built.”²⁶

The Rationale behind teaching English as an additional language is that:

²⁶ NCCA (2014) *Inclusion – English as an Additional Language*

“All children should be enabled to access all of the subject areas in the Primary School Curriculum. The child for whom English is an additional language should have access to appropriate support structures and resources which will enable him/her to engage to his/her fullest potential with the curriculum. Providing guidelines for teachers and schools who have children in their classrooms for whom English is an additional language will enable them to support the learning of these children.”²⁷

The Department of Education and Skills provides additional educational resources for pupils who are learning English as an additional language in primary and post-primary schools. Schools have autonomy on how to deploy resources depending on their specific needs. The resources allocated to schools with pupils who require English as an additional language (EAL) support can be additional teachers or financial assistance. Additional temporary language support may also be provided on the basis of appeals to the Staffing Appeals Board. From 2007 to September 2009, schools with more than 14 EAL students were entitled to additional temporary teachers.²⁸ The change in the allocation of language support to schools in May 2007 which appointed language support teachers to assist schools in providing additional language support teaching for pupils was considered to have enhanced provision across a number of schools with a number of schools assembling a dedicated and skilled team of language support teachers. However, many schools did report difficulties in recruiting trained language teachers and commented on the lack of professional development for mainstream teachers.²⁹

The system of language support allocation reformed in 2012 by combining resources for high incidence special needs education and language support into a single simplified allocation process – the General Allocation Model (GAM).

²⁷ Ibid

²⁸ Citizens Information (2014) *Resources for non-English-speaking pupils*

²⁹ Smyth, Emer. Darmody, Merike. McGinnity, Frances. Byrne, Delma (June 2009) *Adapting to Diversity: Irish Schools and Newcomer Students*

Intercultural Education Strategy (IES)

In September 2010, the Department of Education and Skills and the Office of the Minister for Integration launched Ireland's first Intercultural Education Strategy (IES).³⁰ The origin of the Intercultural Education Strategy lies in a Government commitment at the World Conference against Racism in Durban (2001) to develop and implement a National Action Plan against Racism (NPAR). One of the NPAR's ten outcomes for the education sector was the development of an Intercultural Education Strategy. This Strategy covers the period 2010-2015 and had two key goals: To ensure that all students experience and education that "respects the diversity of values, beliefs, languages and traditions in Irish society and is conducted in a spirit of partnership."³¹ And to ensure that all education providers are assisted with ensuring that inclusion and integration within an intercultural learning environment become the norm.³²

"The IES is about thinking, planning and doing things differently, conscious of diversity and the need to create intercultural learning environments. It is not about radical change and is not resource intensive. It requires respect for difference, and a concerted and evolving change of attitude."³³

The Intercultural Education Strategy contains five high level goals of intercultural education, these goals are as follows:

- To enable the adoption of a whole institution approach to creating an intercultural learning environment;
- To build the capacity of education providers to develop an intercultural learning environment;
- To support students to become proficient in the language of instruction;
- To encourage and promote active partnership, engagement and effective communication between education providers, students, parents and communities;

³⁰ No Author Listed (no date) *Intercultural Education Strategy 2010-2015*

³¹ Education Act, 1998

³² No Author Listed (no date) *Intercultural Education Strategy 2010-2015*

³³ Ibid

- To promote and evaluate data gathering and monitoring so that policy and decision-making is evidence based.³⁴

Action Plan on Bullying

In January 2013 an Action Plan on Bullying was launched to promote positive school culture and climate and to provide a shared understanding of what bullying is and its impact. According to the Report of the Anti-Bullying Working Group to the Minister of Education and Skills:

“Bullying is a relationship of violence involving practices of domination that strip another person of the capacity for agency, using interventions carrying the sustained threat of harm.”³⁵

High risk groups of bullying include children for ethnic minorities and migrant groups. This type of bullying falls into the category of ‘prejudice based’ or ‘identity based’ bullying. These terms account for the fact that students may be more vulnerable to bullying because of prejudices, stereotyping and stigma against people with certain identities:

“A significant proportion of bullying in schools is not merely behavioural, but is rooted in lack of respect for diversity and in social inequalities, both of which have their foundation in wider society.”³⁶

The Action Plan on Bullying focuses on the prevention of bullying through: School anti-bullying policies, consistent recording of reported bullying behaviour, education and training for parents, prevention strategies including raising awareness campaigns and established evidence based strategies.

³⁴ No Author Listed (no date) *Intercultural Education Strategy, 2010-2015*

³⁵ No Author Listed (2013) *Action Plan on Bullying: Report of the Anti-Bullying Working Group to the Minister of Education and Skills* p.16

³⁶ *Ibid* p.21

Asylum Seekers / Direct Provision

Under the Education (Welfare) Act, 2000, all children and young people, including asylum seekers, are entitled to free primary and post-primary school education. Education for these students is compulsory from age 6 to 16 or until students have completed three years of post-primary education.³⁷

While free education is provided for all children of a primary or post primary age, often the parents of children living in direct provision are not given sufficient financial support to allow their children to fully participate in school and extra-curricular life.³⁸ Adult asylum seekers are afforded €19.10 a week in a direct provision allowance while their children's allowance is €9.60. The expenses associated with children going to school can be a major burden to parents in direct provisions as they cannot always afford the items which the school requires their children to have. Parents may sometimes rely on charitable help but this is not always available and in many cases the child must simply go without.³⁹

Also, due to the nature of the direct provisions system, the RIA reserves the right to transfer residents without consent or prior notice. Transfers can take place during the school year. This can have devastating effects on a child's academic life as they would have settled into a particular school and formed relationships with schoolmates and teachers.⁴⁰

“While the State may not be discriminating directly against these children (asylum seekers), the reality is that they are suffering ‘educational disadvantage’ due to the difficult economic circumstances in which they are required to live while their parents and their own status is regularised.”⁴¹

While free education is provided for children living in direct provision the right to education for their adult counterparts is much more restricted. Adults do have access to some basic language and FETAC (Further Education and Training Awards Council) courses. They are also permitted to apply for third level education but they cannot access this education as they do not qualify for the free fees initiative and they would be required to pay full fees as a non-

³⁷ Citizens Information (2014) *Services and entitlements for people seeking asylum in Ireland*

³⁸ No Author Listed (2009) *One Size Doesn't Fit All: A legal analysis of the direct provisions and dispersal system in Ireland, 10 years on* p.124

³⁹ Ibid p.125

⁴⁰ Ibid p.124

⁴¹ Ibid p.125

EU national. This has a particularly negative effect on those who finish their Leaving Certificate and cannot accept any course they are offered because of the cost. The policy also has a major impact on those who are permitted to live in designated accommodation while they remain in full time education. Without being able to accept a place on a third level course, these people are required to leave their accommodation and move to mainstream direct provision accommodation.⁴²

“Being denied the right to work and having limited access to educational or training opportunities results in individuals becoming deskilled and unmotivated.”⁴³

Student Fees

Under the free fees initiative, undergraduate students are entitled to free third-level education in that they do not have to pay tuition fees to attend college. To qualify for free fees, students must meet the criteria with regards to Residency, Nationality and Immigration Status, and Course Requirements.⁴⁴ Students may also be eligible for financial support through grants under the Student Support Act 2011. Student grants are divided into maintenance grants, fee grants and the postgraduate contribution. Eligibility for these grants is processed by way of means testing.⁴⁵

Immigrants may be qualify for free third-level education and student grants provided they meet one of the following requirements, they must be:

- A citizen of an EEA member state or Switzerland
- Have official refugee status
- Be a family member of a refugee and been granted permission to live in the State
- Be a family member of an EU national and have permission to live in the State with a stamp “4EUFAM” on their residence card
- Have been granted humanitarian leave to remain in the State
- Have permission to remain following a determination not to make a deportation order

⁴² Ibid p.126

⁴³ No Author Listed (2009) *One Size Doesn't Fit All* p.127

⁴⁴ Citizens Information (2014) *Third-level student fees and charges*

⁴⁵ Citizens Information (2014) *Student Grant Scheme*

- Have permission to remain in the State by virtue of marriage, or civil partnership with, an Irish national living here or be the dependent child of a person with such permission.⁴⁶

Although eligible student's tuition fees are paid for by the Department of Education and Skills, most colleges charge an annual student contribution. This is known as a registration fee and it covers student services and examinations. The amount of the contribution varies depending on the institute. The maximum rate of the student contribution for the academic year 2014-2015 is €2,750. In the Budget 2013 it was announced that this maximum student contribution was due to rise to €3,000 in 2015-2016 and that there would be a reduction in the income threshold for those eligible for maintenance grants.⁴⁷ Students have campaigned and protested throughout the country in the led up to the potential cuts to the maintenance grant in the October Budget 2014. In this Budget it was announced that the student maintenance grant would not be cut or otherwise amended. However, the decision was made to stick to pre-planned increases in the student contribution fee.

The cost of attending third-level education can be a barrier for many people. The increase in student contribution fees and the cuts in the maintenance grants up to 2014 have created an added burden for low income families. Many migrant students feel an added strain as they may have come to Ireland alone and do not have financial support from their families.

Resources for Special Needs Students

Cuts in resources for Special needs students have been ongoing since 2011. The cuts were designed to allow schools to cater for pupils newly diagnosed with a disability during the year, but staying within the staffing cap meant new applications for support were not being granted. From September 2012, resources for students with special educational needs were cut by 15%.

“The Teachers’ Union of Ireland (TUI) has described the latest cut in resource hours

⁴⁶ Citizens Information (2014) *Third-level student fees and charges*

⁴⁷ Ibid

for students with special educational needs as an attack on the most vulnerable within the education system.”⁴⁸

In 2013 the National Council for Special Education announced that due to an increase in demand, the support hours for children with special needs were to be reduced by 10%. While the level of resource teachers and special needs assistants at primary and post-primary level will be maintained at the previous years capped levels for the 2013/2014 period, there is an increase of some 10% in children entitled to support.⁴⁹

Conclusion

In the last two decades Ireland has been transformed from a country of net emigration to one of net immigration. This transformation has facilitated a sudden and recent shift in the formation of the student body in Ireland. Diverse groups of migrant children are integrating into what was almost an exclusively white, Irish school population. Immigration has posed challenges for Irish schools with little prior experience of dealing with cultural and linguistic diversity

Provisions have been made by the government to facilitate and cater for migrant students such as: The Equal Status Act, The Intercultural Education Strategy (IES), resources for Teaching English as an Additional Language (EAL), Educational Disadvantage programmes, and the Action Plan on Bullying. However, as the shift in migration patterns was recent and sudden, Ireland has a less well-developed statistical basis for assessing the situation of migrant students and comparing this situation to that of native students in comparison to other countries.

⁴⁸ Teachers Union of Ireland (2014) *Cut in resources for students with special educational needs 'an attack on most vulnerable'*

⁴⁹ School Days (2014) *Support Hours for Special Needs Students Cut*

This inexperience means that the Irish Education System still has challenges to overcome in relation to migrant students. These include: ensuring student capacity in the language of instruction; particularly at Post-Primary level, and data collection to ensure the availability of adequate data to inform evidence-based policy-making and developing policy in relation to second and third generation migrants.

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SIRIUS
National Meeting,
Latvia, Riga, September 3, 2014.

Summary

National meeting of stake holders, involved in migrant education processes, policies and research was held in Riga, September 3, gathering 23 participants' altogether. It was held in order to review policy implementation for almost 5 years, since March 2010, when amendment to The Education Law, which has provided the entitlement to all the children (newcomers from third countries, refugees and asylees, reemigrees) to receive mandatory basic education (till 9th grade). During diverse presentations (policy implementation analysis, recent statistics and research results, migrant student experience, media discourse and teachers' attitudes) and productive discussion, involving policy makers and implementers, moderated by policy analyst Maria Golubeva, conclusions and policy implications have been made. They have been reflected in Immigrant education Charter to be presented to Minister of Education in nearest month. Charter contains measures to be implemented both by Ministry of Education, municipalities and schools; to name a few: mother tongue support for newcomers, introduction of customized official language exams, financial support for bilingual teacher assistants, introduction and monitoring of explicit anti – discrimination policies in education system and in every school. The most urgent and critical issue identified is the lack of basic intercultural competences among teachers – this has to be solved in the nearest future.

It is worth to mention, that discussion was held bilingually – in Latvian and Russian, and that the ethnic composition of participants – persons with Russian, Afghani, and Tatar among them - reflected actual multiculturalism of Latvia.

The goal of this event was to review almost 5 years of the implementation for March 2010 amendment to The Education Law, which has provided the entitlement to all the children (newcomers from third countries, refugees and asylees, reemigrees) to receive mandatory basic education (till 9th grade). Also, one of the objectives was to review progress made in migrant education policy implementation made in Latvia since 2013, 14th May, National Round Table, as well as review, collectively edit and potentially sign Immigrant Education Charter.



Goal of the event was reached, and implications for the furthering culturally sensitive pedagogic practices in schools were made by participants – experts, policy makers/executors in the national and local scale, migrants themselves, practitioners from schools, academics. Also, progress in some areas (extensive coverage of in - service intercultural competence trainings, municipal funding for targeted measures (Riga)) and stagnation/regress in the other areas (national budget line created to support reemigrees, but not the other groups of migrant students, overall lack of cultural competence among teachers, bullying in schools) of migrant education were identified during the event.

The objective concerning potential symbolic signing of Immigrant education Charter (see annex 1) was not met. The reason was absence of responsible officials from MoES, as well as new constructive suggestions from participants regarding the draft proposal of the Charter.

Language and agenda

To make the event open and discussions available for participating persons with migrant background (GDI was represented also by Mira Tsargand, Arseniy Pavlovsky, and Alexandra Pavlovskaya) two working languages - Latvian and Russian were used. It is worth to add, that overall ethnic composition of participants was diverse: having Russian descent moderator, speakers with Afghani, Russian and Tatar descent.

Event was organized as two consecutive sessions: the first one consisted of introduction on the historic development of inclusive education strategies in Latvia and role of SIRIUS in it (Liesma Ose), Political advocacy for migrant education rights and current issues (Dace Akule, Providus), Migrant perspective on transformations in education accessibility and quality (M. Tsargand), Comparative view on migrant education processes in the Baltic and education needs of reemigrees (E. Klave, BISS), Role of teachers and media in making education accessible and culturally sensitive: issues and a way forward (E. Picukane, University of Latvia and Latvian language agency). Participants have engaged themselves into active discussion afterwards, reflecting the most actual issues, presented by the speakers.

The second part of the meeting was organized as a panel of present policy makers/executors. Parliament of Latvia - Saeima - was represented by MP D. Kazaka, Agency on national education quality (sub - structure of MoES) was represented by director I. Juhnevica, Latvian language agency was represented by deputy director D. Dalbina, and Riga Municipality by its senior officer I. Vasiljeva). Representatives of the governmental body responsible for



policy coordination at the Cabinet of Ministers (M. Simane and E. Petrovska) were among participants.

Finally Immigrant education Charter has been collectively edited. Participants have adopted the decision to introduce the final version of Charter to Minister of Education and advocate for its implementation in national policy level and at schools.

Basic content discussed during the Meeting

Dace Akule, director of public policy center Providus has focused her presentation on the history of opening up free and accessible education for migrant students in Latvia. She has emphasized, that this is a case of evidence informed policy change: the whole process has started in 2008, when comparative Latvian – Hungarian – Polish study “Learning to Welcome”, was presented by Providus. Its conclusions contained statement of the breach of basic children rights - not having free and accessible education, regarding third country nationals coming with families to Latvia. It has deserved attention from Parliamentary Committees on Human Rights and Education, and legal provision amending process has started. Dace also has mentioned tasks necessary to complete in making education policy migrant students friendly and needs – based: a) foreign student recruitment policies, b) creation of culturally sensitive services for them in higher education establishments, c) measures with a goal to integrate successful university graduates from third countries in Latvian labor market. Besides, she has emphasized the necessity of permanent cultural adaptation system for any newcomer regardless his/her age and competences. It should be cross – cutting program with age – appropriate variations of content, from kindergarten age to university level.

Mira Tsargand has presented migrant’s view on recent development in opening up and ensuring quality education for migrant students. She has emphasized good practices in policy making – adoption of National Development plan for 2014-2020 in 2012 containing funding of 39 494 EUR in 2014 for elaboration of cultural adaptation programs for reemigrees, refugees and asylees.

In her opinion still issues remain: as the most pressing issue she regards non – implementation of legal provision regarding integration of migrant students in schools, lack of actual Human rights education both in teacher training programs, as well as in the framework of social studies actually taught in schools, regardless they are in place in education standards. In her opinion



positive trend is presented by current efforts of some schools to support mother tongue of newly arrived students.

Perception of diverse student in the classroom – if his/her presence is emphasized, it could result even in more severe trauma in comparison of not having any specific attention, Mira suggested. Also, she has suggested the concept of “pushing ones into his/her ethnic past” by doing so, which would result in disintegration and return/escape into traditional ethnic culture instead of functional integration in the host society.

In her presentation **Evija Klave** has questioned Lithuanian approach to create services for 3 groups – reemigrees, asylees and refugees and third country nations, by presenting evidence of diversity of education needs, acquired recently in her recent study. Motivation to learn official language differs especially, because it is supported by families of economic migrants but is generally neglected or even opposed by families of short term residents like refugees or economic migrants from third countries. Also, findings presented by her suggest three major groups of migrants in Latvia by country of descent – Russia, Ukraine and Uzbekistan.

There is unclear situation with statistics on reemigrees, because 492 students in 2013 were reported by schools but in reality there are many more. Schools having no resources to organize cultural adaptation of students, mandatory by Law are choosing not to report the real data, because of acknowledgement of their inability to ensure targeted measures from their own resources (since 2012 regulations of Cabinet of Ministers are entitling all new coming students to culturally sensitive adaptation with zero funding following).

Also, teachers, according to findings are not eager to develop their intercultural competences – only 6% of preschool administrators and 14% of pedagogues have learned intercultural communication in further education /professional fulfillment system.

E. Klave has questioned targeted measures approach decided by the government instead of introduction of whole inclusive framework in education. It has pushed the whole burden to municipalities and schools, having now little resources but huge responsibility in migrant education implementation. Also, lack of intercultural competence among teachers in her perception is the major issue, which makes intercultural education/communication training indispensable both in pre – service as well as in – service teacher training.



Dr. paed. **E. Picukane** has constructed her presentation on the issues of relations between media discourse, teacher attitudes and actual services for migrant students. Unfortunately her research has proved, that mainstreaming of xenophobic, even racist attitudes in electronic and printed media (*migrants' children are taking place of unborn Latvians, flows of economic migration from third countries will not positively affect national economy (low salaries, low quality of life), white people will become slaves of people of color etc.*). Her study of teachers attitudes suggest that unfortunately anti – Arabic, anti – Islamic sentiments are widespread among those graduated from intercultural trainings, which Dr. Picukane explains with aggravated sensitivity and overall mainstream of ungrounded generalizations, which breeds prejudice.

Actual work with migrant students in many cases is left on their own ability to integrate – many teachers disregard any support measures. In many cases teachers are not using their knowledge gained in intercultural trainings in their classrooms. Also they lack bilingual teaching resources, and migrant students are not supplied with extra classes for cultural adaptation by school administration.

Main issue mentioned in Dr. Picukane presentation was wide -spread not acceptance of migrants as cultural, social and economic resources, which leads to environment of fear and biases. Solution she offers is evidence grounded: teacher professional fulfillment courses should contain modules having emphasis on social economic, cultural capital of migrants, as well based on values of diversity acceptance and positive attitude towards strangers.

Discussion

Dace Dalbiņa has represented migrant education policy implementers – State institution – Latvian language agency (LLA). She mentioned the issue of teacher training colleges not having or having decorative/symbolic /minor emphasis on intercultural competence building. Teachers still are not being taught to work with students from different cultural backgrounds.

Dace Dalbiņa also have shared good practice of LLA working with Riga teacher training and Management College: students had an opportunity do their field placement in teaching Latvian language to migrant university students. In her opinion summer camps where language is being learned and time is being spent together with peers – native Latvian students – are the most effective short track integration model for migrant students. Still financially they are possible basically on the grounds of grants from the EU structural funds, with a little share of state budget money.



Government official **Inita Juhnevica** regretfully admitted that state entitles new coming students with language learning and cultural adaptation services, but is not able to support it from the state budget: if municipality can do it, than it is being implemented like it currently happens in Riga. Big schools usually can meet those demands, but small schools lack resources to do so. Also she sees an issue in placing new coming students in the grade above the one they currently have finished abroad, which affects their self - esteem and is the reason why many parents are complaining. In some severe cases schools are just refusing to admit a new coming student because of the lack of resources for his/her cultural adaptation. Cases of breach in pedagogical ethics, as well bullying is unfortunately happening in schools.

She has mentioned recent amendments to regulations of Cabinet of ministers to the National standard of basic education, which provides mandatory extra classes of Latvian language, social studies, History of Latvia to new coming or returning students. Still no financial support is following that legal provision.

Member of Parliament Daina Kazaka has reviewed recent developments in education policy with emphasis on priority of safe environment in schools and presented her view how it affects integration of migrant students. Special attention on early school leaving prevention is required, because latest statistics prove raise in numbers (almost 1000 new ESL nationwide in 2013/2014).

Representative of Riga Municipality **Irina Vasiljeva** have touched actual issues of schools and teachers in Riga city, having migrant students and working with them. She has emphasized the actual necessity of having very concrete instruction and teaching methods oriented courses for in – service teachers instead of the mainstreaming of abstract intercultural education programs. Teachers are asking “How to work with Chinese students?”, because they are feeling helpless and traditional individual growth oriented instruction and evaluation models are not working with persons from explicitly collectivist culture. Same regards to the speed of classroom processes, which should be slow- down especially during language acquisition. Recent evaluation of migrant students learning results demonstrates that newly arrived migrant students are having good results in Mathematics, but slow development in Social studies and Languages. Currently role of bilingual assistants in Riga schools are being played by English teachers and social pedagogues. Unfortunately she agrees with the former speakers on the issue, that schools are not willing to supply data on newly arrived migrant students (only 259 students have been included in city education statistics in 2013, 168 from third countries, but it is clear evidence of many more attending schools



there; for 65 municipal funds for Latvian language learning and cultural adaptation have been released).

Concluding the second session, moderator Maria Golubeva has made a few general comments regarding potential certification of intercultural education/communication programs by independent pool of experts. D. Dalbiņa has added that current content of such programs is missing human rights dimension, case – sensitive methodological suggestions, as well as work with school teams are of major importance.” If teacher after the training returns into xenophobic school culture, what she or he could do? “, she posed the rhetorical question.

Policy implications

1. Nationwide introduction of cultural adaptation program, similar to what Lithuania has – Lettonica studies, where every newcomer has an opportunity to get the understanding of culture in Latvia and basic Latvian. It could be presented in diverse levels – for elementary school, basic school, secondary school, university level.
2. Until any teacher will acquire basics of intercultural competence in teacher training college, it is necessary to have at least one school in every planning region (Riga, Zemgale, Latgale, Kurzeme, and Vidzeme) with the staff members able to work with children from different cultures and with good practice to teach Latvian as a second language. Knowledge of the most popular mediator languages like English, French, Russian, and German would be mandatory for the personnel.
3. To support teachers working with migrant students, resource centers should be created in every region (5 together), where consultations, resources and training would be available.
4. Special emphasis should be given to intercultural education courses and modules in teacher training colleges.
5. Following German example, participants have agreed that there is necessity to create self - regulatory board of evaluation for any Intercultural competence building program. It would evaluate content, methodology, trainers' competences and existing results of application by trainees (at least after 6 month after the trainings).
6. Basic Latvian language training in kindergarten age is crucial for successful integration new coming minors'.



7. Momentum has been created by the current elaboration of the National action plan for policy document “Guidelines of Education development 2014-2020”. Under the chapter of provisions for inclusive education it is actually possible to include concrete measures aimed at better learning outcomes of migrant students: information on education system in Latvia and on distant learning programs provided by schools in Latvia in countries from which the major migration/reemigration flows are expected; regular needs assessments of migrant students and their families ; integration support (intensive official language courses, cultural adaptation support); student needs - sensitive flexible forms of official language acquisition; financial support to pedagogues implementing inclusive education practice (extra resources for addressing special education needs of migrant students); measurement of intercultural competence as an indicator for evaluation of professional performance of pedagogues and school administration; customized official language exam for newly arrived migrant students; Intercultural communication, Diversity mainstreaming and Intercultural education courses in university/college teacher training programs; bilingual teacher assistants for newly arrived migrant students; a resource center for teachers working with migrant students, as well as for migrant families.

Migrant Education Charter

Promoting diversity and inclusion through implementation of non-discriminatory education process ensuring equal opportunities for all social groups is an opportunity for Latvian state and society in whole to develop and progress. Such strategies improve efficiency and contribute to a better social climate. It can also have a positive impact on social and economic integration of the migrants in short and long terms, as well as fosters the motivation to learn among migrants students, and improves the quality of their learning outcomes.

The Migrant Education Charter (hereafter – Charter) adopted by your organization is intended to demonstrate our commitment to implement inclusive education in bias-free education environment, ensure quality acquisition of the official language, provide mother tongue support at least till the 5th grade, multilingual and multicultural education strategies and inclusive approach toward any students without prejudices to cultural, ethnic, racial, religion and social discrimination, as well as ensure acquisition of intercultural education for all the students.

In accordance to this Charter, Sides, in line with their competences, undertake to:

Ministry of Education and Science	Education establishment (School/Kindergarten/Vocational school)
<p>1. To ensure that migrant students in all the levels of Education system</p> <p>1.1. access quality education;</p> <p>1.2. Receive integration support (intensive official language courses, cultural adaptation support) indispensable for effective curriculum acquisition.</p> <p>2. Provide financial support to</p>	<p>1. Endeavour to reflect the diversity of the society particularly in its cultural, linguistic and ethnic dimension at the curriculums of education programs, offered by the institution, as well as in the staffing policy.</p> <p>2. Carry out metrics of learning and competence measurement of migrant students, first along with</p>



<p>pedagogues implementing inclusive education practice (extra resources provided for addressing special education needs of migrant students).</p> <ol style="list-style-type: none"> 3. Implement and promote student needs sensitive flexible forms of official language acquisition. 4. In the next three years elaborate and introduce customized official language exam for newly arrived migrant students. 5. Motivate teacher training colleges and universities to introduce Intercultural communication, Diversity mainstreaming and Intercultural education courses into their BS and MS programs, as well to offer elective courses of the most popular mother tongues of newly arriving migrants (for instance, Chinese, Russian). 6. In the next three years raise resources to support work of bilingual teacher assistants to be employed to support newly arrived migrant 	<p>their admittance in the institution and later on the regular basis, at least once a year. It could include also individual differentiated learning plans, and extra intensive official language learning supported by cultural adaptation activities.</p> <ol style="list-style-type: none"> 3. If special education program is being implemented by the institution, adjust its content and methods to the education needs of migrant students with special education needs. 4. Educate and inform staff on anti – discrimination issues, as well as train pedagogues on the regular basis (at least once a year) regarding intercultural education and for intercultural competence advancement. 5. Create channels for co-operation and collaboration with parents/families of migrant students, as well as periodically assess their needs, attitudes and satisfaction with education an integration support provided to them. 6. If resources are available, organize official language courses/cultural adaptation activities for migrant parents/family members.
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<p>students.</p> <ol style="list-style-type: none">7. Foster collaboration between schools with majority of Latvian students and schools with multi - ethnic student composition.8. In collaboration with Latvian Ministry of Foreign affairs and Latvian embassies in countries from which the major migration/reemigration flows are expected, ensure the information on education system in Latvia and on distant learning programs provided by schools in Latvia.9. Support and promote distance education, as well as options of distant acquisition of definite subjects (for instance, Languages, History and social studies)10. In next two years in collaboration with Latvian Language agency, Society Integration Foundation, National education center and civil society	<ol style="list-style-type: none">7. To ensure quality of learning for migrant students, organize the most common migrant language courses for pedagogues working with them.8. Insert a chapter in the annual report describing commitment to non-discrimination and diversity including details of the measures implemented, internal procedures and the results achieved.
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organizations, including parents' associations create a resource center for teachers working with migrant students, as well as for migrant families, where on – line and off – line consultations and support would be offered.

11. Raise awareness of non-discrimination and diversity issues among school and early education system management and staff involved in education process and to educate them in these matters, as well as include intercultural competence as an indicator for evaluation of professional performance of pedagogues and school administration.

12. In collaboration with the State Education Quality Service provide regular needs assessments of migrant students and their families.

13. Insert a chapter in the annual report describing



This project is co-funded by the European Union



<p>commitment to non-discrimination and diversity including details of the measures implemented, internal procedures and the results achieved.</p>	
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By signing this Charter, Sides state their responsibility for its implementation:

Ministry of Education and Science

.....

(Education establishment)

(Job title, name, last name, and signature)

(Job title, name, last name, and signature)

Date:



This Project is co-funded by
the European Union



Report National Meeting October 2014, Norway

Main topics discussed during the meeting:

- How do we identify and acknowledge challenges regarding linguistic and ethnic diversity?
- How do we meet the challenges, and what are the strategies to meet them?
- To what extent do you consider the pedagogical practice in your institution to reflect the challenges?

The purpose of the meeting is to present and use a critical multicultural perspective as a lens to identify, describe, analyze and understand, hence act adequately under diverse circumstances regarding teaching and learning for minority students.

The meeting was introduced by Head of Department for teacher education, Kristin Solli. Eva Martinsen Dyrnes introduced SIRIUS network and partners, its mission and mandate, and the program for the day.

Fred Carlo Andersen introduced the context of education in Norway:

1. Definitions and an overall situation for minority students in school
2. The school political context
3. The context of society, including a discussion of culture and the political agenda and the raise of political populist parties in Europe

Maria Gulseth Roaas (Key Note Speaker) presented and discussed critical multiculturalism as a tool for analysis. She presented a qualitative study of Oslo municipality as a school owner. Interviews from the 4 most prominent actors, she explores in what ways their perceptions of linguistic and cultural minorities in Oslo affect the management of schools in a multicultural context.

The second part of the meeting, after lunch, was organized as a work shop. The participants worked in groups of 5-7 persons, critically analyzing texts and videos presented as good examples from the National center for multicultural education. They were also challenged to describe, analyze and compare their own experiences from their institutions and examples from the videos and the texts. The work shop included “gallery walk” where they exchanged experiences and analysis across the groups.

Finally, Fred Carlo Andersen and Maria Gulseth Roaas summarized the purpose and perspectives presented and discussed in the meeting.

**SIRIUS European Policy Network on the education of children and young people
with a migrant background**

CYRPUS NATIONAL MEETING

***“Enhancing sociocultural diversity through the curriculum and extra-curricular
activities in the Cyprus educational system”***

31st October 2014 (8:30-14:00)

SEMELI HOTEL, Nicosia

SUMMARY REPORT

Cyprus Pedagogical Institute (CPI) organized the National Meeting entitled *“Enhancing sociocultural diversity through the curriculum and extra-curricular activities in the Cyprus educational system”* on 31st October 2014,.

The national meeting brought together diverse participants:

- members of the CPI teaching training staff
- policy makers
- researchers and members of the academia
- teachers and school leaders
- members of the civil society

Participants were welcomed by Panayiotis Savvas (CPI Teacher Trainer, Cyprus SIRIUS group) who presented the purpose and the structure of the national meeting. The Official welcome on behalf of the Director of the Pedagogical Institute emphasized the need to re-think about policies of migrant education in Cyprus and the opportunities that European projects like SIRIUS offer to member countries.

Pavlina Hadjitheodoulou Loizidou (Head, In service Teacher Training Department of CPI, CYpus SIRIUS coordinator) presented the SIRIUS network and referred to the

main areas of concern and the suggestions/recommendations the SIRIUS network makes. This was related to the main pillars of the Cyprus educational system policy regarding migrant education. She made a quick overview of the steps, decisions, changes followed during the last two decades and focused on three “turning points” in the development of the Cyprus education system policy for migrants. Demographic changes have made Cyprus very different from the seemingly culturally homogeneous place it once considered itself to be and schools have been experiencing for the last 15 years the enrolment of children from diverse cultural backgrounds and countries of origin, whereas they have traditionally considered themselves as being mono-cultural.

She presented the idea behind the interconnection between the SIRIUS network recommendations and areas of concerns, the policy pillars for migrant students in the Cyprus Education System and their implementation. She focused on the importance of reflecting on these through ideas and interventions of the participants and through ideas and examples given by the invited speaker. She particularly mentioned that the national meeting aimed at giving the opportunity of bringing together the experience of implementing different measures dealing with the education of pupils with migrant background in Primary and Secondary Education and at building on the input from the Aristotle University of Thessaloniki input on the implementation of the project “Education of Migrants Students”.

Thus a lecture given by the invited speaker Ms Anastasia Kesidou, Associate Professor, University of Thessaloniki, Greece followed. She focused on the meso-level of the school and described the “prerequisites” for a school to be able to work interculturally. Through the invited speaker lecture and the discussion that followed the national meeting succeeded in offering a combination of theoretical reflection, based on academic input, and more practical debate, based on the input of examples from the implementation of a project on the education of migrant students in Greece in which Ms Kesidou had worked with different schools..

During the second part of the national meeting the participants were divided in five groups and worked through a process of “compare and contrast” on five themes which constitute the five pillars of the Cyprus educational policy for migrant students (http://www.pi.ac.cy/pi/files/tekmiriosi/ekdoseis/diapolitismiki/omali_entaxi/greek_diapolitismiki_2010.pdf) . Each group had 20 minutes to discuss at each table the SIRIUS recommendations, and their relation to one of the Cyprus Educational System policy pillars that was in focus at that table. Besides by taking into account the suggestions made by the invited speaker, school realities and visions and their experience and expertise made suggestions for changes and modifications in the Cyprus Educational Policy for students of migrant origin which were summarized at the end of the meeting.

During the final part of the meeting and during the lunch all participants expressed their satisfaction as the group work methodology was constructive and productive and created opportunities for fusion of ideas and suggestions as well as for opportunities for promoting networking between schools and academic institutions.

CONCLUSIONS - SUGGESTIONS FOR ACTIONS

The groups suggestions are summarized as follows;

PILLAR 1: Teaching Greek as a Second Language

The groups focused on the following questions regarding the first pillar:

- What has to be changed so that the linguistic competences of migrant students can be maximized and enhanced?
- Which model would you suggest should be applied in order to succeed in second language learning?

All groups, when discussing the measures and structures that are currently being applied agreed that these are inadequate for covering migrant students' linguistic needs. They suggested that the new model to be applied should ensure continuity between primary and secondary education and should consist of clear aims and

objectives, methodology and assessment and monitoring procedures based on the European Common Framework of Languages. Participants also suggested the need to take care for the linguistic needs of migrant students during the whole spectrum of school education starting from preschool age up to upper secondary level of education which should differentiate depending on the age and level of linguistic competence of the student. This means that there should be intensive courses for students older than 10 years old, and there should be regulations forming a reception phase in school, a transition phase with supportive measure similar to those currently followed and an induction phase. There was also special reference to bilingual schemes and care for the first languages of the students as well as the need for cooperation with the local community.

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PILLAR 2 – Reception guides and procedures

The second pillar dealt with the reception procedures for students of migrant background.

The groups focused on the following questions:

- How are Reception Guides used in schools?
- What information should they include?
- What other actions should reception procedures include?

The groups mentioned the need to inform schools about the existence of reception guides in different ways, to create a series of actions that enable a welcome reception and the “transit” to the Cyprus educational system (“reception” teacher, orientation days before the school starts).. There were also comments on adopting the content of the guides and simplifying the language used. Besides it was mentioned that Museum Education, Project work and Environmental Studies can contribute to getting acquainted with the community and the country, to building relations with classmates or students who can act as peer-mentors and they can create opportunities for making links with information and experience related to the countries of origin. Besides the school environment (e.g. school entrance) could create an atmosphere of welcome reception for all students. Participants also suggested taking advantage of “community-

mentors” and applying the ‘twinning parents” action which was presented by the invited speaker.

PILLAR 3: Teacher training for dealing with socio-cultural diversity

The groups focused on the following questions regarding the third pillar:

- Have you recently participated in training regarding issues of intercultural education, socio-cultural diversity or teaching Greek as a second language? What are your comments when reflecting on these experiences?
- Could you suggest areas of importance and structures/methodology to be applied in teacher training for intercultural education issues?

All participants had participated or had contributed to different teacher trainings in the area of Intercultural Education and concluded that although they felt empowered and that their self-efficacy increased, these trainings are not systematic and extensive nor are they an integral part of the teachers’ continuous professional development. They also mentioned that quite often the time the training is offered is not the most effective one.

The suggestions made referred to training for teachers of all school levels with an emphasis on methodology issues for second language teaching, developing intercultural competences through different subjects of the Curriculum, special training schemes for dealing with particular populations (e.g. refugee and asylum seekers), and on training focusing on empathy. They also commented on the need for research on the impact of training, the need for systematic training of head teachers, for networking and for applying action research methodology and critical friends.

PILLAR 4 – Data base for students of migrant origin

The groups focused on the following questions regarding the fourth pillar:

- How can data collection for different groups of students with migrant origin help teachers work effectively?

- How can data collection help teachers deal with newcomers and especially for newcomers who come to school in the middle of school year?

All groups agreed that information on the migrant origin and background can help in designing focused and differentiated measures. They discussed on data that should be collected, sources of data collection and interconnections as well as on the need to use a “shift” method for transferring data when students change school or place of residence as well as the need for “combining” information from this data collection with modification in school regulations (e.g. school year final exams)..

PILLAR 5 Intercultural Education and new Curricula

The groups focused on the following questions regarding the fifth pillar::

- How can the school curriculum and activities promote active citizenship and intercultural competences?
- How would the introduction of Curricula for teaching Greek as a second language contribute to effectiveness of education for students with migrant origin.

Participants worked on issues of human values and on ways of incorporating them in different aspects of the Curriculum. They suggested that these can be related to school autonomy and to how teachers reflect on the school curriculum and the hidden curriculum to promote democracy, self respect and respect to others, critical thinking and empathy for enhancing diversity etc. Finally they all agreed that demographic changes in the school populations create the need to apply curriculum and special measures for teaching Greek as a second language as well as changes in the regulations.

To sum up, the national meeting succeeded in giving particular suggestion for improving policies while taking into account experience, expertise and SIRIUS outcomes.



SIRIUS
RECOMMENDATIONS

CYPRUS
EDUCATIONAL POLICY
FOR MIGRANT
STUDENTS

the
national
meeting

INVITED SPEAKER
LECTURE

PARTICIPANTS
EXPERTISE AND
EXPERIENCE

APPENDICES

Appendix I : List of Participants in the Cyprus National Meeting

LIST OF PARTICIPANTS CYPRUS NATIONAL MEETING			
NAME AND SURNAME	AGENCY	EMAIL	SIGNATURE
AGGELIDOU MARIA	Head Teacher, Pre primary Education	nip-latsia1-lef@schools.ac.cy	present
ADAMOU PANAYIOTA MARIA	Secondary Teacher/ Greek as a second language Teacher	gym-ag-ioannis-lem@schools.ac.cy	present
APOSTOLIDES APOSTOLOS	Primary School Teachers' Union Representative	apap@spidernet.com.cy	present
ARISTEIDOU GEORGIA	Secondary Teacher/ Greek as a second language Teacher	gym-neapoli-lem@schools.ac.cy	present
ARTEMIOU GIORGOS	Human Resource Development Authority of Cyprus/Cyprus Pedagogical Institute	theoharisartemiou@cytanet.com.cy	present
ACHILLEOS GEORGIA	Secondary Teacher/ Greek as a second language Teacher	tech-makarios-lef@schools.ac.cy	present
VYRIDOU PARTHENOPE	Secondary School Head Teacher	gym-neapoli-lem@schools.ac.cy	present
GEORGI FANI	Secondary Teacher/ Greek as a second language Teacher	gym-arch-makarios-lef@schools.ac.cy	present
GEORGIADES CRISTOS	Secondary Teacher/ Greek as a second language Teacher	lyk-kykkos-a-lef@schools.ac.cy	present
GIANGOUG GEORGIOS	Technical Education School Inspector	yangoug@yahoo.com	absent
GIALLOUROU DORA	Primary Teacher/ Greek as a second language Teacher	dim-ag-dometios3-lef@schools.ac.cy	absent
GIANNAKAS POLYKARPOS	Technical Education Head Teacher	tech-scholi3-lem@schools.ac.cy	present
DIONYSIOU CONSTANTINOS	Primary School Teacher	zeffaneromeni@yahoo.gr	present
HADJIGEORGIYOU ELLI	Cyprus Pedagogical Institute/Teacher of Greek Literature	hadjigeorgiou.e@cyearn.pi.ac.cy	present

ZEMPYLAS MICHALINOS	Open University of Cyprus	m.zembylas@ouc.ac.cy	present
IRAKLEOUS MARIA	Cyprus Pedagogical Institute/ Kindergarten teacher	eracleous.m@cyearn.pi.ac.cy	present
IOANNIDOU ELENA	University of Cyprus/Department of Education	ioannidou.elena@ucy.ac.cy	absent
IOANNIDOU EUTERPI	Zone of Educational Priority/ Primary Teacher	eioannidou@yahoo.com	present
KARAGIORGI GIASEMINA	Head of Research and Evaluation of the Pedagogical Institute	karagiorgi.y@cyearn.pi.ac.cy	absent
KOYMA GEORGIA	Secondary Education School Inspector	koumas.anastasios@cytanet.com.cy	present
KOYMI ELENA	Primary School Teacher	dim-lemesos18-lem@schools.ac.cy	absent
KYPRIANOU DESPO	Zone of Educational Priority/ Primary School Teacher	debbieki8_31@hotmail.com	present
KYRIAKIDI ELENA	Researcher	elena.kyriakides@cytanet.com.cy	present
KONSTANTINIDES ATHINOS	Primary School Teacher	dim-potamos-germasogeias1-lem@schools.ac.cy	present
KONSTANTINIDOU ELENI	Secondary Education, Deputy Head	nenacom_0@yahoo.com	present
ELEPHERIOU MARIA	Secondary Education,Head Teacher	gym-arch-makarios-lef@schools.ac.cy	present
MESSIOY DIMITRA	Primary Education School Inspector	dmessiou@cytanet.com.cy	absent
NEOFYTU ELSA	Centre for Educational Research and Evaluation	neophytou.e@cyearn.pi.ac.cy	absent
OIKONOMOU PAPAEUELTHONTO S DIMITRIS	Secondary Teacher/ Greek as a second language Teacher	gym-paralimni-amm@schools.ac.cy	present
ORFANIDIS GIORGOS	Cyprus Pedagogical Institute/Teacher trainer	orfanidis.g@cyearn.pi.ac.cy	present
PAPALEONTIOU MARIA	Cyprus Pedagogical Institute/Teacher trainer	papaleontiou.m@cyearn.pi.ac.cy	present

PAPAMICHAEL ELENA	Cyprus Pedagogical Institute/Teacher trainer	papamichael.e@cyearn.pi.ac.cy	present
PARTASI EYGENIA	Primary Teacher/ Researcher	evgpartasi@gmail.com	present
PETRIDOU ALEXANTRA	Centre for Educational Research and Evaluation	petridou.a@cyearn.pi.ac.cy	present
PETROU PETROS	Secondary school Inspector	petrpetros@yahoo.com	present
PITZIOLI MARIA	Cyprus Pedagogical Institute/Teacher trainer	pitzioli.m@cyearn.pi.ac.cy	present
RODOSTHENOYS EIRINI	Cyprus Pedagogical Institute/Teacher trainer	rodosthenous.i@cyearn.pi.ac.cy	present
SAVVA PANAYIOTIS	Cyprus Pedagogical Institute/Teacher trainer	savva.p@cyearn.pi.ac.cy	present
SIAMMIDOU EIRINI	Secondary Teacher/ Greek as a second language Teacher	tech-scholi1-lef@schools.ac.cy	present
SIIMITRA ANDROYLA	Primary school Inspector	demetresk@cytanet.com.cy	present
STAVRINOUS CONSTANTINOS	Literature Advisor Ministry of Education and Culture	constantinos412@hotmail.com	present
SXIZA GIANNA	Primary school Teacher/ Researcher	dim-zygi-lar@schools.ac.cy	present
TALIADOROS DIMITRIS	Secondary Education Teacher's Union President	lyk-kykkos-a-lef@schools.ac.cy	absent
TSOLAKIS ANDREAS	Primary School Head Teacher	tsolakisandreas@yahoo.com	present
FOKAIDOU MARIANNA	Primary School Deputy Head,/Researcher	dim-palouriotissa1-kb-lef@schools.ac.cy	present
CHARALAMPOUS CHARALAMPOS	Secondary Head Teacher	zeffaneromeni@yahoo.gr	present
HADJITHEODOULOUS PAVLINA	Head of In-service Teacher Training Department	hadjitheodoulou.p@cyearn.pi.ac.cy	present

Appendix II: The National Meeting Programme



**SIRIUS European Policy Network on the education of children and young people
with a migrant background**

CYRPUS NATIONAL MEETING

***“Enhancing sociocultural diversity through the curriculum and extra-curricular
activities in the Cyprus educational system”***

31st October 2014 (8:30-14:00)

SEMELI HOTEL, Nicosia

PROGRAMME

8.00- 8.30	Registration
8.30 - 8.45	<i>Official Welcome</i> Dr Athena Michaelidou – Evripidou, Director, Cyprus Pedagogical Institute
8.45– 9.15	<i>The European Network SIRIUS</i> Dr Pavlina Hadjitheodoulou Loizidou, Head In Service teacher training Department, Cyprus Pedagogical Institute, SIRIUS Cyprus Coordinator
9.15-10.05	<i>A school is working “interculturally” Prerequisites and pedagogical action</i> Anastasia Kesidou, Associate Professor, Aristotle Univesrity of Thessaloniki, Greece

10.05 -10.30	Discussion
10.30 - 11.00	<i>Coffe Break</i>
11.00 – 13.00	<p>Group work - Compare, contrast, discuss and suggest on changes for the Cyprus educational policy for students with migrant background :</p> <ul style="list-style-type: none"> • School Curriculum and Hidden Curriculum • Teaching Greek as a second Language • Reception Guides and reception Procedures • Data collection – mapping students with migrant background • Teacher Training in issues of intercultural education
13.00-13.30	<i>Summing up - Conclusions</i>
13.30	<i>Lunch</i>

Appendix III Photos







SIRIUS European Policy Network on the education of children and young people with a migrant background

CYRPUS NATIONAL MEETING

“Enhancing sociocultural diversity through the curriculum and extra-curricular activities in the Cyprus educational system”

31st October 2014

SEMELI HOTEL, Nicosia

ANALYTIC REPORT ON MIGRANT EDUCATION IN CYPRUS

Pavlina Hadjitheodoulou Loizidou, PhD

Head, In Service Teacher Training Department

Cyprus Pedagogical Institute

Introduction

Managing diversity in Cyprus schools is closely related to the recognition of the multicultural character of the society and the change in valuing diversity (Govaris 2000, Katsikas and Politou, 1999). A current discourse on issues and relations between different ethnic and/or social groups derives from flows of migration during the last fifteen years and gradual redefinitions of diversity and identity. A series of social, political and financial changes have taken place in Cyprus after 2000: becoming an EU member, the partial lifting of the restrictions since April 2003 which has further exposed members of the two Cyprus communities to each other, human mobility due to worldwide globalisation and the increasing number of immigrants and refugees. These demographic changes are making Cyprus, as many other countries, very different from the seemingly culturally homogeneous place it once considered itself to be (Gropas and Triantafyllidou, 2011, Johnson, 2003, Kamali, 2000, Rego and Nieto, 2000). Schools in Cyprus are experiencing the enrolment of children from diverse cultural backgrounds and countries of origin while they have traditionally considered themselves as being mono-cultural.

The following table shows the school population in Cyprus primary and pre-primary schools in Cyprus for the school year 2013-14 (http://www.moec.gov.cy/dde/diapolitismiki/statistika_dimotiki.html):

TABLE 1: School population in Cyprus primary and pre-primary schools in the school year 2013-14

	PRIMARY (%)	PREPRIMARY (%)
CYPRIOTS		
GREEK CYPRIOTS	83,91	85,52
TURKISH CYPRIOTS	0,20	0,17
MARONITES	0,23	0,23
ARMENIANS	0,09	0,07
LATINS	0,00	0,00
NON-CYPRIOTS	15,56	14,01
	100,00	100,00

The main countries of origin for non-Cypriot students in primary schools are Romania, Bulgaria, Greece, United Kingdom and Syria, whereas for preprimary schools are .Georgia, Greece, Romania, Bulgaria and Syria.

The number of primary school students who speak Greek as a second/additional language are 6808 out of 48947, which represents the 13,9% of the total population. In pre- primary education the number is 1376 out of 11920, which represents the 11,5% of the total population.

The following table shows the percentage of students in primary schools who speak Greek as a second language for the last five years

TABLE 2: Percentage of students in primary schools who speak Greek as a second language for the last five years

SCHOOL YEAR	NUMBER OF STUDENTS WHO SPEAK GREEK AS A SECOND/ADDITIONAL LANGUAGE	%
2009-2010	5281	10,5
2010-2011	6047	12,0
2011-2012	6670	13,3
2012-2013	6672	13,4
2013-2014	6808	13,9

In 2014 the number of students who speak Greek as a second/additional language and are in need of language support in *secondary* education is 610.

As it derives from the above data, the increasing numbers of children and students with migrant background have created new educational needs and have stressed the need of ensuring educational achievements and success for all students reconfirming that the educational process is always intercultural, regardless the context in which it takes place. All human experiences are intercultural and each student is an intercultural being due to the multiple micro-cultural identities that possesses (Androussou, 2004).

Migrant students in the Cyprus Educational System

A series of laws and regulations¹ represent the Cyprus Education System reaction to the demographic changes mentioned above. In particular, a sequence of ministerial decisions and directives from the Department of Education have focused on Greek language teaching.

The **first directive**, issued by the Ministry of Education and Culture, entitled “**Intercultural Education**” (dated 29.10.2002) declared the main policy of the Ministry and focused mainly on the following:

- The growing number of non-Greek language speakers in Greek-Cypriot schools;

¹ law 28(III)/1995 (Περί της Συμβάσεως Πλαισίου για την προστασία των Εθνικών Μειονοτήτων (Κυρωτικός) Νόμος του 1995), law 5(III)/2000 (Περί Σύμβασης περί των Δικαιωμάτων του παιδιού (Κυρωτικός) Τροποποιητικός Νόμος του 2000), law 27(III)/2000 (Περί Αναθεωρημένου Ευρωπαϊκού Κοινωνικού Χάρτη του 1996 (Κυρωτικός) Νόμος του 2000)

- The aim of integrating smoothly these children in the Greek-Cypriot educational system and society, instead of assimilating them. The route suggested for achieving this aim was through supportive and differentiated programmes of Greek language learning;
- The intention of the Ministry of Education and Culture to secure freedom and human rights of all members of the society and to prevent racism and social exclusion;
- The reference to the General Attorney consultation of 2002 illuminates issues regarding the education of all non-Greek-Cypriot pupils. Based on this consultation the Ministry concluded that the right to education cannot be denied to any children living in the territories of the Republic of Cyprus regardless the circumstances under which the children find themselves in the country.

The appendix accompanying this directive presented the philosophy of teaching Greek as a second language. According to this, regardless of the level of the Greek language knowledge, all pupils should learn Greek in order to be able to attend school classes, to communicate with teachers, classmates and other people and become socialized. The Ministry directive expressed the belief that to satisfy the needs migrant children it is not enough to enable them to learn to read or learn the grammar rules but in addition to promote and develop critical communicative abilities (Cummins, 1991; Gibbons, 2002; Gotovos, 2007). What was stressed was that by participating in the educational processes with the other pupils in the classroom and the school at large, migrant pupils would have the chance to communicate with more adept language learners, in this case the native speakers, who have more linguistic resources in Greek, therefore enhancing their own acquisition of the Greek language. In addition to the mainstreaming program, a flexible system of intervention within the ordinary timetable was suggested. This involved pulling migrant pupils out of their classroom, in a separate group for some hours of the week, the number of which is decided by the Council of Ministers, for intensive learning of the Greek language and specialised assistance according to their specific needs². As regards secondary education the rhetoric focused on immersion

²Since teaching bilingual student requires the use of specialised material that accommodates their particular needs, the policy followed is that teachers usually prepare their own or they can use material designed especially for the teaching of Greek as a second language (prepared by the Pedagogical Institute of Greece or Greek Universities). This material reached schools and it includes books for the teaching of the Greek language, activity and exercise books, as well as teachers' books with methodological instructions and a variety of suggestions for activities, of mainly communicative character. In addition, the Cyprus Pedagogical Institute made suggestions for a curriculum framework for the needs of bilingual student who learn Greek in a Greek-speaking environment, as well as tests that assess their proficiency level in

without any accompanying supportive measures. At the beginning newly arrived migrant students enrolled in schools as “observers” for one year but with no linguistic support apart from the possibility to attend language classes at State Afternoon and Evening Institutes (KIE). Failure of integration through this blind route led to the implementation of new measures and a new rhetoric.

In 2004 the **Zones of Educational Priority Policy** was introduced in the Cyprus Education System. The measures were based on the philosophy of affirmative action as an effort to empower schools and areas of low socio-economic status consisting to a large extent of migrant populations. The main idea was to allow local partnerships to develop approaches to raising educational standards in these disadvantaged (mainly urban) areas and prevent bullying and anti-social behavior. The programme which started in 2004 with three areas in three cities, now covers activities in about ten different areas which are cofundd by the European Social Fund. The ZEP policy (Arnensen et al, 2010) is based on the development of relationships and actions between schools, local education authorities, parents and other representatives from the local community. Project work, cooperative learning, action research work, cross curricula Greek language learning and authentic assessments well as psychological support and extra curricular work are the basic tools.

The main findings from the first evaluation of the measures of ZEP, three years after the implementation (Vlami et al, 2007) as well as recent evaluations (preliminary results, 2013) focused on success in combating racism and exclusion, in sustaining school attendance, promoting participation in school activities, and in improving school achievement. Students were particularly satisfied with their school climate and teacher pupil relationships. The main findings from these evaluations imply an indirect connection between actions selected to be promoted and the school curricula and student achievement. However during the first evaluation teachers were found to be reluctant as regards the ability of schools to take advantage of the good school climate in order to raise educational achievements. There were also issues raised regarding parents' involvement and interconnection and "overlapping" of ZEP actions, as well as

the Greek language (also based on work prepared by the Pedagogical Institute of Greece or Greek Universities). However no official curriculum for Greek as a second language was applied.

issues related to autonomy in financial allocation since the centralised system of control and monitoring and power relations were reflected in activities chosen and promoted by each school. The implementation of zones of educational priority initiated the discussion on the role of the school unit as an organization and on its ability to take advantage of centralized measures adopt them to its environment is and relate them to the performance of disadvantaged students and migrant students.

In **2008**, in the framework of the **Cyprus Educational System Reform** which was initiated in 2004, the rhetoric shifted towards the need for an **holistic approach** to education for migrant students through developing a school which cares for, and respects all students, and which promotes opportunities high expectations and achievements for all students regardless their ethnic or other background (CPI, 2010). This was combined with research work and literature referring to a superficial and folklore approach of diversity in Cyprus, adoption of boutique multiculturalism while using the intercultural education rhetoric, and the absence of teachers who can work as critical design experts' while migrants themselves regard education as the main route to integration in Cyprus Society (Bekerman and Zembylas, 2014; Demetriou, 2008; Gregoriou and Christou, 2011; Hadjitheodoulou. Loizidou and Pappasolomontos, 2010).

Thus a policy text was developed and measures were approved by the Council of Ministers that covered five areas of priority (5 pillars). The main aims were:

- The development of intervention measures for promoting inclusion of students of migrant origin in the school system
- The development of institutional changes and regulations which ensure effective teaching
- The development of empathy and intercultural competences in teachers, head teachers, students and parents
- The development of materials and methodologies for promoting the intercultural dimension in education
- The development of special measures for newly arrived migrant students.

The five pillars promoting areas of priority in the education of students with migrant education were:

1. Teaching Greek as a second/additional language

International studies results (e.g. PISA in OECD 2010a, 2006, 2004) confirm the importance of learning the language of instruction for academic success of immigrant students who do not speak the language of instruction at home and seem to be at a disadvantage in score achievements, especially when it comes to reading. In almost all countries in PISA studies (except Australia and Canada) students who do not speak the language of instruction at home face a significant disadvantage in school (Christensen and Stanat, 2007, OECD, 2010b). Differences in academic performance suggest that students with migrant background had insufficient opportunities to learn the language of instruction and thus adequate support for learning the language would improve their integration in terms of school achievement, educational attainment and future success in the labor market (Christensen and Stanat, 2007). These conclusions have accelerated a debate on the effectiveness of measures taken in different countries regarding the integration of immigrant students, expressed in different studies that have reviewed language policies for immigrants (Eurydice 2004, 2009, NESSE 2008). So special measures as well as the introduction of a pilot programme for teaching Greek were introduced in 2008.

However It is important to note that the actual suggestions were never implemented but rather parts and pieces of it due to financial cuts. While a specific pull-out system for lower secondary school students was suggested for a certain period of time (one year) (7.1.19.2., 26/8/2008) so that separation could not affect students' self-esteem (Hadjidaki, 2005) and to be in accordance with international trends (OECD, 2010), this was never applied. The preliminary suggestion for migrants students attending Greek language classes while their classmates attended Religious Education, Ancient Greek and History – subjects heavily depending on linguistic competences and getting extra support for Maths, Science, History, language examinations based on the European Language Framework to move to the next class were never applied. On the contrary a series of directives led to reformulations of the programme so that it did not conflict with the school regulations, while at the same time the will of implementing a policy for the

teaching of Greek as a second language as part of the policy on integrating immigrant students³ was once again initiated. (7.1.19.2/2, 26/8/2008)

2. Reception guide and procedures

The publication of reception guides to the educational system written in different languages aims at enabling understanding of procedures and structures. However although the guides were sent to schools there was a general feeling that they did not reach their target population

3. Teacher training

There has been an identified need for teacher training in depth regarding the areas of teaching Greek as a second language and developing intercultural competences for teaching, managing and enhancing sociocultural diversity.

4. Mapping migrant flow in the educational system

The introduction of an electronic platform for data collection and information for migrant students in order to enable planning (e.g. allocation of teachers and materials) as well as the design of focused measures for specific migrant populations was introduced. However there was a diverse use of the platform between Departments of primary and secondary education which led to discontinuity of data information.

5. Introducing the intercultural new curricula

The fifth pillar identified the need for an emphasis on the intercultural dimension of new curricula since interculturalism is an aim to be achieved by all students regardless their ethnic origin.⁴

Next steps

There has been a general feeling that although the rhetoric and aims of the five pillars represent a will for a holistic approach for education of migrant student in Cyprus, obstacles and difficulties in implementing this policy were identified.

³ ΥΠΠ7.1.19.2/2., Students with migrant biographies in Cyprus educational system (http://www.pi.ac.cy/pi/files/tekmiriosi/ekdoseis/diapolitismiki/omali_entaxi/greek_diapolitismiki_2010.pdf)

⁴ΥΠΠ 7.12.11.10, 28.11.2003., ΥΠΠ αρ. αποφ. 4.67598, (30.7.2008), ΥΠΠ 7.1.19/4 (8.3.11), Students with migrant biographies in Cyprus Educational system, Reception guide to the Cyprus Educational System, (www.pi.ac.cy, Department of Documentation)

So the Cyprus Pedagogical Institute (CPI) organized the National Meeting entitled “*Enhancing sociocultural diversity through the curriculum and extra-curricular activities in the Cyprus educational system*” on 31st October 2014, in the framework of SIRIUS European Policy Network on the education of children and young people with a migrant background **and** brought together diverse people: members of the CPI teaching training staff, policy makers, researchers and members of the academia, teachers and school leaders, members of the civil society in order to interact with each other and the results of SIRIUS and academics to reflect and re-think about policies of migrant education in Cyprus and the opportunities that European projects like SIRIUS offer to member countries. The main areas of concern and the suggestions/recommendations the SIRIUS network makes were related to the main pillars of the Cyprus educational system policy regarding migrant education as well as with ideas and examples given by the invited speaker.

Thus the output of the meeting was a series of suggestions for institutional changes and recommendations that are being submitted to the Ministry of Education and Culture in order to reconstruct the Cyprus educational system policy for students of migrant background.

These were summarized as follows:

PILLAR 1: Teaching Greek as a Second Language

The groups focused on the following questions regarding the first pillar:

- What has to be changed so that the linguistic competences of migrant students can be maximized and enhanced?
- Which model would you suggest should be applied in order to succeed in second language learning?

All groups, when discussing the measures and structures that are currently being applied agreed that these are inadequate for covering migrant students’ linguistic needs. They suggested that the new model to be applied should ensure continuity between primary and secondary education and should consist of clear aims and objectives, methodology and assessment and monitoring procedures based on the

European Common Framework of Languages. Participants also suggested the need to take care for the linguistic needs of migrant students during the whole spectrum of school education starting from preschool age up to upper secondary level of education which should differentiate depending on the age and level of linguistic competence of the student. This means that there should be intensive courses for students older than 10 years old, and there should be regulations forming a reception phase in school, a transition phase with supportive measure similar to those currently followed and an induction phase. There was also special reference to bilingual schemes and care for the first languages of the students as well as the need for cooperation with the local community.

PILLAR 2 – Reception guides and procedures

The second pillar dealt with the reception procedures for students of migrant background.

The groups focused on the following questions:

- How are Reception Guides used in schools?
- What information should they include?
- What other actions should reception procedures include?

The groups mentioned the need to inform schools about the existence of reception guides in different ways, to create a series of actions that enable a welcome reception and the “transit” to the Cyprus educational system (“reception” teacher, orientation days before the school starts).. There were also comments on adopting the content of the guides and simplifying the language used. Besides it was mentioned that Museum Education, Project work and Environmental Studies can contribute to getting acquainted with the community and the country, to building relations with classmates or students who can act as peer-mentors and they can create opportunities for making links with information and experience related to the countries of origin. Besides the school environment (e.g. school entrance) could create an atmosphere of welcome reception for all students. Participants also suggested taking advantage of “community- mentors” and applying the ‘twinning parents’ action which was presented by the invited speaker.

PILLAR 3: Teacher training for dealing with socio-cultural diversity

The groups focused on the following questions regarding the third pillar:

- Have you recently participated in training regarding issues of intercultural education, socio-cultural diversity or teaching Greek as a second language? What are your comments when reflecting on these experiences?
- Could you suggest areas of importance and structures/methodology to be applied in teacher training for intercultural education issues?

All participants had participated or had contributed to different teacher trainings in the area of Intercultural Education and concluded that although they felt empowered and that their self-efficacy increased, these trainings are not systematic and extensive nor are they an integral part of the teachers' continuous professional development. They also mentioned that quite often the time the training is offered is not the most effective one.

The suggestions made referred to training for teachers of all school levels with an emphasis on methodology issues for second language teaching, developing intercultural competences through different subjects of the Curriculum, special training schemes for dealing with particular populations (e.g. refugee and asylum seekers), and on training focusing on empathy. They also commented on the need for research on the impact of training, the need for systematic training of head teachers, for networking and for applying action research methodology and critical friends.

PILLAR 4 – Data base for students of migrant origin

The groups focused on the following questions regarding the fourth pillar:

- How can data collection for different groups of students with migrant origin help teachers work effectively?
- How can data collection help teachers deal with newcomers and especially for newcomers who come to school in the middle of school year?

All groups agreed that information on the migrant origin and background can help in designing focused and differentiated measures. They discussed on data that should be collected, sources of data collection and interconnections as well as on the need to use a “shift” method for transferring data when students change school or place of residence as well as the need for “combining” information from this data collection with modification in school regulations (e.g. school year final exams)..

PILLAR 5 Intercultural Education and new Curricula

The groups focused on the following questions regarding the fifth pillar::

- How can the school curriculum and activities promote active citizenship and intercultural competences?
- How would the introduction of Curricula for teaching Greek as a second language contribute to effectiveness of education for students with migrant origin.

Participants worked on issues of human values and on ways of incorporating them in different aspects of the Curriculum. They suggested that these can be related to school autonomy and to how teachers reflect on the school curriculum and the hidden curriculum to promote democracy, self respect and respect to others, critical thinking and empathy for enhancing diversity etc. Finally they all agreed that demographic changes in the school populations create the need to apply curriculum and special measures for teaching Greek as a second language as well as changes in the regulations.

Conclusion

To sum up, the national meeting succeeded in giving particular suggestion for improving policies while taking into account experience, expertise and SIRIUS outcomes. It proved that actions applied for systematic support of migrant students in Cyprus were never provided on a continuum that covered all levels of education as part of an holistic approach which interconnects the macro level of a national policy, the meso- school level and the interpersonal micro-level of the teacher-student interaction and behavior in the classroom (NESSE, 2008).

Identifying the migrant population not in terms of country of origin as it was the route followed but as the formulation of a data base that informs teachers and heads about the characteristics of this population (frequency of flows of migration, reasons for migration, language(s) spoken at home, date of arrival relationships in the neighborhood, socioeconomic status continuous flows of migration or not etc) can make a first step forward. Policy makers that are willing to facilitate the integration of migrant students into general education system should take into consideration the heterogeneity of this population itself (Colic-Peisker, 2005, European Commission, 2012).

However this should initiate the development of differentiated measures. A large number of migrant students are in classrooms where no cognitive challenge is present, where instruction consists of meaningless routines disconnected from the mainstream curriculum, and where students for the most part, are tracked into academic ends far from the goals of meaningful work (Reeves, 2006). Since needs, experiences, past and present are different, it is necessary to differentiate methodology, material, programmes of study and regulations. It must be, however, ensured that in all cases there is a continuum of actions enabling reception, transition and induction. These three phases should be applied at every level of the educational system. At the macro-level of the national educational policy regulations, schedules and curricula should include patterns and frameworks for smooth reception, transition to the new educational system and induction measures. At the meso-level of the school, head teachers and teaching staff with a "reception" teacher ahead should work on a plan of action which entails these three phases and which is closely linked to decisions taken at the micro-level of classroom interaction between teachers and pupils.

For example, as regards lower (Gymnasium) and upper (Lyceum) secondary school the suggested scheme could refer to a combination of preparatory and supportive classes depending on the age and the socio-political context of the students including reception and registration and the implementation of newly designed curriculum for teaching Greek as a second language. Preparatory classes could be offered for networks of neighboring schools in co-operation with local authorities and a series of reception measures for both parents and teachers. At the transition phase a well-structured program of studies and curriculum for teaching Greek as a second language that would

continually be monitored and reshaped leading to assessment of students and reports on their achievement could be one basic element of the transition phase. There should be a transition period probably not more than 12 months during which the student can attend classes and gradually get into working with the school curriculum. However this sets a request for modifications in legislation as well as preparation at the level of the school and the classroom and development of intercultural competences for all students and their teachers. Under this scheme, native language classes should also be provided either as part of an extended curriculum or as electives in afternoon state schools, considering that school language support has been an issue in focus. (Bialystock, 2009, Brizic, 2010, D' Angiulli A. et al, 2001).

Examples of good practice where phases of preparation, transition and induction support as well as knowledge of the sociopolitical context in both the country of origin and country of arrival are of crucial importance (Christensen and Stanat, 2007) and could be identified in aspects of a restructures educational policy for students with migrant background.

In order to reformulate and move forward, there is need for teacher training for all teachers, which places students in the centre of attention and should enable teachers cultivate skills necessary in fostering interaction. It is also important to have skilled teachers who will take on the role of teaching the Greek language and will be able to empower and be empowered through the teaching process alongside the class teacher. This involves institutionalizing teacher training on issues related to dealing with socio-cultural and linguistic diversity (Arnensen et al, 2010), as well as inserting these into the pre-service and in-service teacher training programs. Additionally, teachers should be trained so that they become more interculturally aware and competent in teaching, managing and enhancing diversity (Hadjitheodoulou–Loizidou and Pappasolomontos, 2010, Obiakor et al, 2007). One of the main pointers for policy development in schools for migrant education, is to ensure that all teachers have intercultural competences and specific knowledge about second language development. It is also important to strengthen the capacity of teachers and school leaders in assessment and evaluation, as to monitor and evaluate how teachers and school leader training for diversity translates into practice (OECD, 2010a, 2010b).

Another aspect which is essential and should be established at the meso-level of the school, is the cooperation of the school with the local community to educate and get parents involved in the educational process (Hadjitheodoulou - Loizidou and Papasolomontos, 2010). For example, it has been observed that the involvement of parents or members of minority groups as facilitators or mentors can have positive effects on the performance of children (DfES, 2002). It has been shown that the active role and the involvement of parents in the education of children lead to positive results (Hadjitheodoulou - Loizidou and Papasolomontos, 2010). Due to the fact that much of the work that students have need be done at home, the educational level and interest that parents show act as elements that directly affect the learning success of children. Research shows that while migrant parents usually have high expectations for the level of education of their children, when there is a need to contact the school to learn about their children's progress or participate in certain events, they do not show up (Nauck, 2007). This may be due to both the limited knowledge and understanding of the spoken language that will enable them to communicate with teachers and due to the cultural differences in terms of the communication between school and family (Leyendecker, 2008).

The international PISA studies demonstrated that a student's performance can be influenced not only by each student's potential and the socio-educational level of the family, but also by the differences found in the nature of the educational system of the country of origin in relation to the receiving country's educational system (Heus et al, 2009). Therefore, it is necessary to find some mechanisms that will help parents of foreign students understand the structure and function of the educational system of Cyprus, but also to bring the parents closer to the student's learning progress. This could be achieved through various ways such as sending school-based information in the beginning of each school year together with updated reception guides, and offering seminars and lectures, applying twinning parents, community and peer mentoring, etc. In this way, parents will have the opportunity to learn about the school system and at the same time establish a more positive attitude, which will act constructively in the learning progress of their child. Linking home and community culture to school culture is vital to children's self worth, sense of belonging, identity and achievement. (Garcia, 2005).

A lot of weaknesses that arose in terms of the implementation of the five policy pillars in schools in Cyprus were related to the inadequacy and failure of the educational system in reshaping practices and situations that would facilitate the inclusion of the migrant students. The review of measures for migrant education in Cyprus can succeed only if motivation and acceptance of heterogeneity is combined to various actions at all levels of the system. Certain measures have up to now contributed to the creation of a rhetoric of inclusion and educational and social integration suggesting however the need for steps towards developing and implementing an intercultural education policy in the Cyprus Education System that should not be solely related to learning the school language (Grant and Portera, 2011).

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REDE SIRIUS – National Meeting

14.30- 17.00h

Local: CNAI Lisboa – Centro Nacional de Apoio ao Imigrante (ACM)

Elisabete Ferreira

Glória Carvalhais

Sofia Marques da Silva

Abstract

The National Meeting “**Knowledge Transfer and Projecting a National Network**” took place on 31st of October of 2014 in the Europa Room at the **National Immigrant Support Centre (CNAI) located in Lisbon**. The meeting, that aimed to discuss the systematization and transference of knowledge and to discuss possibilities for the development and consolidation of a national network, ran from 14.30 pm until 18.30.

The meeting was organised in cooperation by the national SIRIUS partners – CIIE/FPCEU.Porto and Choices Programme - under the challenge on how to reduce the “Migrant Gap”, especially within the Education System. This concern, although old one has lately acquired new contours, influenced, among others, by the context of crisis followed by austerity measures. Following this focus, the meeting was structured in 3 different moments. The first moment was dedicated to contextualize the work that has been done in Portugal in what concern inclusion and integration of migrant populations. A second moment consisted in presentations about SIRIUS work and achievements in the past years, namely in what concerns policies, professional capacity and good practices as well as to give information about future commitments, expectations and developments. The third part was focused mainly in three topics using the discussion method “World Cafe”. Each group discussed and give a small oral and written reports under the following topics (i) Towards Knowledge Influence and Policy Implementation in education (ii) Key Role of Teachers and School Leaders; (iii) Articulation and transference of knowledge between policy makers, professionals, migrants and minorities and their organisations. This discussion was aimed to support the possibility to start a national network involving different parties interested in contributing for a more comprehensive educational inclusion of migrant and minority populations, especially for children and young people.

The aim of the National Meeting was to gather policy makers, professionals, migrants’ organizations, young people, researchers, and government institutions for migration and education. The presence of professionals from the Directorate-General for Education, from the **High Commission for Migration (ACM.Portugal)**, from National Associations of School Directors, from NGOs and other organizations, Researchers and Doctoral students, enabled interesting moments of discussion and confronted different agendas and perspectives on the very same topic: to improve successful educational pathways for young people and children from minorities and migrant backgrounds. In order to achieve this, some considerations were made, namely the

necessity to be more aware of a new scale of diversity within Portuguese schools and, related to that, the importance of changing priorities in what concerns teachers' pre and in service training. Better and more effective access to policy makers and a smarter systematization and dissemination of produced knowledge, as well as the creation of a network to share good practices, and discuss problems were also pointed as crucial.

Overview

O Encontro nacional da Rede SIRIUS: "Transferência de Conhecimento e Projetando uma Rede Nacional" teve lugar no 31st de outubro de 2014, na Sala Europa, no Centro Nacional de Apoio ao Imigrante (CNAI), localizado em Lisboa. O encontro, que teve como objetivo discutir a sistematização e transferência de conhecimentos e discutir possibilidades para o desenvolvimento e consolidação de uma rede nacional, decorreu de 14h30 horas até 18h30.

O encontro foi organizado em cooperação entre os parceiros nacionais SIRIUS - CIE / FPCEU. Porto e Programa Escolhas - sob o desafio de como reduzir o "Gap Migrante", especialmente no sistema de ensino. Seguindo esse foco, o encontro foi estruturado em três momentos diferentes. O primeiro momento foi dedicado a contextualizar o trabalho que tem sido feito em Portugal no que concerne a inclusão e integração das populações migrantes. Assim, e nesse primeiro momento, e em representação do Alto Comissário, Pedro Calado, esteve presente, Catarina Oliveira, Coordenadora do Gabinete de Estudos e Relações Internacionais do ACM que fez uma apresentação de boas vindas, e procurou integrar a informação da intervenção portuguesa, no âmbito do ACIDI, atual ACM, no tema desde a década de 1990 (e.g. EntreCulturas, Escolhas, Estudos OI, CNAI – com lógica integrada das políticas de integração e gabinete de educação; PII – Plano de Integração dos Imigrantes, com medidas na área da educação). A partir desta intervenção fez a ponte para o Kit de publicações e recursos que foram sendo produzidos ao longo dos anos pelo ACIDI.

O KIT que foi divulgado continha os seguintes recursos:

1. Materiais EntreCulturas e histórias infantis publicadas ou promovidas pelo ACIDI, designado Kit Intercultural Escolas. Este recurso que é disponibilizado às escolas, e a todos os profissionais do setor da educação, trata-se de um conjunto de materiais desenvolvidos em torno da temática da interculturalidade;
2. PIIs - Planos de Integração dos Imigrantes (cujo objetivo foi mostrar as medidas promovidas no âmbito do Plano, divulgar a existência desse plano e que está a ser pensado e preparado uma nova estratégia na área das migrações). O PII são planos

globais e integrados, de largo espectro, composto por várias medidas, que concretiza compromissos sectoriais do Estado e que têm assumido como grande finalidade a plena integração dos imigrantes em várias áreas, entre as quais a da Educação.

3. Do OI – Observatório para as Imigrações, onde foi disponibilizada informação no sentido de os transmitir quais as opções que o ACIDI adotou para monitorizar a realidade e procurar na academia recomendações para melhor (estudos – 4 volumes; teses – 3 volumes; compilações estatísticas que constam no site OI - <http://www.oi.acidi.gov.pt/modules.php?name=Content&pa=showpage&pid=177>)

4. Selo Escola Intercultural – que é o reconhecimento público que visa distinguir as escolas que se destacam pela valorização da diversidade como uma oportunidade para a promoção do sucesso educativo. O Selo é atribuído anualmente pela Direção Geral de Educação e pelo Alto Comissariado para as Migrações, em colaboração com uma terceira entidade de reconhecido mérito, atualmente, a Fundação Aga Khan.

5. Materiais ESCOLHAS (revistas)

Um segundo momento consistiu em apresentações sobre o trabalho SIRIUS e conquistas nos últimos anos, nomeadamente no que diz respeito às políticas, capacidade profissional e boas práticas, bem como para dar informações sobre os compromissos futuros, expectativas e desenvolvimentos. Neste segundo momento tomaram a palavra as investigadoras da FCEP do Porto, Elisabete Ferreira e Sofia Marques de Silva que apresentaram a rede e os seus objetivos. Por último, foi ainda feito uma breve apresentação das principais conclusões e orientações do documento “Agenda para a Educação de Imigrantes na Europa”, por Glória Carvalhais, do Programa Escolhas. Este documento tendo já sido aprovado pela FCEP, encontrasse em discussão e validação em vários níveis, inclusive políticos, pelo que a aprovação do seu conteúdo não depende apenas do Programa Escolhas, de modo que não será possível validar o referido documento dentro do timing sugerido.

A terceira parte foi focada principalmente em três tópicos, usando o método de discussão "World Cafe". Cada grupo discutiu e dar um pequeno relatórios orais e escritos sob os seguintes temas: (i) em direção a Influência do Conhecimento e Implementação de Políticas em Educação (ii) papel fundamental dos professores e dos dirigentes escolares; (iii) Articulação e transferência de conhecimentos entre os formuladores de políticas, profissionais, migrantes e minorias e suas organizações.

Essa discussão teve como objetivo suportar a possibilidade de iniciar uma rede nacional envolvendo diferentes partes interessadas em contribuir para uma inclusão educacional mais abrangente das populações migrantes e minorias, especialmente para crianças e jovens.

O objetivo do Encontro Nacional foi atores privilegiados que atuam na área da educação para os imigrantes. A presença de profissionais da Direcção-Geral da Educação, do Alto Comissariado para as Migrações (ACM/IP), a partir de Associações Nacionais de diretores de escola, de ONGs e outras organizações, pesquisadores e estudantes de doutoramento, possibilitou momentos interessantes de discussão e confrontado diferente agendas e perspectivas sobre o mesmo assunto: melhorar percursos educativos bem sucedidos para os jovens e crianças de minorias e da imigração. A fim de conseguir isso, algumas considerações foram feitas, ou seja, a necessidade de ser mais conscientes de uma nova escala de diversidade dentro das escolas portuguesas e, relacionado a isso, a importância da mudança de prioridades no que diz respeito à formação de professores. A difusão do conhecimento produzido, bem como a criação de uma rede para partilhar boas práticas e discutir os problemas também foram apontados como uma prioridade.

SIRIUS National Meeting France 2014

As part of the European Forum for Engaged Young People which took place at the University of Poitiers on 27 and 28 August, the French SIRIUS partner, Association de la Fondation Etudiante pour la ville (AFEV), highlighted the issue of inclusion and exclusion of migrants in education in as part of the SIRIUS National Round Table on Migrant Education.

Under the title "Integrating migrants: our responsibility to host", AFEV led work sessions dealing with:

- The state of affairs of reception programmes for migrants in France
- Social marginalisation and educational accompaniment – Schools as the first integration lever for migrant children
- What solutions exist today? Is our reception system for migrant children good enough?

During two days, a group of about 35 people met (4 sessions, 5:30 hours of work all in all).

The group was mainly composed of young people involved in associations for youth and solidarity and mentoring newly arrived children.

Speakers were as follows :

Régis GUYON	Ministry of Education CANOPÉ network Integration historian and chief editor of the review <i>Diversité</i>
Guillaume MARSALLON	National delegate for La Cimade Centre West region
Mélanie FORESTIER	Collectif Romeurope 86 / Volunteer for La Cimade 86
Cécile GOI	Lecturer at the university F.Rabelais in Tours – Sociolinguistics Département– Author of the book « Des élèves venus d'ailleurs »
Marie-José BERNARDOT	Ministry of the Interior DAAEN (Direction de l'accueil, de l'accompagnement des étrangers et de la nationalité)
Nadia DJILALI	Ministère of Education DGESCO (General Direction for school teaching)

Mme Djilali had to cancel at short notice due to the arrival of the new Minister for National Education.

The central question under consideration was as follows

France welcomes each year approximately 200 000 migrants. Their children are schooled in France whatever their level of French or their former level of schooling.

Migration projects are varied: economic, family-based, political or for the purpose of studying. Contexts of arrival are also varied : family reunion beneficiaries, spouses of French nationals, asylum-seekers, undocumented migrants, young migrants with their family or unaccompanied minors. Some have experienced war-based trauma. Others have a high level of qualification. Sometimes France might be a transit country, but projets might not be as clearly defined.

For all migrants, migration changes life as it used to be. It's often a challenge, sometime a trial. It comes down to finding, with or without a network, a place to live and a job, to learning a language and to integrating in a society that is both complex and not always welcoming.

France is one of the few countries in the world that has instituted the obligation to attend school whatever the immigration status of a child's parents. But these children are being asked to integrate very quickly without granting them necessarily the support that they would need to discover their new world whilst learning simultaneously a new language, a city, and news ways to socialise and attend school!

Such pressure adds to the burden of family migration, which often weighs on these children. The young « knowledgeable » one in the family often comes to learn the new language faster than his or her parents thanks to attending school. He becomes a translator and at times a mediator for the family, who often knows neither the language nor the codes of the new country. At stake for the children is the place that they will create for themselves in the new society they live in.

After aiming to understand the different profiles of migrant populations in France, their needs and contribution to society, we will look more closely into schools, a crucial place for the social and cultural integration of migrant children. Are reception systems for school children working well ? How can actors intervening with and in support of newly arrived children and their family, within and outside the school, be better articulated ?

As to migrants aiming to settle durably in France, how can the schooling system help future generations in the inclusion process ?

Why does France fail to ensure the success of migrant children at school, as shown by the latest PISA study?. Which leverage could be envisaged?

Institutional reception and integration programmes, including the Reception and integration contract, were presented during the roundtable. Ms. Bernardot insisted on the fact that migrants are a population that needs to be the target of both public policies and of civil society actions, in particular as far as newly arrived children are concerned.

Ms. Bernardot insisted on the programme entitled « Opening the school to parents » which aims to provide a learning space for newly-arrived foreign parents around learning French, discovering the values of the Republic and learning how the school system works.

As far as parental language learning process is concerned, it was pointed out that the offer is widespread for adults with a visa. However training opportunities are considerably lacking for those who are not meant to settle in France, such as asylum-seekers, even though their children are schooled and that teachers would welcome being able to communicate with those families.

Organisations stand in for the State in providing language training, but it cannot match the demand.

In addition, even though the French law is meant to protect migrants, some mayors are still reluctant and, in some cases, prevent travellers from staying in their town or prevent their children from attending school. In such cases, procedures can be brought before the administrative court, but that requires specific support from associations in support of migrants.

We focused largely on the school as the main leverage for the integration of migrant children. Cécile Goi presented the school inclusion context for non-French speaking children, including specific programmes set up by the Ministry of Education.

She alerted to the risks that teachers might see these children as dysfunctional for not speaking the language: She explained that what newly arrived children don't know is due to what they haven't learned and in no way due to the fact that they might be deficient. They don't necessarily have difficulties at school, they have to feel like they have the right to learn. That is the difference between special education and education for newly-arrived children.

It is when special programmes do not work that newly arrived children get sent to special education classes. This necessarily raises the issue of teacher training for all teachers and not only teachers who are aiming to work with newly arrived children.

Cecile Goi also pointed out that loyalty conflicts can occur for newly arrived young people towards their language and culture of origin. She explained that neglecting the language and culture of origin can prevent children from learning French as the school language. She insisted on the need to promote parents' role when providing school-related support to their children, even though they do not speak the language.

The situation of unaccompanied minors was raised and presented as critical in some departments. Besides discussions with researchers and institutional representatives, we exchanged with project holders on some of their experiences:

- An initiative conducted by Afev in Rennes was presented. Besides personal mentoring led by volunteer students with newly arrived children, other collective actions are being conducted. The objective of one of these actions is to mix newly arrived children with other secondary school children to prevent potential risks of school segregation, which is, in some instance, the unwanted consequence of specific programmes targeted at newly arrived children.
- An initiative led by the Romeurop 86 collective in Poitiers, which supports Romanian people of Romani origin who live in the Vienne department. The common objective was to create bridges between these families and institutions, to develop partnership between actors and to break the obvious isolation that many families experience through the active involvement of volunteers. The emphasis was laid on supporting families to access mainstream services (healthcare, schooling, social rights, residence permits, employment) with the aim to ensure the autonomy of these people and the fight against discrimination.

This national meeting aimed to put together propositions that could be presented by the main organisers of the Foreje and potentially at the European level by the SIRIUS network. These propositions are as follows:

- To develop language training opportunities by adapting it to the reality of newly arrived families in articulation with other actors within a specific territory.
For instance : some women can't attend language courses because their children can't be looked after during that time. In Marseille, afev has worked with a language class so as to offer activities for children whilst their mother attend the class.
- To spread the information on interpreters, mobilise students studying foreign languages or from specific foreign communities.
- To generalise training opportunities for teachers and sensitise teachers on education for newly arrived children by combining contributions from teachers and others actors involved in the field, such as representatives from the non-formal education sector
- To involve young people in state reception programmes in order to help newly arrived children discover their new society and contribute to build a culture of hospitality
- To offer, within the State school system, opportunities for children to mentor newly arrived children in order to fight against school segregation and isolation

Comments on the Agenda and Recommendations of SIRIUS, The Netherlands

11 November 2014

Dutch experts on education for students with a migrant background feedback on the Agenda and Recommendations

1. First reaction: Dr. Lex Herweijer and Dr. Monique Turkenburg, The Netherlands Institute for Social Research (Sociaal en Cultureel Planbureau), The Hague

Wij hebben vooral gekeken naar pagina 7-12 waar de aanbevelingen staan. Je vroeg naar de strekking, bruikbaarheid en haalbaarheid. We hebben hier een paar opmerkingen over:

Pagina 7:

Punt 1 is zeer stellig en denk ik toch te stellig geformuleerd: dat het meer om de context van leren zou gaan dan om achtergrond, dat lijkt me niet. Onderzoek naar de invloed van het effect de samenstelling van leerlingenpopulaties (peer group effecten) op prestaties laat in het algemeen geen grote effecten zien. In het Nederlandse voorgezet onderwijs valt de verdeling van leerlingen uit verschillende sociaaleconomische milieus samen met de scheiding tussen vmbo en havo/vwo. De verschillen in prestaties tussen deze niveaus zijn niet te interpreteren als een effect van segregatie.

Punten 3 en 4: Haalbaarheid is hier de vraag. Onze minister wil bijvoorbeeld geen stelselwijzigingen (age of early tracking) en brede scholen gemeenschappen zijn voor veel ouders weinig aantrekkelijk. Die kiezen liever voor categorale scholen. Ook aparte mavo's zijn populair (als vanouds en ze noemen zich weer mavo ook).

Punt 4 selectie aan de poort tegengaan lijkt mij een goede zaak, maar lastig aan te pakken. Het is de vraag of quota haalbaar zijn: accepteren scholen en ouders dat? Lijkt me weinig kansrijk ook gezien het verleden.

Pagina 8:

Punt 5: lijkt me een goede zaak, maar zeer lastig haalbaar in tijden van crisis.

Punt 6: ouders van migranten zijn zeer lastig te overtuigen van het feit dat het beroepsonderwijs voor hun kind geschikt is. Kwestie van emancipatie: zij associëren dat met blue collar (met uitzondering van de administratieve economische opleidingen) en willen dat niet voor hun kind. Bovendien geldt ook hier dat de crisis een negatief effect heeft: je kunt nu niet laten zien dat met een mbo-opleiding fraaie banen in het verschiet liggen.

Pagina 9:

De hier genoemde punten hebben een hoog idealistisch gehalte en druisen soms in tegen wat we geleerd hebben uit de jaren zeventig, tachtig.

Promoot geen OALT-achtige constructies onder schooltijd en faciliteer dat evenmin (is eigen verantwoordelijkheid geworden en dat moet je denk ik als winst beschouwen). Voor studiesucces en integratie is een goede beheersing van de voertaal juist van groot belang.

Punt 2: dat lijkt me daarom wel een goede zaak.

Pagina 10:

Punt 2: belangrijk, maar zoals de ervaring leert bijzonder lastig realiseerbaar voor wat betreft de afwezige, ongeïnteresseerde of moeilijk bereikbare ouders.

Thema van representatie:

Niet blind op staren. Rolmodellen kunnen belangrijk zijn, maar ook negatief uitpakken. Beter lijkt me om te gaan voor kwaliteit, voor kwalitatief uitstekende docenten, geen concessies daaraan doen omwille van de representatie van migranten.

Pagina 11

Punt 6: Goede zaak om jonge talentvolle migranten proberen te interesseren voor het onderwijs (en ondersteuning daarbij bieden).

Punt 1: Prima en haalbaar kan veel meer worden toegepast.

Pagina 12:

Punt 3: vreemde eend in de bijt: uiteraard geen seksueel geweld tegen vrouwen; maar ook niet tegen mannen - homo en niet-homo. Moet dit niet gewoon een punt worden over een veilige omgeving?

2. Second reaction: Dr Geert Driessen, ITS, Radboud University, Nijmegen

Algemeen

Ik denk dat politici en beleidsmakers zich allereerst moeten realiseren dat niet iedereen gelijk is en ook nooit gelijk zal worden. Niet iedereen heeft de capaciteiten om de hoogdravende en onrealistische doelen te halen die op een landelijk of Europees niveau worden gesteld. Dat neemt uiteraard niet weg dat men zich moeite moet getroosten het beste uit mensen te halen, maar men moet afstappen van de waanidee dat dat voor iedereen haalbaar is. Behalve dat individuele factoren dat belemmeren, spelen er ook altijd uiteenlopende contextuele factoren een rol die het realiseren van de doelen bemoeilijken zo niet onmogelijk maken.

Een centrale rol speelt de leraar. Keer op keer blijkt dat top-down allerlei nieuwe doelen bij de leraren gedropt worden. Vaak gebeurt dat door mensen die zelf niet met de voeten in de modder staan en zonder dat eerst is nagegaan of het werkt of überhaupt kans van slagen heeft. De leraren krijgen het er allemaal bij, terwijl tegelijkertijd hun status steeds meer afneemt, hun salaris jaren op de nul-lijn staat, hun leerlingenpubliek steeds complexer en moeilijker wordt, de ouders meer-eisend en dwingender worden, ze steeds meer administratieve taken krijgen, verwacht wordt dat ze 24/7 klaar staan, etc. Als de overheid daar nou eerst eens in zou investeren. Een eerste vereiste is dat men de toelatingseisen tot de opleidingen stevig verhoogt, zodat ten minste de nieuwe leraren boven het niveau taal en rekenen basisonderwijs uitkomen.

Ook van leerlingen zelf mag wel wat meer verwacht worden. Via social media zien en weten zij alles (denken ze) en menen ze ook overal recht op te hebben, zonder dat ze willen weten dat er ook verplichtingen zijn er dat er gewerkt moet worden. (Een fraai voorbeeld had mijn vrouw (werkzaam op een ROC) laatst: Een – allochtone – 18-jarige leerling vroeg haar – nogal dwingend - of zij op zoek wilde gaan naar een schoolfonds voor een dyslexie-onderzoek; haar ouders hadden namelijk geen geld. De leerling droeg een echte Louis Vuitton tas van €600, die had ze van haar vader gekregen vertelde ze trots.)

p 2: 2) en 4) Create more socially mixed classrooms

In steden waar de populatie voor de helft of meer uit (laagopgeleide) allochtonen is dat bij voorbaat niet realistisch. Er kan beter ingezet worden op kwaliteit in die wijken/scholen: hoger opgeleide leraren, betere begeleiding vanuit diverse disciplines, kleinere klassen. En dwingender optreden naar ouders: ze kunnen niet alles op het bordje van de leraren schuiven.

De introductie van Passen onderwijs leidt ertoe dat steeds moeilijkere kinderen (ADHD, fysieke handicaps, etc.) in de eigen klas moeten worden begeleid. Lang niet alle leraren zijn hiervoor

geschikt en opgeleid en bovendien leidt dit er ook toe dat de aandacht voor de gemiddelde en betere leerlingen zal afnemen.

p 3: 7) ECEC

In NL is van geen enkel VVE-programma bewezen dat het werkt (en dat zal – gegeven de randvoorwaarden – ook niet gebeuren). Er is in de voorschoolse fase aandacht nodig voor ALLE leerlingen. Tegenwoordig zie je dat VVE behalve achterstandsleerlingen (OAB) ook steeds meer zorgleerlingen (ontwikkelings- en leerstoornissen, gedragsproblemen en –stoornissen, etc.) moet bedienen – en dat met methoden die vooral ontwikkeld zijn om te compenseren voor blootstellingsachterstanden (alhoewel daar recentelijk verbetering in zit). Ook de leidsters zijn daar lang niet allemaal voor toegerust, niet alleen wat betreft hun kennis en vaardigheden op dat terrein, maar ook niet qua de eigen taal- en didactische en interactievaardigheden. Ook daar is een veel hoger opleidingsniveau op z'n plaats.

p 3: 9) Second-chance programmes

Inderdaad, dit zou veel meer uitgebuit moeten worden. Dit met hoge prioriteit hebben. Het gaat niet alleen om tweede kansen voor mensen die in hun jeugd niet alle kansen hebben gehad, maar ook oor mensen die in die fase (nog) niet de motivatie hadden, maar op latere leeftijd ouder en wijzer (en gemotiveerder) zijn geworden.

p 3: 11) en 12) Migrant languages

Prioriteit moet toch liggen bij de nationale taal en Engels. Het eigen-taalonderwijs weer optuigen (voor al die honderden talen?) is niet erg zinvol en haalbaar (qua tijd, methoden, leraren). Er kunnen evt. wel landelijk (op commerciële basis) methodes worden ontwikkeld die via de tv of internet worden aangeboden en evt. lokaal worden begeleid (educatieve tv, open universiteit, volksuniversiteit, etc.).

p 4: Teachers migrant background

Maar dat die er nu niet zijn is deels een eigen keuze van de betreffende migrantengroepen (!), omdat het beroep geen status heeft en te weinig verdient: maar dat geldt voor het leraarsberoep in het algemeen. Dit mag er niet toe leiden dat een soort positieve-discriminatiebeleid wordt gevoerd waarbij allochtone leraren van mindere kwaliteit worden toegelaten.

p 4: 16 Support

Goed idee, zowel in als buiten de school.

p 4: 19) Parents

Cruciaal is dat aan deze ouders ook eisen worden gesteld: hun kinderen zijn in de eerste plaats HUN verantwoordelijkheid. Er zijn niet alleen rechten, maar ook plichten.

p 5: 21) Teachers

Helemaal mee eens; zie boven.

p 7: 1. Concentration

Uit mijn en heel veel ander onderzoek blijkt dit juist niet: concentratie heeft nauwelijks of geen extra effect op prestaties bovenop het individuele effect.

p 7: 4. Quotas

Is niet haalbaar in steden en wijken waar de meerderheid laagopgeleid allochtoon is. Zou 'busing' weer moeten worden ingevoerd? Je kunt je beter richten op de kwaliteit van de betreffende scholen.

p 7: VET

Vakman/vrouwschap moet veel meer gewaardeerd worden. Sommige leerlingen hebben niets met theorie en zijn veel meer gebaat met praktijk (en evt. tweede-kansonderwijs).

p 12: Support

Uit onderzoek blijkt dat Schakelklassen (in het bao) effectief zijn. Er zouden op basisscholen (maar ook kinderdagverblijven en peuterspeelzalen) ook meer mogelijkheden moeten zijn voor ouders om zelf het Nederlands (en evt. andere vakken te leren), tegelijk met hun kinderen. En dat zou veel verplichtender moeten.

Citizenship education in the Netherlands: State of affairs and recommendations

5 November 2014

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Frank Studulski – Sardes Educational Services
*)

Citizenship education in the Netherlands

From 2006 onwards primary and (lower and upper) secondary education is obliged by law to teach 'active citizenship and social integration'. The theme became part of the national rules and regulations that identify compulsory attainment targets or core objectives. The Inspectorate of Education is monitoring the implementation of citizenship education, using an explicit framework for supervision. From the texts of the laws and the framework for supervision, schools should know what they are expected to do according to the Ministry of Education.

Although the targets are compulsory, it is up to schools and school boards to decide how they want to work on the targets, and how intense. The Netherlands has no national curriculum and schools are rather autonomous. The development of citizenship education was somewhat supported by communication about good practices and an analysis of some learning materials (by a subsidized organization).

In 2010 the Education Inspectorate reported that in recent years the development of the practice of citizenship education was stagnated. That was one of the reasons the Advisory Board on Education (August 2012) recommended more investments in citizenship education. More specifically the Board identified three recommendations:

1. Organize support for schools and teachers. A national supply of support. And communicate the importance of civic education.
2. Stimulate systematic knowledge production. There is a lack of knowledge on what method works for specific civic competences or for specific students. A network institute is called for to develop a knowledge and research agenda on citizenship education.
3. Offer schools a perspective or compass on the content of civic education by identifying more specific goals.

In a letter to the Parliament (December 2013) the Ministry of Education recognized the stagnation of citizenship education; it also stated that the desired level of performance was not achieved. Most schools do not have a targeted approach and both national and international comparative studies show the level of civic competences is not what might be expected. Therefore a number of activities are announced, generally in line with the recommendations of the Advisory Board.

Key issues: strategy and implementation

Policy analysts traditionally identify three types of policy instruments: the carrot, the stick and the sermon. In recent discussions nudging was added as an instrument; and from motivational theory also watering the plant is mentioned. How do these metaphors apply to (the implementation of) the Dutch policy on citizenship education?

The introduction of 'active citizenship and social integration' as a goal in 2006 was communicated through the usual channels, including some official words about the importance of the theme – one might say a bit of the 'sermon' was used. The announcement that the Education Inspectorate was to evaluate compliance forms a 'stick'. Since there are more than fifty attainment targets and since national policy priority is on basic (academic) skills, the priority for citizenship education at the

national policy level was and is low. There was no explicit strategy for implementation, nor was there (hardly) any budget – no ‘carrot’ for the schools, hardly any water for the ‘plant’. The little available budget was used for a pilot in 30 schools, that was evaluated (with an instrument a university developed using other resources).

When the Inspectorate reported in 2010 implementation in schools was stagnating, the Ministry took no action, not even a ‘sermon’ for the teachers or a ‘nudge’ for the schools. After a court ruled that the wording of the targets regarding citizenship education was too vague to be evaluated, even the ‘stick’ lost its complying value. From now on the Inspectorate could only ‘nudge’ the schools to improve the implementation of citizenship education. Apart from the vague wording the focus was also gradually changing over the years: ‘active citizenship and social integration’ seems to be replaced by citizenship in a democracy.

The Advisory Board on Education strongly suggested investment and firm action. The Ministry announced some actions, which might be seen as only some first steps in the direction the Board pointed out. However, instead of a national supply of full support, only a new website with some information will be created. Instead of a network institute or consortium of organisations for systematic knowledge production, only one organization is assigned to look into learning materials. And instead of developing a compass or perspective for schools, only a restatement of the attainment goal is announced (and is now part of a broad discussion on curriculum innovation). No research and development agenda was developed, only a limited implementation strategy formulated, no substantial budget assigned by the ministry.

Are the steps of the Ministry enough to overcome the stagnation in the schools and the lack of progress in research and development? Not by far, in our opinion. Citizenship education is proclaimed a key task of education, but that is not followed by appropriate action. A sense of urgency and political will seems to be lacking. We see no investment strategy and plans that can have effect in the whole educational sector. If it is clear that there was stagnation in the whole of primary and secondary education (together with about 8000 schools) since around 2008, then what difference do you want to make if you start a new website and involve twenty schools in 2014? When you compare all the actions and investments around citizenship education with those in similar new themes, for example new media or technology in education, then the difference is striking. So much more is invested in those themes, and hence so much more results are reported.

Why do we have a critical view on the Dutch policy and implementation strategy of citizenship education? Because we are convinced that when a government goes through the whole process of changing laws and make regulations in order to set targets for citizenship education, it is legitimate to ask also to provide the means that allow all schools to achieve the targets. Therefore our recommendations try to identify the means necessary for adequate implementation of citizenship education in all schools.

Recommendations

- Develop a sense of urgency and political will for full scale implementation of citizenship education – it is about learning to live together in the 21st century
- Design a policy with clear goals and appropriate instruments, with explicit plausible links between the goals and the instruments
- Design a comprehensive strategy for the implementation of citizenship education, combining the carrot, the stick and the sermon, nudging and watering the plant

- Assign appropriate budgets to the actions in order to overcome the stagnation and realise full scale implementation
- Spread the sense of urgency to all actors involved, also to enhance ownership of all
- Address the strategic role of other actors than schools, such as school boards, educational organisations and local governments
- Fully implement the recommendations of the Advisory Board for Education (a national supply of support, a network organisation developing a research & development agenda, and offering schools a perspective or compass with specific goals).
- Talk with school leaders and teachers about how they could organise for time and space for implementation, for a whole school approach as part of effective school development, for exchange between schools, etcetera
- Organise empowerment and capacity building on the theme for teachers and school leaders
- Involve teacher training institutes
- Stimulate a debate on what results all actors would like to create and when one would be satisfied with results. Schools now have a dilemma: they need to work on all the attainment targets, when a new target is introduced it just adds to the list and who is to decide about priorities?
- Stimulate and facilitate research on the effectiveness of teaching methods and instructional materials regarding citizenship education; what works for whom with regard to specific goals?
- Develop ways of evaluating the process and results of the implementation of citizenship education in ways that stimulate further improvement in schools and classes, for example by taking the experiences of teachers and students seriously
- Stimulate that school really become places to learn to live together, places for practicing citizenship.
- Stimulate the active participation of students in creating schools that are places for practicing citizenship, give them ownership and empower them, all in age appropriate ways. The idea is to let students be full citizens of the school community, not just 'tourists' in the school organisation. Peer mediation of conflicts is an inspiring example of the possibilities of student participation.
- Address school segregation, because desegregated schools with a mixed population (in terms of socio-economic and socio-cultural background) are an excellent place to practice citizenship and to learn to live together. (Compare the SIRIUS Agenda for Migrant Education and Recommendations, 2014)

The Dutch experience in a European context

In 2013 SIRIUS produced a comparative report on citizenship education in European countries with a focus on the general outlines of the policy in each country. Here we went a step further and focused on the implementation of the Dutch policy. At the international conference in the European Parliament in Brussels on November 19, 2014 we can discuss whether other countries have similar experiences with implementation of policies in this field and whether the recommendations for the Dutch case might be relevant for other countries as well. Context matters with putting policy into practice. In general it depends among other things on the political traditions and the educational system of a country. In the case of citizenship education it also depends on the way national identity is treasured and which values and beliefs are shared. In the Dutch case for instance there was a lot

of discussion in the first few years about what type of 'citizenship' should be taught in schools and who should decide: the Ministry of Education or the autonomous schools and school boards? One would not expect a debate like that in countries with a national curriculum. So context matters, but at the same time countries can learn from one another and that is why we offer the Dutch case as input for international debate on the implementation of policies regarding citizenship education.

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